

MONTHLY LABOR REVIEW

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This Issue in Brief

Working Woman's Budget.

The construction of an adequate budget for working women in New York, to be used in the determination of minimum wage rates, is described in an article on page 571. Standards of the goods and services that would be necessary to fulfill the statutory obligation of the minimum wage to provide adequate maintenance and to protect health were first established. The prices that would have to be paid in the cities and towns of New York State for all the items entering into this acceptable standard of living were then ascertained. For the State as a whole, the annual cost of living according to the standards accepted as adequate was found to be \$1,192 for a woman worker living alone, and \$1,058 for one living as a member of a family.

Accidents and the Business Cycle.

The frequency rate of disabling industrial accidents, i. e., number of disabling accidents per million hours worked, moved in general conformity with the trend of employment during the period 1929-35, in spite of the fact that the frequency rate has no particular relation to the number of persons employed. There also was a close direct relationship between the percentage of disabilities not exceeding 7 days and the employment index, which can be explained primarily as the result of the incomplete reporting of such injuries by workers during depression years. The factors which explain the relationship arise out of economic changes due to the business cycle. The survey on which these conclusions are based covered 29 manufacturing industries and 426,000 disabling injuries. Page 579.

Effect of Power Farming on Labor.

Recent developments in the Cotton Belt indicate that methods of farming in that region are undergoing a process of transformation that is likely to result in profound changes in the industrial and social conditions of the people whose lives have heretofore depended almost wholly upon the production of cotton. It seems entirely likely that within the next few decades the old systems of cropper and tenant farming will entirely disappear, giving place to large industrialized farms operated by hired workers most of whom will not live on the land. Thus far, these changes are not due to the introduction of any one outstanding invention, such as the much talked of cotton picker, but to an acceleration of the process of farm mechanization in general, in which the increased use of the farm tractor, especially the all-purpose pneumatic-tired type, is the most important factor. Page 595.

Consumption Habits of the American People.

The Bureau of Labor Statistics is bringing to a conclusion two major studies of consumption, a study of the money disbursements of wage earners and lower-salaried clerical workers in 55 cities, begun in the fall of 1934, for the purpose of revising and extending its indexes of the cost of goods purchased by this group, and an investigation of broader scope, undertaken in the winter of 1935-36, covering the consumer purchases of families of all income and occupational groups in 32 cities. The subject matter covered by the two studies is identical, but the groups covered and the methods of sampling and of analysis are different.

Figures on the incomes of native white families including husband and wife show that among those not having been on relief at any time during the year covered by the schedule, the median income varies from approximately \$1,200 in Gastonia, N. C., to slightly over \$2,000 in New York City. Median incomes for the Negro families including husband and wife and not having received relief at any time during the year vary from \$460 in Albany, Ga., to \$1,350 in New York City. Page 608.

Burial Cooperatives.

Although the first known cooperative burial association was started as early as 1915, cooperative activity in this line is found in only the five States of Illinois, Iowa, Minnesota, Nebraska, and South Dakota. As a large membership is necessary in this type of association, the present tendency is toward larger and larger units. The newest associations are those serving a number of local cooperative store associations throughout a whole district—representing a combined membership of 5,500–6,000 persons. The 1936 activities of these associations are described on page 647.

Union Wage Rates of Motortruck Drivers.

The average wage rate of union motortruck drivers increased 6.6 percent between May 15, 1936, and May 15, 1937. The average hourly rate in 1937 was 76.7 cents; in 1936 it was 71.9 cents. More than half the members had rates of between 60 and 80 cents per hour in both years. The average full-time hours per week were 48.2 in 1936 and 47.8 in 1937. Almost two-thirds of the members had scales of 48 hours per week in both years. Further information on union scales of wages and hours of motortruck

drivers in 60 cities will be found on page 745.

Collective Bargaining on New York City Transit Lines.

During 1937 collective bargaining was generally established for the first time in the New York City passenger transportation industry. With the signing of 11 contracts before the close of the year, the Transport Workers Union has been recognized as the sole bargaining agent for the workers in the major surface transit lines, for most of the taxicab drivers, and for elevated and underground transportation with the exception of the city-owned Independent Subway System. Average weekly wages of bus operators increased \$3 after the signing of contracts. A flat 10 percent increase was provided in the subway contracts. Page 686.

National Health Survey.

Approximately 6 million persons are ill and unable to work, to attend school, or pursue other usual activities each day during the winter months, according to an estimate by the United States Public Health Service based on a national health survey covering 740,000 families in urban communities and 36,000 families in selected rural areas. The study shows the frequency and severity of various illnesses in the different age groups and according to economic status. The relation between poverty and sickness is shown by the fact that disabling illness lasting 1 week or longer occurred at a rate 57 percent higher among families on relief than among families with annual incomes of \$3,000 or over. Relief and low-income families not only experience more frequent illness during a year than the higher income groups but their illnesses are on an average of longer duration. Page 664.

MONTHLY LABOR REVIEW

FOR MARCH 1938

LIVING COSTS OF WORKING WOMEN IN NEW YORK

By FRIEDA S. MILLER, *New York State Department of Labor*

IN THE spring of 1937 the Legislature of the State of New York passed a new minimum-wage law based on the declared public policy that "women and minors employed in any occupation should receive wages sufficient to provide adequate maintenance and to protect their health." The act provides that wage boards, in establishing minimum wages, may take into account (1) the amount sufficient to provide adequate maintenance and to protect health, (2) the value of the service or class of service rendered, and (3) wages paid in the State for work of like or comparable character.

In its reference to adequate maintenance the law differs from earlier attempts to establish minimum wages for women and minors in New York State. Since the Department of Labor had the responsibility of setting the law in motion, the first step necessary was to make an exhaustive study of living standards of wage-earning women, so that wage boards could be furnished with data as to what constitutes adequate maintenance and the protection of health under conditions prevailing in New York State today, from as careful, extensive, and objective a study of the information available as that on which the reports to wage boards on wages and working conditions in the industries are based.

Two separate steps had to be taken before the statement of public policy in the act, "that women and minors employed in any occupation should receive wages sufficient to provide adequate maintenance and to protect their health," could be translated into specific information for wage-board use. First, there had to be determined as exactly as possible a list of the goods and services which should represent what was meant by adequate maintenance. Second, the price that would have to be paid for all of these items in the towns and cities of New York State had to be ascertained.

But before beginning to list the goods (the clothing, food, drugs, etc.) and the services (dry cleaning, movies, medical services, etc.) which make up this standard, one fundamental decision was made. This budget should not be a charity budget. It should not be a mere carry-over. It should not count on the philanthropic agencies

of the communities to piece out the health care, the recreation, and the housing needed but not provided by it. The preamble of the law definitely characterizes as "a serious form of unfair competition against other employers and employees" wages which have to be "supplemented by the payment of public moneys for relief or other public assistance." Consequently, the items in the budget must provide adequately for the woman who is to live on it. The clothing budget must give her, currently and continuously, an adequate wardrobe. The food budget must be not merely a "tide-over" until better days may come, but such as would keep her in health were she to follow it all her days. In short, complete self-support must be possible under its terms.

In addition, the items that go into the budget must take cognizance of the time and place for which it is prepared. Housing adequate for the tropics will not be adequate for New York State; neither will the housing of 1776 do for today. Electric light and modern plumbing must be included for the working women of New York's 1930's, not alone because her self-respect requires that she be not invidiously distinguished from her peers, but because community health and safety require certain minimum housing standards for metropolitan areas, which may not be disregarded in the budget. When it comes to food, there are, of course, certain standards laid down by the nutritionists which furnish definite guidance, though community food habits also influence the items to be included. The clothing provided fails to serve the working woman's need if it merely covers her and keeps her warm. Therefore, the items in an adequate minimum budget must make provision for appearance which will permit the worker to compete for and hold her job. Similarly, every other category of the budget must be set up and judged in terms of present-day needs. Thus the budget becomes a "standard" of adequacy.

Goods and Services Included

However, none of these preliminary decisions determine what goods and services will actually establish a minimum adequate standard. To do that is obviously an undertaking of such scope as to require the expert assistance of authorities in at least half a dozen fields. What is adequate minimum housing, for example, is certainly best known to persons who have been actively engaged in promoting proper housing, especially with reference to the residents of New York State today. In the same way, what is an adequate minimum food allowance is best known to persons who have been working on problems of nutrition. In these and other budgetary fields, the actual purchases and use habits of the communities and the groups in these communities for which the standard is set up must also be taken into consideration.

Therefore, the construction of the standard budget was planned and conducted, from the very beginning, in conjunction with practitioners and experts in the various fields. Work was begun by consulting all published material, such as budgets of other agencies and studies of consumer expenditures where these related to women in the lower income groups. Among the latter was the study of expenditures of wage earners' families made by the United States Bureau of Labor Statistics in 1934, covering several cities in New York State. Always, however, it was clearly understood that family budgets or expenditures and relief budgets could not be followed since this survey was concerned with the cost of living of the *self-supporting woman*.

The other source of information and guidance in the development of the standard has been the general advice and criticism of each specific section of the budget by men, women, and organizations in New York State, active and respected as leaders in their various fields. For example, the standards for the kind of housing which was to pass muster in the pricing of actual family quarters and furnished rooms were submitted to a number of individual authorities in the field and to interested organizations.

Although only a simple list of goods and services find a place in this standard, it is at the same time essential that the standard be protected against erroneous interpretation. For example, the figure published is an *annual* figure because that is the only basis on which an adequate standard can be maintained. It is true that one fifty-second of that figure is what it takes to live per week; but with incomes in most women-employing industries highly restricted by the seasonal nature of the work, the comparison between a weekly pay envelope for a busy week and the expenses for one fifty-second of a year would give no indication of a worker's ability to maintain decent living standards.

In drawing up the commodity-quantity budget for woman wage earners, the department found it imperative to distinguish between the expenses of those who live as members of families and those who live alone. The principal differences occur in the housing and food items; the self-supporting woman living as a member of the family pays her proportionate share of the rent of the family dwelling and the cost of food, whereas the woman living alone pays for food and shelter in the form of meals in restaurants and a furnished room.

Description of Standards

The standards used for each section of the budget are described briefly below:

Food.—The standards accepted for the nutrition needs of working women represent a mean between a minimum-cost diet which requires

the most careful buying and avoidance of any waste if it is to furnish adequate nutrition, and a moderate-cost diet more nearly available to the average girl. The food requirements were established on the basis of the needs of an average worker, since it is obviously impossible to prepare a diet that will apply equally well to all members of a group. Generally accepted nutritive standards were used to determine varieties of food required and the approximate quantities.

The food budget is intended to be a general budget, representative of the usual requirements of employed women in New York State covered by the minimum-wage law and does not pretend to meet the varying needs and tastes of any individual woman. The cost of food for the woman living as a member of a family was based on the cost of raw food consumed at home plus the cost of lunches out on 5 days a week. The cost of food for the woman living alone, on the other hand, was based on the cost of three adequate meals per day in restaurants.

Other home expenses for woman living as member of family.—(1) Housing (rent including cost of heat and hot water and light, cooking fuel, and refrigeration): In collecting the rent data for wage earners' housing in each community the following standards were used as a guide:

The house should not be located in a neighborhood which is generally known to have a bad reputation.

The house should be reasonably accessible to public transportation facilities.

It should be in a good state of repair.

In a city that has a sewer system, the toilet and bathroom facilities should be connected with that system. In all cases each family should have a private toilet, running water, and tub or shower.

Adequate heating facilities and electricity for lighting should be available.

The building and the dwelling should conform to prevailing legal standards (those that are generally enforced in the community) as to construction, fire protection, light and air, sanitation, etc.

Every habitable room should have one or more windows opening directly on a street or on a court or yard not less than 8 feet wide.

Every bathroom should be ventilated by one or more windows opening on a street or court, or by a vent shaft, or by artificial ventilation.

(2) Maintenance of household equipment, household supplies, and mother's services: To cover the working woman's contribution to the family for her share of (a) the maintenance of household equipment, (b) household supplies, and (c) services of the mother in the home for the preparation of food, cleaning, laundering, and other services, 50 percent is added to the cost of raw food for 50 weeks consumed at home by the woman worker and to the working woman's share of housing, fuel, and light.

Housing for the woman living alone consists of a furnished room with laundering privileges. The room should be in a good state of repair, meeting the same housing standards as for a woman living

with her family, with the added requirements that the room should be provided with sufficient bedding, bed linen, and towels, and should contain adequate furniture, including a light suitable for sewing and reading.

TABLE 1.—Articles of Clothing in Budget

Item	Annual allowance	Description
Outergarments:		
Coats:		
Winter.....	1½	Wool, heavy weight, fur trimmed, medium quality.
Spring.....	½	Wool, light weight, untrimmed, inexpensive quality.
Hats: Felt.....	4	Wool felt, inexpensive quality, 2 light and 2 heavy weight.
Dresses, total.....	8	
Cotton.....	2	Medium quality, styled for street wear.
Rayon.....	4	Street length, 3 fair quality, 1 inexpensive quality.
Wool.....	1	Medium quality.
Party.....	1	Rayon, inexpensive quality.
Skirt, sweater, and blouse:		
Skirt.....	1	Wool, medium quality.
Sweater.....	½	Do.
Blouse.....	1	Rayon, medium quality.
Smock.....	1	Cotton.
Undergarments:		
Vests.....	2	Knit rayon, medium quality.
Bloomers or panties, total.....	5	
Rayon.....	4	3 bloomers, 1 stepin or pantie, knit rayon, medium quality.
Silk.....	1	Stepin or pantie, silk crepe, medium quality.
Slips, total.....	4	
Rayon.....	3	Woven rayon, good quality.
Silk.....	1	Silk crepe, medium quality.
Girdles.....	2	Woven elastic yarn, cotton and rayon covered, medium quality.
Brassieres.....	3	Cotton, medium quality.
Nightgowns, total.....	3	
Cotton.....	1	Medium quality.
Rayon.....	1	Knit rayon, medium quality.
Cotton flannel.....	1	Outing flannel.
Dressing gowns:		
Bathrobe.....	½	Wool flannel, medium quality.
Kimono.....	½	Rayon, inexpensive quality.
Footwear:		
Shoes, total.....	4½	
Street.....	2	Medium quality.
Dress.....	1	Do.
Summer.....	1	Dress, white, inexpensive quality.
Shoes to wear with party dress.....	½	Inexpensive quality.
Rubbers and overshoes:		
Rubbers.....	½	Good quality.
Overshoes.....	½	Medium quality.
House slippers.....	½	Kid, medium quality.
Stockings.....	20	Silk, 4 thread, 42 gauge, pure-dye thread; full fashioned.
Miscellaneous:		
Raincoat.....	½	Rubberized cotton twill, medium quality.
Umbrella.....	½	Cotton, medium quality.
Gloves, total.....	3	
Cotton fabric.....	2	Medium quality, washable.
Leather.....	1	Medium quality, kidskin.
Handbags.....	2	Lump sum of \$3.00. ¹
Handkerchiefs.....	12	Lump sum of \$1.50. ¹
Accessories: Scarf, belts, flowers, garters, shoestrings, collars, dress shields, dress ornaments, etc.....	-----	5 percent of total cost of preceding items. ¹

¹ A specific sum (or fixed percentage of the total budget) is allowed for these items since they are extremely difficult to price, owing to the wide variation in type and the consequent difficulty of drawing up exact specifications to insure the pricing of comparable articles in different places.

NOTE.—Sport clothing is included in the recreation budget.

Clothing.—Table 1 gives a detailed list of the clothing items included in the budget. This list was drawn up to represent a standard of adequate clothing for the average working woman in New York State

today. Substitutions can be made to meet individual preferences. (The annual allowance is given as a fraction for some items to indicate the replacement period; for example, one-third of a winter coat annually means that one winter coat is bought every 3 years.)

Clothing upkeep includes dry cleaning, laundering, shoe repairs, etc.

Personal care covers such items as toilet articles and preparations and beauty-shop services.

Medical care.—Standards of adequate health services as determined by the Committee on Costs of Medical Care for the general population were adjusted to meet the needs of adult woman workers. These included general medical care for prevention and treatment of illness, in addition to dentistry and eye care. A minimum supply of drugs and medicines was also allowed.

Leisure-time activities.—Movies, club dues, recreational equipment, vacation expenses for 2 weeks, church contributions, and reading material were included in the budget.

Insurance and savings included life insurance and compulsory contributions to Federal old-age insurance, as well as savings for emergencies.

Other living essentials are transportation charges, contributions to charity, candy, cigarettes, and incidentals.

Cost of Items

Having budgeted the kinds and amount of goods and services required for adequate maintenance and the protection of health, the second step was to price these items in representative cities and towns of the State. The information on prices was obtained by trained field representatives of the Division of Women in Industry and Minimum Wage from representative stores, shops, and professional offices. In planning this work assistance had been obtained from chambers of commerce, trade associations, real-estate boards, labor organizations, and other groups interested in the problem. The pricing was done in 16 cities, ranging in population from Hempstead, Long Island, with 12,650 inhabitants, to New York City.

The findings indicate that the amount the working woman in New York State today requires "for adequate maintenance and the protection of health" is \$1,058.31 annually for the woman living as a member of a family, and \$1,192.46 annually for the woman living alone.

Itemized costs of the budgets for the woman living alone and for the woman living with her family in various types of community in New York State are shown in table 2.

TABLE 2.—Annual Cost of Adequate Maintenance and Protection of Health for Woman Workers in New York State, 1937

WOMAN WORKER LIVING ALONE

Item	New York State	Communities with population of—				New York City
		10,000 and under 25,000	25,000 and under 50,000	50,000 and under 100,000	100,000 and over (except New York City)	
Total.....	\$1,192.46	\$1,228.16	\$1,214.72	\$1,187.97	\$1,170.96	\$1,192.57
Housing and food, total.....	617.38	624.85	626.44	614.24	593.23	620.46
Rent for furnished room, including laundrying privileges.....	238.85	225.85	216.06	201.24	220.48	245.96
Food ¹	378.53	399.00	410.38	413.00	372.75	374.50
Clothing, total.....	196.81	199.66	192.70	192.93	192.59	198.18
Outergarments.....	102.27	105.75	99.62	98.48	98.97	103.26
Undergarments.....	27.62	26.88	27.02	27.70	27.06	27.85
Footwear.....	45.46	45.37	44.92	45.12	45.32	45.56
Miscellaneous.....	21.46	21.66	21.14	21.63	21.24	21.51
Clothing upkeep.....	14.39	16.68	19.54	19.06	19.02	12.70
Personal care.....	34.01	36.86	34.37	32.70	33.94	33.87
Medical care.....	55.70	54.52	53.54	50.48	52.38	56.92
Insurance and savings.....	72.92	73.28	73.15	72.88	72.71	72.93
Leisure-time activities, total.....	106.75	102.71	99.88	99.58	100.99	109.11
Recreation.....	45.91	40.21	37.69	37.08	38.80	48.80
Vacation.....	40.00	40.00	40.00	40.00	40.00	40.00
Education and reading material.....	13.04	14.70	14.39	14.70	14.39	12.51
Church contributions.....	7.80	7.80	7.80	7.80	7.80	7.80
Other living essentials, total.....	94.50	119.60	115.10	106.10	106.10	88.40
Transportation.....	55.90	81.00	76.50	67.50	67.50	49.80
Charity, gifts.....	10.00	10.00	10.00	10.00	10.00	10.00
Candy, cigarettes, etc.....	15.60	15.60	15.60	15.60	15.60	15.60
Incidentals.....	13.00	13.00	13.00	13.00	13.00	13.00

WOMAN WORKER LIVING AS MEMBER OF FAMILY

Total.....	\$1,058.31	\$1,112.49	\$1,066.53	\$1,053.18	\$1,052.34	\$1,055.68
Home expenses, total.....	486.76	512.34	481.93	482.80	478.00	487.14
Housing (rent) including cost of heat and hot water.....	136.02	155.32	136.28	137.77	139.71	133.07
Light, cooking fuel, and refrigerating fuel (ice or electricity).....	20.85	26.14	20.61	21.29	18.69	21.05
Food ¹	197.38	188.43	194.39	193.89	189.64	200.64
Maintenance of household equipment, household supplies, and mother's services, total.....	132.51	142.45	130.65	129.85	129.96	132.38
Based on 50 percent of cost of—						
Housing, light, and fuel.....	78.44	90.73	78.45	79.53	79.20	77.06
Food consumed at home.....	54.07	51.72	52.20	50.32	50.76	55.32
Clothing, total.....	196.81	199.66	192.70	192.93	192.59	198.18
Outergarments.....	102.27	105.75	99.62	98.48	98.97	103.26
Undergarments.....	27.62	26.88	27.02	27.70	27.06	27.85
Footwear.....	45.46	45.37	44.92	45.12	45.32	45.56
Miscellaneous.....	21.46	21.66	21.14	21.63	21.24	21.51
Clothing upkeep.....	12.20	14.68	17.34	17.06	16.82	10.50
Personal care.....	34.01	36.86	34.37	32.70	33.94	33.87
Medical care.....	55.70	54.52	53.54	50.48	52.38	56.92
Insurance and savings.....	71.58	72.12	71.67	71.53	71.52	71.56

¹ The food allowance is for 50 weeks only, since food for 2 weeks is included in vacation allowance.

TABLE 2.—Annual Cost of Adequate Maintenance and Protection of Health for Woman Workers in New York State, 1937—Continued

WOMAN WORKER LIVING AS MEMBER OF FAMILY—Continued

Item	New York State	Communities with population of—				New York City
		10,000 and under 25,000	25,000 and under 50,000	50,000 and under 100,000	100,000 and over (except New York City)	
Leisure-time activities, total.....	\$106.75	\$102.71	\$99.88	\$99.58	\$100.99	\$109.11
Recreation.....	45.91	40.21	37.69	37.08	38.80	48.80
Vacation.....	40.00	40.00	40.00	40.00	40.00	40.00
Education and reading material.....	13.04	14.70	14.39	14.70	14.39	12.51
Church contributions.....	7.80	7.80	7.80	7.80	7.80	7.80
Other living essentials, total.....	94.50	119.60	115.10	106.10	106.10	88.40
Transportation.....	55.90	81.00	76.50	67.50	67.50	49.80
Charity, gifts.....	10.00	10.00	10.00	10.00	10.00	10.00
Candy, cigarettes, etc.....	15.60	15.60	15.60	15.60	15.60	15.60
Incidentals.....	13.00	13.00	13.00	13.00	13.00	13.00

Relation of Budget to Wage Decision

The report of the budget survey was presented to the Laundry Minimum Wage Board, the first to be established under the new law, which began its deliberations on December 6, 1937. It must be emphasized that the responsibility which the law puts upon the Department of Labor is not that of arriving at a *wage rate*. That is the responsibility of each wage board for each industry as it is appointed. In establishing minimum wages for any industry, wage boards are not bound to fix a rate equal to what it would cost to live at this standard of adequate maintenance. They may take into account also the value of the service or class of service rendered, and may consider the wages paid in the State for work of like or comparable character. In the words of Commissioner Andrews in presenting these figures, "We know that in many instances a first wage board for an industry will not be able at once to bring wages up to the standard here set. We expect, however, that with the recognition of the situation as we have found it, there will be a gradual rise from present levels to real adequacy."

INDUSTRIAL INJURIES AND THE BUSINESS CYCLE

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WHAT was the course of industrial injuries during the recent depression and subsequent recovery? An analysis made by the Bureau of Labor Statistics of more than 426,000 disabling injuries for the years 1929 through 1935 reveals (1) that the trend of the frequency rate of industrial injuries generally followed the trend of industrial employment, and (2) that the trend of the percentage of reported injuries with a disability duration of 1 week or less followed the trend of industrial employment very closely. In other words, as employment decreased, the frequency rate as well as the percentage of so-called "1-week" cases generally decreased; and as employment increased, both the frequency rate and percentage of 1-week cases generally increased.

Trend of Industrial Injuries

For the composite group of 29 manufacturing industries, the trend of the frequency rate of disabling industrial injuries moved in general conformity with the trend of employment.¹ (See table 1 and chart 1.)

TABLE 1.—Trends of Disabling Industrial Injuries and Employment in 29 Manufacturing Industries, 1929-35

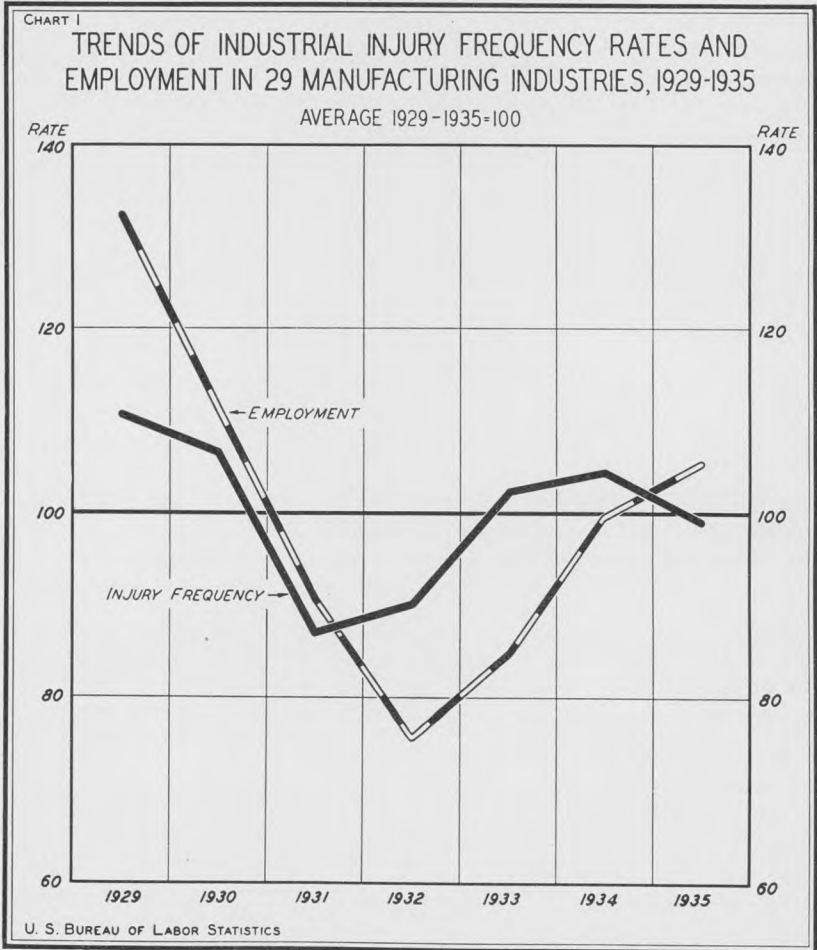
Item	1929	1930	1931	1932	1933	1934	1935
Total number of disabling injuries studied ¹ ..	82,734	62,561	55,142	36,104	54,494	67,168	68,182
Industrial injury frequency rate.....	23.98	23.08	18.85	19.55	22.17	22.62	21.46
Index of frequency rate (1929-35=100).....	110.7	106.5	87.0	90.2	102.3	104.4	99.0
Index of employment (1929-35=100).....	132.4	111.4	90.7	75.7	84.7	99.6	105.4

¹ These data are from a number of States whose workmen's compensation laws require the reporting of all injuries for which disability exceeds the day on which the injury occurred.

As employment dropped from an index of 132.4 in 1929 to 111.4 in 1930 and then to 90.7 in 1931 (using 1929-35=100), the frequency rate dropped from an index of 110.7 to 87.0. But whereas the employment index continued to drop to a low of 75.7 for 1932, the frequency-rate index rose slightly to 90.2 for that year. For the next 2 years the two trends moved in the same direction—upward. The frequency rate rose more sharply than employment in 1933, whereas

¹ The composite frequency rates given in table 1 were arrived at by weighting the frequency rate for each industry according to the average number of wage earners, using census data where available and calculating data for intercensal years by means of the indexes of employment computed by the Bureau of Labor Statistics. The employment indexes were calculated similarly, with the average for the period 1923-25=100. Because no frequency rates were available for this base period, the two series, i. e., frequency rates and employment, were recomputed with the annual average 1929-35=100, thus making the two series strictly comparable. It is these two series which are shown on chart 1.

employment rose more sharply during 1934. In 1935, the two trends moved in opposite directions—the employment index continued to increase, from 99.6 in 1934 to 105.4 in 1935, while the frequency-rate index decreased from 104.4 to 99.0, with a decrease of more than one disabling injury per million hours worked. On the whole, as is clearly apparent from chart 1, the two trends moved in the same general direction, with 1935 the only notable exception.



Why should there be this relationship between the frequency rate and employment? The frequency rate measures the average number of disabling injuries per million man-hours, and therefore has no direct relation to the volume of employment. Theoretically, the frequency rate could remain constant regardless of whether the volume of employment moved up or down. All that is required to reach this result is that there shall be the same average number of dis-

abling injuries per million man-hours worked. This relationship need not be affected by any fluctuations in the volume of employment.

The reasons for fluctuations in the frequency rate generally, and the close correlation of its trend with that of the employment index, must be sought in the economic factors which accompanied the depression. It certainly cannot be said that the downward trend during the depression years was due to greater managerial concern for safety during this period, for in many instances safety activities were discontinued or severely curtailed as economy measures. Consequently, it would be in order to anticipate rising frequency rates rather than falling rates during depression periods. Why, then, did the rate fall so sharply from the level of 1929 to the levels of 1931 and 1932? Four reasons are suggested here, the first three of which are generally accepted by safety engineers, whereas the fourth follows from an analysis of the data:

1. As the depression deepened, labor forces were curtailed, with those most recently added laid off first. This generally left employed workers with long years of service and, usually, those of the skilled or semiskilled types which management wanted to retain as a nucleus for subsequent expansion. Such workers generally were thoroughly familiar with job hazards and had developed safety habits which were carried from job to job. As a result, there were fewer disabling injuries per million hours worked, and the frequency rate decreased.

2. In the early stages of depression, lay-offs tended to lag behind reductions in operation, with the result that the total number of man-hours worked exceeded those which would ordinarily have been required. Coupled with decreased numbers of injuries, attributable to a general slowing down in operating tempo, the swollen man-hours total resulted in a lowering of the frequency rate (which is the average number of disabling injuries per million man-hours).²

3. As business conditions became worse, management shifted toward the use of the most efficient equipment, which generally meant the most modern equipment. Such equipment, as a general rule, was also the safest. This factor in itself would be sufficient to reduce the frequency rate. Coupled with a more skilled and safety-conscious labor force, it was still more effective.

4. As the depression deepened, the number of reported disabilities not exceeding 1 week decreased out of proportion to the general decrease in industrial injuries generally. As will be pointed out later, there is a strong probability that many minor injuries, which under more normal conditions would have caused disabilities ranging from

² In connection with man-hours, one other point which may affect the frequency rate must be noted: There is a possibility that during the depression man-hours were overestimated by reporting employers who may not have allowed sufficiently for part-time operations. The reporting requirements instituted under N. R. A. codes may have overcome this difficulty. The overestimating of man-hours worked during the depression years, if it occurred, would have operated to depress the frequency rate.

1 to 3 days, were not reported by workers. As a result, the number of disabling injuries which entered into the calculation of the frequency rate was depressed.³

From these explanations it can also be readily understood why the frequency rate should have risen as employment increased. With the relatively small increase in employment from an index of 75.7 in 1932 to 84.7 in 1933, the frequency-rate index rose from 90.2 to 102.3—which, as a composite rate for the entire group of 29 industries, is a very sharp increase. The obvious reason for this rise is that increases in employment meant hiring of workers not accustomed to the hazards of their new jobs, or workers whose safety habits had been blunted through lengthy lay-offs and financial worries, and who, perhaps, were too eager to make a favorable showing.

Evidence that newly added employees, as a group, were the greatest source of disabling injuries is furnished by the petroleum industry.⁴

The following data are cited from a recent study by a large oil company:

TABLE 2.—*Relation of Accidental Injuries to Length of Employment*

Length of employment	Percent of total employees	Percent of total disabling accidental injuries
Less than 1 year.....	15.1	33.0
1 and under 2 years.....	7.3	11.3
2 and under 3 years.....	9.4	11.8
3 and under 5 years.....	19.7	11.8
Over 5 years.....	48.4	31.2

While employees with less than 1 year's service, i. e., newly added workers, formed only 15.1 percent of the total number of employees, they had 33.0 percent of all disabling accidental injuries. Workers with 2 and 3 years of employment also had a heavier percentage of injuries than their proportionate representation in the group as a whole. Not until the group with 3 and under 5 years of employment is reached does the percentage of total injuries fall below the percentage of total employment. Workers with less than 3 years' service,

³ It has been suggested that this decrease might be due, in part at least, to a practice on the part of bodies administering workmen's compensation acts of discouraging the reporting of disabling accidents which do not exceed the waiting period in disability and therefore were not compensable. The need for economy and reduced budgets are cited as justification. No such practices have been found, however, and the definite downward and subsequent upward trend of 1-week cases do not bear out any such assumptions. It has therefore been disregarded.

⁴ American Petroleum Institute. Accident Prevention Information, No. 67, April 15, 1937.

Similar data are given by the Portland Cement Association in its Accident Prevention Magazine of August 1937, covering the 1936 experience of the industry. Workers with less than 6 months' experience, although only 3 percent of the total, had 20 percent of all disabling injuries. Workers with less than 1 year's experience, only 5 percent of the total, had about 25 percent of all disabling injuries.

comprising only 31.8 percent of the total working force, had 56.1 percent of all disabling accidents.

One objection which may logically be raised against the conclusion that workers newly employed with a given concern have a higher proportion of disabling accidents than employees with longer periods of service is that many of such workers, while new to the particular establishment, may not be new to the industry. Consequently these workers should have some acquaintance with the accident hazards of their new jobs. While this is undoubtedly true, it is also well recognized that many of these workers had been out of work for a considerable period of time, with the result that their safety habits may have become blunted, and particularly so because the new environment may have presented somewhat different situations and may have resulted in different psychological factors than they had to cope with before. It is also a fairly common practice to shift workers with a longer service record to less hazardous assignments, thus leaving the more hazardous jobs to newly acquired workers.

From a low point of 75.7 in 1932, the volume of employment in the 29 manufacturing industries increased to an index of 99.6 in 1934 and 105.4 in 1935. With the volume of employment moving up rather slowly in these 2 years, the frequency rate of injuries dropped from 22.62 to 21.46, probably as a result of the accumulation of experience by workers taken on during 1933 and 1934. Data from other sources indicate that 1936 will show a still lower frequency rate against a continued increase in the index of employment.

If the experience described for the period from 1929 through 1935 may be taken as typical, it may be concluded that for the total of the 29 industries studied, and very likely for all manufacturing industries, the course of the injury frequency rate during a business cycle is about as follows:

1. As employment decreases, the frequency rate falls sharply. The low points of the frequency rate and employment index tend to coincide as to year.

2. With the first decided increase in employment, the frequency rate rises sharply, apparently because of the return to jobs of new or rehired former employees.

3. Subsequent increases in employment are accompanied by less decided increases in the frequency rate.

4. As employment tends to approach a plateau, the frequency rate turns downward, apparently because of the increasing skill and development of safety habits—and perhaps a greater feeling of security in the job—of workers hired or rehired during the preceding year.

A corroboration of these conclusions, except for point 4, is furnished by data for the State of Virginia. The following data start with 1931

rather than 1929, but the general trends are very similar to those already discussed.

TABLE 3.—*Injury Frequency Record in Virginia Manufacturing Industries, 1931-35*¹

Year	Number of employees	Total man-hours worked	Disabling injuries	Frequency rate	Index ²	
					Employment	Frequency rate
1931.....	94,261	226,003,775	4,453	19.7	94.0	107.7
1932.....	86,344	197,704,844	3,286	16.6	86.1	90.7
1933.....	93,454	203,687,920	3,555	17.4	93.2	95.1
1934.....	107,959	203,575,748	3,666	18.0	107.7	98.4
1935.....	119,175	232,401,588	4,641	19.9	118.9	108.7

¹ Data furnished by Industrial Commission of Virginia.

² Annual average 1931-35=100.

It is obvious from table 3 that, as in the national data, there is a close relationship between the trends of employment and the accident frequency rate. The employment index dropped from 94.0 in 1931 to 86.1 in 1932, and then rose year by year, reaching 118.9 in 1935. The frequency-rate index dropped from 107.7 in 1931 to 90.7 in 1932, and then rose year by year to 108.7 in 1935. The two trends moved together, both downward and upward. For the year 1935, for which it was possible to analyze more detailed figures, the following increases were found in the second half of the year over the first half: Employment, 8 percent; man-hours worked, 13 percent; number of disabling injuries, 28 percent; and injury frequency rate, 13 percent. An increase of 8 percent in employment, then, was accompanied by a 13 percent increase in the number of disabling accidents per million hours worked.

Another corroboration of the conclusion that the trends of employment and injury frequency rates generally move together is given by data published by the National Safety Council. Although there are radical differences in the scope and composition of the data used by the Council and the Bureau of Labor Statistics, it is significant that the general direction of the trends of the series from the two sources are the same. Reducing the frequency rates published by the National Safety Council in its Accident Facts, 1936 edition, to an index having the annual average of 1929-35=100, we arrive at the following index numbers of frequency rates:

1929.....	176	1933.....	98
1930.....	132	1934.....	103
1931.....	108	1935.....	92
1932.....	91		

Although this pattern does not cover the same group of industries and concerns itself with a more highly select group of firms than the sample covered by the Bureau of Labor Statistics, it coincides in direction of trend with that for the 29 manufacturing industries, even to the downward trend from 1934 to 1935.

In its most recent publication of frequency rates, the Council gives a frequency rate of 13.57 for establishments reporting to it for 1936, as against a rate of 14.02 for 1935, bearing out the thought already indicated that with further increases in employment during 1936 there would be a further decrease in the frequency rate.

Experiences of Individual Industries

As is often the case in the analysis of a large number of industries, not all of them comply with the composite pattern for the entire group. The trends in most of the 29 industries, however, are sufficiently like that for the entire group to justify the conclusion that the latter is representative, and that the general trends already discussed are not due to the overbalancing of some industries moving in one direction by others moving in the opposite direction. Table 4 gives the individual industry data, and permits conclusions concerning the trends of frequency rates and employment indexes. The last column contains an evaluation of the degree of direct correlation of the two trends for each industry. The table also shows the frequency rate for each industry by type of disability—death, permanent injuries (including permanent total and permanent partial disabilities), and temporary disabilities.

TABLE 4.—*Injury Frequency Rates and Employment Indexes for 29 Manufacturing Industries, 1929-35*

[1923-25=100]

Item	1929	1930	1931	1932	1933	1934	1935	Relation of total frequency rate to employment index
All industries:								
Frequency rate.....	23.98	23.08	18.85	19.55	22.17	22.62	21.46	} Very close.
Deaths.....	.15	.17	.15	.17	.14	.17	.15	
Permanent disabilities.....	1.38	1.41	1.30	1.45	1.39	1.64	1.54	
Temporary disabilities.....	22.45	21.50	17.40	17.93	20.64	20.83	19.60	
Employment index.....	102.17	86.0	70.0	58.4	65.4	76.9	81.4	
Agricultural implements:								
Frequency rate.....	38.11	31.76	27.97	24.37	32.06	26.92	31.55	} Close.
Deaths.....	.18	.23	.31	.17	.11	.11	.12	
Permanent disabilities.....	2.97	2.28	2.83	3.13	1.39	2.18	1.67	
Temporary disabilities.....	34.96	29.25	24.83	21.07	30.56	24.64	29.75	
Employment index.....	147.9	110.7	62.3	36.8	39.6	68.8	100.2	
Automobiles:								
Frequency rate.....	22.76	15.63	15.48	13.63	15.59	14.01	10.77	} Fairly close.
Deaths.....	.08	.10	.09	.16	.07	.09	.07	
Permanent disabilities.....	1.71	1.49	1.50	1.70	1.12	1.40	1.16	
Temporary disabilities.....	20.97	14.04	13.89	11.77	14.40	12.52	9.54	
Employment index.....	111.3	80.3	71.0	60.5	60.6	94.5	110.4	
Automobile tires and rubber goods:								
Frequency rate.....	25.19	23.20	20.44	17.72	17.77	17.30	16.16	} Fairly close.
Deaths.....	.11	.10	.22	.10	.10	.05	.08	
Permanent disabilities.....	.59	.53	.79	.56	.69	.62	.71	
Temporary disabilities.....	24.49	22.57	19.43	17.06	16.98	16.63	15.37	
Employment index.....	110.0	85.9	73.9	67.6	79.1	88.4	85.6	
Boots and shoes:								
Frequency rate.....	9.09	6.95	8.25	8.37	7.29	10.57	10.18	} Poor.
Deaths.....	.01	.02	.03	.02	.04	.03	.02	
Permanent disabilities.....	.60	.40	.51	.57	.46	.61	.61	
Temporary disabilities.....	8.48	6.53	7.71	7.78	6.79	9.94	9.55	
Employment index.....	96.7	90.2	85.3	84.5	89.8	94.1	93.1	

TABLE 4.—Injury Frequency Rates and Employment Indexes for 29 Manufacturing Industries, 1929–35—Continued

Item	1929	1930	1931	1932	1933	1934	1935	Relation of total frequency rate to employment index
Brick, tile, and terra cotta:								
Frequency rate.....	46.61	42.21	40.44	37.90	42.52	42.88	36.35	} Close.
Deaths.....	.43	.26	.53	.46	.58	.25	.30	
Permanent disabilities.....	.89	.81	1.22	1.03	1.34	1.67	1.05	
Temporary disabilities.....	45.29	41.14	38.69	36.41	40.60	40.96	35.00	
Employment index.....	91.5	72.2	50.2	31.8	31.3	34.8	36.3	
Carpets and rugs:								
Frequency rate.....	9.15	8.25	10.72	8.89	7.96	10.46	10.45	} Fairly close.
Deaths.....	.09	.03	.03	.06	.00	.05	.04	
Permanent disabilities.....	.72	.68	.89	.85	1.10	1.35	1.54	
Temporary disabilities.....	8.34	7.54	9.80	7.98	6.86	9.05	8.58	
Employment index.....	96.2	74.2	67.5	52.9	62.8	69.1	82.2	
Chemicals:								
Frequency rate.....	19.35	17.64	11.38	7.59	14.27	14.68	14.93	} Very close.
Deaths.....	.45	.27	.27	.14	.15	.33	.52	
Permanent disabilities.....	1.23	1.09	.76	.83	.70	1.24	1.06	
Temporary disabilities.....	17.97	16.28	10.35	6.62	13.42	13.11	13.55	
Employment index.....	109.2	99.5	85.1	76.0	93.3	114.9	113.7	
Cotton goods:								
Frequency rate.....	15.01	13.88	19.18	14.04	14.02	14.21	13.19	} Fairly close.
Deaths.....	.05	.04	.02	.04	.03	.06	.04	
Permanent disabilities.....	.60	.56	.32	.57	.57	.69	.71	
Temporary disabilities.....	14.36	13.28	8.84	13.43	13.42	13.46	12.44	
Employment index.....	96.1	80.7	74.5	67.1	85.9	91.2	87.8	
Electrical machinery, apparatus, and supplies:								
Frequency rate.....	15.27	16.90	10.68	8.71	10.81	10.52	9.54	} Close.
Deaths.....	.05	.08	.06	.14	.08	.08	.08	
Permanent disabilities.....	1.52	1.33	.94	.94	1.11	1.41	1.26	
Temporary disabilities.....	13.70	15.49	9.68	7.63	9.62	9.03	8.19	
Employment index.....	127.3	107.1	80.9	60.6	58.8	72.5	80.6	
Fertilizer:								
Frequency rate.....	37.99	31.23	33.39	34.14	42.49	48.54	46.73	} Poor—frequency rate trend almost continuously upward.
Deaths.....	.58	.44	.35	.44	.57	.95	.87	
Permanent disabilities.....	.84	1.08	1.12	.76	1.31	2.24	2.54	
Temporary disabilities.....	36.57	29.71	31.92	32.94	40.61	45.35	43.32	
Employment index.....	113.4	111.0	78.8	56.5	70.7	92.4	88.3	
Flour, feed, and other grain-mill products:								
Frequency rate.....	38.05	38.74	31.12	28.00	31.08	34.15	25.75	} Very close.
Deaths.....	.21	.29	.18	.24	.15	.43	.32	
Permanent disabilities.....	.95	1.75	1.82	1.31	1.47	1.93	1.73	
Temporary disabilities.....	36.89	36.70	29.12	26.45	29.46	31.79	23.70	
Employment index ¹	80.6	73.9	68.1	65.7	69.2	78.2	76.9	
Foundry and machine-shop products:								
Frequency rate.....	33.69	26.50	26.09	23.79	28.83	26.79	26.55	} Close.
Deaths.....	.11	.16	.25	.27	.15	.14	.12	
Permanent disabilities.....	1.59	1.59	1.73	1.78	2.19	2.49	2.11	
Temporary disabilities.....	31.99	24.75	24.11	21.74	26.49	24.16	24.32	
Employment index.....	111.3	94.2	69.7	51.1	54.6	70.4	76.9	
Furniture:								
Frequency rate.....	25.64	23.45	18.29	20.90	23.09	19.90	20.49	} Close.
Deaths.....	.11	.13	.09	.21	.04	.06	.06	
Permanent disabilities.....	2.19	1.77	1.62	2.20	2.48	2.24	2.46	
Temporary disabilities.....	23.34	21.55	16.58	18.49	20.57	17.60	17.97	
Employment index.....	111.9	89.0	73.7	54.7	61.0	62.4	70.2	
Glass:								
Frequency rate.....	30.65	26.84	16.46	20.59	21.97	23.19	21.83	} Close.
Deaths.....	.17	.08	.16	.07	.10	.18	.12	
Permanent disabilities.....	.52	.92	.56	.67	.74	.79	.78	
Temporary disabilities.....	29.96	25.84	15.74	19.85	21.13	22.22	20.92	
Employment index.....	96.7	83.8	71.5	59.6	71.3	91.6	96.3	
Hardware:								
Frequency rate.....	36.56	24.55	22.75	20.34	27.11	24.02	22.70	} Close.
Deaths.....	.15	.10	.00	.14	.00	.24	.00	
Permanent disabilities.....	2.09	1.00	.48	1.26	2.29	2.84	2.29	
Temporary disabilities.....	34.32	23.45	22.27	18.94	24.82	20.94	20.41	
Employment index.....	101.7	88.6	70.3	58.9	63.4	77.8	75.8	
Iron and steel:								
Frequency rate.....	20.02	17.72	17.53	16.81	20.06	19.42	17.14	} Close.
Deaths.....	.16	.19	.19	.15	.17	.17	.14	
Permanent disabilities.....	.79	.82	.89	.86	1.18	1.16	1.14	
Temporary disabilities.....	19.07	16.71	16.45	15.80	18.71	18.09	15.87	
Employment index ²	103.2	90.3	68.4	57.8	71.0	83.6	88.4	

¹ These rates appear to be distorted, apparently due to erratic fluctuations in the reporting sample for 1931.

² Employment index for flour.

³ Employment index for blast furnaces, steel works, and rolling mills.

TABLE 4.—Injury Frequency Rates and Employment Indexes for 29 Manufacturing Industries, 1929–35—Continued

Item	1929	1930	1931	1932	1933	1934	1935	Relation of total frequency rate to employment index
Leather:								
Frequency rate.....	24.39	24.25	20.78	26.12	23.48	25.82	23.41	} Poor.
Deaths.....	.07	.09	.05	.30	.08	.06	.09	
Permanent disabilities.....	.56	.71	.73	.77	.68	1.31	1.41	
Temporary disabilities.....	23.76	23.45	20.00	25.05	22.72	24.45	21.92	
Employment index.....	91.1	84.6	76.9	68.8	80.7	90.5	94.9	
Lumber—logging and sawmills:								
Frequency rate.....	46.79	49.69	56.68	60.42	65.31	67.62	68.28	} Close.
Deaths.....	.47	.50	.47	.46	.59	.59	.63	
Permanent disabilities.....	2.36	3.91	3.78	4.66	3.56	3.86	4.34	
Temporary disabilities.....	43.96	45.28	52.43	55.30	61.20	63.16	63.31	
Employment index.....	87.7	67.6	41.1	31.7	39.6	45.0	46.4	
Lumber—planing mills:								
Frequency rate.....	33.53	41.65	22.21	37.46	38.94	33.45	37.84	} Fairly close.
Deaths.....	.17	.10	.21	.00	.38	.27	.25	
Permanent disabilities.....	4.02	3.21	2.33	3.88	3.42	2.50	2.75	
Temporary disabilities.....	29.34	38.34	19.67	33.58	35.14	30.68	34.84	
Employment index.....	84.6	64.4	51.1	35.0	33.2	35.4	41.8	
Machine tools:								
Frequency rate.....	26.44	21.94	15.53	15.70	19.18	16.63	17.62	} Fairly close.
Deaths.....	.14	.27	.06	.32	.08	.12	.18	
Permanent disabilities.....	.99	.75	.68	.75	1.06	1.55	1.10	
Temporary disabilities.....	25.31	20.92	14.79	14.63	18.04	14.96	16.34	
Employment index.....	167.2	126.0	74.7	42.1	44.9	73.0	93.2	
Paper and pulp:								
Frequency rate.....	29.90	31.59	27.47	25.64	22.63	26.65	24.76	} Close.
Deaths.....	.13	.21	.21	.39	.16	.29	.17	
Permanent disabilities.....	1.86	1.91	1.46	1.62	1.35	1.81	1.54	
Temporary disabilities.....	27.91	29.47	25.80	23.63	21.12	24.55	23.05	
Employment index.....	106.1	102.5	89.5	81.9	89.0	103.8	107.6	
Petroleum refining:								
Frequency rate.....	22.01	31.36	23.48	13.60	13.53	11.25	10.46	} Poor—frequency rate constantly downward.
Deaths.....	.36	.42	.47	.30	.32	.19	.10	
Permanent disabilities.....	.89	1.60	.94	.87	1.29	1.65	1.29	
Temporary disabilities.....	20.76	29.34	22.07	12.43	11.92	9.41	9.06	
Employment index.....	124.4	124.9	106.2	98.7	106.5	118.3	116.7	
Pottery:								
Frequency rate.....	16.32	14.91	12.36	13.31	16.56	18.73	16.65	} Close.
Deaths.....	.03	.00	.08	.11	.12	.13	.16	
Permanent disabilities.....	.32	.40	.12	.63	.47	.65	.43	
Temporary disabilities.....	15.97	14.51	12.16	12.57	15.97	17.94	16.06	
Employment index.....	94.7	82.9	72.3	58.6	63.2	72.2	72.6	
Shipbuilding, steel and wood:								
Frequency rate.....	23.59	29.66	36.89	26.11	19.32	16.17	15.56	} Fairly close—constant decrease of frequency rate from 1931 on.
Deaths.....	.24	.22	.21	.24	.21	.19	.29	
Permanent disabilities.....	1.15	1.77	1.12	1.00	1.56	1.44	1.50	
Temporary disabilities.....	22.20	27.67	35.56	24.87	17.55	14.54	13.78	
Employment index.....	101.3	107.3	83.0	66.7	56.8	71.7	76.5	
Slaughtering and meat packing:								
Frequency rate.....	46.12	38.52	33.75	28.46	30.39	39.21	26.99	} Very close.
Deaths.....	.16	.24	.14	.08	.11	.16	.13	
Permanent disabilities.....	1.29	1.66	1.79	1.61	1.64	2.92	1.95	
Temporary disabilities.....	44.67	36.62	31.82	26.77	28.64	36.13	24.90	
Employment index.....	96.7	92.1	84.1	80.6	89.3	105.7	84.3	
Stamped and enameled ware:								
Frequency rate.....	30.54	19.89	24.31	19.24	20.33	18.16	16.52	} Close.
Deaths.....	.12	.30	.07	.14	.08	.17	.12	
Permanent disabilities.....	3.00	1.67	1.88	2.19	2.39	2.30	1.64	
Temporary disabilities.....	27.42	17.92	22.36	16.91	17.86	15.70	14.76	
Employment index.....	120.5	106.3	85.4	79.5	97.2	119.4	132.2	
Steam fittings, apparatus, and supplies:								
Frequency rate.....	31.24	30.36	23.23	23.01	15.93	17.07	17.85	} Fairly close.
Deaths.....	.07	.15	.11	.32	.09	.04	.06	
Permanent disabilities.....	1.05	.86	1.04	.86	.93	1.20	1.11	
Temporary disabilities.....	30.12	29.35	22.08	21.83	14.91	15.84	16.69	
Employment index.....	91.6	78.3	67.1	47.4	51.6	49.6	54.8	
Stoves:								
Frequency rate.....	43.07	34.63	22.59	25.98	32.88	30.76	32.18	} Fairly close.
Deaths.....	.10	.09	.23	.19	.09	.18	.14	
Permanent disabilities.....	1.59	.98	1.06	1.75	2.24	1.87	1.82	
Temporary disabilities.....	41.38	33.56	21.30	24.04	30.55	28.72	30.22	
Employment index.....	99.3	83.1	69.4	55.0	64.3	82.0	92.7	
Woolen goods:								
Frequency rate.....	15.13	11.09	8.58	15.41	15.66	15.63	15.50	} Fairly close.
Deaths.....	.03	.02	.13	.06	.05	.05	.04	
Permanent disabilities.....	.36	.20	.34	.68	1.04	1.13	1.12	
Temporary disabilities.....	14.74	10.87	8.21	14.67	14.57	14.44	14.34	
Employment index.....	82.6	67.2	67.1	56.0	71.4	65.7	86.5	

¹ These rates appear to be distorted, apparently due to erratic fluctuations in the reporting sample for 1931.

⁴ Employment index for lumber and millwork.

In 3 industries, the trends of frequency rates and the employment index either moved in the same direction or closely followed the entire group pattern. In 12 more, the degree of relationship was not so marked, but nevertheless close. In 10 industries the relationship was fairly close, but still definitely apparent. In 4 industries, however, there appeared to be no relationship at all.

The movements of the frequency rates in a number of industries require special comment. In the fertilizer industry, the trend of employment followed the group trend until 1935, when the index for the fertilizer industry dropped, while that for all manufacturing industries continued upward. The frequency rate, however, increased from 31.23 in 1930 to 48.54 in 1934, increasing each year over the rate of the preceding year. In 1935, however, the rate decreased to 46.73. In 1934, both the frequency rate and the employment index reached their highest points since 1930, when the employment index stood at 111.0. Just why there should have been this constant increase in the frequency rate—an increase of about 55 percent—from 1930 to 1934 is not clear. Perhaps it is to be attributed to the high seasonality of the industry, with employees hired, as a rule, only for a relatively short busy season. Under such conditions increased labor forces seem to result in increased numbers of injuries out of proportion to the increases in employment.

The logging and sawmill industry had a very similar experience. Regardless of the upward and downward fluctuations in employment, the injury frequency rate moved steadily upward, from 46.79 in 1929 to 68.28 in 1935, an increase of about 45 percent, or 21 additional disabling injuries for every million hours worked. Again, as in the fertilizer industry, this is an instance in which a considerable portion of the industry's activities are highly seasonal. It should be noted also that the frequency rate of injuries was higher in this industry than in any other industry listed.

Although the frequency rate of the boot and shoe industry was generally low, it nevertheless indicates a fairly steady upward trend during the period from 1930 to 1935. With only one exception, 1933, the rate increased steadily from 6.95 in 1930 to 10.57 in 1934, decreasing slightly to 10.18 in 1935. As will be noted, the increases occurred in permanent as well as temporary disabilities.

In the automobile industry, on the other hand, the trend in the frequency rate was generally in a downward direction, decreasing from 22.76 in 1929 to 10.77 in 1935, a decrease of more than half, much of it occurring in 1935.

An exactly contrary experience was that of the petroleum-refining industry. Except for a decrease in employment in 1935, the employment-index pattern resembles that of the composite manufacturing-

industries group. But the frequency rate, which stood at 31.36 in 1930, decreased steadily to a low point of 10.46 in 1935—a decrease in the 6-year period of nearly 67 percent, or 21 fewer disabling injuries for every million man-hours worked. There is a good reason to attribute this highly satisfactory experience to careful, continuous, and comprehensive safety work on the part of management in this industry. Perhaps an additional reason lies in the fact that the industry did not suffer the extreme swings of employment found in a considerable number of the other industries.

The shipbuilding industry, for which the employment-index pattern conforms fairly well to that of the entire group, also shows an almost constant decline in the frequency rate from 1930 on. Dropping from 107.3 in 1930 to 56.8 in 1933, the employment index recovered to 76.5 in 1935. The frequency rates of industrial injuries for 1930 and 1933 were 29.66 and 19.32, respectively. But whereas the employment index increased for the next 2 years, the frequency rate continued to fall to 15.56 in 1935—a drop of nearly 50 percent.

A third industry in this group with constantly decreasing frequency rates is that producing automobile tires and rubber goods. Except for a slight rise in 1933, the rate for this industry decreased steadily from 25.19 in 1929 to 16.16 in 1935, a decrease of 9 injuries for every million hours worked.

Trend of Minor Injuries During Depression

It has already been mentioned that as the depression deepened, there was a consistent decrease in the percentage which disabilities of less than 8 days' duration formed of all temporary total injuries. There is a very strong probability that the decrease occurred most heavily in accidental injuries which otherwise would be classed in the 1, 2, or 3 days' disability groups. The statistical data utilized, however, do not permit of a nicer analysis of reported injuries than "1 week or less." As the data for 1929 are not available in sufficient detail, the period covered is from 1930 to 1935. It was also necessary to omit the iron and steel industry, as no detailed classification of temporary total disabilities was possible for this group.

In table 5 is shown for the entire group, as well as for each of the 28 industries, the percentage which these 1-week cases were of the total number of temporary total disabilities. The employment indexes have been computed with the average for the period 1923-25=100. To permit a direct comparison of the trend of 1-week cases with the trend of employment, both types of data were reduced to index num-

bers with the annual average for the period 1930-35=100. The two series, shown graphically in chart 2, are as follows:

	Index of 1-week cases	Index of employment
1930	99.2	116.7
1931	96.6	95.9
1932	88.8	80.5
1933	101.8	89.8
1934	104.4	105.5
1935	109.7	111.5

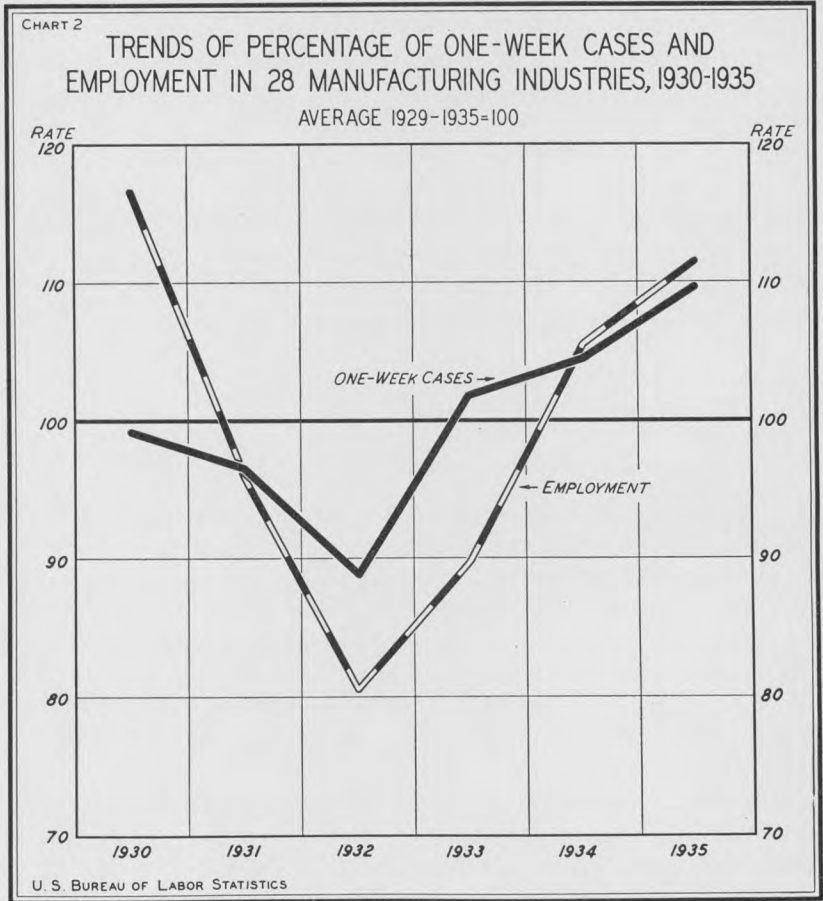


TABLE 5.—Percent of Temporary Total Disabilities in 28 Manufacturing Industries, Reported as of 1 Week or Less, 1930-35¹

Item	1930	1931	1932	1933	1934	1935	Correlation of direction of trend
All industries:							
Cases of temporary total disability	38,721	36,800	25,907	31,485	61,786	62,717	} Very close.
Percent first week	38	37	34	39	40	42	
Employment index ²	85.3	70.1	58.8	65.6	77.1	81.4	
Agricultural implements:							
Cases of temporary total disability	476	222	114	208	317	613	} Fairly close.
Percent first week	41	37	36	31	39	48	
Employment index	110.7	62.3	36.8	39.6	68.8	100.2	
Automobiles:							
Cases of temporary total disability	1,103	982	673	996	1,193	1,054	} Close.
Percent first week	29	30	20	38	41	40	
Employment index	80.3	71.0	60.5	60.6	94.5	110.4	
Automobile tires and rubber goods:							
Cases of temporary total disability	1,781	1,334	1,054	1,289	1,456	1,342	} Very close.
Percent first week	38	29	27	31	36	24	
Employment index	85.9	73.9	67.6	79.1	88.4	85.6	
Boots and shoes:							
Cases of temporary total disability	663	1,050	898	789	678	605	} Poor.
Percent first week	37	41	38	48	42	45	
Employment index	90.2	85.3	84.5	89.8	94.1	93.1	
Brick, tile, and terra cotta:							
Cases of temporary total disability	1,177	1,365	676	769	652	633	} Poor.
Percent first week	45	35	33	42	40	38	
Employment index	72.2	50.2	31.8	31.3	34.8	36.3	
Carpets and rugs:							
Cases of temporary total disability	157	138	88	102	89	113	} Number of cases too small to justify conclusion.
Percent first week	48	30	36	36	31	50	
Employment index	74.2	67.5	52.9	62.8	69.1	82.2	
Chemicals:							
Cases of temporary total disability	581	350	240	336	472	565	} Close.
Percent first week	36	32	25	39	39	38	
Employment index	99.5	85.1	76.0	93.3	114.9	113.7	
Cotton goods:							
Cases of temporary total disability	2,904	3,372	3,586	4,356	3,627	3,436	} Very close.
Percent first week	41	36	35	41	44	52	
Employment index	80.7	74.5	67.1	85.9	91.2	87.8	
Electrical machinery, apparatus, and supplies:							
Cases of temporary total disability	1,919	1,273	706	1,020	1,318	1,367	} Poor.
Percent first week	31	23	28	31	39	36	
Employment index	107.1	80.9	60.6	58.8	72.5	80.6	
Fertilizers:							
Cases of temporary total disability	454	362	295	385	485	413	} Close.
Percent first week	44	38	27	41	41	48	
Employment index	111.0	78.8	56.5	70.7	92.4	88.3	
Flour, feed, and other grain-mill products:							
Cases of temporary total disability	1,076	1,037	742	814	864	641	} Very close.
Percent first week	47	45	42	42	49	45	
Employment index	73.9	68.1	65.7	69.2	78.2	76.9	
Foundry and machine-shop products:							
Cases of temporary total disability	4,245	3,064	1,752	2,264	2,666	2,892	} Close.
Percent first week	41	35	34	42	39	40	
Employment index	94.2	69.7	51.1	54.6	70.4	76.9	
Furniture:							
Cases of temporary total disability	1,190	1,535	1,019	1,135	876	996	} Very close.
Percent first week	51	46	35	50	51	56	
Employment index	89.0	73.7	54.7	61.0	62.4	70.2	
Glass:							
Cases of temporary total disability	1,681	1,483	1,105	1,470	1,496	1,694	} Fairly close.
Percent first week	44	40	44	46	40	44	
Employment index	83.8	71.5	59.6	71.3	91.6	96.3	
Hardware:							
Cases of temporary total disability	227	230	134	203	202	194	} Fairly close.
Percent first week	33	33	26	41	37	40	
Employment index	88.6	70.3	58.9	63.4	77.8	75.8	
Leather:							
Cases of temporary total disability	1,027	739	638	836	697	816	} Close.
Percent first week	44	41	36	45	44	45	
Employment index	84.6	76.9	68.8	80.7	90.5	94.9	
Logging and sawmills:							
Cases of temporary total disability	3,960	5,002	2,820	3,248	2,793	3,309	} Fairly close.
Percent first week	25	29	28	31	28	29	
Employment index	67.6	41.1	31.7	39.6	45.0	46.4	

¹ 1929 omitted because the necessary break-down is not available.

² For all employment indexes, the average for the period 1923-25=100.

TABLE 5.—Percent of Temporary Total Disabilities in 28 Manufacturing Industries, Reported as of 1 Week or Less, 1930–35—Continued

Item	1930	1931	1932	1933	1934	1935	Correlation of direction of trend
Planing mills:							
Cases of temporary total disability.....	1,030	808	580	513	437	546	} Poor—very close inverse relation from 1932 on.
Percent first week.....	39	40	32	42	41	35	
Employment index ³	64.4	51.1	35.0	33.2	35.4	41.8	
Machine tools:							
Cases of temporary total disability.....	637	209	123	161	239	324	} Close.
Percent first week.....	37	27	24	34	31	38	
Employment index.....	126.0	74.7	42.1	44.9	73.0	93.2	
Paper and pulp:							
Cases of temporary total disability.....	2,429	2,729	2,183	2,602	2,494	2,600	} Fairly close.
Percent first week.....	38	39	35	37	34	35	
Employment index.....	102.5	89.5	81.9	89.0	103.8	107.6	
Petroleum refining:							
Cases of temporary total disability.....	2,226	1,579	767	868	649	510	} Fairly close.
Percent first week.....	43	48	35	38	27	35	
Employment index.....	124.9	106.2	98.7	106.5	118.3	116.7	
Pottery:							
Cases of temporary total disability.....	304	274	214	303	258	252	} Very close.
Percent first week.....	44	35	33	37	41	45	
Employment index.....	82.9	72.3	58.6	63.2	72.2	72.6	
Shipbuilding:							
Cases of temporary total disability.....	1,171	1,363	581	362	354	403	} Poor.
Percent first week.....	27	49	30	40	36	37	
Employment index.....	107.3	83.0	66.7	56.8	71.7	76.5	
Slaughtering and meat packing:							
Cases of temporary total disability.....	4,266	4,002	3,205	3,786	5,039	3,152	} Close.
Percent first week.....	43	43	38	39	44	52	
Employment index.....	92.1	84.1	80.6	89.3	105.7	84.3	
Stamped and enameled ware:							
Cases of temporary total disability.....	321	563	330	351	319	359	} Poor—but close inverse correlation.
Percent first week.....	34	42	42	40	37	43	
Employment index.....	106.3	85.4	79.5	97.2	119.4	132.2	
Steam fittings, apparatus, and supplies:							
Cases of temporary total disability.....	321	268	152	152	225	319	} Poor.
Percent first week.....	40	26	29	31	39	46	
Employment index.....	78.3	67.1	47.4	51.6	49.6	54.8	
Stoves:							
Cases of temporary total disability.....	747	636	380	718	688	672	} Very close.
Percent first week.....	36	35	32	38	45	45	
Employment index.....	83.1	69.4	55.0	64.3	82.0	92.7	
Woolen goods:							
Cases of temporary total disability.....	619	919	916	1,229	1,011	1,241	} Close.
Percent first week.....	41	42	43	46	41	48	
Employment index.....	67.2	67.1	56.0	71.4	65.7	86.5	

³ Employment index is for lumber and millwork.

The two series moved in the same downward and upward direction in each of the 6 years. When the employment index went down, the index of 1-week cases went down, and when the employment index moved up, the index of 1-week cases moved up. When the employment index was at its lowest point, the index of 1-week cases was at its lowest point.

An analysis of table 5 shows that this relationship is found for a very heavy percentage of the individual industries, indicating that the phenomenon was general. There are decided differences between the experiences of individual industries, as one would expect. In the furniture industry, for instance, the proportion of 1-week cases was high, indicating that about half of all temporary total disabilities were due to minor injuries. In logging and sawmills, on the other hand, the percentage of 1-week cases was low, indicating a preponderance of more serious temporary total disabilities. In spite of all

these differences, however, the analysis reveals that out of the 28 industries, 20 showed definite trend relationships between percent of 1-week cases and employment. In seven industries the relationship was too erratic to permit any conclusion, and in one industry the number of injuries were too few to justify a conclusion.

It therefore appears that the fluctuation of the percentage which 1-week disability cases were of the entire number of temporary total disabilities was not at random, but that it followed a fairly definite pattern, which closely resembles that of movements in employment in these industries.

Is there any logical reason why there should have been a smaller percentage of temporary disabilities of a minor-disability character when employment was low, and a higher percentage when employment was up? Is there any logical reason why there should have been the close relationship in direction and timing?

The answer to these questions must be in the negative. There seems to be no logical reason why there should be this relationship. Nor does there seem to be any logical reason for the definite downward and upward movement of the percentage of 1-week cases. No matter how many temporary injuries there are, no matter how the number varies, the percentage of minor injuries should not vary markedly from year to year, except for random fluctuations. Out of a given number of temporary total injuries, the percentage of 1-week cases should remain approximately the same from year to year. What variations there are should not follow any definite pattern.

What, then, accounts for the trend in the percentage of 1-week cases? One explanation is that there actually are fewer minor injuries during the depression because the less experienced workers have been laid off, and that there are proportionately more minor injuries during periods of increased industrial activity due to the accretion of inexperienced workers. This explanation, however, does not appear to be feasible. True, there are less industrial injuries as the less experienced help is laid off, and more as new help is added. But the actual distribution of disabilities according to severity should not be affected. Experienced help should have fewer accidental injuries—but why should proportionally more of the injuries which do result be of a more severe character?

The most logical solution to the problem appears to be that many minor injuries are not reported by workers, or in any case are withheld from reporting to State authorities. Failure to make such reports are of course reflected in statistics of accidental injuries, for if injuries are concealed by injured workers, they do not reach the State authorities from whom the statistics under discussion are obtained; nor, for that matter, do they all reach the proper officials in private manufacturing establishments.

Why should there have been this withholding of reports? The answer to this question again goes back to the effects of the depression. When jobs are scarce, and many employees are working only part time and generally at reduced wage rates, there is every reason why a worker with a minor injury should keep on working. One reason is that he cannot afford to jeopardize his own job. Further, with decreased earnings, resulting from decreased hourly rates or reduced working hours or both, he needs every dollar he can earn. Finally, very few States provide workmen's compensation benefits for disabilities lasting less than a week, and when they do, the compensation allowed is generally less than the earnings lost. The worker, therefore, either goes along as well as he can at his regular job, or, if he has a sympathetic foreman, may be shifted to another job which he may be able to perform in spite of his injury. But when the employment situation is easier, when hours and wage rates are more normal, he is inclined to take time out if injured, even though it be only 1 or 2 days. At the same time, employees, particularly those recently added, may not receive as sympathetic consideration from supervisors and may be compelled to take time off until able to continue the tasks for which they are employed so as to maintain the speed of operations.

The understatement of disabling injuries in statistics covering the depression years is estimated to have been at least 8 percent during the worst depression year of 1932.⁵ The round figure of 10 percent seems more nearly correct, and even so is believed to be a conservative estimate. The following frequency rates, corrected for the given percentage of 1-week cases and the constant of 39 percent, are given in comparison with the percentages of such cases as computed directly from the reported data:

	Frequency rate	
	Computed	Corrected
1930.....	23.08	23.46
1931.....	18.85	19.44
1932.....	19.55	21.07

⁵ The figure of 8 percent was arrived at by assuming that, for the group as a whole, 39 percent of all temporary total disabilities normally would be in the 1-week group. This is the figure for 1928, when the employment index stood at 98.7, and occurs again for 1933, a year which combines low employment with the first upward impulse under N. R. A.

POWER FARMING AND LABOR DISPLACEMENT IN THE COTTON BELT, 1937

PART I.—NORTHWEST TEXAS

By PAUL S. TAYLOR,¹ of the University of California

FARMS in the best lands of the Cotton Belt are beginning to be mechanized and to be industrialized. A process begun a couple of decades ago along and beyond its western fringes is now penetrating some of the most important areas in the entire belt. The old system based on tenant and cropper families on small family-size farms is in process of profound transformation. In its place is appearing an industrialized form of agriculture employing wage laborers, some of whom live on the farm, but many, if not most, of whom live in the towns. Large-scale mechanized farming, with labor paid by the day or hour; labor swept off the land and into the towns from which it is drawn back only during seasonal peaks; labor which is increasingly mobile and without ties to the land—this pattern is incipient in the Cotton Belt. Even on farms where operations remain in the hands of working families on the land, the acreage, the capital equipment, and the seasonal wage labor bill per farm are all increasing.

There has been much talk about labor displacement in the future when the mechanical cotton picker is perfected. The fact is that heavy displacement of farmers and laborers, as a result of increasing mechanization, is already in progress in several important cotton areas. The cause, however, is not the picker machine, but the tractor.

This study emphasizes power farming, which recently has become disturbing both to farmers and to farm laborers, many of whom are exposed to displacement. The use of tractors, particularly the all-purpose, pneumatic-tired type, is spreading. It is accelerating profound changes in the rural structure, some of which had already received impetus from other causes such as drought and depression. Particular attention was given to sections of the Texas Panhandle and the Mississippi and Arkansas deltas where change is most evident. Reconnaissance was extended over southwestern Oklahoma, the Black Wax Prairie of Texas, and portions of Georgia and the Carolinas, in order to obtain some idea of the manner and extent to which the changes so plainly evident in the Panhandle and delta sections are affecting other cotton areas. Emphasis here is wholly upon areas of change.

¹ Based on researches on the security of agricultural workers in the Cotton Belt (June and July 1937) as consultant, Social Security Board. The author wishes to acknowledge the critical assistance of specialists in several Government bureaus, especially that of Thomas C. Blaisdell, Jr., of the Social Security Board. The author alone is responsible for statements in the article.

This article consists of a series of reports substantially as they were written in the field, supplemented by additional data and commentaries to provide unity and perspective. The study, therefore, is in the nature of an interim contribution of field observations on some rural trends which are significant for those who are concerned with formulation of thought and policy on labor and tenant problems rooted in agriculture. This is not a comprehensive report on the present extent, the rate, the ultimate limits, and the full social and economic effects of mechanization of cotton production. It does not present average conditions in the Cotton Belt. It is highly selective. Its observations are intended primarily to point out the *direction* of change in important areas and the labor patterns which are being developed.

Observations were made with the object of delineating the cotton workers' insecurity arising from mechanization and its national repercussions, irrespective of the agencies—Federal or State—which may ultimately prove best suited to deal with particular phases. For this reason observations on labor displacement, refugee movement to the west coast, migration to towns and northern industry, and agricultural and relief programs are all included as relevant to the broader problem of the security of low-income workers in agriculture.

Mechanization in the Western Dry Area

The level or gently rolling topography of the western dry cotton area, including western portions of Texas and Oklahoma, is well suited to operations on a larger scale than in the Piedmont and most other sections of the Cotton Belt, and many students of agriculture have long felt that mechanization would run its course first and most completely in this area. Farms are large here. The one-man one-mule methods of older cotton sections with one-half row cultivator are replaced by four- and six-mule teams with two-row cultivators. Cotton strippers of the sled type were first employed here. However, it is not expected that picker machines of the type now being perfected will be used in the western dry area, because of climate and the growth habits of cotton.² But the displacement anticipated from a mechanized picker is already occurring. It is caused by a complex of forces, of which the latest and now the most active is adoption of the tractor and the four-row cultivator.

The Texas Panhandle

The Texas Panhandle has been scourged by successive years of severe drought and depressed cotton prices. These factors, and even

² Works Progress Administration. National Research Project. Mechanical Cotton Picker, by Roman L. Horne and Eugene G. McKibben. Philadelphia, 1937, p. x.

the public measures to relieve rural distress, have profoundly affected the social structure. Now the tractor is adding its impetus to the forces altering the landscape and changing the social scene. On the landscape are the marks of farms growing bigger and fewer³—abandoned houses and rural depopulation, tenant farmers reduced to the status of wage laborers, thrown on relief, and scattered to other districts. Landlords clash with their tenants over the crop-adjustment checks, though not openly or in organized fashion.⁴ The landlords force tenants off the place, then use the increased cash income resulting from the agricultural adjustment program and funds received for the sale of their own livestock as payments on tractors, so that more and more tenants “can’t get a farm,” and people say “The farmall is ruining our country.”⁵ The driving force of mechanization, like drought and depression before it, is already expelling families who load all their household possessions and children in the car, and flee half-way across the country. These are not just “croppers,” but yeoman farmers—tenants on thirds and fourths; not only Negroes, but white Texans as well.

Hall and Childress Counties, Texas

Because the effects of power farming are so clearly evident in this area, Hall and Childress Counties were selected for special study. These counties are located at the extreme southeastern tip of the Texas Panhandle. They lie just below the “cap” rock, and are “Great Plains” country in physical characteristics.

Cattle ranches were established at least as early as 1881 in Hall County, and probably slightly earlier in Childress County. The first cotton was ginned in Hall County in 1893—nine bales, according to local reports. Settlement by farmers eager for cheap cotton land was evidently rapid, and the breaking of the sod followed. The Hall County Herald for September 20, 1894, stated: “They say the farmers there (Parker County) are getting discouraged of raising 5-cent cotton on \$30 land when they can raise just as much in Hall County on \$5 land.”

The farms of these counties are operated typically by tenant farmers on thirds and fourths, who own teams and tools, and possess managerial capacity. Two-thirds of the farms (66.7 percent in Hall County and 64.7 percent in Childress County in 1935) are operated by tenants (table 1). Only a small minority of the farms (one-eighth

³ Cotton was being produced increasingly under large-scale conditions even before tractors were introduced in numbers. Climate, topography, and use of more capital equipment per man made this possible. (National Bureau of Economic Research, Bulletin 67, Nov. 29, 1937, pp. 19-20.) Technical Progress and Agricultural Depression, by Eugen Altschul and Frederick Strauss.

⁴ The Southern Tenant Farmers' Union originated in Arkansas under similar circumstances.

⁵ The term “farmall” is used by people in this area to refer broadly to all-purpose tractors of whatever brand, not to single out the product of a particular company.

in Hall County and one-seventh in Childress County) are operated by sharecroppers, working on halves and furnishing only their own labor and that of their families. Wage laborers have always been few, except during cotton harvest, when most of the crop is harvested (either snapped or picked) by contract labor paid by the hundred-weight.

TABLE 1.—*Farms and Farm Operators in Hall and Childress Counties, Tex., 1930 and 1935*

Item	Hall County			Childress County		
	1930	1935	Percent of change	1930	1935	Percent of change
Number of farms.....	1,835	1,521	-17.1	1,348	1,334	-1.0
Farm operators, by tenure:						
Full owners.....	410	1,424	+3.4	385	376	-2.3
Part owners.....	47	68	+44.7	53	84	+58.5
Managers.....	10	15	+50.0	15	10	-33.3
Tenants.....	1,368	1,014	-25.9	895	1,864	+3.5
Average size of farms.....	211.4	308.7	+46.0	292.1	299.1	+2.4
All land in farms.....	387,963	469,481	+21.0	393,692	399,048	+1.4

¹ In 1935 there were 9 colored croppers and 1 colored full owner in Hall County. There were 5 colored croppers in Childress County. In 1935 there were 184 sharecroppers in Hall County and 190 in Childress County.

The permanent population of these counties is almost entirely native American white. During good cotton harvests migratory Mexicans, Negroes, and American whites from north, east, and south Texas, from Oklahoma, and from a few more distant States help to harvest the crop.

RECENT DROUGHT AND DEPRESSION

Rainfall is undependable. Heavy crop failures have characterized most of the past 5 or 6 years. In 1934 crops failed on 97,177 acres in Childress County and 79,470 acres in Hall County. During the 5-year period 1925-29 the two counties ginned an annual average of 99,000 bales. During 1930-36 average ginnings dropped to less than one-half, or only 48,500 bales, and as low as 12,500 bales in 1934 and 26,500 bales in 1936.

Economic depression, too, has dealt severe blows to these counties in common with other cotton areas. Between 1931 and 1933, the farm-price index of cotton and cottonseed stood at the unprecedentedly low points of 63, 47, and 64 percent of the pre-war base. Value of farm real estate in terms of the pre-war average fell successively to 96, 83, 88, and 91 percent in Texas during 1932-35, and 94, 76, 83, and 86 percent in Oklahoma. Values in Hall and Childress Counties were doubtless well below the averages of either State, owing to their location in the area of severe drought.

DEPOPULATION

Both Hall and Childress Counties are being depopulated. In view of the natural and economic causes of distress just cited, this is not surprising. Now the spread of tractor farming must be added as another major factor.

Between 1930 and 1935 farm population declined approximately 24 percent in Hall County and 19 percent in Childress County. The rate of rural decline was even more rapid during the past year or two, according to the scholastic census. With coincidence of severe crop failure and accelerated mechanization, the number of rural scholastics (children aged 6 to 17) fell between 1936 and 1937 by 15 percent in Childress County and by 13.8 percent in Hall County (see table 2). The number of scholastics in Childress County as a whole decreased 21.5 percent during the 7 years between 1930 and 1937, or an average of approximately 3 percent per year. The decline during the past 2 years in Hall County averaged only 2.6 percent, but would have been larger except for an increase of school children from outside the county in 1936, resulting from the establishment of a veterans' C. C. C. camp at the county seat.

TABLE 2.—*Scholastic Census of Children Aged 6 to 17 Years*
CHILDRESS COUNTY, TEX.

Item	1930		1933		1936		1937		Percentage change	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	7 years, 1930-37	1 year, 1936-37
Rural.....	2,657	58.5	2,256	53.5	2,020	50.4	1,708	47.9	-35.7	-15.5
Childress (city).....	1,884	41.5	1,963	46.5	1,987	49.6	1,857	52.1	-1.4	-6.6
Total.....	4,541	100.0	4,219	100.0	4,007	100.0	3,565	100.0	-21.5	+11.0

HALL COUNTY, TEX.¹

Item	1935		1936		1937		Percentage change	
	Number	Percent	Number	Percent	Number	Percent	2 years, 1935-37	1 year, 1936-37
Rural.....	2,571	70.0	2,673	69.3	2,305	66.1	-10.3	-13.8
Memphis (city).....	1,104	30.0	1,184	30.7	1,180	33.9	+6.9	-3
Total.....	3,675	100.0	3,857	100.0	3,485	100.0	-5.2	-9.6

¹ Establishment of a veterans' C. C. C. camp at Memphis in 1936 increased the Memphis and county numbers of scholastics beginning with that year. One rural district, which had 46 scholastics in 1936, was consolidated with Memphis in 1937, minimizing the apparent decline in the city, and increasing the apparent rural decline.

Recent acceleration in rate of decline under stress of crop failure and spreading mechanization is shown by the fact that the decline in scholastic census, approximating roughly the decline in total

population, reached 11 percent in Childress County and 9.6 percent in Hall County during the past single year.

School census figures reveal the population movement within the counties during these recent years. Until 1936 the brunt of depopulation was borne almost entirely by the rural portions of both counties. The migration of people from the countryside to the towns more than offset the losses of the towns until that date. Now the towns as well as the rural sections are losing population, although at a much slower rate. The rural portion of Childress County has declined 35.7 percent since 1930, while the county seat lost only 1.4 percent of its school population. Indeed, from 1930 to 1936 it gained population, principally by accretions from the countryside, but during the past year (1936-37) even the city lost 6.6 percent of its scholastics.

The same process has been taking place in Hall County, as the statistics, despite the interfering factors noted in the footnote to table 2, make amply clear.

DISPLACEMENT OF ANIMAL POWER ON FARMS

Horses and mules have always furnished the motive power on farms in Hall and Childress Counties. Between 1930 and 1935, however, farmers were slowly replacing them with tractors, as a few had done even before 1929. Since 1935, the rate at which farmers have been disposing of their horses and mules has been astonishingly rapid (see table 3).

TABLE 3.—Number of Horses and Mules in Childress and Hall Counties, 1930 and 1935

Year	Childress County		Hall County	
	Horses	Mules	Horses	Mules
1930.....	3,175	4,733	3,332	5,771
1935.....	2,847	3,625	2,887	4,614
Loss.....	328	1,108	445	1,157

In Hall County, the net loss of horses and mules during the 5 years, 1930 to 1935, was 1,602. This represented a decline of 17.5 percent for the entire period, or an average of only 3.5 percent per year. According to the Memphis (Tex.) Democrat of February 5, 1937, recent displacement of animal power has been much heavier.

It has been variously estimated by stockmen, farmers, and implement dealers that from 750 to 1,000 mules and horses have been shipped out of Hall County within the past 12 months. Most of the mules are shipped from here to Mississippi and Tennessee, where they are used in industrial farm work.

On the basis of these estimates, the number of horses and mules declined between 10 and 13 percent in a single year, or about treble the average rate of decline during the preceding 5 years. Clearly, the

sale of horses and mules off the farms is continuing at an accelerated rate.

INCREASING USE OF TRACTOR POWER ON FARMS

The past 2 years particularly have witnessed rapid increase in the use of tractors in Childress and Hall Counties. No census data are available since 1930, when 94 and 90 farm tractors, respectively, were reported. The annual numbers of recent tractor sales in Childress were estimated by an implement dealer as follows: 1934-35, 10; 1935-36, 20; 1936-37, 105. Similar estimates for Hall County were: 1935, 100; 1936, 160; 1937, 200. These figures are to be regarded only as indications of trend. The Memphis (Tex.) Democrat in February 1937 described the rapid influx of tractors:

Keeping pace with the mule exodus here the past few months have seen an influx of tractors. Six carloads of tractors were unloaded in Memphis alone during the month of January. At least 150 tractors were distributed over this immediate area through Memphis implement channels during the past year.

This tremendous acceleration in use of tractors has all come since lighter, cheaper, pneumatic-tired tractors have been placed on the market. Lower cost, lower gasoline and oil consumption, better traction in the sandy soils of Hall and Childress Counties, which resisted earlier heavy models, freedom of movement on public roads, and the rising cost of feed because of drought, have all played a part. Farmers have been enabled to purchase tractors even after several years of bad crops because they have received Government crop-adjustment checks, and because they can trade in their mules and horses at good prices.

DISPLACEMENT OF TENANT FARMERS

The fast-growing use of tractors has caused heavy displacement of tenant farmers. The continuance of tractor purchases will force more off the land. Each managing tenant on thirds who is displaced represents normally the scrapping of a family farm operator. The displacement of sharecropper families, which is likewise occurring, represents displacement of a laborer who receives payment on shares in lieu of wages. The "family farms" which remain after mechanization generally are enlarged in acreage and capital equipment, and are more commercialized. On larger holdings, even the "family farm" structure frequently disappears completely, and is replaced by a single large-scale industrialized operation using day laborers.⁶

⁶ The clear prospect of more extensive mechanization and industrialization of Great Plains agriculture in the Cotton Belt does not imply that no other type of farming will remain. "Undoubtedly mechanization will progress, and where the application of large machinery proves profitable a further concentration of acreage will take place. But the advantages that the perfecting of small-scale machinery may bring will increase the resistance of the medium-size farms, so that even in the Great Plains they may survive." (National Bureau of Economic Research, Bulletin 67, Nov. 29, 1937, p. 14: Technical Progress and Agricultural Depression.)

Displacement of tenants occurs from several causes, whose effective operation is clearly evident and recognized by all classes in Hall and Childress Counties. Among these causes are the following:

1. Landlords, during the past 2 years, are increasingly taking over the operation of their own farms as a last measure of defense against loss of ownership. They have been impelled to do this by successive years of low prices and of crop shortage caused by drought, which have increased the difficulty of meeting taxes and interest on mortgages, which customarily carry a lien on the landlord's quarter of the cotton crop. Individual landlords and even loan corporations which have foreclosed on the mortgagors are taking over farm operation in this manner. Each time this occurs, at least one tenant is displaced.

The large landlords appear to have taken the lead, causing most of the displacement. On February 5, 1937, the Memphis (Tex.) Democrat stated that "The tractor is fast taking the place of the mule on the larger farms of Hall County." Smaller landlords, and even tenants who can finance it, are joining the move to mechanize farms and increase their size, with the result that more families are forced off the land.

2. The use of tractors greatly increases the area which one capable farmer can operate. Their introduction in the interest of economical operation, therefore, is rightly regarded as the major cause of displacement at the present time. Commonly, the landlord who purchases a tractor throws two 160-acre cotton farms operated by tenants into an operating unit, and lets both tenants go. Sometimes the rate of displacement is greater, rising to 8, 10, and even 15 families of tenants. The landlords either operate their own farms with their own labor or replace the tenants with a reduced number of wage laborers.

When tenants purchase tractors, they generally double the size of their farm, thus displacing another tenant. But most of the tractors are purchased by landlords, with somewhat higher average displacement resulting. One implement dealer reported from his records that out of 40 sales of new tractors, 32 had been made to landlords, and only 8, or 20 percent, had been made to tenants. This was regarded as representative of new machines, although purchase of used machines by tenants would raise somewhat their share of total tractor purchases.

3. The use of low-paid wage labor instead of tenants to drive tractors is the rule. This is a further measure of economy to landlords. The tenant who is unable to get another farm either becomes unemployed or he accepts employment in the reduced status of wage worker, driving a tractor. In Hall and Childress Counties, laborers usually receive only \$1.25 a day when they work, and a house. Since the superior efficiency of tractor operation reduces the need of workers

on the land, a large part of the displaced tenants cannot even obtain regular farm work as tractor drivers.

The displacement of tenants was already in progress by 1935, especially in Hall County, where tenant farmers declined by one-quarter between 1930 and 1935. At the same time, full owners who operated their farms, increased 3.4 percent, part owners who operated their farms increased 44.7 percent, and the average size of farms rose from 211 to 308 acres, or 46 percent.

The same tendencies were operating in Childress County, but to a much less degree before 1935. Although part-owner operators increased by 58.5 percent and the average size of farm by 2.4 percent, the number of tenants declined by only 3.5 percent. The chief explanation of these differences between Hall and Childress Counties before 1935 are threefold: (1) More sandy soil in Childress County retarded the introduction of tractors longer so that their effects were registered only slightly before 1935; (2) the existence of wheat production in Childress County, which is practically absent from Hall County, had already made the average size of farms large in the former county; (3) the average annual production of cotton in Childress during these years was less than three-fourths the production of Hall County.

The heavy displacement of tenants was due to all the factors which have been noted, but not to abandonment of farms, for the acreage in farms increased in both Hall and Childress Counties, while tenants were leaving. During the past 2 years, displacement of cotton tenants has become even more rapid than before, and the role of the tractor in the process has increased in importance. The march of large-scale mechanized operation is in full swing in both counties.

No measure of the extent of displacement is available, nor of the force of each separate factor in causation. Two protesters charged that 420 tenant families were in process of displacement at the end of 1936 in Hall County alone. A tractor dealer estimated that from 50 to 100 families had already been moved off in Hall County in 1936. Probably the actual number displaced recently in Hall County is somewhere between these estimates. The loss of 354 tenant farmers before 1935, and the knowledge that tractor sales and displacements have been accelerating since 1935 makes it clear that the number is large.

The exact number already displaced in these two counties is of secondary importance to this report, however. Of primary importance are (1) the potential displacement, within the next 2 years, of a few hundred tenant families not already moved off who are in imminent danger of loss of their livelihood; and (2) the growth of wage labor and spread of an industrialized labor pattern on larger holdings.

WHERE DISPLACED TENANTS GO

Alternatives for the displaced tenants are few and bitter. Many go to the towns or move into farmhouses vacated by other displaced tenants, and fall upon W. P. A. or other forms of relief. The movement from farm to town largely explains why the towns have held, or even temporarily increased, their populations during a period of heavy rural depopulation. Some displaced tenants become wage laborers on farms, a sharp decline in status, especially for those who were operating tenants with teams and tools. It appears that few, if any, tenants remain as wage workers to drive tractors on the same farms which they occupied as tenants.

The present status of 26 families which left one rural school district in Childress County after 1929 was furnished by the school teacher of the district. Eight ex-tenant farmers were on relief in 1937, unable to find a farm. Three were wage laborers, three homesteaded in New Mexico, probably under difficult conditions with poor prospects, and two returned to "farms" or small holdings they already owned. Only 8 out of 24 families, or one-third, had obtained other farms to rent. One man who had been a laborer remained a laborer, and a merchant had fallen on relief.

No convincing evidence was received to indicate that tenants are selected for displacement on the basis of inferior ability, or shortness of tenure. The contrary was strongly asserted by many, and backed by specific citation. Enough was seen and heard of displaced tenants and of those retained as tractor drivers to believe that low farming capacity of tenants, at least of those displaced during the past couple of years, had no important relation to their displacement.

Many ex-tenants of Hall and Childress Counties emigrate to Arizona or California, there to work in the cities, or more often on the irrigated farms of those States. Fresh departures are taking place continually. Some families go to north Texas or other portions of that State, perhaps obtaining a submarginal farm, but most of them go west. Families sell all their possessions, even down to washing machines and old wrenches, buy a cheap used car and home-made trailer, load their bedding and stove on the trailer, and with the children in the car seek refuge by flight halfway across the country.

SOCIAL EFFECTS OF DISPLACEMENT

The course which tenant displacement is running full tilt manifests itself in a number of ways, some of which have already been discussed. The evidence of displacement is written clearly on the rural landscape, now strewn with abandoned tenants' houses, windows boarded, and fields cultivated close. In the towns, vacant houses are appearing in the moderate-rental districts, and rural slums are being built on the fringes.

Rural merchants and service occupations lose trade and fail. Drought is bad for them, but displacement is their finish. Town merchants, too, who cater to families of small incomes, are losing trade for the same reasons. Rural schools shrink in size and curriculum, teachers are dismissed, and rural churches languish. Mechanization of the farms and bad crops operate like good roads to the detriment of crossroads institutions and merchants.⁷

Those who have long been living at relief levels are becoming dispirited and hopeless. Large families are the rule among them, and relief wages of \$22.80 a month are for many of them the verge of slow starvation. After experiencing this for a short time, many families emigrate.

Tenants who yet retain farms are starkly fearful that they may lose them and suffer the fate of the others. Open class conflict has not yet broken out, but the elements of it are present. So far, there is only discussion, some in newspapers and much around country stores and gas stations. The Memphis (Tex.) Democrat recorded last October the view of those who protest against displacement by landlords with tractors:

* * * the large farm owner-operators are doing their farm work with tractors, dismissing the renters and leaving the rent houses on the farms vacant.
* * * One farmer cites that the rent farmers who are displaced by power machinery will have to move to town and join the army of unemployed to be taken care of by the Government.

Conflict between landlords and tenants focuses generally on who shall receive the Government crop-adjustment money. This is so, not only because both parties are in hard circumstances, but also because this money often provides the means to buy the tractors which displace the tenants. Especially after exhaustion of financial resources by years of drought, this one cash resource becomes of critical importance and bitter struggle centers in it.⁸

Those landlords who displace their tenants have, of course, their defenders. A business woman explained:

The landlord figures he owns the land and he leases to the Government. Mr. Landowner didn't put the tenants off the place, but a group of them raised such a fuss about the checks—and then they had to get off. I'd rather have some place to make a living than to go away, wouldn't you?

⁷ When tractors were invading the Wheat Belt of the Inland Empire of Washington in the twenties and early thirties, a general merchant's view was: "This movement toward power farming is damaging every small town in this section of the State. Towns which had a good volume of business a few years ago are now very dull. There are fewer farms and less people on them. A few years ago we had a heavy seasonal labor movement into this section. The harvest hands would come in about the 15th of July and stay through the greater part of the summer. Now the harvesting season is much shorter, and there is a smaller number of workers. Our sales of work shoes and work clothing of all kinds as well as foodstuffs have fallen off very heavily." (U. S. Department of Commerce. Bureau of Foreign and Domestic Commerce. Commercial Survey of the PacificNorthwest, Domestic Commerce Series No. 5.)

⁸ The view of tenant farmers was expressed by two men from Hall County in the *Semiweekly Farm News*, Dallas, Tex., January 19, 1937.

And even tenants sometimes showed understanding by interspersing their remarks with such phrases as "Of course, if I was a landlord I'd do the same thing." Doubtless, there is often much reluctance on the part of even these landlords who displace their tenants.

Whether the bitter cry of the tenants against the "greed" of the landlords is well-founded is of importance to administrators and framers of the farm program. In this area there have been protests against displacement in violation of the crop-reduction contracts, and in some cases restitution has been ordered. But of more lasting importance is the present reshaping, at great social cost, of the social organization and the future of Hall and Childress Counties by forces more impersonal than "greed." What is that future?

THE FUTURE

The rapid march of mechanization, with continued heavy displacement of tenant families, is inevitable under present conditions. The misery entailed by cutting the ground from under these families is enormous.

Large-scale tractor farming will support fewer operators, who will depend on wage laborers. The form of organization for cotton culture will probably approximate that now prevailing in Nueces County, Tex., which is one of the leading cotton-producing counties of the United States: Large farms, a few operators, a few laborers, their wages occasionally supplemented by very small allotments of cotton land to hold them on the farm the year round, hordes of migratory laborers for the harvest.

When the rains return, the displaced tenants will probably not come back to Hall and Childress Counties. The new methods of farming leave no place for them. Depopulation of these counties on the plains seems destined to be permanent. Perhaps it should be.

Not only will there be no place in these counties to reabsorb properly those who have left, but the next 2 or 3 years will witness the displacement of perhaps a couple of hundred or more families from the same small area, who will sink down to relief at home, or seek refuge elsewhere. Whether the drought continues or the rains come, the westward stream of the distressed will continue to be fed by victims of mechanization.

Adjacent Areas in North Texas

The same forces of drought, power farming, etc., which are producing heavy displacement of cotton tenants in Hall and Childress Counties are at work in a much larger surrounding cotton area. Especially to the east of Childress, many cotton farmers are not only introducing tractors, but also are shifting much of their plantings to wheat, in order to take advantage of winter rain which has persisted

to some degree even during the drought years. The effect on tenants is the same as mechanization of cotton farms—enlarged farms, fewer farmers, low labor requirements, displaced families.

The dark future faced by a tenant on thirds and fourths in Harde-man County is representative of the effects of this type of mechaniza-tion. He now operates a farm, but has been informed that it will not be available to him in 1938.

I may be a little late in writing you this letter, but was waiting to see what would be the outcome of my hunt for a place, and the outlook right now is that I will move to town and sell my teams, tools, and cows. I have hunted from Childress, Tex., to Haskell, Tex., a distance of 200 miles, and the answer is the same.

There is one man in this end of the country has rented 2,800 acres and is running it solely to wheat. And these farms are from one-quarter to one-half section in a place with house, barns, and windmill on nearly all of them.

Another man owning four farms with improvements on all of them has rented to one man two of these farms to sow in wheat, and the renter lives on one-half section farm of his own in the sand.

There are numerous business men and office holders in Quannah that are renting land to sow in wheat and paying a bonus on it.

I know one landowner who made two renters move for getting him to sign a waiver (giving them the tenant's share of the Government check) so they could borrow money to make this crop on.

So what is the little man going to do, the one that farms from 100 to 150 acres of land.

CONSUMPTION HABITS OF THE AMERICAN PEOPLE

THE Bureau of Labor Statistics is bringing to a conclusion two major studies of consumption, a study of the money disbursements of wage earners and lower-salaried clerical workers in 55 cities, begun in the fall of 1934, for the purpose of revising and extending its indexes of the cost of goods purchased by this group, and an investigation of broader scope, undertaken in the winter of 1935-36, covering the consumer purchases of families of all income and occupational groups in 32 cities. The subject matter covered by the two studies is identical, but the groups covered and the methods of sampling and of analysis are different.

The office of the United States Commissioner of Labor Statistics has been making studies of the money receipts and disbursements of wage earners and salaried workers throughout the country since 1888. These studies have served a wide variety of purposes. The first was undertaken to secure information on wages and levels of living among American and European workers in the same industries. It covered a large number of cities, but did not present separate figures for any of the cities in which data were obtained. The studies made in 1903 and 1918 were initiated primarily for the purpose of providing weights for indexes of the cost of food, and of other goods purchased by families of wage earners and salaried workers. The first did not summarize the data secured in each city separately, but the second gives figures on sources of family income, on group expenditures and savings, on number of families living in dwellings of different size, on expenditures for fuel and light, and on certain housing facilities, for 12,096 families at 7 different income levels in 92 different cities.¹

The study of the money receipts and disbursements of 506 Federal employees living in 5 cities, made by the Bureau of Labor Statistics in 1928 for the Federal Personnel Classification Board, was limited to employees with salaries under \$2,500. It was intended primarily to show how far the families of such employees are dependent on the incomes of supplementary earners, and to what extent their incomes meet their annual disbursements.²

An investigation of the consumer purchases of Federal employees living in Washington, D. C., was undertaken in the fall of 1933 in connection with the establishment of an index measuring changes in the cost of goods purchased by this group. Employees living as single

¹ U. S. Bureau of Labor Statistics Bull. No. 357: *Cost of Living in the United States*. Washington, 1924 (pp. 18, 80, 276, 344).

² *Monthly Labor Review*, August 1929 (pp. 41-61), September 1929 (pp. 248-259), October 1929 (pp. 241-254) and November 1929 (pp. 1-10): *Cost of Living of Federal Employees in Five Cities*.

individuals and eating their meals at restaurants and boarding houses were chosen from among those with basic salaries from \$1,000 to \$1,500, and employees living in family groups were chosen from among families of five different types, one type with basic salaries from \$1,000 to \$1,500, three with basic salaries from \$1,500 to \$2,000, and one with basic salaries from \$3,000 to \$4,000.³

In the fall of 1934 the Bureau of Labor Statistics initiated a study of the money disbursements of wage earners and clerical workers for the purpose of revising and extending its cost-of-living indexes.⁴

This investigation covers all the details of the money receipts and disbursements of 16,000 families with incomes ranging from \$500 to well over \$3,000 for a few families with several earners. It also includes data on home ownership, housing facilities, and quantities of food, clothing, and furniture and furnishings purchased at different seasons of the year. Two summaries of the money disbursements of the groups covered in each city have been prepared which show (1) disbursements by groups of items at different income levels, and (2) at different economic levels. The second analysis takes account not only of the amount of money spent during the year for goods and services, but also the number, age, sex, and occupation of the persons for whom it is spent. The analyses of the details of the money disbursements in this study have been made by the different economic levels prevailing among the groups studied.

The studies of consumption made by the Bureau of Labor Statistics have been more extensive than those of any other agency studying urban families in the United States, but it is evident from these examples that they have not been of a nature which made possible an estimate of the purchasing power of all urban groups, or of the way that purchasing power is used. They have served specific

³ Monthly Labor Review, July 1934 (pp. 213-244): Changes in Cost of Living of Federal Employees in the District of Columbia from 1928 to 1933.

⁴ The cities with population over 50,000 included in this study (in the various geographic areas) are as follows: New York City (white and Negro families); in the North Atlantic area, Boston, Mass., Buffalo, N. Y., Johnstown, Pa., Lancaster, Pa., Manchester, N. H., Philadelphia, Pa. (white and Negro families), Pittsburgh, Pa. (white and Negro families), Portland, Maine, Rochester, N. Y., Scranton, Pa., Springfield, Mass.; in the East North Central area, Cincinnati, Ohio (white and Negro families), Cleveland, Ohio, Columbus, Ohio, Detroit, Mich., Grand Rapids, Mich., Indianapolis, Ind. (white and Negro families), Lansing, Mich., Milwaukee, Wis.; in the West North Central area, Denver, Colo., Kansas City, Mo., Kans. (white and Negro families), Minneapolis-St. Paul, Minn., St. Louis, Mo. (white and Negro families), Salt Lake City, Utah; Southern area, Baltimore, Md. (white and Negro families), Birmingham, Ala. (white and Negro families), Dallas, Tex., Houston, Tex. (white other than Mexican and Mexican), Jackson, Miss. (white and Negro families), Jacksonville, Fla. (white families), Louisville, Ky. (white and Negro families), Memphis, Tenn. (white and Negro families), Mobile, Ala. (white and Negro families), New Orleans, La. (white and Negro families), Norfolk, Va. (white and Negro families), Richmond, Va., (white and Negro families); in the Pacific area, Los Angeles, Calif. (white other than Mexican and Mexican), Sacramento, Calif., San Diego, Calif., San Francisco-Oakland, Calif., Seattle, Wash.

With the cooperation of various State authorities correlated studies of the money disbursements of wage earners and clerical workers have been made in the following cities under 50,000 population: (1) in New Hampshire, Berlin, Claremont, Concord, Conway, Dover, Keene, Laconia, Jittleton, Nashua, Portsmouth; (2) in Michigan, Marquette; (3) in California, Modesto; and (4) in Nevada, Reno.

Summaries of the data secured in this investigation have appeared in the Monthly Labor Review for March 1936, May 1936, June 1936, September 1936, December 1936, January 1937, June 1937, and September 1937. The analyses of the data secured in this investigation are practically complete.

purposes, but the funds allotted to them have not made possible their extension to the large sections of the community not touched by the immediate problems under consideration.

The coordinated study of consumer purchases which was undertaken for the Works Progress Administration by the Bureau of Labor Statistics and the Bureau of Home Economics, in cooperation with the National Resources Committee and the Central Statistical Board, in January 1936 is broader in scope than any of the studies of consumption which have preceded it.

The plan for this investigation was built upon the long experience of both the Department of Labor and the Department of Agriculture in securing consumption data from individual families, and upon specific suggestions for a study of consumption according to incomes made by a committee of the Social Science Research Council in 1929.⁵

The present study of consumer purchases differs from those previously undertaken, not only in its inclusion of all income groups and occupational classes, but also in that it is designed to cover a sample sufficiently large to allow for comparison between different sections of the country; between urban and rural communities; between varying degrees of urbanization; between families at different income levels; and, within any given income level, between families of different composition and occupation. It will provide the nearest approach to a complete picture of American levels of living which has yet been attempted.

Information has been secured on income, family size and composition, type of dwelling, and expenditures for housing for families of all types and of all nativity and color groups. Data on the distribution of total family expenditures among specific goods and services, and on savings and investments, have been limited to native-born families including husband and wife not having received relief during the year covered by the study. The extension of the study of expenditures to cover the purchases of foreign-born families, families on relief, and families not including husband and wife, in such a way as to provide results capable of clear-cut analysis would have required an allocation of funds, and of personnel, larger than seemed practicable within the time available for the investigation.

The plan of the study will make possible for the first time a comparison of the spending habits of families of given size and composition from one income level to another, from country to city, from city to city, and from region to region. The schedules used in all the cities covered in the investigation by the Bureau of Labor Statistics and the Bureau of Home Economics are practically identical. For the rural areas certain modifications of both the schedule and the method of

⁵ Social Science Research Council. *Consumption According to Incomes*. A suggested plan for an inquiry into the economic and social well-being of the American people. 45 pp. September 1929. (Mimeographed.)

sampling were necessary in order to meet the different conditions imposed by country life, but the information collected in city and country is as nearly comparable as it was possible to make it.

The coordinated studies of consumer purchases by urban and rural families cover the populations of 2 metropolitan communities; 6 large cities averaging 300,000 inhabitants; 14 middle-sized cities of 50,000 to 75,000; 29 smaller cities from 10,000 to 20,000; 140 villages; and 64 farm counties.⁶

In selecting the data to be secured in this investigation, and the analyses to be made, consideration has been given to the different interests which may be served by a study of consumer purchases. The information obtained will be valuable to scientific groups studying problems of taxation, tariff, social security, consumer protection, or wage adjustments, and to legislative and administrative bodies in Federal, State, and city governments. It will shed light on the relative abilities of farm and city to absorb one another's products, and the manner in which that capacity changes as rural and urban incomes change. It will also supply the needs of groups of organized workers which have been requesting data for use in wage negotiations which would show differences in the levels of living of rural and of urban workers, in cities of different size and in different parts of the country. Agricultural and business groups have been in need of data on consumer demand which could be used both in planning current production and distribution and in long range policy-making. Bankers and Government agencies concerned with banking have wanted information on habits of saving, of investing, and of borrowing at different economic

⁶ The cities included in the study are as follows:

Bureau of Labor Statistics

Metropolises:

New York.
Chicago.

Large cities:

Providence, R. I.
Columbus, Ohio.
Atlanta, Ga.
Omaha, Nebr.
Denver, Colo.
Portland, Oreg.

Middle-size cities:

Muncie, Ind.
New Castle, Pa.

Springfield, Ill.

Haverhill, Mass.
New Britain, Conn.
Columbia, S. C.
Mobile, Ala.
Dubuque, Iowa.
Springfield, Mo.
Butte, Mont.
Pueblo, Colo.
Aberdeen-Hoquiam, Wash.
Bellingham, Wash.
Everett, Wash.

Small cities:

Beaver Falls, Pa.
Connellsville, Pa.
Logansport, Ind.
Mattoon, Ill.
Peru, Ind.
Wallingford, Conn.
Willimantic, Conn.
Albany, Ga.
Gastonia, N. C.
Billings, Mont.

Bureau of Home Economics

Small cities:

Astoria, Oreg.
Beaver Dam, Wis.
Boone, Iowa.
Columbia, Mo.
Dodge City, Kans.
Eugene, Oreg.

Greeley, Colo.
Greenfield, Mass.
Griffin, Ga.
Klamath Falls, Oreg.
Lincoln, Ill.
Logan, Utah.
Mount Vernon, Ohio.

Moberly, Mo.
New Philadelphia, Ohio.
Olympia, Wash.
Provo, Utah.
Sumter, S. C.
Westbrook, Maine.

levels. Consumption data have also been needed by groups concerned with the development of normative budgets, both for dependent families receiving allowances from social agencies, and for independent families wishing to compare their spending, actual and planned, with the average expenditures of families of similar type and income, spending enough to secure nutritionally adequate diets and standard housing.

The information secured will also meet the need of social scientists who have an interest in knowing how standards of living become fixed, and how standards differ from actual levels of living. Until very recently, economic theory has concerned itself primarily with the applications of labor and capital to production and exchange. We have not lacked impressive statistics of national production, bank clearings, and factory pay rolls. But in regard to the individual choices of the consumer—whose willingness and ability to absorb the offerings of the market determine the current state of economic well-being—we have for the most part had to content ourselves with theories which change with changing fashions in psychology, with guesses derived from data on population, total sales, and general price movements.

We have long had Engel's⁷ theory of the changes which occur in the percentage of expenditure allotted to food with changes in income, but we have required data on the demand of families of given size, composition, and occupation for specific kinds of food. We have had Veblen's⁸ penetrating analysis of the reasons why expenditures are made for certain goods and services not essential to physical well-being, but we have not known at what income level a family of a given type will be most likely to enter the market for luxury goods.

In recent years specific demands for such information have been partially met by the development of research agencies within trade associations and large business units, which have devoted substantial portions of their annual budgets to studies of consumer preference for their own particular commodities. Such studies have supplemented the more general investigations of consumer purchases made by Government and private research agencies. None of them has, however, been comprehensive enough to provide an adequate picture of consumption according to income in the United States.

In this investigation, expenditure data have been secured from an approximately equal number of families in each comparable group, or "cell," a cell comprising families of similar occupation, family composition, and income level. They were obtained from 15 income classes in the metropolitan areas, beginning with families having \$500

⁷ Engel, Ernst. *Die Produktions und Konsumtions-verhältnisse des Königreichs Sachsen*. Zeitschrift des Statistischen Bureaus des Königlichen Sächsischen Ministeriums des Innern, Nos. 8-9, November 22, 1857, pp. 27-29.

⁸ Veblen, Thorstein. *The Theory of the Leisure Class; An Economic Study in the Evolution of Institutions*. New York, Macmillan Co., 1899.

for the year and extending to families having \$10,000. Seven occupational groups were differentiated—the wage earner, clerical, salaried professional, salaried business, independent professional, and independent business, and the group not dependent on current employment. The classification by size and composition of family used in the expenditure data distinguished five family types in most of the communities covered—seven in the East North Central area. These family types varied from those which contain only the husband and wife to families of 7 or 8 persons. The collection of the expenditures data was planned in this way in order that the number of schedules secured from families of each type, and occupational group, at each income level, would be large enough to provide reliable averages. If the expenditure data had been secured from families chosen at random there would have been more schedules than were necessary from the wage earner and clerical groups, and not enough from the business and professional groups. There would have been an ample representation of families of husband and wife only, but an inadequate representation of families with husband, wife, and three to four children under 16 years of age.

The use of a "controlled" sample has resulted in securing data which make possible comparisons of consumption from one income level to another with the distribution of family types and occupations as it actually exists today, and, in addition, to estimate what changes in consumption would occur with a change in the distribution of families by income.

The study of consumption was correlated with an extensive study of the income distribution of a large number of families selected at random. The data secured in this part of the investigation were sorted by income, nativity, and occupational group, with the result that we have a composite picture of the consumption of the family type and nativity groups studied in each city. The income data, which were secured as a means of integrating the consumption data secured into averages at each income level covered, are of considerable value in themselves, and will provide one of the most important products of the investigation.

In each of the communities surveyed, random samples were taken, the sampling ratio ranging from 4 percent of the family population in New York, and 10 percent in Chicago, up to 100 percent in the farm and village communities and a few of the smaller cities. In the urban study approximately 300,000 families supplied the information needed for filling out the short "family schedule," giving information on amount and sources of income; occupations of employed family members; the membership of the family; home tenure, type of dwelling, and the rent or rental value of the dwelling. Similar information was secured by the Bureau of Home Economics for approximately

80,000 town, village, and farm families. Certain criteria of eligibility, as already noted, were set up for the families to be scheduled in order to give greater clarity to the findings. From the random sample there was selected a smaller group, totaling approximately 60,000 families for the combined rural-urban study, to provide data on family expenditures. The expenditure schedules obtained from this "controlled" sample, supported by detailed check lists for all items of food, clothing, and housefurnishings, have provided the information covering the quantities of goods and services purchased, and the amounts paid for specific commodities, as well as data on saving and borrowing in the year covered by the schedule. In building up the consumption pattern for the community represented by the random sample, averages representing each of the cells in the controlled

TABLE 1.—*Size of Random Sample, and Median Family Income*

[Preliminary figures]

City	Number of families scheduled	Median family income ¹		
		All families	Relief families ²	Nonrelief families
Metropolises:				
New York.....	14,266	\$1,814	\$739	\$2,015
New York (Negro).....	1,262	837	537	1,350
Chicago.....	28,515	1,634	379	1,798
Large cities:				
Providence, R. I.....	9,402	1,400	597	1,554
Columbus, Ohio.....	8,446	1,601	593	1,751
Columbus, Ohio (Negro).....	2,049	695	569	1,031
Atlanta, Ga.....	14,323	1,691	558	1,879
Atlanta, Ga. (Negro).....	5,527	549	404	759
Omaha, Nebr.....	11,293	1,552	541	1,733
Denver, Colo.....	8,574	1,527	566	1,705
Portland, Oreg.....	15,844	1,497	550	1,654
Middle-size cities:				
Muncie, Ind.....	3,973	1,388	653	1,468
New Castle, Pa.....	2,786	1,233	579	1,486
Springfield, Ill.....	5,566	1,512	454	1,657
Haverhill, Mass.....	2,864	1,203	672	1,459
New Britain, Conn.....	2,030	1,400	732	1,508
Columbia, S. C.....	4,715	1,859	663	1,975
Columbia, S. C. (Negro).....	2,294	548	338	636
Mobile, Ala.....	5,384	1,402	480	1,533
Mobile, Ala. (Negro).....	3,370	444	338	567
Dubuque, Iowa.....	5,925	1,084	515	1,279
Springfield, Mo.....	6,517	1,148	416	1,315
Butte, Mont.....	3,510	1,606	609	1,817
Pueblo, Colo.....	6,004	1,245	570	1,517
Aberdeen-Hoquiam, Wash.....	3,336	1,249	673	1,512
Bellingham, Wash.....	3,693	1,178	443	1,387
Everett, Wash.....	3,422	1,202	536	1,477
Small cities:				
Beaver Falls, Pa.....	1,792	1,283	537	1,449
Connellsville, Pa.....	1,600	1,230	443	1,508
Logansport, Ind.....	3,190	1,136	539	1,303
Mattoon, Ill.....	2,521	1,036	374	1,378
Peru, Ind.....	2,116	1,152	549	1,322
Wallingford, Conn.....	1,074	1,598	791	1,690
Willimantic, Conn.....	1,068	1,334	630	1,529
Albany, Ga.....	1,066	1,653	475	1,802
Albany, Ga. (Negro).....	1,163	392	262	460
Gastonia, N. C.....	2,336	1,071	450	1,166
Gastonia, N. C. (Negro).....	517	469	356	531
Billings, Mont.....	1,550	1,838	528	1,947

¹ Includes imputed income from owned homes; that is, the excess of estimated rental value of owned homes over estimated money expense.

² Includes families on relief at any time during the year; however, income received as direct relief in cash or in kind is not included.

sample are given a weight corresponding to the number of families of the given type which occurred in the random sample. For some of the rarer cells, the random sample alone did not yield enough cases to provide the necessary expenditure schedules for families of the required characteristics. In such cases families of the needed types were secured in a special "stratified sample" secured from professional listings, or from particular neighborhoods in which families of the type desired were known to reside. These stratified samples were not, of course, combined with the frequencies established in the random sample.

TABLE 2.—Average Size of Family and Average Number of Earners Per Family, 1935-36

[Preliminary figures]

Cities	Average number of persons per family			Average number of earners per family ¹		
	All families	Relief families ²	Nonrelief families	All families	Relief families ²	Nonrelief families
Metropolises:						
New York.....	3.6	4.1	3.5	1.17	0.94	1.21
New York (Negro).....	3.6	3.9	3.2	1.23	.93	1.46
Chicago.....	3.6	4.3	3.5	1.20	.98	1.22
Large cities:						
Providence, R. I.....	3.7	4.5	3.6	1.16	1.06	1.18
Columbus, Ohio.....	3.6	4.4	3.5	1.29	1.17	1.30
Columbus, Ohio (Negro).....	3.7	4.1	3.5	1.31	1.18	1.39
Atlanta, Ga.....	3.8	4.6	3.6	1.33	1.27	1.34
Atlanta, Ga. (Negro).....	3.9	4.3	3.7	1.64	1.60	1.67
Omaha, Nebr.....	3.6	4.3	3.5	1.22	1.19	1.22
Denver, Colo.....	3.4	3.9	3.3	1.21	1.14	1.22
Portland, Oreg.....	3.2	3.6	3.1	1.19	1.15	1.20
Middle-size cities:						
Muncie, Ind.....	3.6	4.3	3.6	1.26	1.19	1.27
New Castle, Pa.....	3.7	4.2	3.6	1.09	1.05	1.10
Springfield, Ill.....	3.6	4.4	3.6	1.21	1.03	1.24
Haverhill, Mass.....	3.7	4.3	3.5	1.31	1.26	1.32
New Britain, Conn.....	3.5	4.2	3.4	1.13	1.08	1.14
Columbia, S. C.....	3.9	4.6	3.8	1.34	1.58	1.32
Columbia, S. C. (Negro).....	4.0	4.5	3.9	1.76	1.82	1.75
Mobile, Ala.....	4.1	4.7	4.0	1.34	1.34	1.34
Mobile, Ala. (Negro).....	3.7	4.2	3.6	1.58	1.44	1.62
Dubuque, Iowa.....	4.0	4.6	3.9	1.19	1.13	1.20
Springfield, Mo.....	3.6	4.2	3.5	1.24	1.22	1.24
Butte, Mont.....	3.5	3.8	3.4	1.10	1.10	1.10
Pueblo, Colo.....	3.5	3.8	3.4	1.12	1.04	1.14
Aberdeen-Hoquiam, Wash.....	3.5	3.8	3.4	1.29	1.25	1.30
Bellingham, Wash.....	3.5	3.7	3.4	1.15	1.03	1.19
Everett, Wash.....	3.5	3.9	3.4	1.15	1.10	1.16
Small cities:						
Beaver Falls, Pa.....	3.8	4.4	3.6	1.22	1.20	1.23
Connellsville, Pa.....	4.2	4.6	4.0	1.16	1.10	1.18
Logansport, Ind.....	3.6	4.3	3.5	1.26	1.20	1.27
Mattoon, Ill.....	3.8	4.4	3.6	1.23	1.17	1.25
Peru, Ind.....	3.6	4.2	3.6	1.20	1.15	1.20
Wallingford, Conn.....	3.4	4.3	3.3	1.22	1.35	1.21
Willimantic, Conn.....	3.6	4.2	3.5	1.31	1.36	1.30
Albany, Ga.....	4.0	4.8	3.8	1.37	1.56	1.34
Albany, Ga. (Negro).....	3.7	4.0	3.6	1.84	1.81	1.85
Gastonia, N. C.....	4.4	4.9	4.2	1.60	1.61	1.60
Gastonia, N. C. (Negro).....	3.8	4.5	3.6	1.77	1.72	1.78
Billings, Mont.....	3.5	4.2	3.5	1.25	1.25	1.25

¹ Includes all persons with any money earnings during the year.

² Includes families having been on relief at any time during the year.

The results from this study will be published in three series of bulletins, the first covering data on income, occupation, and family composition secured in the random sample, the second covering summaries of family expenditures and savings, and the third giving the details of family expenditures for specific commodities.

Tabulation of the data from the random sample on the distribution of native white and native Negro families by income, family type, and occupation has been completed, and the 8 tables which follow summarize the data at present available for 32 cities. All the data are for native white or native Negro families, including both husband and wife.

TABLE 3.—Percentage Distribution of All Families by Income Groups, 1935-36

[Preliminary figures]

Cities	Percentage distribution of all families by income groups										
	Re- lief ¹	\$0 -\$499	\$500 -\$999	\$1,000 \$1,499	\$1,500 -\$1,999	\$2,000 -\$2,499	\$2,500 -\$2,999	\$3,000 -\$3,499	\$3,500 -\$3,999	\$4,000 -\$4,999	\$5,000 and over
Metropolises:											
New York.....	16.1	1.6	6.5	14.9	18.4	14.6	10.2	5.9	3.4	3.3	5.1
New York (Negro).....	43.7	.8	11.2	21.9	13.2	4.8	1.9	1.3	.6	.2	.4
Chicago.....	9.5	2.9	10.5	19.5	20.9	15.6	7.6	4.7	3.0	2.7	3.1
Large cities:											
Providence, R. I.....	12.9	3.3	15.0	23.4	17.7	10.6	5.6	3.7	2.2	2.0	3.6
Columbus, Ohio.....	12.0	1.8	11.3	20.8	19.7	13.0	7.8	4.9	2.9	2.7	3.1
Columbus, Ohio (Negro).....	39.8	3.4	25.1	20.6	7.3	2.6	.6	.3	.2	(²)	.1
Atlanta, Ga.....	13.4	2.2	11.9	15.7	17.7	14.0	8.5	5.5	4.1	3.6	3.4
Atlanta, Ga. (Negro).....	33.0	13.1	35.7	11.4	3.5	1.9	.7	.3	.1	.2	.1
Omaha, Nebr.....	14.3	1.5	10.9	21.3	19.0	13.3	7.5	4.3	2.7	2.5	2.7
Denver, Colo.....	13.8	2.5	12.3	20.2	18.3	12.5	7.0	4.3	2.6	3.0	3.5
Portland, Oreg.....	13.4	3.3	12.3	21.3	20.6	13.0	6.5	3.3	2.1	2.1	2.1
Middle-size cities:											
Muncie, Ind.....	9.2	2.5	14.9	29.9	20.4	10.4	5.8	2.5	1.6	1.4	1.4
New Castle, Pa.....	21.1	2.2	13.6	24.2	17.2	10.3	5.1	2.4	1.3	1.1	1.5
Springfield, Ill.....	10.3	3.3	15.3	20.7	17.1	12.4	7.3	5.0	3.0	2.9	2.7
Haverhill, Mass.....	22.8	4.1	14.6	21.7	15.6	10.1	5.2	2.6	1.0	1.2	1.1
New Britain, Conn.....	11.6	1.2	14.5	28.2	20.1	11.6	5.1	2.8	1.9	1.5	1.5
Columbia, S. C.....	8.3	1.3	12.7	14.6	18.0	13.5	9.5	6.9	5.0	4.7	5.5
Columbia, S. C. (Negro).....	19.9	24.6	41.9	8.5	3.0	1.4	.4	.2	(²)	(²)	.1
Mobile, Ala.....	9.5	4.8	19.1	20.2	17.3	11.0	6.5	4.1	2.2	2.5	2.8
Mobile, Ala. (Negro).....	23.2	32.3	34.3	6.8	1.6	1.5	.2	.1	(²)	(²)	-----
Dubuque, Iowa.....	20.2	4.8	20.4	22.8	15.1	8.1	3.7	2.1	.9	1.0	.9
Springfield, Mo.....	14.0	7.7	21.8	20.5	16.5	9.1	4.7	2.2	1.4	1.1	1.0
Butte, Mont.....	18.2	.7	6.4	20.3	22.2	13.8	7.2	4.5	2.2	1.8	2.7
Pueblo, Colo.....	23.4	2.5	13.2	21.9	19.4	10.6	4.0	2.3	1.2	.9	.6
Aberdeen - Hoquiam, Wash.....	22.9	2.1	12.5	23.4	17.1	10.4	5.0	2.4	1.3	1.2	1.7
Bellingham, Wash.....	20.3	4.3	15.6	25.1	16.6	8.5	4.2	2.4	1.1	.9	1.0
Everett, Wash.....	23.9	3.0	12.9	23.1	18.2	9.1	4.7	2.2	1.0	1.0	.9
Small cities:											
Beaver Falls, Pa.....	15.3	2.4	14.6	27.7	18.4	9.9	4.6	3.1	1.8	1.2	1.0
Connellsville, Pa.....	22.9	3.5	14.1	20.5	17.9	10.0	5.0	2.6	1.6	1.1	.8
Logansport, Ind.....	15.4	6.5	21.5	22.1	17.6	7.9	4.2	2.6	.9	.6	.7
Mattoon, Ill.....	25.3	5.5	17.9	18.5	14.0	8.7	4.4	2.6	1.4	.8	.9
Peru, Ind.....	15.8	5.7	21.0	23.1	15.8	9.6	4.8	2.2	1.1	.6	.3
Wallington, Conn.....	8.3	1.3	12.6	23.2	21.2	10.9	7.1	3.3	3.3	2.8	6.0
Williamantic, Conn.....	15.6	3.2	16.2	21.8	16.7	10.9	4.8	3.6	2.0	1.7	3.5
Albany, Ga.....	11.2	2.4	14.3	16.2	18.7	12.9	8.3	5.6	3.9	2.9	3.6
Albany, Ga. (Negro).....	17.8	46.3	28.0	4.9	1.5	.8	.5	.1	-----	-----	.1
Gastonia, N. C.....	11.0	5.7	29.1	24.4	13.4	6.6	2.9	2.2	1.3	1.4	2.0
Gastonia, N. C. (Negro).....	15.5	38.5	38.2	5.8	1.6	.4	-----	-----	-----	-----	-----
Billings, Mont.....	9.1	1.7	7.7	17.7	20.5	15.2	9.9	7.8	2.8	3.5	4.1

¹ Includes families having been on relief at any time during the year.² Less than 0.05 percent.

TABLE 4.—Median Income of Nonrelief Families for Each Occupational Group, 1935-36

[Preliminary figures]

Cities	Median income for nonrelief families by family occupational group ¹							
	All non-relief families	Salaried		Independent		Clerical	Wage earners	Others
		Profes-sional	Busi-ness	Profes-sional	Busi-ness			
Metropolises:								
New York.....	\$2, 015	\$2, 985	\$3, 100	\$3, 789	\$2, 181	\$2, 109	\$1, 721	\$828
New York (Negro).....	1, 350	1, 833	(²)	1, 688	1, 375	1, 984	1, 266	(²)
Chicago.....	1, 798	2, 515	2, 917	3, 019	1, 795	1, 934	1, 557	731
Large cities:								
Providence, R. I.....	1, 554	2, 517	2, 831	3, 781	1, 638	1, 703	1, 324	731
Columbus, Ohio.....	1, 751	2, 521	2, 728	2, 913	1, 626	1, 897	1, 496	906
Columbus, Ohio (Negro).....	1, 031	1, 350	1, 179	1, 667	969	1, 486	1, 009	(²)
Atlanta, Ga.....	1, 879	2, 489	3, 011	3, 170	1, 706	2, 033	1, 475	929
Atlanta, Ga. (Negro).....	759	1, 625	1, 750	2, 250	760	1, 598	736	500
Omaha, Nebr.....	1, 733	2, 369	2, 803	3, 170	1, 736	1, 887	1, 423	949
Denver, Colo.....	1, 705	2, 378	2, 885	3, 239	1, 741	1, 824	1, 341	1, 023
Portland, Oreg.....	1, 654	2, 171	2, 600	2, 663	1, 546	1, 796	1, 445	677
Middle-size cities:								
Muncie, Ind.....	1, 468	2, 326	2, 349	3, 000	1, 517	1, 645	1, 352	731
New Castle, Pa.....	1, 486	2, 208	2, 413	3, 250	1, 588	1, 648	1, 354	844
Springfield, Ill.....	1, 657	2, 656	2, 766	3, 361	1, 584	1, 859	1, 329	646
Haverhill, Mass.....	1, 459	2, 250	2, 240	2, 875	1, 801	1, 652	1, 264	1, 080
New Britain, Conn.....	1, 508	2, 063	2, 500	(²)	1, 614	1, 629	1, 334	(²)
Columbia, S. C.....	1, 975	2, 729	2, 972	4, 375	2, 173	2, 028	1, 359	1, 450
Columbia, S. C (Negro).....	636	1, 045	(²)	(²)	740	1, 094	659	(²)
Mobile, Ala.....	1, 533	2, 052	2, 544	3, 563	1, 530	1, 712	1, 208	703
Mobile, Ala. (Negro).....	567	875	(²)	2, 125	554	1, 350	573	(²)
Dubuque, Iowa.....	1, 279	1, 975	2, 420	2, 667	1, 341	1, 592	1, 160	439
Springfield, Mo.....	1, 315	2, 008	2, 266	2, 454	1, 216	1, 563	1, 164	631
Butte, Mont.....	1, 817	2, 538	2, 859	3, 313	2, 125	1, 881	1, 569	940
Pueblo, Colo.....	1, 517	1, 836	2, 238	2, 656	1, 440	1, 698	1, 378	625
Aberdeen-Hoguiam, Wash.....	1, 512	1, 902	2, 412	2, 750	1, 692	1, 719	1, 363	938
Bellingham, Wash.....	1, 387	1, 804	2, 185	2, 375	1, 444	1, 609	1, 276	644
Everett, Wash.....	1, 477	1, 900	2, 182	2, 731	1, 528	1, 674	1, 363	531
Small cities:								
Beaver Falls, Pa.....	1, 449	2, 139	2, 250	3, 125	1, 606	1, 741	1, 316	781
Connellsville, Pa.....	1, 508	2, 042	2, 196	(²)	1, 344	1, 648	1, 407	727
Logansport, Ind.....	1, 303	1, 644	1, 944	1, 813	1, 337	1, 480	1, 239	775
Mattoon, Ill.....	1, 378	1, 839	2, 229	2, 880	1, 315	1, 568	1, 285	600
Peru, Ind.....	1, 322	1, 841	1, 964	(²)	1, 250	1, 350	1, 293	575
Wallingford, Conn.....	1, 690	2, 806	3, 063	(²)	2, 042	1, 810	1, 444	1, 450
Willimantic, Conn.....	1, 529	2, 688	2, 422	(²)	1, 969	1, 696	1, 262	1, 000
Albany, Ga.....	1, 802	1, 958	2, 684	(²)	1, 664	1, 873	1, 468	(²)
Albany, Ga. (Negro).....	460	771	(²)	1, 250	607	972	442	(²)
Gastonia, N. C.....	1, 166	2, 000	2, 567	3, 300	1, 521	1, 604	1, 003	(²)
Gastonia, N. C. (Negro).....	531	1, 125	(²)	(²)	(²)	(²)	547	(²)
Billings, Mont.....	1, 947	2, 490	2, 863	3, 438	2, 264	2, 041	1, 564	911

¹ Families were classified according to the occupational group from which the major part of their earnings were derived. Varying percentages of these groups received relief during the year. The median incomes, therefore, are not typical of the entire occupational group but only of those which did not receive any form of relief.

² Medians not computed for less than 25 cases.

TABLE 5.—Percentage Distribution of Nonrelief Families by Occupational Groups, 1935-36

[Preliminary figures]

Cities	Percentage distribution of nonrelief families by occupational groups						
	Salaried		Independent		Clerical	Wage earners	Others
	Professional	Business	Professional	Business			
Metropolises:							
New York.....	6.5	6.3	2.8	8.8	29.8	43.5	2.3
New York (Negro).....	3.4	.6	1.3	7.3	13.1	73.6	.7
Chicago.....	5.6	6.0	2.0	8.5	30.5	45.4	2.0
Large cities:							
Providence, R. I.....	5.7	8.9	2.0	9.6	21.6	49.4	2.8
Columbus, Ohio.....	7.3	8.7	2.1	10.8	24.1	44.6	2.4
Columbus, Ohio (Negro).....	2.6	1.5	1.3	5.8	4.8	82.7	1.3
Atlanta, Ga.....	5.1	11.6	2.3	10.1	32.0	37.0	1.9
Atlanta, Ga. (Negro).....	2.6	.5	.6	6.8	4.0	84.7	.8
Omaha, Neb.....	4.8	9.2	2.2	9.3	31.1	41.3	2.1
Denver, Colo.....	7.6	9.0	2.9	14.4	25.7	36.7	3.7
Portland, Oreg.....	6.3	7.6	2.7	12.6	26.1	41.1	3.6
Middle-size cities:							
Muncie, Ind.....	4.9	6.4	1.3	10.2	14.3	61.2	1.7
New Castle, Pa.....	4.5	6.1	2.4	11.9	16.7	55.4	3.0
Springfield, Ill.....	5.9	9.0	2.3	11.3	24.9	44.0	2.6
Haverhill, Mass.....	3.7	6.7	1.5	13.7	16.1	53.4	4.9
New Britain, Conn.....	7.8	8.7	1.0	7.0	20.8	53.4	1.3
Columbia, S. C.....	6.9	16.0	3.3	10.1	28.7	34.0	1.0
Columbia, S. C. (Negro).....	3.6	.5	.7	5.1	2.2	87.2	.7
Mobile, Ala.....	3.4	11.5	1.4	12.1	26.8	43.1	1.7
Mobile, Ala. (Negro).....	2.0	(¹)	.3	6.0	2.9	87.9	.9
Dubuque, Iowa.....	3.4	5.8	1.5	10.9	19.8	54.3	4.3
Springfield, Mo.....	4.3	6.0	2.0	12.3	20.7	51.1	3.6
Butte, Mont.....	5.9	7.9	2.1	9.9	23.0	49.3	1.9
Pueblo, Colo.....	4.8	6.8	1.5	11.1	19.9	53.5	2.4
Aberdeen-Hoquiam, Wash.....	3.8	7.2	1.5	13.1	15.7	57.4	1.3
Bellingham, Wash.....	4.8	7.0	2.4	14.2	15.7	51.7	4.2
Everett, Wash.....	4.1	6.0	2.4	13.4	15.7	55.5	2.9
Small cities:							
Beaver Falls, Pa.....	6.5	4.5	1.7	9.8	16.5	59.2	1.8
Connellsville, Pa.....	5.2	4.6	1.9	9.1	19.7	55.6	3.9
Logansport, Ind.....	3.6	4.9	1.6	12.4	16.2	57.6	3.7
Mattoon, Ill.....	2.2	5.5	1.4	13.5	17.5	56.2	3.7
Peru, Ind.....	3.7	6.2	1.3	9.9	14.3	60.9	3.7
Wallingford, Conn.....	5.8	8.4	2.1	9.8	16.5	52.5	4.9
Willimantic, Conn.....	4.6	9.6	1.8	13.1	16.1	50.8	4.0
Albany, Ga.....	3.1	13.3	1.8	16.4	27.8	35.3	2.3
Albany, Ga. (Negro).....	2.6	.2	.6	4.8	3.0	87.4	1.4
Gastonia, N. C.....	2.1	5.4	1.7	9.7	14.9	65.5	.7
Gastonia, N. C. (Negro).....	2.5	(¹)	.7	4.3	.7	90.4	1.4
Billings, Mont.....	5.5	12.6	2.2	15.2	27.4	34.1	3.0

¹ Less than 0.05 percent.

TABLE 6.—Average Size of Family, and Percentage Distribution of All Families by Family Types, 1935-36

[Preliminary figures]

Cities	Average number of persons per family	Percentage distribution of all families by family type ¹							Other families
		Type 1	Type 2	Type 3	Type 4	Type 5	Type 6	Type 7	
Metropolises:									
New York.....	3.6	24.2	20.5	14.7	18.5	8.0	7.2	3.1	3.8
New York (Negro).....	3.6	39.4	12.4	8.9	15.9	5.3	7.4	5.7	5.0
Chicago.....	3.6	25.4	19.0	13.1	20.2	9.0	6.5	3.3	3.5
Large cities:									
Providence, R. I.....	3.7	26.7	17.5	12.9	16.8	8.1	9.2	4.7	4.1
Columbus, Ohio.....	3.6	30.4	14.7	9.9	22.8	8.4	6.8	4.1	3.4
Columbus, Ohio (Negro).....	3.7	36.2	10.8	6.8	19.2	7.7	7.9	6.2	5.2
Atlanta, Ga.....	3.8	24.4	16.7	10.5	21.7	10.8	6.8	5.1	4.0
Atlanta, Ga. (Negro).....	3.9	31.8	11.1	6.5	20.9	10.0	6.2	7.5	6.0
Omaha, Nebr.....	3.6	27.6	16.7	12.5	19.7	8.6	7.9	4.2	2.8
Denver, Colo.....	3.4	32.6	17.6	11.3	21.5	7.1	5.6	2.3	2.0
Portland, Oreg.....	3.2	36.0	17.0	10.5	22.8	5.9	4.3	1.6	1.9
Middle-size cities:									
Muncie, Ind.....	3.6	29.0	15.7	11.8	20.5	8.0	7.3	4.7	3.0
New Castle, Pa.....	3.7	23.4	17.5	12.1	21.1	9.3	8.9	4.7	3.0
Springfield, Ill.....	3.6	26.9	16.0	10.5	23.2	8.7	7.1	4.0	3.6
Haverhill, Mass.....	3.7	27.1	16.6	11.4	20.3	8.3	7.5	4.8	4.0
New Britain, Conn.....	3.5	26.9	22.8	15.5	14.8	6.4	8.3	3.0	2.3
Columbia, S. C.....	3.9	20.6	16.5	12.8	21.1	11.2	7.5	5.8	4.5
Columbia, S. C. (Negro).....	4.0	26.8	16.4	8.2	17.1	9.9	7.6	7.8	6.2
Mobile, Ala.....	4.1	19.8	14.6	11.6	20.8	12.0	8.4	7.1	5.7
Mobile, Ala. (Negro).....	3.7	34.3	13.7	7.7	17.9	8.0	7.3	6.6	4.5
Dubuque, Iowa.....	4.0	21.7	13.4	11.6	20.3	10.1	9.3	7.6	6.0
Springfield, Mo.....	3.6	28.6	16.1	11.0	21.1	9.2	6.4	4.8	2.8
Butte, Mont.....	3.5	29.8	18.2	12.9	19.4	7.6	6.9	2.9	2.3
Pueblo, Colo.....	3.5	30.4	17.4	12.3	18.9	7.6	7.6	3.7	2.1
Aberdeen-Hoquiam, Wash.....	3.5	28.9	19.4	13.8	19.1	7.7	6.1	3.0	2.0
Bellingham, Wash.....	3.5	29.1	18.4	12.8	19.6	8.4	6.4	2.7	2.6
Everett, Wash.....	3.5	28.9	18.1	13.1	20.7	7.5	6.4	3.1	2.2
Small cities:									
Beaver Falls, Pa.....	3.8	24.2	15.3	11.5	22.7	9.7	7.4	4.8	4.4
Connellsville, Pa.....	4.2	17.8	14.9	10.6	21.6	10.7	10.3	8.1	6.0
Logansport, Ind.....	3.6	30.3	13.2	8.2	25.1	8.8	6.3	4.7	3.4
Mattoon, Ill.....	3.8	26.2	14.6	9.8	20.4	10.9	7.8	6.5	3.8
Peru, Ind.....	3.6	29.0	14.4	10.2	21.2	9.1	7.9	5.0	3.2
Wallingford, Conn.....	3.4	30.7	18.0	14.0	19.1	6.5	6.8	2.4	2.5
Willimantic, Conn.....	3.6	30.1	14.7	12.5	20.0	7.6	6.9	5.7	2.5
Albany, Ga.....	4.0	20.5	17.0	11.7	20.5	11.7	8.2	5.9	4.5
Albany, Ga. (Negro).....	3.7	35.3	13.4	6.8	18.6	9.4	6.0	6.3	4.2
Gastonia, N. C.....	4.4	15.6	16.0	13.3	14.6	12.3	12.5	10.1	5.6
Gastonia, N. C. (Negro).....	3.8	33.0	15.7	6.6	15.5	8.7	8.7	7.0	4.8
Billings, Mont.....	3.5	27.9	20.1	10.7	19.4	8.8	6.3	3.6	3.2

¹ Family type:

Type 1: Two persons—husband and wife only.

Type 2: Three persons—husband, wife, 1 child under 16 and no others.

Type 3: Four persons—husband, wife, 2 children under 16, and no others.

Type 4: Three or 4 persons—husband, wife, 1 person 16 or over, and 1 or no other person regardless of age.

Type 5: Five or 6 persons—husband, wife, 1 child under 16, 1 person 16 or over, and 1 or 2 other persons regardless of age.

Type 6: Five or 6 persons—husband, wife, 3 or 4 children under 16, and no others.

Type 7: Seven or 8 persons—husband, wife, 1 child under 16, 4 or 5 other persons regardless of age.

Other: Families of 5 or more persons except those included in type 5 through type 7.

TABLE 7.—Percentage of Nonrelief Home-Owning Families and Average Monthly Rent of Renting Families, 1935-36

[Preliminary figures]

Cities	Percent of home-owning families (non-relief)	Average monthly rent of renting families ¹		
		All families	Relief families	Nonrelief families
Metropolises:				
New York.....	18.5	\$39.50	\$24.91	\$42.71
New York (Negro).....	6.3	31.70	25.70	36.60
Chicago.....	22.3	32.80	18.10	34.60
Large cities:				
Providence, R. I.....	22.4	24.80	15.20	26.50
Columbus, Ohio.....	39.9	24.40	15.40	26.10
Columbus, Ohio (Negro).....	25.1	14.70	12.50	16.40
Atlanta, Ga.....	34.1	23.30	12.60	25.60
Atlanta, Ga. (Negro).....	24.1	10.70	9.20	11.30
Omaha, Nebr.....	47.5	24.90	14.60	27.40
Denver, Colo.....	41.3	25.20	15.00	27.40
Portland, Oreg.....	50.6	20.40	12.20	22.20
Middle-size cities:				
Muncie, Ind.....	44.1	19.40	11.80	20.40
New Castle, Pa.....	45.6	19.70	14.30	21.70
Springfield, Ill.....	43.4	25.00	12.60	27.00
Haverhill, Mass.....	40.0	23.50	18.90	25.40
New Britain, Conn.....	18.5	22.40	15.20	23.50
Columbia, S. C.....	35.8	24.50	15.40	25.60
Columbia, S. C. (Negro).....	22.3	9.10	8.10	9.30
Mobile, Ala.....	38.9	18.20	11.30	19.10
Mobile, Ala. (Negro).....	26.4	8.00	7.20	8.30
Dubuque, Iowa.....	45.2	18.00	12.00	20.00
Springfield, Mo.....	51.3	15.20	8.40	17.00
Butte, Mont.....	42.3	22.20	14.60	24.20
Pueblo, Colo.....	49.5	17.00	11.30	19.50
Aberdeen-Hoquiam, Wash.....	43.4	15.70	10.80	17.40
Bellingham, Wash.....	59.4	14.60	9.40	16.40
Everett, Wash.....	52.0	16.30	11.50	18.20
Small cities:				
Beaver Falls, Pa.....	42.0	18.90	12.40	20.40
Connellsville, Pa.....	42.9	18.00	12.20	20.40
Logansport, Ind.....	47.0	13.90	8.10	15.40
Mattoon, Ill.....	53.5	14.10	9.10	16.90
Peru, Ind.....	50.5	13.30	8.60	14.60
Wallingford, Conn.....	36.3	23.80	16.00	24.70
Willimantic, Conn.....	34.6	19.60	13.60	21.00
Albany, Ga.....	24.0	18.60	10.40	19.90
Albany, Ga. (Negro).....	19.0	5.80	4.80	6.00
Gastonia, N. C.....	19.6	10.60	7.60	11.00
Gastonia, N. C. (Negro).....	26.1	6.70	6.00	6.90
Billings, Mont.....	44.5	28.20	15.80	29.90

¹ Monthly rent at the end of the reporting year.

TABLE 8.—Rent as a Percent of Family Income for Nonrelief Renting Families, by Income Groups, 1935-36

[Preliminary figures]

Cities	Rent as percent of family income, by family income groups							
	All non-relief families	Under \$500	\$500-\$999	\$1,000-\$1,499	\$1,500-\$1,999	\$2,000-\$2,999	\$3,000-\$4,999	\$5,000 and over
Metropolises:								
New York.....	22.2	162.0	43.1	30.3	25.4	22.4	19.4	15.7
New York (Negro).....	30.4	87.4	43.3	34.3	27.3	22.8	21.5	10.2
Chicago.....	21.5	116.4	34.8	26.3	22.6	20.0	17.1	13.4
Large cities:								
Providence, R. I.....	19.3	78.5	28.2	21.5	18.5	17.3	15.4	12.2
Columbus, Ohio.....	17.6	77.6	27.5	21.1	18.1	15.4	13.7	10.2
Columbus, Ohio (Negro).....	18.9	42.4	23.2	17.5	13.6	12.7	7.4	(1)
Atlanta, Ga.....	16.5	47.2	22.6	18.3	17.4	15.9	14.0	11.2
Atlanta, Ga. (Negro).....	18.4	33.0	18.5	14.7	11.9	10.6	8.4	9.6
Omaha, Nebr.....	19.0	65.2	26.3	22.0	19.5	17.1	15.1	10.3
Denver, Colo.....	19.0	72.3	27.1	21.9	18.9	16.8	14.8	10.6
Portland, Ore.....	16.2	64.0	24.3	18.0	15.9	14.1	12.2	9.7
Middle-size cities:								
Muncie, Ind.....	16.6	54.2	21.0	18.0	15.8	14.1	12.3	7.5
New Castle, Pa.....	17.7	53.4	25.0	19.0	16.6	14.5	12.9	11.7
Springfield, Ill.....	18.9	59.5	26.9	22.0	19.6	17.2	14.5	11.4
Haverhill, Mass.....	21.1	67.8	32.5	23.3	19.5	15.9	12.3	9.4
New Britain, Conn.....	17.7	93.0	23.2	19.9	17.5	15.8	13.4	8.3
Columbia, S. C.....	16.3	39.2	19.6	17.6	18.2	16.2	13.9	10.2
Columbia, S. C. (Negro).....	17.9	27.2	17.0	11.9	12.3	10.2		
Mobile, Ala.....	15.2	43.1	20.6	16.5	14.5	13.3	10.9	9.5
Mobile, Ala. (Negro).....	17.2	26.8	15.0	11.0	8.4	7.2	3.4	
Dubuque, Iowa.....	17.7	67.3	22.4	18.6	16.6	14.4	13.2	8.9
Springfield, Mo.....	15.7	42.2	19.5	15.9	14.1	13.1	11.3	8.0
Butte, Mont.....	15.2	63.5	28.3	17.0	16.1	14.2	13.0	7.8
Pueblo, Colo.....	15.8	54.4	20.9	16.9	15.3	13.6	11.2	7.1
Aberdeen-Hoquiam, Wash.....	13.4	50.0	19.7	14.4	13.4	10.8	9.2	8.4
Bellingham, Wash.....	13.8	46.3	19.1	14.3	13.1	11.8	9.8	8.5
Everett, Wash.....	15.0	52.5	21.6	15.2	14.0	13.3	10.3	9.3
Small cities:								
Beaver Falls, Pa.....	16.2	63.2	23.0	17.7	15.8	13.4	11.5	7.1
Connellsville, Pa.....	16.4	53.2	22.9	17.7	16.2	13.1	10.5	8.1
Logansport, Ind.....	14.3	39.2	17.8	14.2	13.5	11.6	8.5	7.8
Mattoon, Ill.....	14.9	54.8	19.9	14.8	14.4	11.9	9.5	6.3
Peru, Ind.....	13.7	42.7	18.4	13.7	11.6	10.8	8.8	4.4
Wallingford, Conn.....	16.7	64.6	26.7	21.4	17.8	15.3	12.1	5.6
Willimantic, Conn.....	16.6	69.7	23.3	19.0	16.1	14.3	9.9	7.0
Albany, Ga.....	13.3	36.1	18.5	15.7	15.1	12.3	10.4	4.7
Albany, Ga. (Negro).....	15.2	20.2	12.6	8.9	7.2	8.4		
Gastonia, N. C.....	10.9	20.0	12.0	9.6	10.0	11.5	10.8	8.5
Gastonia, N. C. (Negro).....	15.7	21.5	13.2	11.1	9.5	(1)		
Billings, Mont.....	18.8	77.3	32.2	23.8	20.0	17.9	14.3	6.8

¹ Insufficient number of cases for computation of reliable percentage.

Social Security

SICKNESS AND MATERNITY INSURANCE IN FRANCE¹

A GENERAL social-insurance system covering the risks of sickness, and maternity, invalidity and old age, and death was established in France by the law of April 5, 1928, as amended April 30, 1930, and made effective July 1, 1930. The system was coordinated with the one which was in effect in Alsace-Lorraine when the territory was restored to French sovereignty, by the decree of July 29, 1937, effective August 1. The decree provided for the transference of members to either the local or the general system when a change of workplace takes them into the territory of the other if the duration of work exceeds 6 months. Insured persons are required to report the change of workplace within 1 month.

The law provided for two distinct systems—one for commercial, industrial, and domestic workers, and the other for agricultural workers. One premium covers all the risks, but a certain proportion is set aside for the sickness and maternity system. On the basis of the experience gained in the years 1930 to 1935, the system was revised by decree laws of October 28 and 30, 1935, dealing with industry and agriculture, which form the present basic law. The chief modifications effected by the law covering industrial and commercial employees were the extension of the system to cover persons whose inclusion was not clear previously, an increase in benefits, and administrative simplification under 15 regional offices instead of 89 departmental offices. The important subsequent amendments were made in decrees dated March 19, 1936, and August 26, 1936, the most outstanding changes being the increase in the maximum cash sickness benefit and further extension of the system by raising the wage limit of those compulsorily insured.

The original law provided that voluntary insurance might be taken out by farmers and agriculturists not covered by compulsory insurance, artisans, small proprietors, nonsalaried intellectual workers, and in general all persons who, without being on a salary, lived principally on the products of their labor, if such persons were of French nationality and their earnings did not exceed the limits set for those com-

¹ Reports from Benjamin M. Hulley, American consul, Paris, dated October 11, 12, 15, 26, and 30, 1937; and *Journal Officiel de la République française*, Paris, October 31, November 4, 7, 1935; March 22, August 30, 1936; April 18, October 12, 1937.

pulsorily insured. Voluntary insurance was abolished in 1935, however, owing to the small number applying for such insurance.

The latest report on the operation of the social-insurance system, covering the years 1934 and 1935, stated that the number of registered industrial and commercial wage earners on December 31, 1935, was approximately 10,000,000 and the number of workers in agriculture and forestry 1,150,000. However, the total number of contributors to the fund in industry and commerce had remained at approximately 6,400,000 during the years 1933 to 1935, while in 1935 the contributors in agriculture numbered about 700,000. During 1936 the number of insured persons paying contributions increased as a result of the decree law of October 28, 1935, which added certain classes of persons to those already subject to compulsory insurance. The difference between the number of persons registered and the number paying contributions is accounted for by the difficult economic situation and to a certain extent by the previous ambiguity of the legislative provisions as to coverage, as well as by the fact that there are many duplications, chiefly owing to the transfer of insured persons from one district to another without canceling the record in the previous district.

System for Industrial, Commercial, and Domestic Workers

COVERAGE

All wage earners of both sexes within certain wage limits are compulsorily insured. The law of 1928 as amended in 1930 fixed the maximum earnings of industrial workers subject to compulsory insurance at 15,000 francs per year, or 18,000 francs in cities of more than 200,000 inhabitants and in certain industrial districts, the limit being increased according to the number of dependent children up to a maximum of 25,000 francs. A law passed August 26, 1936, fixed the maximum wages at 21,000 francs for persons without dependent children and at 25,000 francs for persons having at least one dependent child. Persons receiving less than 1,000 francs (formerly 1,500 francs) per year are not subject to insurance. Children who are going to school, and who are employed for wages at work not prohibited by the Labor Code are not considered as wage earners for the purpose of insurance, nor are children working at home for their parents without pay.

A Government bill was introduced in December 1937 providing for extension of the wage limit for coverage to 30,000 francs, whether or not a worker has children. A law of December 31, 1937, provided that the insurance offices should suspend, until Parliament has acted on the bill, all cancelations of membership in the system for members whose wages exceeded the former limits.

The uncertainty arising from the definition of wage earner in the 1930 law left in doubt the situation of occasional workers, home workers, and

certain other groups. This condition was corrected by the decree law of October 28, 1935. In addition to workers in industrial and commercial establishments, the system now includes all persons whose earnings do not exceed the prescribed maximum, whatever the form and nature of their contract, even if they do not work in the establishment of the employer or the head of the enterprise or if they own part or all of the tools necessary for their work and it also includes specifically persons working usually and regularly at home, either alone or with members of their family; commercial travelers selling non-patented articles but receiving commissions; hotel, cafe, and restaurant employees; drivers of public vehicles; baggage porters who work under a contract; and employees of theaters, moving-picture theaters, and other places of entertainment. Apprentices are subject to insurance, even if they do not receive cash wages but receive payments in kind (board, lodging, etc.), if the value of such payments is at least 1,000 francs.

Foreign wage earners living in France, whose wages are within the prescribed limits, are insured on the same basis as French workers, but are not entitled to pensions unless there is a reciprocal agreement between their country of origin and France. Also, workers from other countries who reside on the frontier but work regularly in France are admitted to benefits under the system if a diplomatic agreement providing for reciprocal insurance rights has been concluded between the two countries. When a foreign worker returns to his country he is dropped from the insurance rolls but retains the value of the pension entered in his individual account.

Compulsory insurance ceases at the age of 60, when the pension becomes payable, but if the insured person continues at work the employer alone pays the fee (4 percent).

The act does not apply to persons employed by the State, the Departments, the communes, and public institutions for poor relief, merchant seamen, miners and allied workers, and employees of railways, tramways, and enterprises holding concessions for public gas or electricity service, all of whom continue to be covered by special systems. The regulations applying to such persons have been brought into line, however, with the general social-insurance system by different decrees, laying down rules for the transfer of workers from one system to the other. There are approximately 400,000 railway men, 250,000 miners, and 150,000 seamen covered by the special systems.

CONTRIBUTIONS

The insurance system is financed by equal contributions by the employer and the worker, supplemented by certain contributions by the State. The total contribution for commercial and industrial workers and domestic servants amounts to 8 percent of the real wage,

divided equally between the worker and the employer.² The fraction of the contribution allotted to sickness and maternity insurance is 4 percent of the insured wage; this fraction is payable in equal shares by the insured person and the employer.

The real wage on which the contribution is calculated includes the cash wage, bonuses, and tips, and the value of payments in kind. Family allowances are not included. The maximum salary or wage limit for the calculation of contributions is 15,000 francs, i. e., 1,250 francs per month if wages are paid on a monthly basis, 625 francs per fortnight, 315 francs per week, 50 francs per day, or 8 francs per hour for days which are shorter than the legal workday. Contributions are on the basis of 1,500 francs for annual wages between 1,000 and 1,500 francs. Thus the lowest annual contribution is 120 francs and the highest 1,200 francs. For domestic employees receiving board, with or without lodging, the annual wages are arbitrarily fixed by decree, for the calculation of contributions, at 8,400 francs for men and 4,800 francs for women in cities of 80,000 or more inhabitants, and 6,000 francs for men and 3,600 francs for women in other communities. Under the original law employees were divided into five wage classes and a flat rate of daily or monthly contributions was fixed for each wage class, the contributions amounting to approximately 8 percent of the average wages of these workers. In addition to the regular contributions, members in receipt of sickness benefit are required to pay 20 percent of doctors' and dentists' fees and of the cost of medical appliances and medicines (40 percent, in case of prescriptions costing more than 25 francs).

The employees' contributions are deducted from their wages by the employer, who is required to pay the double contribution either at a post office or by postal order to the regional insurance office. The deposits are made quarterly and are entered on a leaflet issued to each insured person, which shows the total remuneration upon which the contribution is calculated. These leaflets are sent to insured persons each year by the regional social-insurance office. The regulations also specify the method of payment of the contributions of home workers and of workers by the task or on piece work, if they work for one or several employers. The value of payments in kind and of tips is estimated according to scales established by decree, account being taken of collective agreements covering this point. Employees receiving tips are required to pay the employer the amount of their contributions calculated according to the established scale. For employees leaving employment during a quarter, the contribution must be paid during the first 10 days of the following month.

² The joint contribution rate was reduced from 8 to 7 percent as a temporary measure for the year 1936, with a maximum contribution of 70 francs per month, but the 8 percent rate is now in effect.

Every employer having more than 100 insured persons in his employ is required to deposit each year in the deposit and consignment fund, as security, an amount at least equal to one-tenth of the contributions of the preceding year. A decree issued by the Minister of Labor fixes the amount of the bond. This deposit is not required, however, of those employers who pay their contributions within the first 10 days of each month for the preceding month.

BENEFITS

Sickness.—Benefits are paid in case of sickness or accident, with the exception of occupational diseases and industrial accidents, which are covered by the workmen's compensation law. Insured persons, their husbands or wives, and dependent children under the age of 16 are entitled to general and special medical care, dental care, medicines and appliances, treatment in hospitals or sanatoriums, necessary surgical operations, and preventive treatment, as well as the costs of transportation. Special dental care includes only such functional and therapeutic appliances as are necessary to the exercise of a profession. The provision of such devices is subject to authorization by a special committee. If the practitioner finds it necessary to call a consultant, no indemnity will be granted unless the insured person signs a statement that he will be responsible for extra charges until reimbursed by the fund. If the case is urgent, a notice must be sent to the medical inspector of the fund by the insured person or by the consultant within 3 days. Laboratory analyses, serums, or vaccines will not be paid for unless the medical inspector of the fund considers such outlays indispensable in a given case of sickness. Cash sickness benefits are paid to insured persons for a maximum period of 6 months for the same illness, but are not paid to members of the families of such persons.

An insured person has free choice of a physician. Medical consultations must take place at the physician's office unless the condition of the insured person does not permit.

Cases of sickness must be reported to the fund within 3 days. Medical benefits are due from the date of illness and are given for a maximum period of 6 months for the same illness. Any relapse occurring within 2 months is considered as a continuance of the original illness.

If the insured person is able to continue at work, but needs preventive care, special benefits may be granted for not to exceed 2 years. The total medical and pharmaceutical costs may not exceed, for each day of sickness and beginning with the first medical consultation, 50 percent of the average basic daily wage for the preceding year. In case of sickness requiring special treatment, however, this maximum may be exceeded. The costs of hospitalization are paid within fixed

limits by the fund, the insured person being liable for the difference between the total cost and the amount paid by the fund. This applies to public hospitals and private hospitals which have made an agreement with the fund. If the insured person enters a noncontract hospital he may claim reimbursement if the fund does not protest within 8 days.

Cash benefits are paid for each working day lost because of sickness beginning with the sixth day and from the fourth if there are at least three dependent children. The minimum cash benefit is fixed at 3 francs per day and the maximum at 22 francs (formerly 18 francs), varying according to the amount of the contributions paid by the insured. For example, if the double contribution in the two preceding quarters was 60 to 84 francs, the daily benefit is 3 francs; if 108 to 123 francs, 5 francs; if 228 to 252 francs, 10 francs; if 324 to 348 francs, 14 francs; if 420 to 444 francs, it is 18 francs; and if over 444 francs, 22 francs. The benefit is increased by 1 franc for each dependent child under 16 years of age. If the insured person requires hospitalization, the cash benefit is reduced by half if he is married and has no other dependents, by a third if he has one or more dependent children or parents, and by three-fourths in all other cases.

Cash benefit is payable only if a minimum number of contributions have been credited to the insured person's account. The payment of these contributions, when they are deducted in advance from wages, is tantamount to the completion of the qualifying period. As a general rule, before the insured person can claim benefit he must have had not less than 30 francs deducted in advance from his wages during the two calendar quarters preceding the sickness. If the payments registered during these two quarters do not amount to 30 francs, reference is made to the four calendar quarters preceding the date at which the insured person's claim is considered and the minimum is then increased to 60 francs. If on the first day of the calendar quarter preceding sickness, the insured person has been registered for less than 6 months, the contribution he is required to have paid during the preceding calendar quarter is 15 francs. The effect of these requirements is tempered by the fact that in the event of sickness of more than 1 month, accident, maternity, invalidity, or unemployment, a prescribed contribution is, under the conditions laid down in the act, paid or considered to have been paid on behalf of the insured person, which is sufficient to maintain his right to benefit. This provision as related to unemployment applies only to persons of French nationality or of some nationality which is treated on the same footing.

The insured person pays the cost of medical benefits and is reimbursed by the fund up to 80 percent of these costs.

Maternity.—A woman worker is entitled to medical care and medicines before and after childbirth and to a nursing benefit. The wife of

an insured worker is entitled to a confinement benefit only. The insured woman (or her husband) must have paid at least 60 francs during the four quarters preceding confinement, of which at least 15 francs must have been paid during the first of these quarters. Application for maternity leaflets must be made during the first 4 months of the pregnancy. Consultations with the doctor, of which there must be at least three preceding the confinement, are recorded on these leaflets. Attendance at postpartum clinics is also required. The fund pays 24 francs to assure continuance of the insurance rights of a woman who stops work for 6 weeks before the confinement. The cash benefit, paid to insured women only, ranges from 3 to 22 francs per day according to the amount of contributions and is paid for a maximum of 72 workdays (12 weeks of 6 days). The benefit is increased by 1 franc for each dependent child. Each region fixes a lump sum for medical expenses, varying from 250 to 300 francs; increases are allowed for plural and complicated births. Benefits for nursing mothers usually amount to 175 francs for each of the first 4 months and 150 francs for the fifth month, or a total of 850 francs. In case of plural births the benefit is correspondingly increased. A milk benefit, varying in the different regions from 20 to 60 percent of the nursing benefit, is paid to a mother who cannot nurse her child, if the doctor so certifies.

Death benefit.—A death benefit is paid to the spouse or other heirs of wage earners who have been insured at least 1 year, amounting to 20 percent of the annual wage received in the year preceding illness or death if at least 60 francs in contributions have been paid during the year. The death benefit is increased by 100 francs for each dependent child under 16 years of age. Temporary pensions are also allotted to widows of insured persons who have at least 3 children under the age of 13 years and to orphaned children under the age of 13 or under 16 if they are in school, are working under a contract of apprenticeship, or are crippled or suffering from an incurable disease.

PENALTIES AND SETTLEMENT OF DISPUTES

Sickness, wounds, or infirmities deliberately caused by the insured person do not entitle him to a cash benefit, but there is no provision for the suspension of medical benefit unless the insured person will not submit to supervision.

A fine of 16 to 500 francs is imposed on anyone guilty of fraud or false declaration in order to obtain benefits. Various fines and penalties are imposed on administrators or employees of the insurance systems, doctors, surgeons, etc., for false declarations and other contraventions of the act.

Disputes other than those concerning the supervision of sick persons are referred to a district committee, the chairman of which is a police-

court magistrate or assistant police-court magistrate, the other members including an employer and an insured person, assisted by the clerk of the civil tribunal. Any dispute between an insured person and his sick fund in regard to his state of health is considered by a technical committee consisting of the medical practitioner chosen by the insured person, a doctor nominated by the fund, and a doctor chosen by the chairman of the civil tribunal.

System for Agricultural Workers

Insurance is compulsory for all wage earners in agricultural and forestry occupations, rural artisans (blacksmiths, wheelwrights, etc.), and employees of agricultural unions, cooperatives, insurance societies, and other organized professional farm groups, if their earnings are not less than 1,500 francs nor more than 21,000 francs (25,000 francs if there is one dependent child). Tenant farmers (*métayers*) ordinarily working alone, with the assistance of members of their family, are subject to insurance if upon becoming tenants they owned less than 1,000 francs worth of livestock. The total annual earnings of *métayers* are considered as equal to those of an agricultural laborer of the section. The members of the family are compulsorily insured if they customarily live and work with the head of the family and if he has other permanent employees and is thereby subject to the workmen's compensation law covering agriculture. Agricultural workers having also another occupation are insured under the agricultural system if their main occupation is agriculture; in doubtful cases they are classified as nonagricultural. Insured persons may choose the fund to which they will belong—mutual agricultural fund, mutual-aid society, etc.; if they fail to choose a fund they are insured in the agricultural section of the departmental fund.

Contributions are based on sex and age, regardless of wages. The total annual premium, divided equally between employers and employees, is 240 francs for men, 192 francs for women, and 144 francs for children. In the case of tenant farmers the landowner is considered to be the employer. Of these contributions 120 francs is paid to the sickness-maternity fund for each of the three classes, and 120 francs, 72 francs, and 24 francs, respectively, are credited to the individual's account in the retirement fund.

In order to be entitled to sickness benefits, the insured agricultural worker must have paid at least six monthly contributions in the course of the two calendar quarters preceding the sickness. If the insured person has been registered less than 6 months, three contributions must have been paid during the quarter preceding the sickness. Maternity benefits are payable if the insured person or the husband of the claimant has paid 10 monthly contributions during the 4

quarters preceding the confinement, 3 of which must have been paid in the first quarter. The sickness and maternity benefits are the same as those granted to industrial and commercial employees, except that the daily cash benefit is 7 francs instead of varying according to the rate of contribution.

Administration of General System

The administration of the social-insurance system is centered in the Bureau of Social Insurance (*Direction Générale des Assurances Sociales*) under the Ministry of Labor. This central office operates through 15 regional bureaus located in the principal cities, each regional office having jurisdiction over 5 to 8 departments. The regional bureaus handle enrollments, cancelations, transfers, and the quarterly individual contribution records, and are responsible, generally, for the effective operation of the system. The administration of the insurance for the covering of risks and payment of benefits is in control of departmental, or in exceptional cases interdepartmental, funds, the membership of which includes both insured persons who wish to be affiliated to such funds and those who have not chosen any other institution; funds set up by mutual-aid societies or unions of such societies or by trade-unions or federations of such unions, or by voluntary associations of insured persons; and funds set up by employers' organizations which have authority to insure such risks as are financed on the assessment system. All funds of private origin must, before they begin to operate, be approved by the Minister of Labor.

These primary funds under the regional offices are of two kinds—"caisses de repartition" dealing with the risks of sickness and maternity and "caisses de capitalisation" dealing with the risks of invalidity, old age, and death. The insured person is allowed to choose the sickness-maternity fund to which he will belong, but this fund assigns him to the fund covering the other risks. Membership in a fund lasts 2 years and is renewable automatically unless the insured person applies for a transfer. A change of fund is compulsory when the insured person moves into another area than that covered by the fund of which he is a member. All the sick funds in a regional district are grouped in the regional union. These unions assist the local funds in case of a deficit and organize preventive services for sick persons seeking to avoid invalidity. In 1935 there were 744 local primary funds for employees of industry and commerce and 353 for agricultural workers.

The Superior Social Insurance Council, under the chairmanship of the Minister of Labor, has general supervision of the administration of the act. The council is composed of about 60 members consisting

of representatives of the Ministries of Labor, Finance, and Public Health, the Senate and Chamber of Deputies, the various funds, the different medical and dental services, and financial and social insurance experts. The term of office of members of the council is 4 years.

The administration of sick funds is in the hands of a committee of at least 18 members, of whom at least half are insured persons elected by the general meeting of insured persons, 6 are representatives of the employers affiliated to the fund, and 2 are medical practitioners appointed on the proposal of the medical boards.

Statistics of Operation of General System

The latest report available on the operation of the social insurance system covers the years 1934 and 1935. The amount of contributions paid into the social-insurance system, however, is reported through the year 1936.

Contributions by employers and workers covering all the risks and paid-in stamps, checks, and cash, from July 1, 1930, when the law became effective, to the end of 1936 were as follows:

	<i>Francs</i>
1930 (6 months)-----	1, 496, 736, 174
1931-----	3, 562, 401, 338
1932-----	3, 261, 798, 160
1933-----	3, 271, 276, 895
1934-----	3, 175, 994, 197
1935-----	3, 085, 908, 635
1936-----	2, 635, 000, 000

Of the total amount contributed from 1930 to 1935—17,854,115,400 francs³—7,743,089,486 francs were paid to the “caisses de repartition,” covering the risks of sickness and maternity. Slightly more than half the amounts in the above statement were paid by employers and the balance from employees' wages. The gradual decrease in contributions from 1931 to 1935 was due to wage reductions and total and partial unemployment resulting from the economic crisis, and the sharp decline in 1936 was largely due to the reduction in the rate from 8 to 7 percent. It was expected that contributions in 1937 would approximate 4,000,000,000 francs as a result of higher wages, extension of the system to include more workers, and restoration of the 8-percent rate.

The expenditures for sickness, maternity, and death benefits totaled 5,582,374,058 francs in the years 1930 to 1935 as shown in table 1. These figures include payments under the voluntary system for industrial and commercial employees which is no longer in force.

³ Average exchange rate of franc in 1930 and 1931=3.92 cents; in 1932=3.93 cents; in 1933=5.03 cents; in 1934=6.57 cents; in 1935=6.60 cents; and in 1936=6.11 cents.

TABLE 1.—Disbursements for Sickness, Maternity, and Death Benefits in France, 1930 to 1935

Year	Sickness	Maternity	Death	Other	Total
	<i>Francs</i>	<i>Francs</i>	<i>Francs</i>	<i>Francs</i>	<i>Francs</i>
1930-31.....	714,644,616	155,780,335	7,016,262	662,970	878,104,183
1932.....	875,873,375	178,084,057	30,460,686	2,011,009	1,086,429,127
1933.....	935,401,696	170,144,342	33,596,860	2,145,244	1,141,288,142
1934 ¹	988,983,615	171,753,237	34,133,108	1,737,058	1,196,607,018
1935 ¹	1,076,317,242	168,556,799	35,071,547	-----	1,279,945,588

¹ Provisional figures.

Supplementary payments on account of family charges from 1930 to 1935 totaled approximately 95,000,000 francs. Expenditures for supplementary benefits such as nursing bonuses and subventions for social work rose from 54,000,000 francs for the 2-year period 1932 and 1933 to 44,000,000 francs in 1934 and 48,000,000 francs in 1935.

Table 2 shows the expenditures for the different classes of sickness benefit by the nonagricultural funds up to the end of 1934.

TABLE 2.—Payments for Sickness Benefits by Nonagricultural Sickness Funds, 1930 to 1934

Type of benefit	Oct. 1, 1930, to Dec. 31, 1931	1932	1933	1934
<i>Medical, etc., benefits</i>				
Sickness:	<i>Francs</i>	<i>Francs</i>	<i>Francs</i>	<i>Francs</i>
Medical.....	127,615,000	130,737,000	139,136,000	137,512,000
Surgical.....	31,835,000	37,593,000	40,607,000	49,113,000
Pharmaceutical.....	143,346,000	159,800,000	170,322,000	182,418,000
Dental.....	16,518,000	24,941,000	29,133,000	34,180,000
Hospitalization and cures.....	56,651,000	99,582,000	104,756,000	106,556,000
Sanitariums and dispensaries.....	5,382,000	10,254,000	14,313,000	14,972,000
Indemnities for free medical assistance.....	4,961,000	21,497,000	27,068,000	32,320,000
Total.....	386,308,000	484,404,000	525,335,000	557,071,000
Maternity:				
Medical.....	37,942,000	35,505,000	33,877,000	33,597,000
Surgical.....	3,987,000	3,564,000	3,315,000	3,471,000
Pharmaceutical.....	4,795,000	5,027,000	5,102,000	5,362,000
Hospitalization and cures.....	4,888,000	9,302,000	8,939,000	10,526,000
Sanitariums and dispensaries.....	684,000	827,000	1,017,000	898,000
Indemnities for free medical assistance.....	477,000	1,490,000	1,828,000	1,858,000
Total.....	52,773,000	55,715,000	54,078,000	55,712,000
<i>Cash benefits</i>				
Sickness:				
Half wages.....	284,392,000	303,957,000	301,589,000	297,221,000
Half pension fees.....	6,015,000	8,749,000	7,344,000	9,384,000
Maternity:				
Half wages.....	53,929,000	47,311,000	41,177,000	39,804,000
Half pension fees.....	1,132,000	1,385,000	1,169,000	1,261,000
Nursing bonuses.....	33,847,000	49,803,000	45,901,000	44,177,000
Milk bonuses.....	1,622,000	1,845,000	1,884,000	2,194,000
Death:				
Death benefits and other.....	6,824,000	28,980,000	31,327,000	30,978,000
Total.....	387,761,000	442,030,000	430,391,000	425,019,000
Number of funds.....	780	777	747	677

The costs of administration of the system in 1935 were 95,000,000 francs, an increase of 10,000,000 francs over 1934.

The annual State contribution to the general system is 263,100,000 francs, divided as follows:

	<i>Francs</i>
Industrial and commercial employees.....	140, 000, 000
Agricultural employees.....	93, 000, 000
Pensions.....	6, 000, 000
Administration.....	24, 100, 000
	<hr/>
Total.....	263, 100, 000

Miners' Insurance System

Sickness insurance of miners is effected through mutual-aid societies (*sociétés de secours*), which are governed by the law of June 29, 1894, as amended March 21, 1930. Membership in a mutual society is compulsory for all workers in underground and open mines. The original law provided that quarries may be included, and a decree of 1920 provided that slate quarries should be covered by the insurance system when the size or method of working justifies such inclusion. A decree issued in 1923 provided that the miners' sickness insurance might be extended, either compulsorily or on the application of the parties concerned, to industrial undertakings managed by mine owners if such establishments obtain their raw materials ordinarily and mainly from the mine and are operated in the vicinity of the mine. Extension of the law to such undertakings is made by ministerial decree in each case.

The law covers wage earners and salaried employees without any limit as to wages and salary. Members of the families of insured persons may not become members of the funds, although if the rules of the individual fund so provide they may receive cash benefit, medical attention, and medicines.

Contributions.—The amount of the contribution is fixed by each society, but may not exceed 1.75 percent of the wages of the worker, an equal amount being paid by the employer. The State contributes to the system. An additional contribution amounting to 0.25 percent of wages, with an equal payment by employers, may be required by national decree for the purpose of establishing clinics and medical stations. The maximum wage or salary on which the contribution may be assessed is 15,000 francs. The annual contributions toward the upkeep of the unions are 1 franc per year per member for the national union and 10 francs for the regional unions.

Benefits.—Each mutual society fixes the amount of sickness and death benefits for its members.

Administration.—The Ministry of Public Works has general supervision of the miners' mutual-aid societies. The individual societies are organized on a regional or an industrial basis. The funds are affiliated in a national union managed by a committee of 18 members.

Each society is administered by a council of 6 to 18 persons, of whom two-thirds are elected by the members and one-third designated by the employer.

Statistics of operation.—In 1936 there were 247,035 members of 196 miners' mutual societies, located in 40 Departments and with an average membership of 1,260 persons. Of the total membership 155,682 were underground workers, 88,121 were surface workers, and the remainder were women. The number working various products were: Coal, 212,041; iron, 24,306; other metals, 3,782; salt, 776; bituminous schists and sulphur, 720; and slates, 5,410. The membership of the societies varies considerably: 45 societies have 100 members or less, 104 societies have 101 to 1,000 members, 40 societies have 1,001 to 9,000 members, and 7 societies have memberships of over 9,000.

In 1936, 137,662, or 56 percent, of the membership were ill, the total number of days of sickness amounting to 2,793,649 of which 2,599,486 were reimbursed. The average days of paid illness per sick member were 19. The highest percentage of sickness was found among underground workers.

The total receipts of the sickness-insurance funds during 1936 amounted to 109,167,838 francs, of which 80,034,768 francs were contributed by employers and employees and 7,485,493 francs by the State, the balance being received from a variety of sources such as gifts and legacies, fines, interest, etc. The expenditures totaled 90,093,201 francs, of which 42,351,468 francs were expended for doctors' fees, medicines, hospitalization, funeral payments, etc., and 40,668,421 francs for cash benefits. The cost of administration was 7,073,312 francs.

Seamen's Sickness-Insurance System

All registered seamen (*inscrits maritimes*) in the French merchant marine, as well as civilian ship employees, are compulsorily insured against sickness and accident in the Seamen's Welfare Fund (*Caisse de Prèvoyance*). The insurance applies also to seamen in life-saving stations and to natives in French colonies and protectorates. Foreign seamen are excluded unless there is an agreement granting reciprocal rights between France and the country of origin. Membership in the welfare fund was made compulsory by the law of December 28, 1905, as amended by an act effective January 1, 1930. In addition, each employee is affiliated with the national social-insurance system for sickness and maternity benefits for his wife and children, and for nonoccupational accidents. The sickness-insurance and pension systems for seamen are under one administrative office, although the benefits are covered by separate funds.

Coverage.—The category "inscrits maritimes" includes all officers and seamen engaged in the navigation and maintenance of ships of

the merchant marine and fishing fleet, among whom are the deck crew, pilots, radio operators, carpenters, electricians, engineers, oilers, and stokers. The category "agents du service général" covers other employees on shipboard, including doctors, pursers, clerical staff, nurses, stewards, cooks, etc. Musicians and barbers are included if regularly employed by the shipowner; if they exercise their trade on board without being regularly paid by the shipping company, they are not included. The number of persons insured in the welfare fund in 1937 was 143,000, of whom 129,000 were registered seamen and 14,000 civilian employees.

Contributions.—The contributions are based on the total agreed wages and profits, figured on an annual basis, or the declared wages, and amount to 5.25 percent, of which the employee pays 1.05 percent and the employer 4.20 percent. When the actual wage is not available the contribution is based on a minimum monthly scale ranging from 1,140 francs to 510 francs for officers and seamen in the first five classes; 420 francs for ordinary seamen; 210 francs for apprentice seamen; and 120 francs for cabin boys. The corresponding scale for general employees ranges from 1,140 francs for doctors to 279 francs for unskilled workers.

Benefits.—Insured persons are paid for sickness or accident incurred on shipboard or in line of duty, but not for disability arising from intentional fault, such as drunkenness, or from a nonoccupational risk ashore. A report and claim for benefit must be filed as soon as the insured person has the opportunity to land. The benefits are payable for 4 months after the regular wage stops, at a rate equivalent to one-half of the wage or salary, with a minimum of 13.70 francs per day. Application for invalidity benefits may be made after the sickness benefit expires.

Administration.—The National Disabled Seamen's Institution administers both the sickness and the pension funds. This institution is autonomous and has civil personality, but is under the authority of the Minister of Merchant Marine. It is administered by a committee of 30 members, of whom 10 represent the Government, 10 represent shipowners selected by syndicates or federations, and 10 represent the various grades of merchant-marine employees.

Railwaymen's Sickness Insurance System

Separate systems insure employees of the great railroad systems in France against (1) sickness, and (2) old age and invalidity. There are seven large railway systems. Article 49 of the national social-insurance law of April 30, 1930, modifying the law of April 5, 1928, provided that a separate sickness-insurance system should be established for railway employees within 1 year after the general system went into effect. Accordingly, a decree establishing sickness insurance

for railway employees was issued June 30, 1931, which is the present basic law. Its general effect was to provide permanent railway employees with the sickness benefits of the national social-insurance law, but the railways interpreted it as not extending such benefits to the employee's family. The unions brought a successful action in February 1937, claiming that such benefits were intended by the law. Accordingly a new decree has been drafted, but not yet promulgated, to replace that of June 30, 1931, extending such additional benefits and including persons earning up to 25,000 francs annually.

Coverage.—All permanent employees of either sex whose annual wages are not over 20,000 francs are protected by this insurance.

Auxiliary employees, who number about 20,000 as compared with the 400,000 permanent employees, are not included but are insured under the national social-insurance system for employees of commerce and industry. New employees on probation likewise continue under the general law, not being entitled to advantages under the separate railway system until after two calendar quarters of affiliation for sickness benefits, or after four calendar quarters for maternity benefits. Provision is made for interchange between the general social-insurance system and the special system for railway employees in appropriate cases.

Contributions.—The employee pays no contributions. The railway advances whatever funds are necessary to pay the claims of its employees for benefits accorded by the national social-insurance law. The State makes no direct contribution, but as in the case of old-age pensions, it must be noted that the State makes up operating deficits and can be regarded as bearing the entire burden of sickness insurance for railway employees.

Benefits.—Sickness and maternity benefits are equivalent to those provided by the national social-insurance law (see pp. 626-628). The wife and dependent children of an employee were not granted benefits prior to a court decision of February 1937, confirming their rights to such benefits. Employees earning over 20,000 francs annually are, by the general statutes of the railway, entitled when sick to 3 months at full pay, a further 3 months at half pay, and thereafter the invalidity benefits accrue.

Administration.—The central administration of each railway has the responsibility of sickness insurance of its employees, subject to supervision of the Ministries of Labor and Public Works. The recently formed National Railway Co. will consolidate the railway social-insurance funds after January 1, 1938.

Statistics of operation.—The number of permanent employees of the railroads was 389,470 at the end of 1935, having decreased gradually from 438,673 in 1932 owing to economy measures. These employees lost 4,275,600 days from illness in 1935, or an average of

10.7 days per employee (exclusive of accidents). The average illness was 9.6 days in 1934 and 10.7 days in 1933.

The cost of sickness insurance to the railways was estimated as follows for 1932 (subsequent statistics not being available):

	<i>Total cost (francs)</i>	<i>Average cost (francs)</i>
Cash benefits-----	136, 000, 000	333
Medical benefits, etc-----	46, 000, 000	113
Maternity benefits to woman employees-----	10, 800, 000	
	<hr/>	
Total-----	192, 800, 000	

This amount will be considerably increased by sickness and maternity benefits to the wives and children of permanent employees.



EXTENSION OF UNEMPLOYMENT INSURANCE IN GREAT BRITAIN ¹

THE BRITISH Unemployment Insurance Act, 1935, excepted employment in domestic service from insurance, except where the trade or business providing the employment was carried on for the purposes of gain. Regulations issued by the Minister of Labor, December 22, 1937, in accordance with the terms of the 1935 law, provide for the inclusion also of persons employed in domestic service in any trade or business which is not carried on for the purposes of gain. Domestic workers in private families are not covered by unemployment insurance, and the present regulations exclude horticultural workers, who are already insured under the agricultural scheme, and certain other classes of outdoor private domestic servants which the Government intends to bring into insurance under the agricultural system.

The principal classes covered by the new regulations are workers in what is described as institutional domestic service such as non-proprietary clubs, the Navy, Army, and Air Force canteens, non-residential educational institutions, and hospitals. Also included are such outdoor private domestic servants as chauffeurs, gamekeepers, and grooms. The new regulations will have the effect of bringing into unemployment insurance, under the general scheme, about 170,000 domestic workers.

¹ Great Britain, The Ministry of Labor Gazette (London), January 1938, p. 7; Reports of the Unemployment Insurance Statutory Committee, London, 1937.

Industrial and Labor Conditions

MINIMUM WAGE FOR SUGAR-BEET LABOR, 1937

SINCE publication of the article on wages, employment conditions, and welfare of sugar-beet laborers appearing in the February issue of the Monthly Labor Review, the Agricultural Adjustment Administration has announced the determination of minimum wage rates to be paid for harvesting the 1937 crop of sugar beets in order that producers may qualify for benefit payments under the provisions of the Sugar Act of 1937.¹

This determination was made following a series of public hearings in beet-growing areas and applies only to work on the 1937 crop done after September 1, 1937, the effective date of the act. It prescribes minimum rates, on a sliding scale, which are governed by yield per acre and by wages previously agreed upon between the individual worker and the producer. The maximum increase in the minimum rate over the existing rate, 12 cents per ton, amounts to approximately 15 percent of the existing harvesting rates, according to the Agricultural Adjustment Administration. This increase, however, will not apply under certain circumstances. The determination reads as follows:

* * * a fair and reasonable wage rate with respect to the harvesting, after September 1, 1937, of the 1937 crop of sugar beets, which rate for any farm shall be not less than 12 cents per net short ton harvested, in addition to the total amount agreed upon between the producer and laborer, *Provided, however,* That a producer shall be deemed to have complied with the requirements of section 301 (b) of the Sugar Act of 1937 in regard to fair and reasonable wages if rates have been paid of not less than \$7.50 per acre for harvesting sugar beets on farms yielding an average of 7 net short tons or less per acre, and in addition thereto 75 cents per net short ton, and fractions thereof in proportion, for each ton harvested per acre for the farm in excess of an average of 7 net short tons per acre; and *Provided further,* That the foregoing shall not be construed to mean that a producer may qualify for payment who has not paid in full the amount agreed upon between the producer and the laborer.

Wage rates for beet labor prevailing in various beet-growing areas prior to this determination are shown in the article appearing in the February 1938 issue of the Monthly Labor Review.

¹ Agricultural Adjustment Administration. Press releases of January 21 and January 26, 1938.

MULTIPLE-SHIFT PLANT OPERATION

ONE-FIFTH of 130 companies employing 228,633 persons on multiple-shift operation in October 1937 operated continuous-process plants. The remaining four-fifths were operating continuously from choice, owing mainly to some temporary increase in market demand. The National Industrial Conference Board,¹ which made the survey here reviewed, classified the concerns with multiple-shift operation by industry and inquired into the number and length of work periods and the methods of assigning and remunerating employees for work on the least desirable shifts.

Of the 26 companies working continuously as a general policy, 12 had fewer and the remaining 14 had more than 1,000 employees on their rolls; for noncontinuous-operation plants there was a relatively higher proportion of small concerns; that is, 60 out of 104 had fewer than 1,000 employees. In rating plants as operating continuously, however, the Board points out, not all employees are necessarily engaged in shift work. Certain departments or practically the entire productive force may be so employed. Special groups, including maintenance men and common and construction labor, may frequently work only in the daytime. Work on night shifts was reported for 26 percent of the employees in continuous-operation plants and 17 percent of those in noncontinuous operation.

In table 1 the 130 companies covered by the survey are classified by industry and kind of operation.

TABLE 1.—Distribution of Companies and Employees, by Industry and Kind of Operation

Industry	Continuous operation		Noncontinuous operation	
	Number of companies	Number of employees	Number of companies	Number of employees
Total.....	26	61,317	104	187,316
Automobile parts.....			5	3,610
Chemicals.....	6	8,669		
Electrical appliances.....			10	20,874
Food products.....	2	4,581	5	11,650
Iron and steel.....	3	12,485	5	12,173
Machines and machine tools.....			23	147,054
Metal products, other.....			23	32,522
Paper and its products.....	4	2,867	1	750
Textiles and clothing.....	1	4,600	22	50,358
Unclassified.....	10	28,115	10	8,325

¹ One company did not state number of employees.

In the continuous-operation group, the iron and steel and chemicals industries led in number of employees. In contrast, the companies employing large numbers and classed as noncontinuous which were

¹ National Industrial Conference Board, Inc. Studies in Personnel Policy, No. 3: Multiple-Shift Operation. New York, 1937.

working on a shift basis were led by a consumers' goods industry—textiles and clothing. This industry accounted for 50,358 of the 167,316 employees in the group. The heavy industries followed, machine and machine tools being next in numerical importance, with 47,054 employees.

Under multiple-shift operation the 8-hour day and 5-day week predominate in the plants investigated, as is shown in table 2.

TABLE 2.—*Distribution of Companies by Kind of Operation and by Daily and Weekly Work Schedules*

Work schedule	Day shift		Night shift	
	Contin- uous-opera- tion companies	Noncon- tinuous-opera- tion companies	Contin- uous-opera- tion companies	Noncon- tinuous-opera- tion companies
Days or hours per week:				
4½ days.....			1	1
5 days.....	14	78	12	88
5½ days.....		11		1
5 and 6 days.....	1		1	
6 days.....	9	8	10	7
40 hours.....	1	1	1	1
45 hours.....		1		1
Dependent on requirements.....	1		1	
Daily hours of work:				
6 hours.....	2	12	3	12
6 and 8 hours.....	2		1	
7 hours.....		1		1
7 or 8 hours.....				1
7½ hours.....		1		12
8 hours.....	218	275	219	373
8½ hours.....	41	42		41
8.7 hours.....		1		
8 hours, 40 minutes.....		41		41
8 hours 45 minutes.....		41		
9 hours.....		18		4
9½ hours.....		1		1
10 hours.....		2		8
11.7 hours.....		1		
12 hours.....				1
12.3 hours.....				1
Miscellaneous ⁵	3	8	2	8

¹ 1 company did not report whether lunch period is included.

² 6 companies did not report whether lunch period is included.

³ 8 companies did not report whether lunch period is included.

⁴ Not reported whether lunch period is included.

⁵ Companies with different hours on weekdays and Saturdays, for men and women, or on different shifts.

Schedules in excess of 5 days per week were found to exist more frequently in continuous than in noncontinuous plants. Where the longer shifts were enforced in noncontinuous-operating plants, they were more common for day workers than for night workers.

Practically all the continuous-operation companies (25) had adopted multiple shifts as a permanent policy. The noncontinuous-operation companies, however, stated that the policy was permanent in 67 plants, of a temporary nature in 30, and in 7 permanent in some departments and temporary in others. A 3-shift system was being applied by 20 of the continuous-operation companies, a 4-shift system by 3, and in the remaining 3, the number of shifts worked varied from 2 to 4. A 2-shift system was used by 54 noncontinuous-operation

companies, a 3-shift system by 26, and a 4-shift system by 4; in 17 of the noncontinuous-operation companies, 2 and sometimes 3 shifts were worked, and in 3 the number worked varied from 1 to 3.

In continuous-operation companies employees were rotated between shifts more often than permanently assigned to particular shifts, 19 companies employing the former method and 2 the latter. Noncontinuous plants employed the permanent-assignment system more often than rotation between shifts, 33 companies using the former system and 33 the latter. Where rotation is practised, changes are customarily made weekly or biweekly, and in a few instances at less frequent intervals.

The study further disclosed that it is not unusual to pay slightly higher rates for night work or to offer other inducements to make such employment less unattractive. Table 3 gives the extent and character of extra compensation for night shifts.

TABLE 3.—*Extra Compensation for Night Shifts, by Kind of Operation of Companies*

Extra-compensation policy	Contin- uous op- eration compa- nies	Noncon- tinuous operation compa- nies	Extra-compensation policy	Contin- uous op- eration compa- nies	Noncon- tinuous operation compa- nies
Regular compensation.....	20	70	Amount of additional compen- sation—Continued.		
Additional compensation.....	6	34			
Amount of additional com- pensation:			15 percent after 6 p. m.....		1
1 cent per hour.....		1	Put in larger bonus class.....		1
2 cents per hour.....		1	Amount not reported.....	1	2
2½ cents per hour.....	1		Other inducements:		
3 cents per hour.....		1	None offered.....	18	68
5 cents per hour.....	1	1 6	Not reported.....	8	22
6 cents per hour.....	1		Paid for lunch period.....		3 3
10 cents per hour.....		1	Affords better week-end.....		2
2-4 cents per hour.....		1	Chance to advance to day shift by seniority.....		3
5 percent.....		1 10	May work longer hours ⁴		1
7 percent.....		1	More overtime ⁴		4
10 percent.....		2 7	Smoking permitted; lunch during working hours; time for street-car con- nections.....		1
20 percent.....		1			
First night shift 5 percent; second night shift, 10 percent.....	2				

¹ Given as a bonus in 1 company.

² Only after 6 p. m. in 1 company; 10 percent on base pay as bonus in 1 company.

³ Also work longer hours in 1 company.

⁴ Makes higher earnings possible.

PART-TIME FARMING IN THE SOUTHEAST ¹

THE combination of farming with a job that brings a cash wage has long existed in the United States—particularly in rural areas where the presence of natural resources has led to the growth of industries and of industrial communities. The widespread ownership of automobiles and the extension of improved roads have contributed to the development of combined farming-industrial employment in

¹ Extract from Works Progress Administration, Research Monograph IX: Part-Time Farming in the Southeast, Washington, 1937.

the Southeast by placing residents of outlying rural districts in touch with industrial centers.

The long depression in agriculture, and more recently, the depression in industry have had an important influence on the growth of part-time farming in the Southeast. In recent years industrial workers have sought to supplement their reduced wages in industry with part-time farming, farmers have been induced to supplement their reduced farm incomes with off-the-farm employment, and many persons already engaged in combined farming-industrial employment have extended their farming activities. One-half of the families surveyed had been carrying on part-time farming for 6 continuous years prior to 1935, however, indicating that part-time farming enterprises were not undertaken purely as a result of the depression.

Part-time farming in Alabama, Georgia, and South Carolina is at present carried on by workers in all of the major industries of the region—cotton-textile manufacturing, lumber naval stores, and coal and iron mining—as well as by workers in other manufacturing and mechanical industries, in transportation and communication industries, in trade, and in public service. In none of the industries, with the possible exception of coal and iron mining, is the labor involved so heavy as to discourage the additional work required by a farm enterprise, although the nature of available employment and the lack of available transportation facilities in some urban areas, such as in Charleston, discourage daily commutation of farm operators from remote rural areas.

The survey of combined farming-industrial employment in five major subregions of the Southeast showed that economically the part-time farm is an advantage. It requires in investment in house and land little more than ordinarily would be spent in housing; it requires only a small amount of capital for equipment or livestock; and the expenditure for seed, fertilizer, or hired labor is negligible.

A part-time farm enterprise undertaken on as small a scale as those found in the Eastern Cotton Belt, however, does not give the operator and his family economic self-sufficiency. At best, it only supplements a cash wage from employment in industry, and the possibility of carrying on part-time farming activities successfully is contingent upon possession of off-the-farm employment.

In all of the subregions, the part-time farms surveyed were small, and the enterprises were conducted mainly to produce food for home consumption. Most of the farms surveyed had less than 5 acres of cropland, and almost half of them had less than 2 acres. The small acreage was sufficient, however, for the farm to produce a definite contribution to the family living—not only fresher and more abundant products for the diet, but also a monetary saving in grocery bills

during the summer months that ranged from a few dollars to as much as \$20 per month.

The value of products consumed by typical part-time farmers during the year ranged from about \$70 by part-time farmers who had only a garden to about \$400 by those with a garden, a cow, several hogs, and a small flock of poultry. Since the majority of the part-time farmers surveyed made less than \$500 a year at their principal off-the-farm employment, the farm's contribution to family living was an important one.

Although most of the part-time farmers kept a cow, a hog or two, and a flock of chickens, a vegetable garden was the activity that was most general. On half of the farms, gardens produced three or more summer vegetables for 3, 4, and 5 months. Many of the gardens were only one-quarter acre in size. Few of the farmers reported three or more vegetables for as long as 8 months, in spite of the long growing season throughout the eastern Cotton Belt and the small expense attached to garden production. Most part-time farm families were obviously unfamiliar with winter vegetables, but some garden products, such as sweet and Irish potatoes and corn, were stored by two-thirds of the families, while vegetables were canned by three-fifths of the households, thereby prolonging the period of the garden's usefulness through the winter months.

In view of the actual saving in dollars and cents that was made possible by the part-time farm's contribution of vegetables, pork, dairy products, and livestock products, the operators on the whole did not feel that their farm enterprises took a burdensome amount of time. From 3 to 5½ hours a day were required in farm work from April through August on the white noncommercial part-time farms. Although in some cases the head of the family did all of the work alone, the farm tasks were usually shared by members of the family. Few of the part-time farmers spent as much as \$15 for hired labor in 1934.

The part-time farmers' investment in farm buildings and land was small, amounting to less than \$2,000 in over one-half of the cases surveyed. Only a few of the farmers had holdings valued at more than \$5,000, and these were commercial farmers, for the most part, who produced some cash crop for the market or carried on some distinctly commercial livestock enterprise.

Investment in implements and machinery was practically negligible, most of the farmers owning only a few simple hand tools, such as hoes and rakes. In most cases, only the part-time farmers operating 10 acres of land or more owned horses or mules. The limited cropland on most enterprises prevented the growing of sufficient feed for work animals, and besides, the small enterprises common to the majority of part-time farmers did not warrant ownership of a mule.

In order to carry on farming activities, part-time farmers on the average were forced to live slightly farther from their places of work than were the nonfarming industrial workers. But residence at a greater distance from an employment center placed the workers in only one subregion at a disadvantage in securing work, as was shown by a comparison of parttime farmers and nonfarming industrial workers with respect to rates of pay, total earnings, and number of days employed. Further evidence that part-time farmers on the whole were not at a disadvantage with respect to employment opportunities was given by the fact that part-time farmers and nonfarming industrial workers were closely parallel in distribution in the industries of each subregion, as well as in the proportions of their numbers who were skilled and unskilled workers.

The suburban or open-country residence that was involved in a part-time farming enterprise in some subregions carried with it some definite advantages. Housing cost part-time farm families who lived in the suburbs or open country less than it would have in town. Since families of part-time farmers were larger than those of nonfarming industrial workers, the lower rents, especially for large families, were one of the advantages that accompanied part-time farming. Nearly one-fourth of the part-time farm families consisted of seven or more persons. Part-time farmers' homes were larger than those of nonfarming industrial workers, but because of the larger families, there was slightly more overcrowding in the farm group.

Lack of modern conveniences was one of the disadvantages that frequently accompanied part-time farming, because power lines and water mains were not generally extended into sparsely settled rural areas. Electric lights, running water, and bathrooms were often lacking.

Home ownership was more common among part-time farmers than among the nonfarming industrial workers, but a large proportion of tenancy existed even among part-time farmers, and especially among Negro part-time farmers.

From the social viewpoint, too, the part-time farmer's life had its advantages and disadvantages. In general, more part-time farm than nonfarming industrial families participated in organized social and community life. Also, the extent of participation of part-time farmers was greater than that of nonfarmers in almost every type of activity available to them, which was surprising in view of the greater distances many of them had to go to attend meetings. More members of part-time farm than nonfarm families were in positions of leadership as represented by officeholding, and enumerators in more than one area remarked that the part-time farmers enjoyed a higher social status than that of the nonfarming industrial workers.

Fewer social organizations, however, were available to part-time farmers. Inasmuch as such groups stimulate social intercourse and interest in community affairs, the lack of social organizations was particularly disadvantageous to young people in part-time farm families.

The present survey shows that while part-time farming can be a decided financial aid, in the sense that it supplements wages from industrial employment, no blanket endorsement for developing or extending present part-time farming or for encouraging new part-time farming enterprises may be given. Because a fairly small part-time farm enterprise alone is not enough to give self-sufficiency to the operator, part-time farming cannot be considered as an economic "way out" for unemployed persons or for families on relief, although a part-time farm, coupled with even a small cash wage, would alleviate the acute distress of many families now on relief. Part-time farming cannot be a solution for unemployment in the eastern Cotton Belt, because possibilities of increased industrial activities which would provide the necessary cash wage are slight. Consequently, part-time farming as an activity can be encouraged only where industry has sufficiently recovered from the depression to offer satisfactory wages and hours to its workers, or where future prospects for an industry's development are promising.



FOREIGN WORKERS IN GERMANY¹

IN 1935-36 there were almost a quarter of a million foreign workers employed in Germany. Shortly before the World War, when German industries and trades were booming, foreign workers in Germany numbered more than 1 million persons, but by 1933-34, due to such factors as the World War, inflation, and the world depression, the number had decreased to 176,115. During the present German regime, with the boom in the war industries, the number of foreign workers employed in Germany has been increasing. In 1934-35 it had risen to 208,777, and in 1935-36 had reached 227,384.

The following table from official sources shows the industrial distribution of the foreign workers in 1935-36. Only 24 percent were engaged in agriculture, gardening, animal industry, forestry, and fisheries combined, more than three-fourths being employed in industry, trade, and service occupations. Unskilled laborers formed about 8 percent of the total foreign workers, while approximately 92 percent were skilled workers. Nearly 17 percent were salaried employees and about 83 percent were wage earners.

¹ Data are from Germany, Statistisches Reichsamt, Statistisches Jahrbuch, 1934, 1935 and 1936. Berlin.

*Industrial Distribution of Foreign Workers Employed in Germany During Year Ending
March 31, 1936*

Industrial or trade group	Number of foreign workers		
	Total	Males	Females
<i>Wage earners</i>			
Agriculture, gardening, and animal industry.....	53,043	34,703	18,340
Forestry and fisheries.....	610	538	72
Mining, salt, and peat works.....	10,536	10,389	147
Stone and earthen industry.....	9,094	7,357	1,737
Iron- and steel works.....	16,886	15,983	903
Musical instruments and toys.....	368	264	104
Chemical industry.....	550	388	162
Rubber and asbestos industry.....	188	96	92
Spinning industry.....	16,217	6,507	9,710
Paper working.....	1,844	904	940
Leather working.....	1,082	960	122
Woodworking.....	4,428	4,117	311
Food and confectionery.....	4,393	3,440	953
Clothing industry.....	8,060	3,453	4,607
Health and physical culture.....	1,192	757	435
Building trades.....	9,222	9,217	5
Printing.....	1,236	1,020	216
Cleaning and disinfecting.....	395	131	264
Theater, music, and films.....	359	308	51
Hotels and restaurants.....	3,576	2,034	1,542
Transportation.....	8,362	7,405	957
Domestic service.....	18,825	278	18,547
Unskilled laborers.....	17,445	12,507	4,938
Machinists and firemen.....	1,045	1,035	10
Total wage earners.....	188,956	123,791	65,165
<i>Salaried employees</i>			
Commercial and office work.....	22,451	11,203	11,248
Technical employees.....	6,608	6,473	135
Other employees.....	9,369	6,094	3,275
Total salaried employees.....	38,428	23,770	14,658
Grand total, wage earners and salaried employees.....	227,384	147,561	79,823

Cooperation

COOPERATIVE BURIAL ASSOCIATIONS, 1936

THE PROVISION of burial service on a cooperative basis is comparatively new and has as yet been little developed. Hard times and the high cost of living cause the formation of cooperative associations whose main purpose is the supply of food and other household supplies without profit. The high cost of dying and what seemed exorbitant charges for funeral service were the motives for the formation of the cooperative burial associations now in existence.

Coal mining is a hazardous occupation and funeral expenses form an item of considerable importance in mining regions. It is not surprising, therefore, that the first burial association of which the Bureau of Labor Statistics has record was started in 1915 by a group of coal miners organized in a local union in Illinois. At least four other labor groups—composed largely of coal miners—formed similar associations in the same State within the next few years. These organizations, though cooperative in the sense of being non-profit, have in other respects more of the character of union than of cooperative enterprises.

In the late 1920's the farmers in Iowa and Minnesota became interested in the provision of funerals at more moderate prices and, with local townspeople, established burial associations at a number of places. Recently some of the farm journals have expressed their favorable interest in the formation of these associations, and in Nebraska local Farmers' Union groups have started two associations, each of which is county-wide in scope.

The early organizations usually confined their activities to a single town and its immediate vicinity. Most of the later associations have been authorized to do business over one or several counties. For obvious reasons, a large membership is desirable in a burial association if it is to be successful.¹ This is one line of activity entirely dependent upon conditions outside the control of the organization. The volume of business being dependent upon the death rate, no amount of advertising or sales campaigns will increase it. Only a large membership will insure a sufficiently large number of funerals to

¹ It was estimated, on the basis of the Iowa associations' experience, that a burial association, to be successful from the beginning, should start with at least 500 members and capital of at least \$5,000 (Consumers' Guide, Washington, July 26, 1937).

make operation worth while. The tendency, therefore, has been toward a greater and greater coverage of membership and territory served.

Organized cooperators entered this field several years ago, when a group of cooperative associations operating stores and creameries throughout the Mesabi Range district in Minnesota obtained a charter for the Range Cooperative Burial Association. Shortly afterwards another group of associations in Aitkin, Carlton, Pine, and St. Louis Counties applied for a charter for the Northland Cooperative Burial Association. Opposition to the formation of this association was manifested by the private undertakers' association in the State, which brought suit questioning whether such a cooperative association was legal under the Minnesota law, on the ground that cooperative associations which were members of the burial association were not the "ultimate consumers" of the service. After a long period of controversy the case was decided in favor of the cooperatives. A charter was granted and the Northland Cooperative Burial Association began operations January 1, 1937. Pending settlement of this case, no attempt had been made to go ahead with the plans for the Range Association. In July 1937, it amalgamated with the Range Cooperative Federation, becoming a department of that Federation. Burial service was inaugurated on September 1, 1937.²

This federated type of association makes burial service available over a wide territory. For the local associations reporting in the Bureau's survey, the average membership in 1936 was 883, whereas the two federated associations each represent a combined individual membership of from 5,500 to 6,000.

In the local type of association, the individual becomes a member through the payment of a membership fee. This fee represents a nontransferable family membership and is valid even after the death of the parents, as long as there are minor children. As each child becomes of age, his right to service under the family membership lapses.

In the federated associations the individual members of the local associations which own the burial association are entitled to utilize the burial services of the association by virtue of their affiliation with the local cooperative association, upon payment of a small fee. In the Northland Association this fee is 50 cents per year.

The local associations in Iowa and Minnesota both have a central federation—the Iowa State Federation of Burial Associations and the Northwestern Cooperative Burial Association. The former is reported to have in membership all 10 Iowa local associations, and the latter has 8 member associations. These federations carry on no

² It was reported late in 1937 that a third federation, to serve members of cooperatives in the Marquette, Mich., district, was being planned.

business activities. Their duties are to protect the interests of the local associations, be on the watch for legislation detrimental to cooperatives, provide speakers, do organizational and educational work, and serve as a clearing house of experience among the members.

Data for Reporting Associations

As part of its general survey of cooperative associations in the United States,³ the Bureau of Labor Statistics obtained information for burial associations. On the basis of these reports it is calculated that the 42 associations known to have been in existence at the end of 1936 had an estimated membership of about 27,000 and did a business in that year estimated to have been about \$170,000. These associations are all in the North Central States—Illinois, Iowa, Minnesota, Nebraska, and South Dakota.

As already noted, the first association of record was started in 1915. Of 33 other associations for which the date of organization is known, 1 was started in 1915, 3 in 1921, 2 in 1924, 2 in 1927, 3 in 1928, 5 in 1929, 4 in 1930, 4 in 1931, 5 in 1932, 3 in 1934, and 1 in 1935. Their average age was slightly over 8 years.

COOPERATIVE PRACTICE

The reporting associations, without exception, operate on the basis of one vote per member. Generally there is no limitation on membership, any family in the vicinity being eligible for membership on payment of the required fee. One association, however, reports that it desires no new members at present because of its limited operating facilities. Two others limit their total membership to 1,000 and 2,000 respectively, but this limit is far from having been reached in either association.

These associations depart from the Rochdale practice of "business at prevailing prices." All of those furnishing returns make charges below those current in the community. For that reason, the "net earnings" reported were lower than would have been the case had they followed Rochdale practice.

Only one association reported returning a patronage refund. The amount so returned was not stated, but the rate of return was 10 per cent. Mainly because the margin between actual cost and the charge to the patron is small, the practice of return of patronage refunds is not common among the burial associations; the member has already had the equivalent of the refund in the form of lower prices.

³ Summary data for several groups of associations have already appeared in the *Monthly Labor Review*, as follows: Housing associations, November 1936 (p. 1146); electricity associations, January 1938 (p. 110); and telephone associations, February 1938 (p. 392). Reports of spot studies in certain localities were given in the September 1937 (Cleveland), October 1937 (Chicago), and December 1937 (northern Wisconsin) issues of this publication.

MEMBERSHIP

Of 42 associations known to have been in existence at the end of 1936, usable reports were received for 19.

A combined membership of 15,006 was reported, an average of 833 per association. The individual associations ranged in size from 50 to 4,000 members; they were distributed as follows:

	<i>Number of associations</i>
Less than 100 members.....	2
100 and under 250 members.....	1
250 and under 500 members.....	5
500 and under 750 members.....	5
750 and under 1,000 members.....	2
1,000 and under 2,000 members.....	1
2,000 and under 3,000 members.....	—
3,000 members and over.....	2

The associations for which membership data are available for a period of years show an almost unbroken record of expansion. One association which started with 10 members in 1930, had increased to 800 by the next year, to 1,030 in 1933, to 1,050 in 1935, and to 1,260 in 1936. Another rose from 400 members in 1931 to 3,530 in 1936. The associations reporting for both 1935 and 1936 had an increase of 672 members, or 5.7 percent; not one had had a loss in membership.

STATISTICS OF OPERATION

The reporting associations conducted 595 funerals during the year, or an average of about 34 each. Two of the smaller associations handled only 6 funerals each. The largest number (91) was handled by a 6-year-old association with some 1,200 members.

An aggregate income of \$63,189 was reported, of which \$4,432 represented net savings.

The following table summarizes, by States, the 1936 operations of the associations reporting. Bills and accounts payable, not shown in the table, aggregated \$5,455—reported by 12 associations. Six associations reported that they had no outstanding obligations.

Most of these are nonstock associations operating on a membership basis. The cost of membership is generally \$5 or \$10, but in two associations reporting the membership fee is only \$1. Generally this is the only regular charge, but one organization (with a \$10 membership fee) also charges dues of 25 cents per month; it states, however, that these dues are "not compulsory."

A number of the associations provide that upon the lapsing of a family membership, the membership fee shall be transferred to the "free burial fund." This fund is commonly maintained by members' annual contributions of 25 cents each, and is used to assist in paying burial expenses for needy members.

Statistics of 1936 Operations of Cooperative Burial Associations, by States

Item	All States	Illinois	Iowa	Minnesota	Nebraska	South Dakota
Total known associations.....	42	4	10	20	2	6
Total number of reporting associations.....	19	1	3	12	2	1
Membership:						
Number of associations reporting.....	17	1	3	11	1	1
Number of members.....	15,006	4,000	1,935	5,481	60	3,530
Average per association.....	883	4,000	645	498	60	3,530
Number of funerals:						
Number of associations reporting.....	17	1	2	11	2	1
Total funerals.....	595	75	41	427	22	30
Business done:						
Number of associations reporting.....	12		1	9	1	1
Amount.....	\$63,189		\$4,170	\$54,171	\$928	\$3,920
Net earnings:						
Number of associations reporting.....	10		1	7	1	1
Amount.....	\$4,432		\$73	\$3,140	\$1,023	\$196
Share capital:¹						
Number of associations reporting.....	12		2	8	1	1
Amount.....	\$31,724		\$8,634	\$18,505	\$1,055	\$3,530
Total resources:						
Number of associations reporting.....	12		2	8	1	1
Amount.....	\$62,915		\$14,674	\$41,656	\$1,145	\$5,440
Net worth:						
Number of associations reporting.....	11		2	7	1	1
Amount.....	\$50,109		\$12,705	\$30,909	\$1,055	\$5,440

¹ Includes paid memberships, in nonstock associations, where amount is known.

SERVICES, OPERATING FACILITIES, AND CHARGES

The provision of caskets and hearse service is practically universal among these associations, and undertaking service is also common. Other, less usual, services are the furnishing of tombstones, cemetery plots, burial vaults, and ambulance. Of 16 associations reporting, all provide caskets, 14 provide hearse, and 12 embalming, 4 deal in tombstones, 3 in burial vaults, 3 have an ambulance, and 1 owns a cemetery.

Of 14 associations reporting as to operating facilities, 13 operate a funeral parlor and the same number have their own hearse; one association rents the hearse each time it is needed.

It is a common provision in the bylaws of the burial associations that business shall be done "at the lowest practicable cost" consistent with the safety of the business. One organization sets the cost of funerals thus: "The cost of the funeral shall consist of the cost of casket and other supplies, plus the funeral director's charges and use of hearse, plus a surcharge sufficient to meet the current operating expenses of the association and other essential costs including the reserves required by law."

Charges.—For the associations reporting, the average cost per funeral to the patron was \$175. Classified by average cost the distribution was as follows:

	<i>Number of associations</i>
Less than \$100.....	3
\$100 and under \$150.....	3
\$150 and under \$200.....	5
\$200 and under \$250.....	3
Over \$250.....	1

The foregoing are the prices charged to members. The practice as regards nonmembers varies. Three associations state that they do no business with nonmembers. Two allow nonmembers to utilize their services but require from them at the time of the burial the regular membership fee, thus admitting them to membership. One association extends its facilities to nonmembers at the same prices as charged to members. The remaining associations, however, charge higher rates—10 percent higher in one case and 20 percent in another.

Each association was asked to estimate the amount the patron saved per funeral, by utilizing the services of the cooperative. The replies ranged from \$15 to \$400; the average was \$160. One association pointed out that its estimate of saving was based upon prices prevailing before the establishment of the cooperative association.

The 14 associations reporting employed in 1936 some 25 persons, and expended \$15,472 in wages. All of these employed an undertaker but only 2 were on a full-time basis; in 12 cases the undertaker was employed on contract. In 7 cases he also acted as manager of the association; in 6 associations a manager was employed in addition.

Sources of supply.—The early associations experienced some difficulty in obtaining supplies—embalming fluid, caskets, etc. This was known, in a few cases, to be due to pressure from private undertakers. Several years ago arrangements were made with a small independent casket factory, and many of the burial associations, notably in Minnesota, now obtain their supplies through that company.

Of the associations reporting, seven said that none of their supplies were obtained from cooperative sources. Seven purchased at least part of their supplies from cooperatives; of these one purchased in this way 75 percent, one 80 percent, one 90 percent, and two 100 percent.

Education and Training

TRAINING SCHOOL FOR HOUSEHOLD EMPLOYEES

IN THE SUMMER of 1936 the Philadelphia Institute on Household Occupations was established, under the sponsorship of the Young Women's Christian Association. The purpose of the school is to analyze the reasons for the failure of housework to attract girls, in order to eliminate the causes for this failure and to give young women training in household employment adequate to meet the most exacting demands. In brief, the objective of the institute is to define and raise standards in domestic service.

According to the article from which the present brief account of this new venture is taken,¹ "the obvious disadvantages of household employment are long hours; rates of pay based upon the budget or more often the inclination of the employer; limited time for any social or personal life; and the need for intelligence, resourcefulness, initiative, and physical vigor not demanded in other jobs where the girl could make the same money working fewer hours."

The institute seeks to give the girls not only technical training, but self-assurance and balance. The immediate supervisor is a young woman who has been in private domestic service. Her standards are excellent and practical. The director of the institute has had a variety of experience and takes a great interest in her work. White and Negro girls who have the physical and mental qualifications which the school requires and which employers demand are given free training and placement. If employers are willing to pay a minimum hourly rate of 25 cents—\$8 for 32 hours per week, and \$12 for 48 hours per week—the institute is prepared to furnish them competent, high-class workers.

The institute's code provisions have been formulated with a view to educating the employer to the idea of a minimum rate per hour for efficient work and of purchasing only so much of such service as her budget permits, "instead of expecting full-time service for whatever she thinks she can afford to pay."

The institute is located in Philadelphia, in a nine-room building. After 3 months' training the girls are ready to take up the occupation for which there is the heaviest call—general work in a one-worker

¹ Woman's Press, New York, February 1938, pp. 74-75: Housework as a Profession, by Elizabeth S. West.

household. They prepare and serve breakfast and dinner to the three professional women who live at the institute. In this normal home situation the pupils get practice in all kinds of housework.

The estimated cost of a scholarship per girl for the preemployment course is approximately \$50. This amount covers the midday meal at the institute, uniforms, and medical examination.

In the first 6 weeks principles and procedures are taught, the training being based on the six major home occupations listed below. Each girl is assigned to one household occupation and carries through its duties for a week.

1. *Cook*.—Prepares luncheons for the group, takes care of the kitchen and food storage, checks supplies, and orders food for the meals as her experience warrants, accompanies the instructor to the market when possible, cleans the kitchen daily, and weekly arranges the cupboards and rechecks the supplies.

2. *Waitress*.—Serves the luncheon for the group, answers the telephone and door-bell, cleans the silver, and washes the dishes, except the pots and pans.

3. *Laundress*.—Does the laundry for the institute. This includes the girls' uniforms, the instructors' uniforms, the table and house linen, such as men's shirts, brought in for special practice.

4. *Chambermaid*.—Does the daily bedmaking and daily straightening of the bedrooms and wiping up of the bathrooms. The weekly cleaning is left to the general cleaner.

5. *General cleaner*.—Does the weekly cleaning of the bedrooms as well as the daily and weekly cleaning of the living rooms of the apartments and the downstairs of the house, except the kitchen.

6. *Child's nurse*.—Takes complete charge of the babies brought to the institute daily by their mothers.

After this preliminary training each student is delegated to act as houseworker for the institute for 1 week on a 7-hour day basis which begins at 12:30 p. m. She has the complete care of the three apartments on the first floor, which includes bedmaking; general cleaning of living rooms, bedrooms, and baths; and personal laundry for occupants. She also has the responsibility of preparing and serving dinner at 6 p. m. for the occupants of the house and their guests—a group ranging from two to six in number. The schedule provides for 30 minutes of her own time for her own evening meal. The teacher generally plans the meals, and a book containing the menus is left in the kitchen for the trainee's use. Sometimes, however, a girl is allowed to plan the meals herself if she has special interest and aptitude in this line.

When at the beginning of the second 6 weeks one girl is made responsible for the general housework, the remaining members of the class are freed from some of their previous duties and receive special training on their weak points. They continue, however, their work in the parts of the house not covered in the one girl's assignment, namely, the office, the hallway, and the downstairs floor of the building.

The cooks are expected to prepare luncheon for the group, and the waitresses at this period of training are given instructions regarding different types of table service. The trainees take turns in coming to the institute to prepare breakfast. A number of special projects, among them the making and hanging of curtains, are carried out by the group, and the girls are taken to visit various exhibits of interest to them as prospective household employees.

The follow-up of the worker on the job by the director is one of the most important features of the program. Because of the individual character of each job requirement, the necessity for an adjustable agreement, or "live" contract, is recognized. Therefore, a signed written agreement is not required at the time of placement. A periodic check-up is made by the institute (the first at the end of the first week of employment; the second at the end of the first month of employment; and subsequently every 3 months thereafter) to determine what adjustments within the broad outlines of the code are necessary and where, if at all, the training program has fallen short.

Girls securing jobs through the institute call at the school to report on their general progress or to check up recipes. Workers who have employment but need retraining to meet the standards demanded by their employers before the employers will conform to the code provisions, may take advantage of the institute's training facilities either on their own time or on time allowed them by their employers. No specified course is available for the convenience of these workers. They attend the school to develop special skills and to learn how to work on a schedule, and they leave when they accomplish their object.

Sometimes employers are entertained at teas at the school, and woman household heads who have employment problems come to the training school for discussion and counsel. Experienced teachers at the institute are ready to aid individual employers to organize their households according to schedule.

Complete records are maintained for each worker the institute places, in order to find out whether she adjusts to housework; if not, the reasons therefor; and whether she remains in domestic service as a vocation or goes into another occupational field.



DEVELOPMENT OF AMERICAN INDIAN ARTS AND CRAFTS

THE American Indian, in the opinion of the Indian Arts and Crafts Board, has outstanding ability as a craftsman, but unfortunately his craft products have been put on the market in a haphazard way and his monetary returns have been meager. To build up this potential resource and to increase the proceeds from it, while upholding its integrity, an act was passed in August 1935 to provide funds and personnel for devising improved production and marketing methods. In the following year the Indian Arts and Crafts Board was appointed,

with broad powers in fulfilling its function but with no authority to act as a dealer.

General Policies and Plans of Board

After an extensive field study of 6 months, covering production and marketing conditions, the Board in January 1937 outlined its general policies and began its first concrete projects. The present brief account of the activities of this new agency is taken from the annual report of the Secretary of the Interior for the year ending June 30, 1937.

On the production side, it is the policy of the Board to make raw materials available; to promote quality production; to aid in the organization of groups of craftsmen; to furnish craftsmen of tribes having traditional handicaps with all available data on techniques formerly used by these tribes and to inform them of the requirements of the existing market. Those groups with no traditional handicrafts are to be afforded an opportunity to learn industries. In the Board's contacts with local dealers, it encourages emphasis on high-grade work and assists in establishing business relations with a high-grade market.

The plans of the board include stimulating and actually cooperating in the organization of Indian arts and crafts exhibits, encouraging publications on Indian arts and crafts, and setting up an educational service for sales forces of stores handling Indian craft products.

Initiation of Local Projects

The Board has initiated the following specific projects:

Silver project (Navajo, Pueblo, and Hopi Reservations, New Mexico and Arizona).—Standards of genuineness and quality for the silver work of the Navajo, Pueblo, and Hopi Indians have been set up and published. A Government stamp has been devised, which is applicable only to products that come up to such standards.

Arrangements have been made for the loan of expert Navajo teachers of silversmithing from the Division of Education of the Indian Service. These experts advise reservation silversmiths who desire to produce jewelry of the highest type.

Private groups are supplying the workmen with raw materials and adequate wages. Even after visits to all local dealers, no work of a quality equaling the products of the teachers and their students (with the exception of old pieces) has been found to be on sale. The Board believes that this project will not only produce a better source of income for the best silversmiths, but will also create a demand for better jewelry and thus stimulate the production and trade for more profitable merchandise all over this region.

Navajo textile project.—A certificate of genuineness has been devised which is to be applied to Navajo wool textiles woven according to traditional Navajo methods.

Textile home-industry project (eastern Oklahoma).—A special survey has been made by the Board in eastern Oklahoma where the traditional crafts products have little market appeal or are no longer made. As a consequence it is planned to introduce home industries that will offer the workman an opportunity to profit from his skill and at the same time to achieve a style of his own.

The making of homespun yarn is the first home industry to be developed in this region. Market research has disclosed that most of the homespun yarn used in this country is imported from abroad and is very high priced. The Board has requested the Education Division of the Indian Service to loan an expert spinning teacher as instructor, and is hopeful that later it will be able to help in organizing an Indian cooperative or credit association to carry on the work commercially. The Board will also cooperate in developing markets for this yarn. It is expected that this project will later be expanded to include weaving and rug making.

Arts and crafts group project (western Oklahoma).—Recognizing the strength of the old traditional arts and crafts societies in western Oklahoma, the Board has started projects based on group activities. One of the Board's staff members has promoted the formation of fairly large groups of Indians who are interested in the improvement of the quality of their traditional tribal arts. In Anadarko and Shawnee, production has already begun, in cooperation with the local agencies of the Indian Service and organized groups of local business men who have realized that the development of these finer Indian crafts is definitely advantageous to the whole region. Leatherwork and beadwork will be the leading products under these projects.

Experimental laboratory, Tesuque, N. Mex.—In Tesuque last spring a small laboratory was operated to experiment with the methods of production of tanners, weavers, and silversmiths from different reservations. The purpose of these experiments was to aid craftsmen to discover the specific types of raw material most suitable for their work and the best methods of production.

Legal protection of Indian products against unfair and fraudulent advertising methods.—“With the aid of the United States district attorney of the territory involved, the use of misleading labels on one type of imitation Indian jewelry has been stopped; another case of the same kind is in the hands of the attorney now. Two cases of false newspaper advertising have been referred to the Federal Bureau of Investigation for appropriate action.”

Indian exhibit at Paris World's Fair.—Arrangement was made for an Indian exhibit at the World's Fair in Paris through the Board's cooperation with the American Federation of Arts.

Plans for Indian exhibit at San Francisco's World's Fair 1939.—Representatives of the Indian Arts and Crafts Board have taken up

with the World's Fair authorities and private groups in San Francisco the matter of an Indian exhibit at the 1939 Golden Gate International Exposition. One of the Board's staff members assisted in outlining an exhibit plan which will show for the first time the whole range of the Indian's artistic ability in a dramatic and dignified manner.



TRAINING PROJECTS FOR UNEMPLOYED YOUTH IN CANADA

AS AN OUTCOME of recommendations made by the Youth Employment Committee of the Canadian National Employment Commission, an item of \$1,000,000 was included in the 1937-38 estimates of the Dominion Department of Labor "to provide for development and training projects for unemployed young people." Provision was made for entering into an agreement with each Province under which the Dominion would grant 50 percent of the cost of specific training programs presented by the Province and approved by the Federal Government, the Province to meet all administrative expenses. A résumé of the activities under this Dominion-Provincial program is published in the Canadian Labor Gazette.¹

Each Province submitted specific proposals based on conditions and requirements in its own domain. Agreements effective until the close of the fiscal year on March 31, 1938, were signed by all of the nine Provinces. Up to the end of the calendar year 1937, about 16,000 young persons had had training under this Dominion-Provincial plan.

The following four major types of projects were specified as coming within the scope of the authorized scheme:

- (a) Training projects of an occupational nature;
- (b) Learnership courses in industry;
- (c) Work projects to combine training with conservation and development of natural resources;
- (d) Physical-training programs to maintain health and morale.

These projects are open to all persons 18 to 30 years of age who are not gainfully employed and are in necessitous circumstances. The selection of beneficiaries is made by the Provinces subject to the approval of the Dominion, without favor or discrimination as to race, religion, or politics.

The program was given wide publicity so that young persons would know of the available opportunities and also in order to secure the cooperation of the public in carrying out the projects. The plan calls for the use, as far as possible, of existing facilities and the fullest possible cooperation on the part of public and private local organizations. Advisory committees of interested persons, representing

¹ Canadian Labor Gazette (Ottawa), April 1937 (pp. 414-415); June 1937 (p. 596); January 1938 (pp. 28-29).

employers, labor, educational authorities, women's organizations, youth organizations, etc., were set up in numerous localities to aid in carrying on the various projects.

The vocational guidance of young persons previous to occupational training was provided for, and also physical education, recreation, and other group activities whenever possible. Emphasis was given to the importance of placing those who had satisfactorily completed a course of training. Furthermore, special officers were assigned to secure the cooperation of employers in the placement of trainees and to aid industry to train learners and apprentices.

A weekly living allowance is provided for young persons attending instruction courses away from home. In every Province training courses in agricultural subjects are being given through the Provincial departments of agriculture. In Alberta, New Brunswick, and Ontario provision has been made for the placement of over 700 selected young men from cities and towns as farm apprentices with experienced farmers. These young men are to be instructed in the various kinds of farm work, and some class instruction in special courses is in contemplation. Aid is also being extended to selected youthful farmers in Alberta, Manitoba, New Brunswick, Nova Scotia, Prince Edward Island, and Saskatchewan, to make it possible for these young men to take winter courses in agriculture at schools and colleges. In the Maritime Provinces and Quebec particular attention is given to instruction and leadership in rural cooperation.

In the summer and autumn of 1937, over 1,300 young men were trained in forestry work on the Crown lands of British Columbia, Manitoba, New Brunswick, and Ontario, under the direction of officials of the Forest Service. In most of the camps class instruction in subjects related to forestry and also organized recreation were provided. Valuable results have been obtained in the conservation and development of forest resources. At the time of the preparation of the report under review, provision was being made for approximately 400 young men on projects for winter training in Alberta, Manitoba, Prince Edward Island, and Quebec. In New Brunswick opportunities for summer training in surveying, prospecting, and hand drilling were also afforded.

About 600 youths took part in the mine-training projects of British Columbia, Nova Scotia, Ontario, and Quebec. In British Columbia, the placer-mining training was given in specially set-up camps, and was followed by supervised prospecting in small groups for several months, with grubstakes furnished by the project. In Ontario the training is of a technical character, and the course of 6 months is given at the Haileybury School of Mining. Nova Scotia and Quebec each offer a practical course in hard-rock mining in a gold mine which the Province operates with a group of skilled miners

and qualified mining men as supervisors. Each week a certain amount of time is allotted to class instruction. Every trainee is given a thorough medical examination and X-rays to ascertain whether or not he will be physically fit for mine work after his training.

In Manitoba, Ontario, and Quebec, plans have been devised to aid in training learners and apprentices in industry. Employers have been canvassed, and "whenever they agree to take on young people and train them in specific trades or occupations, they are relieved of the cost of instruction, either through the provision of special classes, or, in those occupations where class instruction is unnecessary, through the payment of a weekly sum to the industry to meet the cost of instruction on the job." This amount varies, and also the length of the period for which it is paid, according to the character of the occupation. No subsidy is paid, however, to productive wages, and safeguards are set up against overcrowding in the trades or the displacing of older employees.

With the exception of Nova Scotia, all the Provinces have schemes for providing occupational training for city youth, either in technical schools or in other centers, to equip them for employment when it becomes available.

A variety of opportunities was provided specially for young women. Schools for training household workers have been established in some two dozen cities of the nine Provinces. A 3-months intensive course will be given, with a placement and follow-up service provided. In many of these schools the girls will live in residence. Training will also be given in other specialized forms of work for women. In the rural districts of all the Provinces courses of instruction will be given in home economics, appropriate farm subjects, health, handicrafts, etc.

In British Columbia and Quebec definite projects have been undertaken to provide physical education, recreation, and group activities for young people, both men and women. The British Columbia scheme is Province-wide and directed by the department of education. The Quebec project is to be confined to the cities, and various private organizations are to cooperate in carrying out the activities contemplated.

The administration of the youth-training program is entrusted to the following Provincial agencies: In Alberta, New Brunswick, and Saskatchewan, to the department of education; in British Columbia, Manitoba, Nova Scotia, and Ontario, to the department of labor; in Quebec, to the department of trade and commerce; and in Prince Edward Island, to the department of agriculture.

Older Workers in Industry

MEN OVER 40 IN EXECUTIVE POSITIONS

THE value of men over 40 years of age in executive and higher-type selling positions in wholesale and retail distribution and allied lines was recently made the subject of a survey by the research committee of the Sales Executives Club of New York City, and a questionnaire was sent to several hundred members of the club.¹ "For total value to the organization," 80 percent of the members replying to the inquiry prefer men over 40, 86 percent of those who are themselves over 40 and 64 percent of those under 40 expressing a preference for men over that age.

According to the replies to the survey, 94 percent of the reporting members of the club consider the man over 40 "more likely to be conscientious about those phases of his work which are hard to check up"; 88 percent hold that among men with the same length of service in an organization, the man over 40 is less likely to resign to take up other work; and 81 percent are of the opinion that men over the age in question are more inclined to have an open-minded attitude toward criticism.

The following statement analyzes the replies received. The proportion which regarded men over 40 as superior in each of the listed qualifications is shown, and also the relative importance of each factor in the total value of a man over 40 as an executive or expert salesman in wholesale and retail distribution. In other words, the figures in the first column show where such men are strong and where they are weak, and those in the second column show where they should be strong.

¹ Age of Personnel in Relation to its Value in the Field of Wholesale and Retail Distribution, New York, Polygraphic Co. of America, Inc., [1937?]; and Hardware Age, New York, Oct. 21, 1937, p. 140.

<i>Qualifications for work</i>	<i>Percent prefer- ing men over 40</i>	<i>Relative rank in total im- portance</i>
More likely to be conscientious about those phases of his work which are hard to check up.....	94	2
Less likely to resign to go elsewhere (after having had the same length of service in the organization).....	88	6
More likely to take an open-minded attitude toward criticism.....	81	3
Less likely to want to try different methods merely for the sake of being different.....	80	12
Less likely to become discouraged by failure to accomplish the result expected.....	77	7
Likely to undertake an unpleasant assignment more willingly....	75	4
Less likely to "yes" his superiors when it is not necessary to do so.....	74	10
Less likely to have to be discharged (where the length of service is equal).....	73	17
Likely to turn out more production.....	73	1
More likely to be cooperative generally.....	71	9
Less likely to become discouraged and upset by severe criticism.....	71	11
Less likely to become unduly argumentative when he cannot have his own way.....	70	15
More likely to do necessary overtime work cheerfully.....	69	8
More likely to undertake a difficult assignment without an unhealthy fear of criticism for failure.....	68	13
More likely to bring into the organization new ideas of value.....	67	5
Less likely to persist in methods disapproved by the organization.....	67	14
Less likely to have family complications adversely affecting efficiency on the job.....	65	19
Likely to finish an assignment in less time.....	51	18
More likely to accept wholeheartedly the fixed policies of the organization.....	50	21
More anxious to learn and understand the policies of the organization.....	47	20
Less likely to lose time on the job for sickness or other reasons....	46	22
Likely to have more of the type of initiative that results in improvement.....	45	16
More likely to get into a new type of assignment (problem) promptly.....	36	23
More likely to be careful of personal appearance.....	29	26
More likely to adapt himself promptly to the policies of the organization.....	29	25
More likely to have the type of enthusiasm and cheerfulness which is valuable to the organization.....	28	24



MAXIMUM HIRING AGES IN CANADIAN INDUSTRY

OF 7,725 firms included in a survey by the National Employment Commission of Canada, 928 or 12.0 percent reported as of January 1937 that they had prescribed maximum hiring ages, 83.3 percent stated that they had no maximum age at which employees were taken on, and 4.7 did not report on this point. In September 1936 these 928 firms employed 302,379 persons, or 29.4 percent of the 1,028,750 employees of 7,725 firms. The following table shows the prescribed maximum hiring ages in January 1937, by number of persons employed in the reporting establishments: ¹

¹ Canada. National Employment Commission. Report on Phases of Employment Conditions in Canadian Industry, p. 42. Ottawa, 1937.

Number of Employees ¹ in Firms Reporting Maximum Hiring Ages as of January 1937

Industry	Total number of firms	Total number of employees ¹	Number of employees in firms with maximum hiring ages—						70 years and over	Not specified
			20-29 years	30-39 years	40-49 years	50-59 years	60-69 years			
All industries.....	928	302,379	6,148	20,456	221,752	29,862	9,724	172	14,265	
Primary industries.....	49	16,731	22	1,248	11,071	2,737	737	4	912	
Logging.....	20	3,497		67	1,215	1,171	215	4	825	
Mining.....	29	13,234	22	1,181	9,856	1,566	522		87	
Coal.....	5	593			143	194	243		13	
Metallic ores.....	17	10,666		1,163	8,867	283	279		74	
Nonmetallic other than coal.....	7	1,975	22	18	846	1,089				
Secondary industries.....	879	285,648	6,126	19,208	210,681	27,125	8,987	168	13,353	
Communication.....	19	24,653		561	21,142	2,885			65	
Telegraph.....	5	5,175			2,225	2,885			65	
Telephone.....	14	19,478		561	18,917					
Wireless and radio.....										
Construction.....	54	46,914	946	87	36,156	7,053	1,448	20	1,204	
Highway.....	21	8,245	30	87	196	5,995	1,043		894	
Railway.....	5	37,467	916		35,960	691				
Other.....	28	1,202				467	405	20	310	
Manufacturing.....	503	96,478	1,701	8,445	57,776	13,223	7,014	148	8,171	
Animal products n. e. s.....										
Chemical manufacturing n. e. s.....	25	2,347		173	966	1,023			185	
Clay, glass and stone products.....	14	972		98	523	240	49		62	
Edible animal products.....	29	4,145		483	3,059	22	50		531	
Edible plant products.....	49	8,740	416	596	3,645	676	2,331		1,076	
Electrical apparatus manufacturing.....	11	3,372	7	21	2,972	151			221	
Electric current manufacturing.....	20	6,498			6,339	100	22		37	
Fur and fur products.....	1	35					35			
Iron and steel products.....	73	23,378	136	98	18,635	2,577	938	7	987	
Leather and its products.....	16	1,679	521		151	473			534	
Lumber and its products.....	58	4,497	21	67	1,369	1,006	1,452	141	441	
Mineral products n. e. s.....	12	2,686	4	23	2,376	24	259			
Musical instrument manufacturing.....										
Nonferrous metal products.....	23	9,363		4,424	4,108	397	272		162	
Plant products n. e. s.....	13	1,389	72	443	624	77	32		141	
Pulp and paper products and printing.....	54	8,723	93	1,090	1,632	4,003	1,081		824	
Rubber products.....	8	3,102			2,899	14	189			
Textile products.....	92	14,892	431	929	7,960	2,315	304		2,953	
Wood distillates and extracts.....	1	455			455					
Miscellaneous manufacturing.....	4	205			63	125			17	
Service.....	65	12,323	1,496	2,978	5,364	345	78		2,062	
Governmental, n. e. s.....	23	7,355	1,255	2,814	2,246		29		1,011	
Hotel and restaurant.....	18	3,435	119		2,625	145	21		525	
Professional and institutional.....	5	670	122	52	202				294	
Recreational.....										
Other.....	19	863		112	291	200	28		232	
Trade.....	129	14,260	895	5,698	5,926	898	142		701	
Retail.....	57	11,404	610	5,383	4,586	319	142		364	
Wholesale.....	72	2,856	285	315	1,340	579			337	
Transportation and storage.....	109	91,020	1,088	1,439	84,317	2,721	305		1,150	
Forwarding and storage.....	49	7,918	28	1,006	4,302	1,761	54		767	
Rail transportation (electric).....	10	7,520			7,407	113				
Rail transportation (steam).....	33	70,536	1,060	278	68,049	766			383	
Water transportation.....	17	5,046		155	4,559	81	251			

¹ September 1936.

Industrial Hygiene

NATIONAL HEALTH SURVEY, 1935-36

SIX MILLION persons are unable to work, attend school, or pursue other usual activities each day during the winter months, on account of illness, injury, or gross physical impairment resulting from disease or accident, according to an estimate by the United States Public Health Service based on a national health survey.¹ A house-to-house canvass was made during the fall and winter of 1935-36 by the Public Health Service with the aid of grants from the Works Progress Administration. The study covered 740,000 families in urban communities in 19 States and 36,000 families in selected rural areas in 3 States, comprising a total of 2,800,000 persons. Earlier studies by the Public Health Service and the Committee on the Costs of Medical Care provided the background and the techniques used in the present study, although the former studies were limited in both area and family coverage as compared with the present study. It is stated in the report that a very wide coverage is essential if, for a country the size of the United States, analysis is to be made of the health effects of the many differences in climate, racial composition, urbanization, industrial activities, and economic status. It is also necessary to canvass a very large population in studying the occurrence and causes of the less frequent diseases, in order to obtain reports on enough cases in various regions and population groups to permit statistical analysis.

There is still a great deal of preventable illness in spite of the advances in disease control in the past half century, and current data on the effects of environmental and social economic factors are much needed. Moreover, the increasing proportion of older persons in the population makes the problem of chronic diseases of growing importance, since there is a lack of data on the number of persons suffering from such conditions and their age and sex distribution. There is also need for information as to the cause and frequency of accidents and the extent of the resulting disability. A plan for

¹ United States Public Health Service. National Institute of Health. The National Health Survey, 1935-36. Preliminary Reports: Significance, scope, and method of a Nation-wide family canvass of sickness in relation to its social and economic setting; Families distributed by income during the survey year; An estimate of the amount of disabling illness in the country as a whole; Illness and medical care in relation to economic status. Washington, 1938.

the provision of modern medical services for all sections of the population depends upon knowledge of the extent of the need for each kind of service. Such data are generally not available from regular official records and there is only incomplete coverage in the statistics furnished by insurance companies, workmen's compensation boards, etc., or the records of doctors, hospitals, and health agencies. The true picture of care received in relation to needs, therefore, can be obtained only through family reporting.

The major objectives of the Health Survey were to determine: (1) The incidence and nature of serious disabling illnesses (those lasting 7 consecutive days or longer) during a 12-month period among a nationally representative population; (2) the duration of such illnesses; (3) medical care received; (4) the number and type of serious accidents and impairments resulting from accidents; (5) the prevalence and type of chronic conditions, orthopedic defects, blindness and deafness; (6) the prevalence and kind of disabling illness on the day of the visit; (7) the utilization of certain medical and public-health facilities such as health clinics, tuberculosis sanatoria, and public-health nursing services; (8) the relation between disease and social, economic, and other conditions, such as income, employment status, occupation, housing conditions, education, age, sex, and color; (9) mortality in relation to income and other social and economic circumstances.

In order to make the survey nationally representative, 84 cities distributed in 19 States were chosen, which were regarded as typical of the four main geographic regions—East, four States; Central, five States; South, six States; and West, four States. The cities chosen represented four different size groups: 500,000 population or more; 100,000 to 500,000; 25,000 to 100,000; and less than 25,000; but in order to avoid overrepresentation of large city populations, 31 cities of more than 100,000 population and one smaller city (Montgomery, Ala.) were only sampled, while 53 smaller cities were completely canvassed. The samples taken in the larger cities ranged from 5,000 to 45,000 schedules, on the basis of the number considered adequate to represent the individual community as well as to complete the sample on the basis of regional and size distribution. Of the 23 rural sections studied, 16 were in Georgia, 4 in Michigan, and 3 in Missouri. These localities were, of course, not entirely representative of the rural population as a whole. The procedure followed in the sampling in the larger cities was designed to secure, as far as possible, adequate representation of the different population groups.

As the accuracy of the information gathered in a survey of this kind depends largely upon the quality of the enumeration procedures, extreme care was taken in establishing the field organization and training and canvassing methods. Five administrative regions under a supervisor were set up for the 19 States. A supervisor was appointed

to handle administrative details in each State, thus leaving the regional and local supervisors free to train and supervise the field workers.

The thorough training given the enumerators, the publicity through the press, radio, schools, and churches, and the interest and assistance of State and local health officers and the medical societies resulted in such general cooperation that 98.5 percent of the families asked to give information complied with the request. As a check on the information regarding cases of illness given by the families interviewed, the name of the hospital or doctor who cared for an attended case was secured. In these cases questionnaires were sent to the doctors or institutions, and professional reports were secured on 350,000 of the attended illnesses, or about 66 percent of the cases on which reports were requested. Copies of nearly 14,000 death certificates were also secured.

The enumeration was carried out between the early part of October 1935 and March 30, 1936, and each family reported illnesses experienced during the 12 months preceding the day of interview, family income during the same period, and any relief assistance received during the year. The sickness and income information in the survey as a whole, therefore, covers a period of 18 months, in which, while the worst depths of the depression had passed, widespread unemployment and want still prevailed. Families were classified as being of the relief group if any assistance had been received from an official agency within the 12 months. The net family income for others than the relief group was estimated roughly for the preceding 12 months within the income classes \$5,000 or more, \$3,000 to \$5,000, \$2,000 to \$3,000, \$1,000 to \$2,000, and \$1,000 and under. Persons included in the term "workers" were regularly employed persons, unemployed persons engaged on work relief, and totally unemployed persons seeking work. Included in the latter category were persons who were looking for their first job.

Certain definitions were adopted for the classification of the sickness and impairment data. An illness was considered as a continuous period of sickness, whether due to one or more causes, and a disabling illness one which kept a person from his work, school, or usual activities. No terminated disabling illnesses of less than 7 days' duration were included in the survey, with the exception of confinements, hospital cases, and fatal cases, which were included regardless of their duration. A record was taken, however, of all disabling cases on the day of the enumeration visit. Disabling illnesses were classified by cause according to the nature of the specific diagnosis, and the duration of symptoms of the disease. For the purpose of a broad grouping, illnesses of less than 3 months' duration were classified as "acute" and those with symptoms of 3 months or more as "chronic." Per-

manent handicaps resulting from disease, accident, or congenital defect, including impaired or lost members or serious defects of vision or hearing, were classified as impairments. Both disabling and non-disabling impairments were included. Physicians' care covered attention received from a doctor of medicine or similar practitioner in addition to that given by physicians in hospitals.

The distribution of the persons covered in the study was on the basis of the household, the family income, and the relief status of the family group. One family made up each household, consisting of a group of persons or a single person, with one person designated as the head. Family income included salaries, wages, business profits, income from boarders and lodgers, and income from investments. Families were considered to have received relief if, at any time during the year, one or more of the members had been on work relief other than the P. W. A. or C. C. C., or had received direct relief, mothers' pension, pension for the blind, or any similar grant from public funds administered by a Federal, State, or local government. The amount, of the income of families which reported the receipt of relief was not asked by the enumerators.

Extent of Disabling Illness

The estimate of 6,000,000 persons incapacitated in a single day was made on the basis of the sickness records of 2,300,000 persons surveyed in 81 of the cities canvassed, in which 4.5 percent of the number were sick on the day of the canvass. The proportion of those sick on an average winter day was found to vary widely with age. The highest proportion of sickness occurred among persons 65 years of age and over, as about 1 in every 8 was disabled on the day of the survey. Among young persons aged 15 to 24 the proportion was only 1 in 40. In childhood and in the working ages between 25 and 65 years the ratio was about 1 in 23. The variations in the incidence of sickness according to age are based on an analysis of the cases occurring in a group of 280,073 persons in 8 large cities as applied to the total surveyed group in 81 cities.

Approximately a million and a half of the 6 million persons disabled on the day of the canvass were suffering from acute respiratory diseases—influenza, colds, tonsillitis, etc.—this high proportion being due to the fact that the survey was made in the winter months when these diseases are most prevalent. About 2½ million persons were disabled by chronic diseases (rheumatism, diseases of the heart and circulatory system, arteriosclerosis, nephritis, cancer, and non-malignant tumors, diabetes, asthma, tuberculosis, ulcer of the stomach, diseases of the gall bladder, nervous diseases), and permanent impairments resulting from earlier disease or accident. Accidents were

the cause of disability in about 500,000 persons, and the acute infectious diseases were responsible for the illness of about 250,000 persons, mostly children. Acute diseases of the stomach and liver, and appendicitis, also caused about 250,000 cases of disability. The remaining 1 million cases were caused by various other acute diseases.

The average frequency and severity of illnesses computed for the surveyed groups are based on illnesses occurring in a 12-month period and lasting more than 7 days. Among the persons surveyed these illnesses averaged about 172 per 1,000 persons canvassed. If this average is applied to the entire population of the United States, there were about 22 million illnesses disabling for a week or longer, or about 16 such illnesses for each death occurring in 1935, the approximate survey year. This figure is regarded as a minimum since it does not include the illnesses of short duration.

Table 1 shows the frequency and severity of illness by age of 2,308,588 persons in 81 cities canvassed in the National Health Survey, 1935-36.

TABLE 1.—*Frequency and Severity of Illness, by Age, of Persons Canvassed in National Health Survey, 1935-36*

Age group	Disabling illnesses per 1,000 persons	Average days of disability per case ¹	Average days of disability per person per year ²
All ages.....	172	57	9.8
Under 15 years.....	232	26	6.0
15 to 64 years.....	144	63	9.1
65 years and over.....	265	123	32.6

¹ Average for a surveyed group of 280,073 persons in 8 large cities.

² Estimated on basis of severity of illness in surveyed group of 280,073 persons in 8 large cities—Atlanta, Ga.; Cincinnati, Ohio; Dallas, Tex.; Fall River, Mass.; Newark, N. J.; Oakland, Calif.; St. Paul, Minn.; Seattle, Wash.

An average of 57 days of disability for cases of illness lasting 1 week or longer observed among the group of 280,073 persons in 8 large cities, applied to the total illness rate of 22 million cases, shows that nearly 1¼ billion days are lost annually from home and industrial work or from school in the country as a whole.

There is great variation in the severity of diseases, and in contrast to the average of 57 days of disability per case for all types of cases, an average of 138 days per case was shown for disabling illness due to chronic disease. Chronic diseases occurred with about the same frequency as acute respiratory diseases, but the duration of the average chronic case was found to be over seven times as long as the average case of respiratory disease.

Table 2 shows the frequency and severity of illness classified by cause in broad diagnosis groups.

TABLE 2.—Frequency and Severity of Illness, by Cause

Diagnosis group	Disabling illnesses per 1,000 persons	Average days of disability per case ¹	Average days of disability per person per year ²
All causes.....	172	57	9.8
Infections.....	29	24	.7
Respiratory (chiefly acute).....	47	19	.9
Digestive (chiefly acute).....	9	49	.4
Puerperal state.....	15	34	.5
Accidents.....	16	46	.7
Chronic diseases ³	46	138	.3
All other causes.....	10	78	.8

¹ Average for a surveyed group of 280,073 persons in 8 large cities.

² Estimated on basis of cases of disability in 8 large cities.

³ Included in broad group of illnesses due to chronic disease were gross permanent impairments, for which the rate was 3 per 1,000 persons.

The number of cases of orthopedic conditions and gross permanent impairments, both disabling and nondisabling, was considered to be of particular interest because of the lack of such information for the general population. The data covering 2,308,588 persons in 81 cities showed that 2 percent had lost various members or had permanently impaired members. The average number of cases of orthopedic conditions was 19.6 per 1,000 persons, the average for lost members (feet or legs, hands or arms, fingers, toes) being 7.4 per 1,000 and for impaired members, including the spine, 12.2 per 1,000. The average number of cases of blindness in one eye was 3.4, partial blindness 2.0, and total blindness 0.9 per 1,000. Deafness, either partial or total and including the deaf and dumb, had an average of 13.0 cases per 1,000.

Illness and Medical Care in Relation to Economic Status

Classification of the urban population of approximately 2¼ million persons by income status shows that persons in families with annual incomes under \$1,000 formed about 40 percent of the group canvassed; 65 percent were in families with annual incomes under \$1,500; and 80 percent were in families with incomes under \$2,000. Almost one-half of the lowest income group had received relief during 1935. Thus, two of every five persons surveyed were in the lowest income group, the same proportion were in the group with incomes of \$1,000 to \$2,000, and only one in five were in families with an income in excess of \$2,000.

For those in the lowest income group, the report states, it is evident that inadequate diet, poor housing, occupational hazards, and the instability of the labor market create serious health problems. Earlier surveys have shown that the frequency of illness is highest among the poor—a finding confirmed by preliminary data from the present study. Disabling illness lasting 1 week or longer in a 12-month period

occurred among families on relief at a rate 57 percent higher than in families with annual incomes of \$3,000 and over. For acute and chronic illnesses the rates were 47 percent and 87 percent, respectively. During the year, two persons on relief were disabled for 1 week or longer by chronic illness for every disabled person in the middle and highest income groups.

Persons in families just above the relief level—that is with incomes under \$1,000—experienced an illness rate lower than the relief population but 17 percent higher than the rate for the highest income class. This is shown in table 3, which gives the annual frequency of illnesses disabling for 1 week or longer for the different family income groups among 2,308,588 persons in 8 cities in 1935-36:

TABLE 3.—*Annual Frequency of Illness Disabling for 1 Week or Longer as Related to Annual Family Income, 1935-36*

Annual family income and relief status	Disabling illnesses per 1,000 persons—12-month period			Ratio to rate among families with incomes of \$3,000 and over		
	All illnesses	Acute	Chronic	All illnesses	Acute	Chronic
All incomes.....	172	124	48			
Relief families.....	234	163	71	157	147	187
Nonrelief families:						
Under \$1,000.....	174	119	54	117	107	142
\$1,000 to \$2,000.....	155	117	38	104	105	100
\$2,000 to \$3,000.....	150	113	37	101	102	98
\$3,000 and over.....	149	111	38	100	100	100

TABLE 4.—*Frequency and Severity of Acute and Chronic Illness¹ as Related to Annual Family Income, 1935-36*

Annual family income and relief status	Disabling illnesses per 1,000 persons		Days of disability per case ²		Annual days of disability per person ³	
	Acute	Chronic	Acute	Chronic	Acute	Chronic
All incomes.....	124	48	26	138	3.2	6.6
Relief.....	163	71	27	168	4.4	11.9
Nonrelief:						
Under \$1,000.....	119	54	26	159	3.1	8.6
\$1,000 to \$2,000.....	117	38	24	127	2.8	4.8
\$2,000 to \$3,000.....	113	37	25	116	2.8	4.3
\$3,000 and over.....	111	38	25	103	2.7	3.9

¹ Disabling for 1 week or longer in a 12-month period.

² Average number of cases in a surveyed group of 280,073 persons in 8 large cities.

³ Estimated on basis of disability in group of 280,073 persons.

The frequency of illness—that is, the number of cases occurring during the year—and the severity of illness, or the duration of the average case, are the two factors determining the annual volume of illness. It was shown in the study that not only do relief and low-income families experience more frequent illness during a year than the higher income groups, but their illnesses are, on the average, of

longer duration. As shown in table 4, covering 2,308,588 persons in 81 cities, the average case of disabling chronic illness among persons in relief families was 63 percent longer in duration than the average case in the group of incomes of \$3,000 and over. Combined with the higher frequency of chronic illness in the relief group, the volume of disability in this group is three times as great as in the upper-income families—11.9 days as compared with 3.9 days per person.

In addition to the larger number of cases of disability in the families of the lower income and relief groups, these groups also received less medical care, 83 percent of the cases in the highest income class being attended by a physician as compared with 70 percent among the relief families. Of the attended cases fewer physician's calls per case were also received by the low-income or relief families, although a higher proportion of these families received care from a visiting nurse. However, this service, it is stated in the report, does not compensate for continuous bedside nursing care which is needed in certain severe types of illness. In contrast to the lower rates for care by physicians and private-duty nurses, the surveyed relief population received hospitalization at an annual rate of 63 cases per 1,000 persons, as compared with a rate of 45 per 1,000 persons in the highest-income group. When the hospital cases were related to the number of disabling illnesses, however, the relief group were found to receive hospital care in a somewhat lower proportion. The lowest hospitalization rate—24 percent of all disabling illnesses—was found in the group of nonrelief families with incomes under \$1,000.

According to a preliminary analysis of the data on hospital care, it appeared that the relatively large volume of hospital care received by relief and low-income families prevailed only in the cities of 100,000 population and over, and that the provision of this care decreased with the decrease in the size of the cities, reflecting the greater inadequacy of free hospital facilities in the smaller communities.



HEALTH OF INSURED WAGE EARNERS IN 1937

THE BEST health record in the experience of the company was attained among the 17,700,000 industrial policy holders of the Metropolitan Life Insurance Co. in 1937.¹ This large group is made up almost entirely of wage earners and their dependents. The new low mortality rate for all causes of death combined was 8.221 deaths per 1,000 insured lives, a reduction of 2.1 percent from the figure for 1936. Best records were registered for eight causes of death—typhoid fever, scarlet fever, tuberculosis, chronic nephritis, puerperal diseases,

¹ Metropolitan Life Insurance Co. Statistical Bulletin, January 1938: Nineteen Thirty-seven a Star Health Year.

homicides, accidental burns, and railroad accidents—while the combined rate for all forms of accidental death was lower than ever before. In 7 of the 12 months of last year (May to September, inclusive, November, and December), the lowest death rate of all time for each of these individual months was recorded, while September had the lowest death rate for any month in any year covered by the company's records. The average length of life, or expectation of life at birth among the policyholders, reached a new maximum in 1937 of 60.7 years, an increase of a third of a year over the 1936 figure, and of approximately 14 years over the expectation of life (46.63 years) a quarter of a century ago.

The crude death rate among weekly premium-paying policyholders aged 1 year and over was 35.8 percent below that for 1911, the first year of the Metropolitan's series of comparable mortality records. If the same mortality had prevailed in 1937, there would have been 237,693 deaths in this group instead of the 139,816 which actually occurred. Although the death rate in the general population has also declined during this period, the decline has been more marked among the industrial wage earners. This reduction in mortality is ascribed in considerable part to the welfare activities of the life-insurance company. Analysis of the mortality record by age groups shows that the decline has been particularly evident among children, adolescents, and young adults, but has obtained in all age groups up to 65. Beyond that age there was a slight rise above the mortality rate for 1936. The improvement over conditions a quarter of a century ago is shown by the fact that for early childhood the 1937 death rate was less than one-quarter of that recorded in 1911, and for every age group up to 45 the mortality has been reduced to one-half of the earlier figure or less.

The downward trend in mortality from tuberculosis which has prevailed among the insured group for a long period was continued in 1937. Figures for 1937 regarding the rate from this disease in the general population are not yet available, but provisional figures for 1936 indicate that there was perhaps a slight increase in that year over the 1935 rate. During the last quarter century the decline in the death rate from this cause has been greater among the insured group than in the general population, and this holds true for both males and females and for Negroes as well as for white persons. This means, it is pointed out in the report, that the section of the population where the tuberculosis problem was formerly most serious has benefited most from the efforts to eradicate the disease. Further, it is said, the cumulative effects of unemployment and poverty during the depression years have not had the unfavorable effect on the tuberculosis death rate which might have been expected. Tuberculosis as a cause of death ranks seventh, however, in the principal causes of death, and is still an extremely important public-health problem.

Typhoid fever in 1937 showed a reduction of 96 percent in the mortality rate over the quarter-century period. In spite of the generally favorable showing for this disease, however, there are still States and localities which have high rates.

The combined death rate for the four principal communicable diseases of childhood—measles, scarlet fever, whooping cough, and diphtheria—rose from a rate of 6.5 per 100,000 in 1936 to 7.5 in 1937. This increase was due principally to a sharp increase in the rate for whooping cough, which rose from 1.7 deaths per 100,000 in 1936 to 3.0 deaths per 100,000 in 1937. Measles and diphtheria, which had registered new low rates in 1936, also rose slightly. However, compared with the figures for 1927 there had been a reduction of 69 percent in the combined rates for the four diseases. Of these diseases the greatest interest attaches to diphtheria where the largest reduction in mortality has occurred. In spite of the slight rise in 1937, the rate for this disease has been cut in two in 5 years, reduced by more than 80 percent in 10 years, and by 93 percent since 1911.

Influenza and pneumonia had a combined mortality approximately the same as in 1936, but the death rate for pneumonia alone showed an improvement over the previous year. There was a widespread prevalence of influenza in the first part of 1937, accompanied by sharp increases in mortality both for this disease and for pneumonia. In many thousands of pneumonia cases, however, influenza is not a factor, and the reduction of the mortality rate from this disease is considered significant in view of the new serum treatment, which it is estimated could reduce the mortality from this disease throughout the country by at least one-half if it were used in all cases of lobar pneumonia.

There has been a continued reduction in the death rate from puerperal diseases among insured women over a long period. The rate had fallen from 15.5 per 100,000 in 1927 to a new minimum of 6.8 in 1937—a decline of 56 percent. This reduction is affected to a considerable extent by the falling birth rate with the consequent reduced exposure to these risks, but the fall in the puerperal death rate has been much greater than that in the birth rate and reflects the effects of the intensive drive against the avoidable risks of the puerperal state.

The systematic downward trend in the mortality rate from chronic nephritis continued in 1937, when a new low mortality rate of 54.6 per 100,000 was registered. The crude rate for heart disease, which holds first place among all the causes of death, dropped slightly in 1937. The improvement occurred among young persons, where most of the deaths are caused by chronic endocarditis, which is induced mainly by infectious diseases. The upward trend among older persons continued. The crude death rate for cancer, second in impor-

tance as a cause of death, was very slightly above the 1936 rate, in which year the first decline in many years was recorded. The rise in the cancer rate from 68.0 in 1911 to 94.1 per 100,000 in 1937 is not a measure, however, of the actual rise in cancer mortality, since shifts in the age distribution of the policyholders and the continual improvement in the diagnosis of internal cancers may account for a very large part, if not the whole, of the increase in the death rate.

The death rate for diabetes continued to rise to a new maximum of 25.0 per 100,000 in 1937. However, the death rate is declining among persons under 45 years of age, and in the older ages, where the mortality is greatest, the rise in the mortality rate is now very slight. The use of the new protamine insulin, which as been definitely proved of value in the past year, is said to hold hopes of improved longevity among diabetics.

Deaths from alcoholism among the industrial policyholders declined from 2.2 per 100,000 in 1936 to 1.8 in 1937—the lowest rate for this disease in 16 years. The total number of deaths was only 323 out of the total of 17,700,000 persons.

Suicides and homicides have both declined in number. The rate for death from suicide was 8.8 per 100,000 as compared with 10.6 in 1932—the highest rate in a 20-year period. The homicide death rate, which was 5.0 per 100,000 in 1936, declined to the new all-time minimum of 4.7 in 1937. The lowest death rate from all kinds of accidents in any year was also recorded, the rate being 53.6 per 100,000 as compared with 57.7 in 1936. This favorable showing was made in spite of increased employment with resultant increased exposure to industrial hazards, as compared with the worst years of the depression. In contrast with the generally lowered accident rate, that for automobile accidents increased from 20.1 deaths per 100,000 in 1936 to 20.9 in 1937, an increase of 4 percent. It appears that, if the estimate of 40,000 automobile fatalities in the United States in 1937 is confirmed later by official figures, last year will register a higher death rate from this cause than has ever before been recorded.

Industrial Accidents

INJURY EXPERIENCE IN 30 MANUFACTURING INDUSTRIES, 1935 AND 1936¹

DISABLING industrial injuries in 30 manufacturing industries decreased in both frequency and severity in 1936 from the 1935 levels, as shown by reports to the Bureau of Labor Statistics covering 7,169 identical establishments in 30 manufacturing industries.² The frequency rate for the industries as a group declined from 17.94 in 1935 to 17.07 in 1936, and the accompanying severity rate from 2.32 to 2.05.³

TABLE 1.—*Summary of Injury Experience for Identical Establishments in 30 Manufacturing Industries, 1935 and 1936*

Item	1935	1936	Percentage change
Total man-hours of exposure (thousands).....	3, 933, 838	5, 001, 923	+27. 2
Total number of disabling injuries.....	70, 559	85, 387	+21. 0
Total days of disability.....	9, 113, 629	10, 230, 233	+12. 3
Injury frequency rate ¹	17. 94	17. 07	-4. 8
Injury severity rate ¹	2. 32	2. 05	-11. 6

¹ Computed from combined unweighted data for identical establishments.

For all industries covered in the survey in 1936 the number of man-hours worked increased by 1,068 million, or 27.2 percent over 1935, the number of disabling injuries increased 14,828, or 21.0 percent, and the number of days lost increased 1,117,000, or 12.3 percent. The frequency rate decreased 4.8 percent and the severity rate 11.6. These decreases are significant because, although a greater number of injuries occurred and a greater number of days were lost than in 1935, actually fewer workers were injured and fewer days were lost in proportion to the man-hours worked. Further expressed in terms of disabilities per 1,000 injuries, the number of fatalities and permanent disabilities decreased from 81 to 74. In other words, there were 7

¹ This article was prepared by Roy F. Fleming and Jacob Lotven, Bureau of Labor Statistics, under the direction of Swen Kjaer.

² The policy of restricting statistics to data furnished by identical establishments for 2 successive years, although tending to narrow the sample, results in a compensating gain of stricter comparability. Shifts in the sample for each 2 successive years give somewhat different rates for any 1 year, depending on whether the comparison is with a preceding year or a succeeding year. To illustrate, the 1935 frequency rate was 18.03 in the 1934-35 comparison and 17.94 in the 1935-36 comparison.

³ The injury frequency rate is the average number of disabling injuries for each million man-hours worked. The injury severity rate is the average number of days lost for each thousand man-hours worked. The term "injury" connotes a disability which involves loss of time beyond the day or shift on which the injury occurred, or a permanent impairment of some member of the body, even if not accompanied by lost time. The standard time-loss ratings for fatalities and permanent disabilities are given in "Method of compiling industrial injury rates," approved by the American Standards Association, 1937,

fewer deaths and permanent disabilities for every 1,000 injuries in 1936 than in 1935. This shift toward less severe injuries is further reflected in the average time lost per disability. For the permanent partial disabilities the average days lost decreased from 923 days per injury to 902, and for temporary total disabilities, from 19 to 18.

Total Injury Experience

The detailed injury data and the resulting injury rates for each of the 30 manufacturing industries are given in table 2. The data in this table include, for a number of States, estimates of disabling injuries which did not outlast the waiting periods specified by the workmen's compensation acts, and consequently were not reportable to the State agencies administering such acts.⁴

TABLE 2.—Injuries and Injury Rates for 7,169 Identical Establishments in 30 Manufacturing Industries by Extent of Disability, 1935 and 1936

Industry	1935									
	Estab-lish-ments	Man-hours worked (thousands)	Number of injuries				Total	Total time lost (days)	Fre-quency rate ¹	Sever-ity rate ¹
			Resulting in—			Total				
			Death	Perma-nent total disa-bility	Perma-nent partial disa-bility					
All industries.....	7,169	3,933,838	476	35	5,193	64,855	70,559	9,113,629	17.94	2.32
Agricultural implements.....	84	68,247	4	1	189	1,866	2,060	215,328	30.18	3.16
Automobiles.....	136	603,723	40	0	660	6,054	6,754	861,967	11.19	1.43
Automobile tires and rubber goods.....	42	104,075	8	0	73	1,687	1,768	147,766	16.99	1.42
Boots and shoes.....	219	170,609	2	1	95	1,600	1,698	122,375	9.95	.72
Brick, tile, and terra cotta.....	358	31,278	10	1	29	1,086	1,126	104,530	36.00	3.34
Carpets and rugs.....	21	21,870	1	0	33	244	278	38,961	12.71	1.78
Chemicals.....	181	96,541	29	1	127	1,198	1,355	355,781	14.04	3.69
Cotton goods.....	293	316,606	14	1	231	3,943	4,189	392,045	13.23	1.24
Electrical machinery, apparatus, and supplies.....	238	285,936	22	1	351	2,392	2,766	457,299	9.67	1.60
Fertilizers.....	136	11,040	7	0	24	429	460	79,834	41.67	7.23
Flour, feed, and other grain-mill products.....	314	33,342	8	2	52	779	841	154,624	25.22	4.64
Foundry and machine-shop products.....	741	202,553	25	4	439	5,295	5,763	668,051	28.45	3.30
Furniture.....	371	99,196	12	2	244	1,757	2,015	308,411	20.31	3.11
Glass.....	139	102,311	13	0	81	2,137	2,231	182,546	21.81	1.78
Hardware.....	77	21,539	0	0	52	445	497	31,330	23.07	1.45
Iron and steel.....	2,175	780,349	119	3	824	10,676	11,622	1,678,295	14.89	2.15
Leather.....	141	61,238	6	0	85	1,292	1,383	141,486	22.58	2.31
Logging.....	61	15,392	21	1	62	1,102	1,186	252,551	77.05	16.41
Lumber:										
Planing mills.....	259	30,197	6	1	79	1,037	1,123	143,581	37.19	4.75
Sawmills.....	260	61,241	22	6	261	3,560	3,849	604,612	62.85	9.87

¹ Computed from combined unweighted data for identical establishments.

The injury frequency rate is the average number of disabling injuries for each million man-hours worked. The injury severity rate is the average number of days lost for each thousand man-hours worked. The standard time-loss ratings for fatalities and permanent disabilities are given in Method of Compiling Industrial Injury Rates, approved by the American Standards Association, 1937.

² Departments.

⁴ These States with the respective durations of temporary disabilities which are not reportable are: Wisconsin, 3 days; Illinois, Michigan, New Jersey, and New York, 1 week; and Alabama, 2 weeks. California is included in this group because no statistics are available for temporary total disabilities and Oklahoma because no statistics of the type required are available for fatalities.

TABLE 2.—Injuries and Injury Rates for 7,169 Identical Establishments in 30 Manufacturing Industries by Extent of Disability, 1935 and 1936—Continued

Industry	1935—Continued									
	Estab-lishments	Man-hours worked (thou-sands)	Number of injuries				Total time lost (days)	Fre-quency rate ¹	Se-verity rate ¹	
			Resulting in—							
			Death	Per-manent total disa-bility	Per-manent par-tial disa-bility	Tem-porary total disa-bility				Total
Machine tools.....	122	36,815	7	0	43	655	795	84,326	19.15	2.29
Paper and pulp.....	302	173,942	31	0	272	4,432	4,735	575,244	27.22	3.31
Petroleum refining.....	92	87,742	11	3	112	915	1,041	244,046	11.86	2.78
Pottery.....	78	32,508	3	0	15	491	509	32,211	15.66	.99
Shipbuilding, steel and wood.....	65	46,597	12	0	65	670	747	142,099	16.03	3.05
Slaughtering and meat pack-ing.....	198	199,742	26	2	350	4,819	5,197	549,147	26.02	2.75
Stamped and enameled ware.....	97	48,670	6	1	107	838	952	145,786	19.56	3.00
Steam fittings, apparatus, and supplies.....	92	29,329	1	3	38	574	616	65,434	21.00	2.23
Stoves.....	120	36,625	5	0	67	1,015	1,087	111,994	29.68	3.06
Woolen goods.....	176	124,585	5	1	133	1,867	2,006	221,969	16.10	1.78
1936										
All industries.....	7,169	5,001,923	583	31	5,675	79,098	85,387	10,230,233	17.07	2.05
Agricultural implements.....	84	97,123	9	1	183	1,738	1,931	197,169	19.88	2.03
Automobiles.....	136	643,374	35	1	504	5,708	6,338	753,648	9.85	1.17
Automobile tires and rubber goods.....	42	144,412	16	0	94	2,041	2,151	216,399	14.89	1.50
Boots and shoes.....	219	181,957	3	0	77	1,541	1,621	114,509	8.91	.63
Brick, tile, and terra cotta.....	358	49,527	14	0	52	1,863	1,929	155,566	38.95	3.14
Carpets and rugs.....	21	26,980	0	0	31	222	253	30,285	9.38	1.12
Chemicals.....	181	138,990	21	4	137	1,326	1,488	336,175	11.11	2.51
Cotton goods.....	293	372,207	10	0	223	4,549	4,782	382,402	12.85	1.03
Electrical machinery, appa-ratus, and supplies.....	238	440,941	26	1	369	3,006	3,402	482,647	7.72	1.09
Fertilizers.....	136	11,144	7	0	13	385	405	69,652	36.34	6.25
Flour, feed, and other grain-mill products.....	314	49,052	10	2	68	1,115	1,195	173,797	24.36	3.54
Foundry and machine-shop products.....	741	329,350	42	5	510	7,379	7,936	842,223	24.10	2.56
Furniture.....	371	145,730	6	1	291	2,251	2,549	321,772	17.49	2.21
Glass.....	139	114,731	15	2	58	2,076	2,151	195,427	18.75	1.70
Hardware.....	77	30,737	1	0	60	481	542	47,046	17.63	1.53
Iron and steel.....	² 1,756	1,018,563	170	5	964	14,921	16,060	2,142,392	15.77	2.10
Leather.....	141	66,817	4	0	73	1,128	1,205	114,484	18.03	1.71
Logging.....	61	18,466	26	0	54	1,606	1,686	269,508	91.30	14.59
Lumber:										
Planing mills.....	259	42,398	14	0	117	1,323	1,454	230,465	34.29	5.44
Sawmills.....	260	75,556	35	1	292	4,784	5,112	688,340	67.66	9.11
Machine tools.....	122	62,195	6	0	53	889	948	91,664	15.24	1.47
Paper and pulp.....	302	211,654	25	1	322	4,928	5,276	637,430	24.93	3.01
Petroleum refining.....	92	107,082	19	3	128	966	1,116	266,191	10.42	2.49
Pottery.....	78	34,247	3	0	10	508	521	35,199	15.21	1.03
Shipbuilding, steel and wood.....	65	68,320	20	0	89	1,262	1,371	221,472	20.07	3.24
Slaughtering and meat pack-ing.....	198	233,766	24	0	373	5,968	6,365	587,210	27.23	2.51
Stamped and enameled ware.....	97	62,214	4	1	161	1,130	1,296	160,371	20.83	2.58
Steam fittings, apparatus, and supplies.....	92	45,424	7	2	36	910	955	87,515	21.02	1.93
Stoves.....	120	54,430	7	1	91	1,475	1,574	148,309	28.92	2.72
Woolen goods.....	176	129,536	4	0	152	1,619	1,775	230,966	13.70	1.78

¹ Computed from combined unweighted data for identical establishments. The injury frequency rate is the average number of disabling injuries for each million man-hours worked. The injury severity rate is the average number of days lost for each thousand man-hours worked. The standard time-loss ratings for fatalities and permanent disabilities are given in Method of Compiling Industrial Injury Rates, approved by the American Standards Association, 1937.

² Departments.

Of the 30 industries covered, 22 experienced decreases in their frequency rates, and 8 experienced increases. Agricultural implements with a decrease of 10.30 points in frequency rate, from 30.18 in 1935 to 19.88 in 1936, showed the most marked improvement in decreasing the number of disabling injuries per million hours worked. Seven other industries experienced significant decreases in frequency rates: Hardware decreased in frequency rate from 23.07 in 1935 to 17.63 in 1936; fertilizers, from 41.67 to 36.34; leather, from 22.58 to 18.03; foundries, from 28.45 to 24.10; machine tools, from 19.15 to 15.24; carpets and rugs, from 12.71 to 9.38; and glass, from 21.81 to 18.75. Decreases of a noticeable degree also occurred in chemicals, from 14.04 in 1935 to 11.11 in 1936; planing mills, from 37.19 to 34.29; furniture, from 20.31 to 17.49; woolen goods, from 16.10 to 13.70; paper and pulp, from 27.22 to 24.93; and automobile tires, from 16.99 to 14.89. Decreases in the frequency rates in the other eight industries were slight.

Logging experienced the sharpest increase in frequency rate, rising from 77.05 in 1935 to 91.30 in 1936. Sawmills and shipbuilding also suffered proportionately large increases in frequency rates. The shift was from 62.85 to 67.66 in the former, and from 16.03 to 20.07 in the latter. Other increases in frequency rates were slight. Logging with a frequency rate of 91.30 in 1936 experienced the highest number of injuries per 1 million man-hours worked. Although sawmills experienced a decrease in frequency rate for 1936, it had the second highest rate.

Highly favorable shifts in severity rates were experienced by all but 6 of the 30 industries. With a decrease of 1.82, from 16.41 to 14.59, the logging industry experienced the sharpest decrease in severity rate. Sharp decreases in severity rates occurred in agricultural implements, from 3.16 in 1935 to 2.03 in 1936; chemicals, from 3.69 to 2.51; and flour mills, from 4.64 to 3.54. Noticeable shifts in severity rates were also experienced by a number of additional industries. In the fertilizer industry the severity rate decreased from 7.23 in 1935 to 6.25 in 1936; furniture, from 3.11 to 2.21; machine tools, from 2.29 to 1.47; sawmills, 9.87 to 9.11; foundries, 3.30 to 2.56; carpets and rugs, 1.78 to 1.12; leather, 2.31 to 1.71; and electrical apparatus, 1.60 to 1.09.

The only industry with a marked increase in severity rate was planing mills, with an increase from 4.75 in 1935 to 5.44 in 1936. Increases in severity rates in the other industries were slight. One industry, woolen goods, retained the same severity rate (1.78) in both years. Although in 1936 logging experienced the greatest decrease in severity, it still retained the most unfavorable rate. Sawmills came next, and fertilizers third.

Correlation of Changes in Exposure, Frequency, and Severity

In all industries, as shown in table 3, increases in exposure occurred in 1936 over 1935 in the reporting identical establishments. Correlated with increases in exposure were decreases in frequency and severity rates in 17 out of the 30 industries.

Seven industries—brick, iron and steel, logging, sawmills, slaughtering and meat packing, stamped and enameled ware, steam fittings—experienced increases in frequency rates in 1936 over 1935 and decreases in severity rates. Automobile tires, hardware, planing mills, and pottery experienced decreases in frequency rates and increases in severity rates. The only industry that showed an increase in both severity and frequency rates, along with the increase in exposure, is shipbuilding.

TABLE 3.—Changes in Exposure, Frequency, and Severity Rates for Identical Establishments in 30 Manufacturing Industries, 1935 to 1936

Industry	Man-hours worked		Frequency rate		Severity rate	
	Increase	Decrease	Increase	Decrease	Increase	Decrease
All industries.....	x			x		x
Agricultural implements.....	x			x		x
Automobiles.....	x			x		x
Automobile tires and rubber goods.....	x			x	x	
Boots and shoes.....	x			x		x
Brick, tile, and terra cotta.....	x		x			x
Carpets and rugs.....	x			x		x
Chemicals.....	x			x		x
Cotton goods.....	x			x		x
Electrical machinery, apparatus, and supplies.....	x			x		x
Fertilizers.....	x			x		x
Flour, feed, and other grain-mill products.....	x			x		x
Foundry and machine-shop products.....	x			x		x
Furniture.....	x			x		x
Glass.....	x			x		x
Hardware.....	x			x		x
Iron and steel.....	x		x		x	
Leather.....	x			x		x
Logging.....	x		x			x
Lumber:						
Planing mills.....	x			x	x	
Sawmills.....	x		x			x
Machine tools.....	x			x		x
Paper and pulp.....	x			x		x
Petroleum refining.....	x			x		x
Pottery.....	x			x	x	
Shipbuilding, steel and wood.....	x		x		x	
Slaughtering and meat packing.....	x		x			x
Stamped and enameled ware.....	x			x		x
Steam fittings, apparatus, and supplies.....	x		x			x
Stoves.....	x			x		x
Woolen goods.....	x			x	(1)	(1)

¹ Same rate for both years.

To recapitulate, in over half of the industries increased exposure was accompanied by decreased frequency and severity rates. In only one industry the opposite condition held true. A little less than a fourth of the industries experienced increased frequency rates and decreased severity rates along with increased exposure, and about an eighth of the industries showed decreased frequency and increased severity rates.

The following presents the condition in tabular form.

1. Decreased frequency and decreased severity.....	17
2. Increased frequency and decreased severity.....	7
3. Decreased frequency and increased severity.....	4
4. Increased frequency and increased severity.....	1

Rank of Industries

Table 4 gives the relative rank of the 30 manufacturing industries for 1935 and 1936 based on frequency and severity rates. Industries are rated in ascending order. First place (1) is assigned to the industry having the lowest rate, and last place (30) is assigned to the industry having the highest rate. Rank as shown in this table does not necessarily indicate that an industry experienced a lower or a higher frequency or severity rate in 1936 than it did in 1935. Rank merely expresses the relative standing of an industry to the other industries during the same year. An industry may experience a decrease in its frequency or severity rate and yet appear higher in rank than in the previous year. For definite information as to whether an industry experienced a lower or higher frequency or severity rate, table 2 should be consulted.

TABLE 4.—Rank, According to Frequency and Severity Rates, of Identical Establishments in 30 Manufacturing Industries, 1935 and 1936¹

Industry	Frequency-rate rank		Severity-rate rank	
	1935	1936	1935	1936
Agricultural implements.....	25	17	21	14
Automobiles.....	3	4	5	6
Automobile tires and rubber goods.....	12	9	4	8
Boots and shoes.....	2	2	1	1
Brick, tile, and terra cotta.....	26	28	24	24
Carpets and rugs.....	5	3	8	5
Chemicals.....	7	6	25	18
Cotton goods.....	6	7	3	2
Electrical machinery, apparatus, and supplies.....	1	1	7	4
Fertilizers.....	28	27	28	28
Flour, feed, and other grain-mill products.....	20	22	26	26
Foundry and machine-shop products.....	23	21	22	20
Furniture.....	15	13	20	16
Glass.....	17	16	8	10
Hardware.....	19	14	6	9
Iron and steel.....	8	12	11	15
Leather.....	18	15	14	11
Logging.....	30	30	30	30
Lumber:				
Planing mills.....	27	26	27	27
Sawmills.....	29	29	29	29
Machine tools.....	13	11	13	7
Paper and pulp.....	22	23	23	23
Petroleum refining.....	4	5	16	17
Pottery.....	9	10	2	2
Shipbuilding, steel and wood.....	10	18	18	25
Slaughtering and meat packing.....	21	24	15	18
Stamped and enameled ware.....	14	19	17	21
Steam fittings, apparatus, and supplies.....	16	20	12	13
Stoves.....	24	25	19	22
Woolen goods.....	11	8	8	12

¹ The lowest rate is ranked first, the second lowest second, etc. 2 industries tying for the same rank were assigned the same rank number, but the next number was omitted to avoid distortion of subsequent rank numbers.

Numerous shifts in rank based on frequency occurred in 1936 as compared with 1935. Only four industries retained the same rank. Electrical apparatus ranked first in both years, boots and shoes second, sawmills twenty-ninth, and logging thirtieth. Agricultural implements changed in rank from twenty-fifth place in 1935 to seventeenth in 1936. Other industries changing ranks downward more than two places were automobile tires from twelfth to ninth place, hardware from nineteenth to fourteenth, leather from eighteenth to fifteenth, and woolen goods, eleventh to eighth place.

Shipbuilding experienced the most unfavorable shift in the scale of frequency rank, moving from tenth place in 1935 to eighteenth in 1936. A severe change from fourteenth to nineteenth place in frequency rank also occurred in the stamped- and enameled-ware industry. Changes of more than two places upward in rank were also experienced by the iron and steel industry, moving from eighth place in 1935 to twelfth in 1936, slaughtering and meat packing, twenty-first to twenty-fourth, steam fittings, from sixteenth to twentieth place.

Rank based on severity rates present a similar picture, although changes in rank were not as numerous. Nine industries retained the same places they occupied in 1935. Boots and shoes retained first place in both years, pottery second. At the other extreme, paper and pulp remained twenty-third, brick twenty-fourth, flour mills twenty-sixth, planing mills twenty-seventh, fertilizers twenty-eighth, sawmills twenty-ninth, and logging thirtieth. Both agricultural implements and chemicals experienced significant shifts in severity ranking. Each moved seven places; the former shifted from twenty-first place in 1935 to fourteenth in 1936, and the latter from twenty-fifth to eighteenth place. Not far behind came machine tools, reaching seventh place in 1936 from the thirteenth place it occupied in 1935. Other downward changes of more than two places occurred in carpets and rugs, from eighth place in 1935 to fifth in 1936, electrical apparatus, from seventh to fourth place, furniture, twentieth to sixteenth, and leather, from fourteenth to eleventh place.

Shipbuilding experienced a shift of 7 places in rank, based on severity rate, from eighteenth to twenty-fifth place. Seven other industries also changed places upward by more than two points in 1936. These were automobile tires, from fourth place in 1935 to eighth in 1936, hardware from sixth to ninth, iron and steel from eleventh to fifteenth, slaughtering and meat packing from fifteenth to eighteenth, stamped and enameled ware from seventeenth to twenty-first, stoves from nineteenth to twenty-second, and woolen goods from eighth to twelfth place.

On the whole then, the industries occupying the extremes either in frequency or severity ranks, or both, retained the same positions in

1936 as in 1935. Agricultural implements experienced the most favorable shift, both in frequency and severity ranks. Shipbuilding experienced the most unfavorable shift in both frequency and severity ranks.

Twenty industries shifted both in frequency and severity rank. It is interesting to note that 10 of these industries shifted not only in the same direction, but also that the number of places each industry changed in frequency rank did not vary more than one place from the number of places it changed in severity rank. Thus agricultural implements moved eight places in frequency rank and seven places in severity rank; carpets and rugs, frequency two places, severity three. Foundries shifted two places both in frequency and severity rank; leather, three and three. The automobile industry changed one place in frequency rank and one in severity rank; iron and steel, four and four; petroleum refining, one and one. Shipbuilding moved eight places in frequency rank and seven places in severity rank, slaughtering and meat packing three places in each, and stamped and enameled ware five in frequency rank and four in severity rank.

However, there are sufficient exceptions to this trend to prevent the general conclusion that frequency and severity rankings generally moved in the same direction and the same number of places. Outstanding exceptions are chemicals with a shift of one place in frequency and seven places in severity, hardware with a shift of five places in frequency and three places in severity, but shifting in opposite directions. Automobile tires, as well as woolen goods, changed three places in frequency rank and four places in severity rank, but likewise shifted in opposite directions.

Disability Distribution

The data presented thus far involved injury rates computed on the basis of man-hour exposure. The frequency rate is the average number of injuries for each million man-hours worked, and the severity rate is the average number of days lost for each thousand man-hours worked. While both rates are essential to an understanding of the incidence of disabling injuries and the time lost involved, they, being measures based on exposure, fail to convey a definite idea of the seriousness of the injuries themselves. Neither do the rates indicate whether in 1 year there were more fatalities or permanent disabilities in proportion to the total number of injuries than in some other year. It is important to know whether a given time loss is caused by a small number of fatalities and permanent disabilities, or by a large number of temporary total disabilities.

Table 5 has been constructed for the purpose of presenting a more complete analysis of industrial injuries than is afforded by the injury frequency and severity rates. In this disability distribution table the severity of the injuries is expressed in two ways: First, by presenting on a common basis of 1,000 injuries the proportionate distribution of the injuries among the types of disabilities, thus giving a measure of the shift to or from injuries of a permanent nature; and, secondly, by computing the average number of days lost per disability which reveals the seriousness of the injuries more definitely than the severity rate does. As the disability distribution measures the shift from one type of disability to another, so the average days lost per injury measures the shift within each type of disability.

TABLE 5.—*Disability Distribution Per 1,000 Injuries and Average Days Lost Per Disability for Identical Establishments in 30 Manufacturing Industries, 1935 and 1936*

Industry	Death and permanent total disability ¹		Permanent partial disability				Temporary total disability			
	Number per 1,000 injuries		Number per 1,000 injuries		Average days lost per disability		Number per 1,000 injuries		Average days lost per disability	
	1935	1936	1935	1936	1935	1936	1935	1936	1935	1936
All industries.....	7	7	74	67	923	902	919	926	19	18
Agricultural implements.....	2	5	92	95	802	600	906	900	18	16
Automobiles.....	6	6	98	94	734	705	896	900	23	21
Automobile tires and rubber goods.....	5	7	41	44	821	899	954	949	24	18
Boots and shoes.....	2	2	56	47	825	927	942	951	16	16
Brick, tile, and terra cotta.....	10	7	26	27	681	852	964	966	17	15
Carpets and rugs.....	3	0	119	123	891	882	878	877	15	13
Chemicals.....	22	17	94	92	1,194	1,115	884	891	20	21
Cotton goods.....	4	2	55	47	1,037	1,080	941	951	16	18
Electrical machinery, apparatus, and supplies.....	8	8	127	108	777	742	865	884	19	16
Fertilizers.....	15	17	52	32	1,325	1,646	933	951	14	16
Flour, feed, and other grain-mill products.....	12	10	62	57	1,516	1,219	926	933	20	17
Foundry and machine-shop products.....	5	6	76	64	906	858	919	930	18	17
Furniture.....	7	3	121	114	815	850	872	883	15	14
Glass.....	6	8	36	27	851	1,016	958	965	17	17
Hardware.....	0	2	105	111	488	575	895	887	13	14
Iron and steel.....	10	11	71	60	843	801	919	929	24	21
Leather.....	4	3	62	61	1,009	1,005	934	936	15	15
Logging.....	19	15	52	32	1,487	1,408	929	953	26	23
Lumber:										
Planing mills.....	6	10	70	80	1,058	1,077	924	910	17	15
Sawmills.....	7	7	68	57	1,384	1,297	925	936	21	20
Machine tools.....	10	6	61	56	722	791	929	938	17	15
Paper and pulp.....	7	5	57	61	1,115	1,216	936	934	19	18
Petroleum refining.....	13	20	108	115	1,237	856	879	865	23	25
Pottery.....	6	6	29	19	390	960	965	975	17	15
Shipbuilding, steel and wood.....	16	15	87	65	879	915	897	920	19	16
Slaughtering and meat packing.....	6	4	67	58	884	965	927	938	15	14
Stamped and enameled ware.....	7	4	113	124	841	713	880	872	16	14
Steam fittings, apparatus, and supplies.....	6	9	62	38	830	565	932	953	17	14
Stoves.....	4	5	62	58	940	830	934	937	19	17
Woolen goods.....	3	2	66	86	1,168	1,174	931	912	16	18

¹ Each death or permanent total disability is charged with a time loss of 6,000 days.

The number of deaths and permanent total disabilities⁵ per 1,000 injuries for all reporting establishments remained at 7 in both 1935 and 1936. During the same period, however, the permanent partial disabilities decreased 7 in the number per 1,000 injuries, from 74 to 67, and decreased 21 in the average days lost per disability, from 923 to 902. On the average, then, industrial injuries were of a less severe nature in 1936 as compared with 1935, showing a combined decrease of all permanent disabilities from 81 per 1,000 injuries to 74. This shift toward injuries of a less serious nature is further reflected in the average days lost of the temporary total disabilities, which declined from 19 days per injury to 18.

Although, for the industry as a whole, the number of deaths and permanent total disabilities remained unchanged, considerable increases and decreases were experienced in the individual industries. For the chemical industry the number per 1,000 injuries dropped from 22 in 1935 to 17 in 1936, brick from 10 to 7, furniture from 7 to 3, logging from 19 to 15, machine tools from 10 to 6, and stamped and enameled ware from 7 to 4. The shipbuilding industry reduced its high ratio of deaths and permanent total disabilities by 1, from 16 to 15. The sharpest increases in this type of disability occurred in four of the industries: Agricultural implements advanced from 2 in 1935 to 5 in 1936, planing mills from 6 to 10, petroleum from 13 to 20, and steam fittings from 6 to 9.

The distribution of the permanent partial disabilities showed a marked decrease in the number of this type of disability per 1,000 injuries. Twenty of the thirty manufacturing industries experienced decreases in the number per 1,000 injuries, and 15 had decreases in the average days lost per disability. Three of the most significant decreases in the number per 1,000 injuries were accompanied by corresponding decreases in the average days lost per injury. The number of permanent partial disabilities per 1,000 injuries for electrical apparatus dropped from 127 to 108, for logging from 52 to 32, and for steam fittings from 62 to 38. The outstanding decrease in the average days lost for these 3 industries occurred in steam fittings, which declined from 830 days in 1935 to 565 in 1936. Other noticeable decreases in the proportion of permanent partial injuries were experienced by fertilizer (52 to 32), glass (36 to 27), pottery (29 to 19), and shipbuilding (87 to 65). These decreases in the number of this type of injury, however, were partially offset by increases in the average time lost. Fertilizer rose from 1,325 days per injury to 1,646 days, glass from 851 to 1,016, pottery from 390 to 960, and shipbuilding from 879 to 915.

⁵ Combined because the number of permanent total disabilities is very small, and because both types of injuries are charged with a time loss of 6,000 days per case.

The outstanding increase in the number per 1,000 injuries for the permanent partial disabilities occurred in the woolen-goods industry, which rose from 66 to 86 with the average days lost remaining practically the same. Planing mills also experienced a sharp increase in the number of permanent injuries, from 70 to 80. On the other hand, agricultural implements which had only a slight increase in the number of permanent injuries (92 to 95) experienced a sharp drop in the average days lost, from 802 to 600. Four of the six industries with the highest ratios in the permanent partial disabilities experienced further increases in the number per 1,000 injuries. Carpets and rugs increased 4, from 119 to 123; hardware 6, from 105 to 111; petroleum refining 7, from 108 to 115; and stamped and enameled ware 11, from 113 to 124. Carpets and rugs, petroleum refining, and stamped and enameled ware, however, had decreases in the average time lost per injury. The sharpest drop occurred in petroleum refining, decreasing from 1,237 days per injury to 856 days.

Decreases in the average days lost per temporary total disability were experienced by 21 of the 30 individual industries. The most noteworthy decrease occurred in automobile tires which fell from 24 to 18. Sizable decreases were also experienced in electrical apparatus (19 to 16), flour mills (20 to 17), iron and steel (24 to 21), logging (26 to 23), shipbuilding (19 to 16), and steam fittings (17 to 14). The average time lost per disability remained unchanged in the boots and shoes, glass, and leather industries, with 16, 17, and 15 days, respectively.

In measuring the severity of the injuries to the workers the logging industry experienced, on the whole, the largest decreases in 1936 than any other industry. Per 1,000 injuries, the number of deaths and permanent total disabilities decreased 4, from 19 to 15, and the permanent partial disabilities fell 20, from 52 to 32. The average time lost for the permanent partial disabilities decreased slightly from 1,487 days per injury to 1,408 and the temporary total decreased considerably, from 26 to 23.

Industrial Relations

COLLECTIVE BARGAINING ON THE NEW YORK CITY TRANSIT LINES, 1937¹

DURING 1937 collective bargaining was generally established for the first time in the New York City passenger transportation industry. With the signing of 11 contracts before the close of the year, the Transport Workers' Union has been recognized as the sole bargaining agent for the workers in the major surface transit lines, for most of the taxicab drivers, and for elevated and underground transportation with the exception of the city-owned Independent Subway System.

The improvements won in working conditions through collective bargaining have paralleled the gains made in union recognition. The total annual wage increase is estimated by union officials to be over \$9,000,000. Average weekly wages of bus operators increased \$3 after the signing of the contracts. Taxi agreements liberalized the commissions sufficiently to raise earnings from 10 to 25 percent, and guaranteed minimum weekly wages were also established. A flat 10-percent increase in wages was provided in the subway contracts. Under the graduated system of wages characteristic of the transit industry, whereby the number of years of service influences the wage, the union has succeeded in scaling down the time interval before maximum wages are reached.

Hours have been shortened for 50 percent of all the transportation workers under contract. Provisions for consecutive hours, as well as maximum hours, represent an important benefit to bus and trolley operators. The practice of 12-, 14-, and 16-hour working days had prevailed; that is, during these hours the men were on call although they were paid for only the 8 or 9 hours actually spent operating the vehicles. As against the previous standard of 52 weeks' work a year and the frequent 7-day week, vacations with pay and a 6-day week have been prevalently established.

The abolition of the long-established regulation that no button nor emblem of any type was to be displayed on the uniforms of transit workers is a significant feature of union recognition.

¹ By Frances Wheeler, under the direction of Florence Peterson, Chief, Industrial Relations Division, Bureau of Labor Statistics.

History of the Organization

The present collective agreements represent the culmination of 50 years of attempts by organized labor to secure union recognition and collective bargaining on the transit lines of New York City. After several strikes in 1885-86, the Knights of Labor won virtual recognition and materially improved carmen's conditions. After the decline of the Knights of Labor, organization activities were taken over by the Amalgamated Association of Street Railway Employees of America, affiliated with the American Federation of Labor. Unionization progressed slowly. In 1904 an agreement was signed with several companies, but the provisions were unsatisfactory to the local unions, who thereupon called a strike which was repudiated by the national officers. The strike was lost, several local charters were revoked, and union organization received a serious setback.

For 12 years the unions were relatively inactive. In 1916 the Interborough Rapid Transit Co. inaugurated the policy of requiring employees to sign individual contracts not to join the union. After challenging this action of the company and failing to secure the company's consent to arbitration, the members of the Amalgamated Association went on strike. The companies spent over 3½ million dollars for strikebreaking services.² The strike was lost after a great deal of disorder and many arrests of strikers. The company continued its insistence on individual bargaining and soon after the strike established the Brotherhood of Interborough Rapid Transit Employees, with a constitution approved by the directors of the company.

The constitution of the brotherhood as amended in 1920 was made a standard individual contract, which required that every employee be a member of the brotherhood and renounce any connection with the Amalgamated Association or any other association of street-railway or other employees. The men were subdivided, some by crafts, some by departments, and some geographically, for representation on the general committee. This committee, the officers of which drew salaries from the company, was given absolute rule-making and assessing power, the right to terminate any individual contract (which automatically caused the discharge of the employee involved), and also the power to disfranchise groups or locals, remove representatives from its council, and veto bylaws passed by a local. Only by a two-thirds vote of the general committee could the constitution be amended, and then only with the consent of the company.

A parallel development took place on the other large subway line. In answer to an investigation by the War Labor Board in 1918, the Brooklyn Rapid Transit Co. (since reorganized as the Brooklyn-

² National Labor Relations Board. Report to the La Follette Civil Liberties Investigation Hearings, 1936. Vol. 1, p. 80.

Manhattan Transit Corporation) maintained that it was recognizing the right of the employees to organize and bargain collectively by allowing membership only in the Brooklyn Rapid Transit Employees' Benefit Association, which had been in existence since 1900. Although the Board disapproved,³ the benefit association was continued. Following a strike in 1920, in which the Amalgamated Association of Street Railway Employees was defeated, the Brooklyn Rapid Transit Employees' Benefit Association was supplemented by an antiunion individual agreement, which read, "I am not a member of the Amalgamated Association and I will not become a member while in the employ of the Brooklyn Rapid Transit Co." Thus the only active union was excluded.

In 1927, after an independent organization among the motormen of the Interborough Rapid Transit Co. attempted a strike, the Amalgamated Association resumed active organizing work. The company sought an injunction restraining the union organizers on the ground that they were inducing breach of contract among its employees. It was granted pending litigation, but on appeal⁴ to the Circuit Court of Appeals of New York the court held that the constitution of the brotherhood could not be considered a binding contract of employment, and that since the constitution was based on mutual consent, it could be terminated at the will of either party at a moment's notice. The Interborough Rapid Transit Co. and the general committee of the brotherhood thereupon agreed to a new individual contract specifying a fixed period of employment. The company agreed to employ only members of the brotherhood, and the latter agreed to a proviso that its members should work for 2 years "unless in the meantime, by mutual consent, my employment is sooner terminated."

Certain of the Amalgamated's organizers continued their activity, and an injunction was again sought on the grounds of attempts to induce breach of contract. In this case⁵ the court found the contract not reciprocal nor equitable in its guaranties, in that "unlimited and practically unhampered power to discharge is given the company" in return for the promises of the employees. These two decisions were

³ In this case (*Brotherhood of Locomotive Engineers vs. New York Consolidated R. R. No. 285*) the Board rejected the argument and said: "The form of benefit association seems to have been changed from time to time, but one feature which has persisted is that the president of the company has appointed the president of the association and the president of the association has either himself conducted the elections or appointed persons to do so. * * * Where a company-formed association is offered as a substitute for an association of the voluntary formation of the men, the slightest suspicion of an opportunity for unfairness on the part of the employer is itself reason for questioning the usefulness of such an organization. * * * Following the section of proclaimed principles of the Board above set forth, it must be ruled that the employees of the company who desire to become members of the Brotherhood of Locomotive Engineers, or any other legitimate labor organization, shall be permitted to do so without denial, abridgement, or interference upon the part of the company." The 29 employees discharged for union affiliation were ordered reinstated, but the benefit association was not affected by the Board's order.

⁴ *Interborough Rapid Transit Co. vs. Lavin et al*, 247 N. Y. 65, 159 N. E. 863 (1928).

⁵ *Interborough Rapid Transit Co. vs. Wm. Green et al*, 227 N. Y. S. 258 (1928).

hailed by labor as substantial indictment of the use of "yellow-dog" contracts.

Nevertheless, conditions remained the same until December 1934, when a new agreement was effected by the N. R. A. compliance director. This eliminated the clause prohibiting the Interborough Rapid Transit Co. from hiring anyone not a member of the brotherhood. There was no change with respect to the Brooklyn Manhattan Transit Co., since it maintained that it was not subject to the jurisdiction of the transit code, that the company union was a bona fide instrument for the expression of the employees' will, and that the company was morally bound to continue to recognize its obligation to the Brooklyn Manhattan Transit Benefit Association. Action was withheld by the N. R. A. in a case of reinstating several discharged employees, and the company union was not affected.

Meanwhile, a small independent organization known as the Transport Workers Union was rapidly growing in membership and influence among the employees of the Interborough Rapid Transit Co. It made its first bid for recognition in March 1935, when it sent an elected delegation with a petition signed by 2,000 members to the regional labor board to request a referendum among the Interborough Rapid Transit employees. No action was taken before the time of the termination of the N. R. A. and the subsequent closing of the N. R. A. labor boards. Two years later the company agreed to such a referendum under the supervision of the regional office of the N. L. R. B. When the ballot of the 14,000 employees was taken in April 1937, the Transport Workers Union won 92 percent of the votes.

Meanwhile, in the spring of 1936, this independent union became a local of the International Association of Machinists. In May 1937 it severed connections with the International Association of Machinists and voted affiliation with the Committee for Industrial Organization. During this time membership in the New York City local has mounted to over 43,000. Jurisdiction of the Transport Workers Union extends over all passenger transportation facilities exclusive of steam railroads and water transportation.

Adoption of the Agreements

The recognition of collective bargaining has been facilitated by the election machinery offered by the State labor relations board. Every election ordered by the board to determine the bargaining agent has been won by the Transport Workers Union. In the cases of the East Side Omnibus Corporation and the Comprehensive Omnibus Corporation the Employees' Welfare Association won the election, but upon failure to win any concessions from management it disbanded in favor of the Transport Workers Union.

In the Brooklyn Manhattan Transit case, mediation by a special board was necessary before the agreement was consummated. A referendum for determination of the bargaining agency gave the Transport Workers Union an overwhelming majority in all but two units. The union immediately insisted on a contract, although the old contracts with 21 employee groups under the representation plan did not expire until October 1938. Negotiations for over a month brought no agreement, and the executive council of the union was authorized by the membership to call a strike. Mayor La Guardia secured the consent of both sides to appoint an advisory fact-finding board, with the understanding that neither party need abide by the board's findings. Before the three-man board had finished its investigation an agreement was signed on October 11, 1937.

A new problem involving the rights of city employees has arisen in the case of the city-owned Independent Subway System. A representation plan is in effect for these subway employees, based on 10 occupational classifications. In a referendum held in March 1937 the Transport Workers Union and the Amalgamated Association of Street and Electric Railway Employees claimed 51 of the 79 employee representatives. On October 21, 1937, the Transport Workers claimed a majority among the 5,400 employees and petitioned the State labor relations board for certification as bargaining agent and also for an investigation of the employer-employee relations. The Board of Transportation refused to attend any hearings or informal conferences, on the ground that it was a publicly owned agency and as such specifically exempt from the provisions of the State labor relations law. On January 23, 1938, the State board ruled that its jurisdiction did not extend to the Independent City Subway employees, since this operating body was a subdivision of the municipality. The Transport Workers Union is now seeking to have the labor relations law amended to include city functions of a proprietary nature.

Strike action has been negligible in the conclusion of all the agreements on transport lines. Unrest in the taxicab industry, however, prevailed after the original contracts were signed in the summer of 1937. Attempts to break the closed-shop clauses resulted in general strife. The Parmelee Co. terminated its contract in early December because it claimed that the union had failed to enforce the terms of its agreements on other competitors. The taxicab agreements stipulate that the union must not grant more favorable terms to competing lines than were accorded any one company. A general strike was averted at this time by the signing of new agreements with four of the largest operating companies. A strike was called against the fifth company, negotiations resulting in the signing of an agreement a few days later.

Provisions of the Agreements

The contracts of the union cover three general transportation groups: Bus companies, subway and surface electric lines, and the taxi-operating companies. All of the agreements provide for sole bargaining rights and a closed union shop. Union hiring halls are established for taxicab drivers in the recent agreement. Under the subway and bus contracts all employees are required to join the union within 30 days after they have been hired.

THE BUS CONTRACTS

The hours provisions in the bus agreements seek to stabilize the "run" system. In the Comprehensive Omnibus Corporation and the East Side Omnibus Corporation contracts, time and one-half is guaranteed after 10 hours' service, and men may not be compelled to wait more than 2 hours after reporting for work if they are not assigned to a "run." The Fifth Avenue Coach Co. agreement guarantees 5 hours' pay for any run taking less than 5 hours, and provides that men called in for Sunday "sunshine runs" be given 2 hours' pay when the run is canceled because of rain.

Mechanical and maintenance men of the lowest-paid categories benefited most by wage increases, the largest increase of 29 percent going to the electricians' helpers. For drivers, where a graduated system of wages is typical, higher hourly rates were set in the New York City Omnibus Corporation agreement, with a top rate of 82 cents and first-year rates of 65 cents. The Fifth Avenue Coach Co. agreed to a 73-cent hourly rate for first-year men. These agreements include a week's vacation with pay and provision for negotiation this year for a second week's vacation. The union considered as its greatest gain a clause in the Fifth Avenue Coach Co. contract prohibiting the company from reducing its two-man buses to one-man operation without consent of the union. Preference is also given conductors in filling vacancies of drivers.

THE RAPID TRANSIT CONTRACTS

Among the subway and street railway workers 10 percent increases were general, with a minimum weekly wage of \$25 on the Brooklyn-Manhattan Transit and the Interborough Rapid Transit. All bus and trolley operators employed by the Third Avenue Railway and the Brooklyn-Manhattan Transit are guaranteed the maximum rate of pay after 5 years of service. A 48-hour 6-day week was set for the motive power department of the Interborough Rapid Transit Co., with a like reduction promised in other departments, contingent on the cost of such a reduction and the levying of a utility tax on the company by the city of New York. Paid vacations of 1 week after

6 months of service are guaranteed by all the companies, with provision for a 2 weeks' vacation for those employed for 5 years or more.

An interesting development in the negotiations with the Interborough Rapid Transit was the setting aside of the old pension plan. Employees had protested for several years that the plan set up under the old brotherhood was actuarially unsound, but the company had refused to permit withdrawals from the system, under which employees contributed 3 percent of their wages. As a result of recent negotiations the company returned a total of \$2,000,000 to the employees, which amounted to from \$150 to \$200 a man. Company contributions, with interest accumulated over the 30 years the plan was in effect, will be transferred to a separate pension fund sufficient to assure 16,000 employees a pension at the rate of 1 percent of their wages for each year of service up to July 1, 1937. For subsequent service the employees will receive benefits under the Federal Social Security Act. The company will continue to make contributions for 5 years for employees over 60 years of age who are ineligible for Federal Social Security old-age payments. The employees of the Brooklyn Manhattan Transit Co. have the privilege of adopting a similar pension plan.

THE TAXICAB CONTRACTS

The guarantee of a minimum wage is an important innovation in the agreement with 5 taxicab operating companies, covering about 15,000 full-time drivers. Drivers employed on single shifts receive a minimum of \$18 a week; on double shift, day line, a minimum of \$15 for each full week; on double shift, night line, a minimum of \$18. The commission rate on bookings has been raised from 40 to 42½ percent of fares recorded on the taximeter. One week's vacation is established for which taxicab drivers are paid \$25 and maintenance men receive a week's wage.

In an attempt to drive out "floaters"—men who work a day or two a week—it is provided that no man shall be hired for less than a full working week of 48 hours for day men and 54 hours for night men within a 6-day week. This policy is expected to cut down the number of cabs on the street and assure for drivers who earn their entire income at this occupation a better opportunity for higher earnings. Besides union control of hiring through a system of hiring halls in Manhattan, Bronx, and Brooklyn, the "check-off" for collection of union dues is also provided.

No employee may be suspended or discharged unless the company and the union agree that just cause exists, or in event of disagreement, the arbitrator finds such cause exists. An exception is made in the case of a driver guilty of the use of intoxicants while on duty or of a serious personal-injury accident, who may be suspended pending

investigation by the union or, in the event that the union and the company cannot agree on the propriety of suspension, pending arbitration. Low bookings as a reason for discharge shall not apply to one union shop steward in each garage. If the arbitrator determines that a suspension or discharge was without cause, reinstatement will be ordered and an award of pay for time lost will be made.



LABOR ESPIONAGE: SUMMARY OF SENATE INQUIRY

FOR many years it has been known that undercover agents have been used in many industries to spy on workers and labor unions, but prior to the Senate inquiry beginning in 1936, information was fragmentary. On June 6, 1936, a Subcommittee¹ of the Senate Committee on Education and Labor was appointed to investigate violations of the rights of free speech and assembly and interference with the right of labor to organize and bargain collectively. Preliminary hearings held under Senate Resolution No. 266 revealed spying as a grave menace to the rights of workers to organize and to enjoy the civil liberties granted by the Constitution. Hearings held by the subcommittee and the extensive documentary evidence collected by it afford an unprecedented revelation of labor espionage, strikebreaking, and munitioning. The committee's inquiry has been summarized, insofar as it relates to labor espionage, in a recently published Senate report.²

The extremely large field assigned by the Senate to its committee and the difficulties incident to such an investigation made necessary the limiting of the investigation to sampling studies. These studies, however, revealed a striking recurrence of typical patterns. The committee hearings were public and witnesses were summoned from every party having an interest in the proceedings. Full opportunity was given to each witness without exception to present his case and to refute or rebut any damaging testimony or evidence. In addition, all of the witnesses were advised that any pertinent data they desired to submit could be inserted in the records of the committee. Many of the witnesses took advantage of this opportunity. The report of the committee is based not only on the hearings but on the additional data submitted by witnesses and on the affidavits and other evidence collected by the staff of the subcommittee.

Detective services include protection against thefts, frauds, and violations of safety rules. The Senate subcommittee was not directly concerned with these types of detective work, but its investigations

¹ Commonly known as the Civil Liberties Committee, composed of Senators Robert M. LaFollette, Jr., Chairman, Elbert D. Thomas, and before his death on July 6, 1936, Louis Murphy.

² U. S. Congress. Senate. Committee on Education and Labor. *Industrial Espionage: Violations of Free Speech and Rights of Labor*. Washington, 1937. Senate Report No. 46, Part 3 (75th Cong., 2d sess.). Extensive hearings had previously been published, and additional hearings and reports are expected, covering phases of the inquiry other than labor espionage.

revealed that they have been relatively insignificant. Industrial espionage was described by the committee as the most efficient method to prevent unions from forming, to weaken them when they secure a foothold, and to wreck them when they try their strength. On examination, various other alleged purposes of espionage were repudiated by the officials who had in the first place advanced them as explanations of the prevalence of spying. Among the principal purposes at first advanced by agency officials, but shown to be without foundation by the committee, were the protection of industry from Communists and the promotion of "human engineering" by increasing the efficiency of workers or by improving relations between workers and employers.

The obstacles encountered by the committee in obtaining information are themselves indicative of the character and purposes of industrial espionage. Elaborate devices are used by the agencies and their clients to conceal the names and activities and indeed the existence of spies. Instances were revealed of specific violations of State and Federal laws. The committee obtained clear evidence of premeditated and deliberate effort to destroy the documentary evidence to which it had a legal right. There was a systematic and thorough destruction of documents subpoenaed by the committee, and fragments of the subpoenaed papers were recovered from waste paper in process of destruction collected from the offices of agencies in several cities. These fragments, when reconstructed, proved to be journal sheets, card files of operatives, spy reports, letters from salesmen, and inter-office correspondence, all of which were documents specifically called for by the subpoena. One large agency with many branch offices attempted to destroy the records of industrial espionage remaining in their offices on the date the subpoena was served. Another agency sent a collection of spy reports out of the back door of its main office while a staff member of the committee was entering the front door with a subpoena. Stripping of files, the establishment of secret offices, repeated transfer of records from office to office, the use of ink eradicators on ledgers, evasive and deceptive answers to committee questions, and refusal to reply to questions were among the methods used to obstruct the course of the investigation.

Extent of Practice

Because of the extreme opposition and the concealed nature of the activities under investigation, the information obtained by the subcommittee regarding the extent of espionage is far from complete. Fragmentary information made possible the listing of 3,871 industrial spies for the years 1933 to 1936, but this number is confined to those revealed by available records of only a part of the large number of detective agencies. Approximately 2,500 business firms are known

to have obtained spy services from agencies in the years 1933 to 1936, and many companies maintain their own spies or obtain spy service from associations of employers.

Some of the firms that furnish spy service claim to be engineering firms, publishers, auditors, or attorneys. Many of the detective agencies have branch offices in the principal cities of the country. In some cases, they operate through a network of subsidiaries with variable names as an aid in concealing the nature and extent of their activities. The Senate subcommittee made separate studies of a few of the larger agencies and in addition sent out over 800 questionnaires to agencies believed to be engaged in industrial work. Of these, 155 either reported themselves as active in supplying this type of service or were found by the subcommittee to be so engaged. Replies from 500 agencies failed to acknowledge their connection with espionage. No replies were received from 250 agencies. The replies of the agencies which responded to the request of the committee for information were described by the committee as being "so much at variance with evidence before the committee that they were for the most part untrustworthy, if not completely fraudulent." From independent evidence, the committee established the fact that at least 50 of the 500 agencies which claimed to be inactive were actually carrying on labor-spy services. The committee was without time or means to check the veracity of most of the agencies which claimed to be inactive.

The commercialization of industrial espionage was shown by the committee to have serious consequences in aggravating industrial conflicts and in stirring up trouble in order to promote the business of spying. The evidence indicates clearly that the detective agencies frequently send spies into plants without the consent or knowledge of the employer for the purpose of creating disturbances and bringing pressure to bear upon employers for the hiring of spies. The reports of spies who operate in plants with the knowledge of the employer are frequently edited in the offices of the agency in such way as to give erroneous or exaggerated impressions of labor conditions, and the spies are frequently encouraged to exaggerate or falsify their reports for the purpose of inducing employers to continue or to expand the activities of employees of the agencies.

These methods are likely to be particularly vicious and destructive of peaceful industrial relations when the detective agencies also carry on strikebreaking and munitioning activities or are associated closely with other firms that carry on these related activities.³

The close connection between industrial espionage and opposition to unionism is revealed by the practice of placing spies in unions. An operative of one of the larger agencies stated during the Senate

³ Separate reports are announced on Industrial Munitioning, and Strikebreaking and Coercion.

hearings that in his experience of 20 years, he had found that there were "stools" in every union organization. The records of another agency revealed membership in unions by 304 of its detectives, and of this number 100 held offices in unions. These offices were as follows:

National vice president.....	1	Organizer.....	3
Local president.....	14	Delegate to Central Labor Union..	3
Local vice president.....	8	Chairman, shop committee.....	1
Local treasurer.....	2	Committeeman.....	6
Local secretary.....	20	Financial secretary.....	4
Recording secretary.....	14	Member, executive board.....	4
Trustee.....	14	Division chairman.....	1
Business agent.....	3	Local chairman.....	2

There are several types of operatives. These include the ordinary detective employed specifically for the purpose of carrying on spying and related activities. Such regular or "professional" operatives may engage in shadowing or sleuthing or general investigation without requiring the use of a disguise. These are called "backroom boys." There are others who operate under various disguises, and the fiction used to conceal an operative's connection with a detective agency is called a "cover" or "pretext." An operative may work inside a plant, in direct contact with employees, or he may carry on his activities in the general neighborhood of a plant, particularly among the wives of workers. A frequently used name for an outside operative is "missionary." In addition to the regularly employed or professional operatives, there are large numbers of "hooked" or "roped" operatives. A "hooked" man is an employee engaged as an informer without knowledge of the fact that he is reporting to a detective agency and through the agency to the employer. Similar in meaning is the term "roping", used particularly in connection with securing information by striking up acquaintance or friendship with union men. "Hooking" and "roping" are usually accomplished by approaching the person from whom or through whom information is to be obtained under a "pretext" or "cover", for example, under the claim that the "hooker" or "roper" is a salesman, insurance agent, or representative of some interest other than the employer or detective agency. The "missionary" also uses a "cover."

The character, motives, and careers of industrial spies were revealed in the Senate hearings and in the documentary materials obtained by the Senate subcommittee in such manner as to show that commercialized spying is a major menace to organized labor and to any orderly, peaceful, or essentially liberal process of maintaining industrial relations. The hearings and the committee report on labor espionage reveal an alarming frequency of criminal records among operatives of detective agencies, together with the use of illegal and violent methods and the practice of blaming their lawlessness on its victims.

Harmful Effects

The effects of industrial espionage on workers were revealed in numerous cases by the Senate investigation. One of numerous cases of the disruption of labor unions by spies acting as members and officials of unions was described by a witness during the hearings:

When I first went into Flint I could not get more than 25 or 30 people together, and I was very much interested in the reason. So I made personal calls all through the city to find out why they would not come. They were afraid. They knew there was spies in the local union because they had seen the movement go from 26,000 to 122. They knew they were being watched. Therefore it was necessary for me to organize little home meetings in members' basements after work, sometimes with the lights out; they were so skeptical; we would sit in the dark and talk to these people. One week end we had 19 home meetings, all day Saturday and Sunday. After we were strong enough we tied the meetings together and came out in the open, but in the first meetings it was necessary to work along those lines because of the spy system built up so effectively it had broken the labor movement in Flint.

Among the other methods used by detective agencies to interfere with the right of association and related civil liberties of workers has been the formation of "company unions" or "employee associations." Detective agencies, in their solicitations of business, set forth to employers their actual achievements in organizing such groups, which were described by the agencies as instrumentalities for disrupting or checking the growth of unions not subject to control by the employer.

The harmful effects of labor espionage on employers is revealed by the practice of commercialized agencies of sending spies into plants without the knowledge of employers, for the purpose of stirring up trouble and making exaggerated or false reports and thus inducing employers to hire spies. There are instances of one agency spying on another agency, of one company spying on another company, and even of operatives of an agency spying on each other. Spying feeds on itself; and different branches of the same company have felt it necessary to build up separate "protective" systems. In the words of a professional spy subpoenaed before the subcommittee, "In this business, nobody trusts each other." The Senate committee reported that "industry cannot survive this endless dependence upon unreliable knowledge that begets fear of all things and of all men."

The interests of the public as well as of employers and employees are seriously menaced by industrial espionage. The committee's investigation revealed the use of informers to shadow public officials during the course of nationally important conciliation proceedings. In the view of the committee, its hearings indicated that the denial to workers of the right to organize free from employer restraint and interference was the "most important problem of civil liberties before the Nation, because denying workers the right to organize almost

invariably meant denying them the fundamental civil rights which are the basis of our democratic system. * * * In fact, the committee's studies strongly suggest that the right to organize is indeed fundamental, if only because the practices invoked by employers to nullify this right—spying, strikebreaking, and munitioning—are so subversive of our most vital law and democratic processes.”



SETTLEMENT OF RAILWAY DISPUTES IN 1936-37 ¹

THE National Mediation Board and the National Railroad Adjustment Board were established by amendments in 1934 to the Railway Labor Act of 1926. The purpose of the Act is to insure that service rendered by the railways and air lines of the country be not menaced nor disturbed by labor difficulties. Basic in peaceful labor conditions are agreements entered into between employers and representatives who are freely chosen by the employees. To assure free choice of representatives, the National Mediation Board is empowered to investigate disputes among employees over representation and to certify who may serve as representatives. In its capacity of mediator the Board facilitates the establishment of labor standards and the incorporation of such standards in written agreements.

The third year's work of the Board reveals increasing stabilization of labor relations on the railways through the settlement of labor-representation disputes and the negotiation of labor agreements establishing rates of pay, rules, and working conditions. While the number of representation disputes arising each year since 1934 has tended to remain substantially constant, the number of employees and the number of crafts or classes of employees involved therein have decreased. The indications are that when such disputes are once settled on their merits under the provisions of the act they tend to remain settled, particularly so if agreements with properly determined representatives are promptly negotiated.

The progressive stabilization of labor representation enabled the Board, during its third year, to devote much more of its time to mediation proceedings. Almost twice as many mediation cases were settled as compared with the previous 2 years. The total number of cases received and disposed of by the Board during 1936-37 is shown in the following table.

¹ United States National Mediation Board. Third Annual Report including Report of the National Railroad Adjustment Board, for the Fiscal Year Ended June 30, 1937. Washington, 1937.

TABLE 1.—Cases Received and Disposed of, Year Ending June 30, 1937

Item	Mediation	Representation	Total
Open cases:			
On hand June 30, 1936.....	138	47	185
Received July 1, 1936-June 30, 1937.....	115	107	222
Total.....	253	154	407
Cases disposed of.....	158	101	259
On hand June 30, 1937.....	95	53	148

There were 168 crafts, including 57,923 workers, involved in the 101 representation disputes disposed of. In table 2 these cases are classified by parties to the disputes.

TABLE 2.—Types of Labor Organizations Contending to Represent Employees and Number of Employees Involved

Parties to disputes	Cases	Crafts or classes	Employees involved
National organizations versus system associations.....	26	52	44,581
National organizations versus unorganized employees.....	40	78	6,034
Local unions versus system associations.....	2	2	1,117
Local unions versus unorganized employees.....	2	2	334
Total national or local unions versus system associations and unorganized employees.....	70	134	52,066
National organizations versus national organizations.....	27	30	4,928
National organizations versus local unions.....	4	4	929
Total interunion disputes.....	31	34	5,857
Grand total.....	101	168	57,923

In 18 of the 70 disputes of national or local unions versus system associations² and unorganized employees, representatives were recognized without certification, withdrawn as a result of investigation, withdrawn prior to investigation, or dismissed. Elections were held or authorizations made by the Board in 52 cases involving 94 crafts. National labor organizations won 76 certifications, system associations 12, and local unions 4. Elections in 2 crafts resulted in no majority and hence no certification. As demonstrated by percentages, although less than two-thirds of the employees preferred national labor organizations, the representation of more than four-fifths of the crafts was won by them.

² Unaffiliated with any national or international union.

TABLE 3.—Type of Organization Chosen to Represent Employees in Disputes Between Unions and System Associations or Unorganized Employees

Method of choice	Cases	Crafts or classes	Certification issued to—					
			National labor organizations		System associations		Local unions	
			Crafts or classes	Percent	Crafts or classes	Percent	Crafts or classes	Percent
Elections.....	32	¹ 55	39	70.91	12	21.82	2	3.64
Proved authorizations.....	20	39	37	94.87	0	0.00	2	5.13
Total.....	52	¹ 94	76	80.85	12	12.77	4	4.26

Method of choice	Employees voting for or otherwise choosing—					
	National labor organizations		System associations		Local unions	
	Number	Percent	Number	Percent	Number	Percent
Elections.....	12,031	62.53	6,441	33.48	767	3.99
Proved authorizations.....	1,279	87.96	12	.83	163	11.21
Total.....	13,310	64.32	6,453	31.19	930	4.49

¹ Elections in 2 crafts or classes resulted in no majority for any organization and no certifications were made for these. The votes of the employees in these 2 crafts or classes are included in the number of employees voting.

Elections were held in 23 cases, involving 24 crafts and 2,960 workers, in which the dispute was among national labor organizations or between national labor organizations and local unions. Five other interunion disputes were dismissed by the Board, and 3 were withdrawn by the parties. The total of 4,828 employees involved in the 31 interunion contests in the year reviewed is less than half the total employees involved in such disputes during the preceding year.

Agreements.—Negotiating an agreement is a most important task confronting a labor organization after it has established its right to represent a given class or craft of employees. Table 4 indicates the number of agreements filed with the Board up to June 30, 1937, according to the classes of carriers and types of labor organizations. National labor organizations gained 391 agreements during the year, while system associations lost 54, and local unions lost 1. National organizations on July 1, 1937, had nearly 82 percent of the total agreements.

TABLE 4.—*Agreements on File with National Mediation Board July 1, 1935, 1936, and 1937, by Classes of Carriers and Types of Labor Organizations*

Class of carrier	Number of agreements											
	Total			National labor organizations			System associations			Local unions		
	1935	1936	1937	1935	1936	1937	1935	1936	1937	1935	1936	1937
Class I (147 carriers).....	2,335	2,448	2,638	1,652	1,864	2,184	602	487	418	81	97	96
Class II (214 carriers).....	329	451	471	265	370	389	64	81	81	0	0	1
Class III (280 carriers).....	18	98	98	6	83	83	12	14	14	0	1	1
Switching and terminal companies (213 carriers).....	334	464	501	294	384	414	40	65	74	0	15	13
Electric.....	0	19	47	0	15	36	0	4	10	0	0	1
Express and Pullman companies (3 carriers).....	5	5	6	5	5	6	0	0	0	0	0	0
Total.....	3,012	3,485	3,761	2,222	2,721	3,112	718	651	597	81	113	112

Emergencies and Strikes.—If the Board is unable to obtain settlement of a dispute which threatens to interrupt interstate commerce, the Board notifies the President, who may in his discretion create a special board to investigate and report to him within 30 days. The act specifies that during these 30 days there shall be no change, except by agreement, made by either party to the dispute, in the conditions out of which the dispute arose. During the year ending June 30, 1937, the President appointed three such emergency boards. In all three cases the dispute was settled without interruption of transportation service. One case involved nonpayment by the carrier of penalties and lost wages required to be paid by decisions of the National Railroad Adjustment Board; the second dispute was largely the result of differences among the labor organizations; and the third was primarily a jurisdictional dispute.

Two railroad strikes and two minor stoppages took place during the course of the year. One of the strikes and one of the minor stoppages were due to the inability of the Board to send, soon enough, a mediator to Alaska where the disputes occurred. The most serious strike occurred among the train and engine service employees on the Louisiana & Arkansas Railway system. It grew out of the failure of management to give sympathetic consideration to the recommendations of the emergency boards set up by the President in prior crises; to apply awards of the National Railroad Adjustment Board; and to confer jointly with the duly accredited employee representatives. The strike, which continued for 9 weeks, was settled with the assistance of the Governor of Louisiana.

The National Railroad Adjustment Board

The National Railroad Adjustment Board is the tribunal to which railroads and their employees can refer for final adjudication of dis-

putes growing out of specific claims or grievances, or out of the interpretation and application of the terms of established labor agreements. This Board does not participate in the process of establishing labor standards on the railroads, but confines its activities strictly to the adjustment of differences that may arise from time to time as to how such labor standards are or should be applied in accordance with provisions of existing agreements. During the year ending June 30, 1937, the Adjustment Board disposed of 1,443 cases.

Air Transport Industry

The commercial air lines and their employees were made subject to the provisions of the Railway Labor Act in 1936. During that year, four collective agreements were negotiated and filed with the Board. They cover air-line mechanics and radio operators on two air lines. Despite their relatively extensive organization, air-line pilots have not yet entered into agreements with the air carriers further defining their standards of employment. No disputes over representation arose during the year among air-line employees.



RIGHT OF LABOR RELATIONS BOARD TO CONDUCT HEARINGS

THE United States Supreme Court, on January 31, 1938, in two unanimous decisions held that a Federal district court could not enjoin the National Labor Relations Board from holding hearings on charges of unfair labor practices brought against an employer. The cases¹ related to controversies at the plants of the Bethlehem Shipbuilding Corporation, Ltd., Quincy, Mass., and the Newport News (Va.) Shipbuilding and Dry Dock Co. Mr. Justice Brandeis delivered the opinion of the court in both cases.

The main question for determination in these cases was whether a Federal district court has jurisdiction to prevent the National Labor Relations Board from holding a hearing, upon a complaint filed against an employer alleged to be engaged in unfair labor practices prohibited by the National Labor Relations Act. The Circuit Court of Appeals for the First Circuit held that the District Court did have jurisdiction. Mr. Justice Brandeis, in the exordium of his opinion, outlined the purposes of the Labor Relations Act and presented the procedure that is followed whenever a complaint is filed.

In the Bethlehem case it was alleged by the Industrial Union of Marine and Shipbuilding Workers of America, Local No. 5, that the

¹ *Myers v. Bethlehem Shipbuilding Corp., Ltd.*; *Myers v. MacKenzie* (58 Sup. Ct. 459). *Newport News Shipbuilding and Dry Dock Co. v. Schauffler* (58 Sup. Ct. 466).

corporation was engaging in unfair labor practices at its plant in Quincy, Mass. The Labor Relations Board filed a complaint alleging, among other things, that the company had dominated and interfered with a labor organization within its plant known as "Plan of Representation of Employees." Specifically the complaint alleged that:

The respondent in the course and conduct of its business causes and has continuously caused large quantities of the raw materials used in the production of its boats, ships, and marine equipment to be purchased and transported in interstate commerce from and through States of the United States other than the State of Massachusetts to the Fore River Plant in the State of Massachusetts and causes and has continuously caused the boats, ships, and marine equipment produced by it to be sold and transported in interstate commerce from the Fore River Plant in the State of Massachusetts to, into, and through States of the United States other than the State of Massachusetts, all of the aforesaid constituting a continuous flow of trade, traffic and commerce among the several States.

The shipbuilding concern maintained that the business did not enter into interstate commerce and therefore the Labor Relations Board was deprived of a right to conduct an investigation.

The Board notified the corporation that a hearing would be held on the complaint on a certain day and at a certain place, at which time the corporation might appear and give testimony. On the day set for the hearing the corporation filed a bill in equity in the Federal Court for the District of Massachusetts, against certain officials of the Labor Relations Board, to enjoin them from holding the hearing. Within 2 weeks another bill was filed by certain employees of the corporation, officers of the so-called Plan of Representation at the Quincy plants, seeking substantially the same relief as the corporation. The district court in each instance issued an injunction and decree, which was later affirmed by the Circuit Court of Appeals. Petitions and motions for rehearing were subsequently denied by the lower Federal courts. Because of the importance of the questions presented in this case, and the conflict in the lower courts, as well as an alleged conflict with former decisions of the United States Supreme Court, the high tribunal of the Nation granted a review of the case.

Mr. Justice Brandeis declared, in the opinion, that the district court was without power to enjoin the Board from holding the hearings, and proceeded to present the reasons therefor. The district court, he said, has no authority to enjoin hearings, because Congress has declared that the power to prevent any person from engaging in any unfair practice affecting commerce shall be vested in the Board and the Circuit Court of Appeals.

The grant of that exclusive power is constitutional, because the act provided for appropriate procedure before the Board and in the review by the Circuit Court of Appeals an adequate opportunity to secure judicial protection against possible illegal action on the part of the Board. No power to enforce an order is conferred upon a board. To secure enforcement, the Board must apply to a

Circuit Court of Appeals for its affirmance. And until the Board's order has been affirmed by the appropriate Circuit Court of Appeals, no penalty accrues for disobeying it. The independent right to apply to a Circuit Court of Appeals to have an order set aside is conferred upon any party aggrieved by the proceeding before the Board. The Board is even without power to enforce obedience to its subpoena to testify or to produce written evidence. To enforce obedience it must apply to a district court; and to such an application appropriate defense may be made.

The court pointed out that it had been decided that the procedural provisions of the National Labor Relations Act did not offend against the legal requirements governing the creation and action of administrative bodies,² and, continuing, said that:

The act establishes standards to which the Board must conform. There must be complaint, notice, and hearing. The Board must receive evidence and make findings. The findings as to the facts are to be conclusive, but only if supported by evidence. The order of the Board is subject to review by the designated court, and only when sustained by the court may the order be enforced. Upon that review all questions of the jurisdiction of the Board and the regularity of its proceedings, all questions of constitutional right or statutory authority, are open to examination by the court. We construe the procedural provisions as affording adequate opportunity to secure judicial protection against arbitrary action in accordance with the well-settled rules applicable to administrative agencies set up by Congress to aid in the enforcement of valid legislation.

Mr. Justice Brandeis observed, however, that the Board has jurisdiction only if the complaint relates to interstate or foreign commerce. In expanding this point the justice said:

Unless the Board finds that it does, the complaint must be dismissed. And if it finds that interstate or foreign commerce is involved, but the Circuit Court of Appeals concludes that such finding was without adequate evidence to support it, or otherwise contrary to law, the Board's petition to enforce it will be dismissed, or the employer's petition to have it set aside will be granted. Since the procedure before the Board is appropriate and the judicial review so provided is adequate, Congress had power to vest exclusive jurisdiction in the Board and the Circuit Court of Appeals.

Commenting on the failure of the Circuit Court of Appeals to reverse the action of the lower Federal court, Mr. Brandeis remarked:

The Circuit Court of Appeals should have reversed the decrees for a preliminary injunction. It is true that ordinarily the decree of a district court granting or denying a preliminary injunction will not be disturbed on appeal. But that rule of practice has no application where, as here, there was an insuperable objection to the maintenance of the suit in point of jurisdiction and where it clearly appears that the decree was the result of an improvident exercise of judicial discretion.

In regard to the petition of certain employees of the company, the Court pointed out that the additional allegations furnish no reason

² *National Labor Relations Board v. Jones & Laughlin Steel Corp.*, 301 U. S. 1. (See Monthly Labor Review for May 1937, p. 1192.)

why "the Board should be prevented from exercising the exclusive initial jurisdiction conferred upon it by Congress."

In the case of the Newport News Shipbuilding and Dry Dock Co., as in the Bethlehem case, the Labor Relations Board sought to conduct hearings on charges of unfair labor practices. In the former case the Federal District Court refused an injunction, which was sustained in the Court of Appeals. In the Newport News Shipbuilding Case, Mr. Justice Brandeis delivered the opinion of the Court also, but for the most part reiterated his views as presented in the Bethlehem case. Both cases are of vital importance to the National Labor Relations Board, to employees, and to employers. The decisions uphold the Board and recognize that it has authority to conduct hearings in the first instance on charges of unfair labor practices against an employer.

Mr. Justice Cardozo, who was ill at the time of the hearing of these cases, took no part in the consideration or decision.



COLLECTIVE AGREEMENT IN BRITISH CHAIN GROCERY STORES¹

A COLLECTIVE agreement covering 95,000 employees of chain grocery stores, and said to be the most extensive ever reached in the distributive trades in Great Britain, was signed on November 22, 1937, by the National Amalgamated Union of Shop Assistants, Warehousemen, and Clerks, and the United Kingdom Association of Multiple Shop Proprietors. Together with other agreements previously negotiated, affecting employees in food departments of department stores in seven of the principal cities, the new contract brings the number of persons now under collective agreements in the grocery and provision trade to 100,000.

An immediate increase of 3s. a week, affecting a large proportion of the employees, is called for, and a minimum-wage scale is to be adopted and put into effect by the middle of March 1938.

The total number of agreements secured by the store employees' organization in Great Britain in the past 18 months is now nearly 50, affecting 153,500 employees. Early in 1937 an agreement was signed covering 10,000 employees of a firm operating six large department stores.² At that time the representative of the Ministry of Labor who participated in the negotiations called attention to the fact that notwithstanding the large number of distributive workers in Great Britain, lack of collective-bargaining machinery had left their wages and working conditions dependent upon statutory regulation. He ex-

¹ Based on report from Alfred Nutting, clerk, American Consulate General, London, dated Oct. 27, 1937; and Manchester Guardian, Nov. 23, 1937.

² See Monthly Labor Review, April 1937 (p. 932).

pressed the hope that joint negotiation would develop in the distributive trades as it had in the productive industries.

Commenting on the chain-store agreement, this official of the Ministry of Labor, who participated in the latter negotiations also, expressed a belief that its coverage was such as to make it "impossible now for the rates set out in this agreement to be ignored by other employers," and that employers not parties to the agreement would accept its terms. However, one clause of the agreement recorded the view of both parties that "in the present status of organization" in the distribution field, voluntary agreements required the support of statutory action to make wage regulation generally effective. Accordingly both parties urged the Minister of Labor "to take the earliest possible steps to obtain this objective."



COLLECTIVE AGREEMENT IN NEWSPAPER PRINTING IN SWEDEN

ON DECEMBER 1, 1937, according to the organ of the Swedish Federation of Labor,¹ the Typographical Union and the publishers' association, representing 140 firms publishing 207 newspapers in Sweden, concluded a trade-union agreement which is effective for 9 years or up to June 30, 1946. During the continuance of the agreement, strikes, lock-outs, or any other hostile acts are not to be undertaken by either party to agreement. Forcible coercion is to be replaced by peaceful negotiations and, if these fail, by submission of the matter in dispute to the permanent arbitration court, whose decisions are final and binding on both parties.

The permanent arbitration court is to be composed of three members, who are to be appointed by agreement of the organizations of employers and workers but who may not be members of either organization. The matters subject to negotiation and, if need be, to court procedure are wages, trade changes, conditions of work—anything concerning the trade and the relations between the workers and their employers. The agreement also provides for an increase of wages. This increase varies and is made dependent upon changes in the industry. It is stated that this agreement for the typographical trade provides for the settlement, not only of disputes regarding the interpretation of the terms agreed upon, but also of disputes that may arise concerning wages and other material points.

¹ Fackföreningsrörelsen, Organ för Landsorganisationen i Sverige, No. 49, Stockholm, 1937, p. 529.

Housing

FEDERAL HOUSING LEGISLATION OF 1938

THE amendment to the National Housing Act of 1934 (Public, No. 424), approved by the President, February 3, 1938, liberalizes the mortgage and insurance provisions of the original act and guarantees the payment of from 80 to 90 percent of the amount loaned by banks or other finance companies.¹

It is the purpose of the law to encourage residential building by reducing the initial payment and lowering the interest rate on loans. A vast new market for small homes will be opened, since prospective home owners can purchase with a down payment even as low as \$500 on a \$5,000 house, \$600 on a \$6,000 house, and a slightly higher payment on higher priced houses. The balance of the cost price will be taken care of by insured loans. Previously, the minimum payment on a \$5,000 dwelling was \$1,000.

The Federal Housing Administrator is authorized to insure banks and other financial organizations against losses which they may sustain as a result of loans for the purpose of financing modernization and repair of houses by the owners or lessees. No loan exceeding \$10,000 may be made for this purpose, and the total amount loaned may not exceed \$100,000,000. The Government guarantees such loans up to 10 percent of the total amount loaned by any one institution for such purposes. By this provision the act is expected to stimulate the remodeling of many older houses.

The Administrator is authorized to insure mortgages up to 90 percent of the value on homes costing \$6,000 or less. For homes costing more than \$6,000 but less than \$10,000, loans in the amount of 90 percent of the appraised value of the first \$6,000 and 80 percent of the balance may be allowed. The act forbids any loan being made for more than \$16,000. The new act provides that loans may be made on homes not yet constructed. The loans must have a maturity date satisfactory to the Administrator, but not to exceed 20 years from the date of the insurance of the mortgage. However, until July 1, 1939, a mortgage not to exceed \$5,400 may mature in 25 years.

The loans under the amendatory legislation are to bear interest at the rate of 5 percent per annum, but the Administrator is authorized to fix the rate at 6 percent if he finds that in certain areas or under

¹ For summary of the original act, see Monthly Labor Review for August 1934 (p. 369).

special circumstances the mortgage market demands otherwise. The former mortgage insurance premium of one-half of 1 percent is reduced to one-fourth of 1 percent on homes costing \$6,000 or less, and for those costing more, one-half of 1 percent is to be charged. The aggregate amount of principal obligations of all insured mortgages may not exceed \$2,000,000,000; however, the President may approve an increase to \$3,000,000,000. After July 1, 1939, no mortgages may be insured except mortgages (1) that cover property which is approved for mortgage insurance prior to the completion of the construction of such property, or (2) on property the construction of which was commenced after January 1, 1937, and completed prior to July 1, 1939, or (3) on property which has been previously covered by a mortgage insured by the Administrator.

The new act also permits insurance of loans up to \$2,500 for the erection of new houses on farms, in rural areas, or in the marginal zones surrounding the large cities where the standards established by the mutual mortgage system set up by the original act do not apply. Insured loans made for small dwellings must be secured by mortgages or deeds of trust, and the houses must be built to conform to construction requirements deemed necessary to protect the owner's investment.

The amended act also provides for rental housing insurance on loans to be made to Federal or State agencies and private corporations, associations, cooperative societies, and trusts formed or created for the purpose of rehabilitating slums or blighted areas. Such agencies, pending the termination of all obligations of the Administrator under this insurance plan, will be regulated or restricted by the Administrator as to rents or sales and methods of operation, in order to provide reasonable rentals to tenants and to permit a reasonable return on the investment. To be eligible for this type of insurance, a mortgage on any property or project must involve a principal obligation not exceeding \$5,000,000. The loan must not exceed 80 percent of the amount which the Administrator estimates will be the value of the property or project when the proposed improvements are completed and not exceed \$1,350 per room.

In addition to the insurance of mortgages on homes and large-scale projects, the Administrator is authorized to insure mortgages covering one or more multifamily dwellings, or a group of not less than 10 single-family dwellings. The loan must be in excess of \$16,000, but not more than \$200,000, and not in excess of 80 percent of the amount which the Administrator estimates will be the value of the property when the proposed improvements are completed. The cost of each room in this type of house may not exceed \$1,150 per room. The maturity date of the loan must not exceed 21 years and must be satisfactory to the Administrator. The mortgage must also contain

amortization provisions. The interest rate may not exceed 5 percent.

National mortgage associations which were authorized to be established under the original act were given added powers by the amendatory legislation. Each association is now empowered to make real-estate loans which are insured under title II of the act, but it may not make loans on individually owned homes. These associations may also purchase, service, or sell certain uninsured mortgages, as well as mortgages which are insured.

In order to finance such transactions, the associations may issue notes, bonds, debentures, or other obligations up to 20 times the amount of their paid-up capital stock and surplus. These debentures will be guaranteed as to both principal and interest by the United States. The sale of these debentures will tend to make the mortgage market liquid and such an arrangement is expected to foster large-scale apartment construction.



HOUSING NEEDS IN THE UNITED STATES

TWO MILLION additional dwelling units would be required to bring housing standards to those existing in 1930, the National Housing Committee concluded in a recent report.¹ The need for new units is concentrated among those families paying \$30 or less per month for rent or rent equivalent. On an average, 175,875 dwellings were built per year from 1930 to 1937 and of this number 51 percent were available only to those who could pay rents of \$50 or over per month. From 1933 to 1935 the number of families receiving \$3,000 per year did not increase in proportion to the rise in national income. Since that time the number of families paying rent of \$50 or more per month has decreased in spite of an increase in the number having an annual income of \$3,000 or more. The Committee interprets this as "indicating a positive resistance in the upper income groups to paying the 1929 proportion of income for rent or rent equivalent." In 1937 only one-third as many persons were paying rents of \$50 and over as paid such sums in 1930. From the facts brought together the authors of the report further conclude that, taking into account the housing needs created by increases in the number of families and the shortages due to demolition and obsolescence, there will be needed in 1938 and 1939 approximately 485,000 units per year, of which 66 percent (321,000) will be for those paying \$30 or less per month rent, 24 percent (114,000) for those paying \$30 to \$50, and only 10 percent (50,000 per year) for those paying \$50 or over. This would still leave the shortage of 2,000,000 units already mentioned. If this shortage were made up in 1938-39 and added to the 485,000 houses needed

¹ National Housing Committee. *The Housing Market*. Washington, 1937.

to provide for new families and compensate for demolitions and properties becoming uninhabitable, the annual market is placed at 1,500,000 units, of which only 11 percent, or 165,000 dwellings, would be available for rent or ownership at \$30 or more per month. Thus 89 percent of the new buildings would be in the rent classes below \$30 per month.

National income and rents.—Statistics showing the distribution of national income by income classes were brought together in order to show the rent-paying capacity of families. The figures in table 1 are for 1929, 1933, and 1935.

TABLE 1.—Family Income Distribution, 1929, 1933, and 1935¹

Income group	Percent of total			Percent of change, 1933 to 1935
	1929	1933	1935	
Up to \$499.....	3.0	24.6	20.6	-16.2
\$500 to \$999.....	9.6	25.4	15.9	-37.4
\$1,000 to \$1,499.....	21.9	19.2	22.7	+18.2
\$1,500 to \$1,999.....	18.9	13.7	17.4	+27.0
\$2,000 to \$2,499.....	12.7	6.4	9.2	+43.8
\$2,500 to \$2,999.....	9.5	4.3	6.2	+44.2
\$3,000 and over.....	24.4	6.4	8.0	+25.0
Total.....	100.0	100.0	100.0	-----
National income (in billions of dollars).....	83.6	39.2	53.1	+35.5

¹ 1929 estimates are from Brookings Institution, *America's Capacity to Consume*, 1934; those for 1933 from Department of Commerce (C. W. A. Project), *Financial Survey of Urban Housing*, preliminary releases 1934; and for 1935 from Bureau of Labor Statistics (W. P. A. Project), *Urban Study of Consumer Purchases*, published in part in 1937.

Special significance is attached to the increase in the proportion of families in the lowest-income group since 1929 and the failure of the group with incomes of \$3,000 and over to increase in proportion to the national income between 1933 and 1935. The greatest gains between these 2 years were in the incomes of \$1,000 to \$3,000 and the indications are that incomes in excess of \$3,000 will not increase to such an extent as to create an effective demand for a large volume of higher-priced buildings.

Available statistics of rents also show that families paying the higher rents tend to increase more slowly than families paying low rents. Thus, the group paying under \$30 per month in 1930 represented 42.9 percent of the families and in 1937 had increased to 63 percent.

In 1933 a survey made by the Department of Commerce revealed that in 61 cities 23.7 percent of the average family income was expended for rent. This proportion was larger than in 1929 when incomes were higher. Families with the lowest incomes tended to pay a larger percentage of their income for rent than did those with more adequate means.

Since those paying the higher rents, \$50 and over per month, have not increased as rapidly as the proportion of incomes of \$3,000 and

over, the Committee concludes, in the report under review, that it has not been necessary to increase rents to the same proportions as existed in 1929 and that a market study based on rent groups is preferable to one based on distribution of income.



ALLEY CLEARANCE IN THE DISTRICT OF COLUMBIA, 1937

ELEVEN of the 176 squares containing inhabited alleys in Washington had been reclaimed by the Alley Dwelling Authority for the District of Columbia when its annual report for the year ending June 30, 1937, was issued.¹ The Authority, which was set up by an act of Congress on June 12, 1934, is an independent Federal agency working with public funds. In the 2½ years of operation a varied program of slum clearance and reclamation has been developed; the act creating the Authority has been upheld in two condemnation suits; and the practicability of the plan has been demonstrated.

Projects provided are designed to accord with the neighborhood where they are placed. The Authority has made every effort to avoid shoddy construction and land overcrowding, while at the same time keeping prices down. Economy has been of special importance, as no subsidy is afforded for the buildings erected and they must rent at prices within the reach of low-income families.

The Authority has not only erected dwellings which it rents and manages itself, such as the 23 single-family houses, known as Hopkins Place,² but has demonstrated the feasibility of cooperating with quasi-public agencies and private individuals in eliminating inhabited alleys. Having acquired certain sites and cleared them, some property has been sold to nongovernmental groups, thus bringing private finance into the work of slum reclamation and freeing Federal funds for further operations. The Authority seeks to widen private building activity rather than to encroach upon it.

Work was started with a \$500,000 fund at a time when there was a housing shortage in Washington. The Authority's immediate concern was therefore rehousing, and the funds were divided among projects that would show immediate returns. The report here reviewed states that having reclaimed 11 squares containing 13 inhabited alleys, the values created are "at least equal in dollars to the amount of all funds made available." In order to maintain the program on a sound financial basis, constant checking on costs is required. This entails

¹ Alley Dwelling Authority for the District of Columbia. Report for the fiscal year July 1, 1936-June 30, 1937. Washington, 1937.

² For a description of this development see the Monthly Labor Review for March 1937 (p. 550).

careful study before any land is acquired, review of plans for construction, and careful consideration of bids for building. Contracts are let to the lowest responsible bidders. While overhead is kept within the lowest possible limits, operations are not yet on a sufficiently large scale for current receipts to carry the necessary overhead.

At the beginning of the fiscal year the financial resources amounted to \$316,381. This sum had been increased to \$352,841 by the end of the year, owing to an additional allocation by the President, sales of sites, rents from completed projects, revenues from demolitions, etc.

Constant study and resurvey of alleys has been carried on, and only such land as could be advantageously assembled for clearance has been purchased. While the law permits acquisition of land at 130 percent of the assessed value, the Authority has actually obtained it at an average of 112.8 percent thereof. The lowest percentage was 61.39; in condemnation suits the price has ranged from 85.19 to 124.15 percent of the assessed value.

Buildings erected provide for ample light and air, sanitation, and adequate space. Although housing developments are in closely built sections of the city, lot coverage has been kept far below legal requirements. Rooms are of generous size and modern equipment has been installed, not only because this is believed to be socially desirable but also as a sound investment. The Authority found that buildings over two stories high cost more per cubic foot and per room than low buildings. This discovery in providing one project led to two-story construction on the next two apartments erected.

The Authority regards housing needs as involving more than ridding Washington of inhabited alleys and looks to other agencies to play an important part in improving living conditions. Insofar as its powers permit, however, the Authority is prepared to provide low-cost housing instead of putting cleared land to other productive uses, as the enabling legislation permits.

The accomplishments up to June 30, 1937, are listed by the Authority as follows:

During the past fiscal year the Authority has demolished 77 houses and has completed:

Hopkins Place SE., low-renting housing for Negroes.

W Street Apartments NW., low-rent housing for Negroes (occupied July 15, 1937).

It has let contracts for, and work is now in process on—

K Street project SW., low-rent housing for white families.

St. Mary's Court NW., low-rent apartment house for Negroes.

It has acquired the property necessary for reclamation in—

Odd Fellows Court SE.

It has sold its acquisitions in—

Bissels Court NW. to the George Washington University.

Valley Street NW., to a private developer (part of acquisition still retained).

At the beginning of the fiscal year, July 1, 1936, the Authority had five completed projects:

Rupperts Court SE., automobile repair shop.

Browns Court SE., storage garages.

Douglas Court NE., storage garages.

Stanton Court NW., storage garages.

O'Brien Court NW., automobile parking lot.

It has begun acquisitions in three other squares. For one of these it has made plans that include group one-family houses and an apartment house. For another it proposes one-family houses.

Some 20 additional squares are now being studied to determine the best form of redevelopment, and to estimate the probable costs of acquisition and development. The speed with which this work will be carried forward depends chiefly upon the capital available, though, if condemnation suits are necessary, there will be delays due to court proceedings.

Industrial Disputes

TREND OF STRIKES

THE number of strikes beginning in January and the number of workers who went out on strike during the month were greater than in December although considerably smaller than any other month of 1937. As compared with December, the figures for January show increases of 10 percent in number of strikes, and 19 percent in number of workers involved, but a decrease of 31 percent in man-days of idleness. The decrease in man-days idle was due principally to a smaller carry-over of workers who had begun their strikes in previous months.

*Trend of Strikes, 1933 to January 1938*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	
1933		1,695				1,168,272		16,872,128
1934		1,856				1,466,695		19,591,949
1935		2,014				1,117,213		15,456,337
1936		2,172				788,648		13,901,956
<i>1936</i>								
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	1,011,216
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	171	271	132	139	108,641	214,288	2,720,441
February	139	210	349	203	146	112,215	239,229	1,520,810
March	146	609	755	507	248	289,813	357,664	3,290,230
April	248	527	775	508	267	220,495	392,435	3,367,630
May	267	598	865	538	327	322,878	441,277	2,955,851
June	327	595	922	573	349	280,093	474,184	4,986,126
July	349	452	801	516	285	142,594	353,782	3,024,556
August	285	430	715	435	280	138,561	235,121	2,238,850
September	280	343	623	378	245	84,245	155,082	1,407,536
October	245	292	537	357	180	62,704	118,061	1,146,156
November	180	232	412	241	171	66,168	110,822	807,739
December	171	150	321	191	130	27,000	57,000	660,000
<i>1938</i>								
January	130	165	295	175	120	32,000	50,000	455,000

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 January a year ago, there were about the same number of strikes, but less than one-third as many workers involved and only about one-sixth as many man-days of idleness. It will be recalled that in January 1937 the strike against the General Motors Corporation and maritime strikes on both coasts were in progress.

The preliminary figures for December and January are necessarily subject to revision as later information is received. An analysis of strikes in each of these months, based on detailed and verified information will appear in subsequent issues of the Monthly Labor Review.



ANALYSIS OF STRIKES IN NOVEMBER 1937¹

THE BUREAU has obtained detailed information on 232 strikes, which began in November 1937, involving more than 66,000 workers. The following analysis is based on these strikes plus 180 which continued into November from preceding months, making a total of 412 strikes in progress, involving nearly 111,000 workers, and resulting in almost 900,000 man-days of idleness during the month.

There were more new strikes (44) in retail and wholesale trade than in any other industry group during November. Other groups with a comparatively large number of strikes were transportation and communication (24), textiles (24), food industries (21), and domestic and personal service (17). The strikes in these five industry groups accounted for 56 percent of the total new strikes in November. The most man-days of idleness were in (1) the domestic and personal service industries—mainly due to the strike of laundry workers in Cincinnati, Ohio, and northern Kentucky; (2) the lumber industries—due principally to disputes in sawmills and logging camps in Oregon and Minnesota; (3) the automobile industry—due to strikes in Detroit and Pontiac, Mich.; and (4) the textile industries where 58 strikes in the fabric and clothing industries were in progress during the month.

More than one-fourth (64) of the new strikes in the United States during November were in the State of New York. Another fourth of the strikes were in Pennsylvania (28), New Jersey (17), and California (13). Of the 66,168 workers involved in the strikes beginning in November, 34 percent were in Michigan strikes and 21 percent in Ohio. A short strike at the Hudson Motor Car Co. in Detroit, and another at the Goodyear Tire and Rubber Co. in Akron, accounted to a considerable extent for the large number of workers involved in these two States. The most man-days of idleness because of strikes in November were in New York (119,853), Minnesota (97,032), Pennsylvania (62,609), Michigan (59,832), and Oregon (55,935). The high figure for Minnesota is accounted for partially by the strike of timber workers in the northern part of the State, which began

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.

about the middle of October and continued until the latter part of November. In Michigan there were two strikes during the month at the Fisher Body plant in Pontiac, in addition to the Hudson strike, which contributed substantially to the number of man-days idle. In Oregon there was the dispute which had kept Portland's lumber mills closed since August. (See table 2.)

TABLE 1.—*Strikes in November 1937, by Industry*

Industry	Beginning in November		In progress during November		Man-days idle during November
	Number	Workers involved	Number	Workers involved	
All industries.....	232	66,168	412	110,822	897,739
Iron and steel and their products, not including machinery.....	4	369	12	1,966	28,943
Blast furnaces, steel works, and rolling mills.....			1	311	5,287
Cast-iron pipe and fittings.....			2	518	4,758
Hardware.....			2	308	6,468
Steam and hot-water heating apparatus and steam fittings.....			1	250	6,250
Stoves.....			1	190	2,280
Structural and ornamental metal work.....	2	194	3	244	2,302
Tin cans and other tinware.....	1	142	1	142	1,136
Other.....	1	33	1	33	462
Machinery, not including transportation equipment.....	5	911	13	2,055	26,352
Electrical machinery, apparatus, and supplies.....	2	232	5	633	7,694
Foundry and machine-shop products.....	2	662	3	680	5,408
Radios and phonographs.....	1	17	2	557	9,265
Other.....			3	185	3,985
Transportation equipment.....	10	23,510	12	25,599	101,454
Automobiles, bodies and parts.....	9	23,337	11	25,426	100,070
Shipbuilding.....	1	173	1	173	1,384
Railroad repair shops.....			1	110	770
Electric railroad.....			1	110	770
Nonferrous metals and their products.....	2	120	6	456	4,408
Brass, bronze, and copper products.....	1	40	2	172	2,248
Clocks and watches and time-recording devices.....			1	25	225
Lighting equipment.....			1	74	740
Silverware and plated ware.....			1	105	315
Stamped and enameled ware.....	1	80	1	80	880
Lumber and allied products.....	11	1,699	26	8,727	144,651
Furniture.....	7	1,294	11	1,578	17,107
Millwork and planing.....	1	55	1	55	605
Sawmills and logging camps.....	2	250	6	6,530	119,270
Other.....	1	100	8	564	7,669
Stone, clay, and glass products.....	6	516	11	1,209	18,564
Brick, tile, and terra cotta.....	1	67	2	217	4,822
Cement.....			2	349	8,725
Glass.....	3	146	4	177	1,790
Marble, granite, slate, and other products.....	1	175	1	175	1,400
Pottery.....	1	128	1	128	1,664
Other.....			1	163	163
Textiles and their products.....	24	3,123	58	10,082	100,932
Fabrics:					
Carpets and rugs.....	1	149	1	149	1,490
Cotton goods.....	2	798	6	2,013	16,191
Dyeing and finishing textiles.....			2	159	3,819
Silk and rayon goods.....	2	132	4	472	5,387
Woolen and worsted goods.....	1	500	2	747	5,687
Other.....	3	52	6	196	2,099
Wearing apparel:					
Clothing, men's.....	2	17	2	17	34
Clothing, women's.....	5	200	15	1,405	27,250
Corsets and allied garments.....	1	11	1	11	110
Men's furnishings.....			1	55	275
Hats, caps, and millinery.....	2	617	4	2,735	3,405
Shirts and collars.....			1	190	2,660
Hosiery.....	1	300	3	782	11,057
Knit goods.....	1	6	5	143	1,640
Other.....	3	341	5	988	19,828

TABLE 1.—*Strikes in November 1937, by Industry—Continued*

Industry	Beginning in November		In progress during November		Mandays idle during November
	Number	Workers involved	Number	Workers involved	
Leather and its manufactures	3	219	8	1,277	15,043
Boots and shoes.....	1	117	3	378	1,677
Leather.....			2	505	11,805
Other leather goods.....	2	102	3	394	1,561
Food and kindred products	21	1,740	30	2,746	32,871
Baking.....	7	181	12	728	13,998
Beverages.....	4	264	4	264	2,954
Canning and preserving.....	3	110	5	457	9,387
Confectionery.....	1	100	2	122	988
Flour and grain mills.....			1	90	2,250
Slaughtering and meat packing.....	5	885	5	885	2,694
Other.....	1	200	1	200	600
Tobacco manufactures			1	640	10,880
Cigars.....			1	640	10,880
Paper and printing	12	1,243	17	2,327	31,613
Boxes, paper.....	1	371	1	371	7,049
Paper and pulp.....	2	123	2	123	2,118
Printing and publishing:					
Book and job.....	4	155	6	638	11,123
Newspapers and periodicals.....	3	325	5	900	8,448
Other.....	2	269	3	295	2,875
Chemicals and allied products	3	1,932	4	2,002	20,283
Petroleum refining.....	2	1,232	2	1,232	11,813
Other.....	1	700	2	770	8,470
Rubber products	2	13,650	3	13,740	28,230
Rubber tires and inner tubes.....	1	13,500	1	13,500	27,000
Other rubber goods.....	1	150	2	240	1,230
Miscellaneous manufacturing	15	825	26	1,979	16,728
Electric light, power, and manufactured gas.....	1	20	2	78	1,718
Broom and brush.....	1	61	1	61	183
Furriers and fur factories.....	3	104	3	104	1,517
Other.....	10	640	20	1,736	13,310
Extraction of minerals	5	1,757	8	2,279	16,118
Coal mining, anthracite.....	2	967	2	967	1,141
Coal mining, bituminous.....	2	87	3	552	11,157
Quarrying and nonmetallic mining.....			1	21	252
Crude petroleum producing.....	1	703	2	739	3,568
Transportation and communication	24	6,637	40	16,555	70,530
Water transportation.....	13	4,425	17	13,033	44,226
Motortruck transportation.....	6	607	15	1,270	10,601
Motorbus transportation.....	2	1,376	3	1,388	7,772
Taxicabs and miscellaneous.....	2	80	4	715	7,782
Telephone and telegraph.....	1	149	1	149	149
Trade	44	3,400	67	6,109	64,012
Wholesale.....	10	507	14	1,252	21,418
Retail.....	34	2,893	53	4,857	42,594
Domestic and personal service	17	1,898	35	7,575	150,510
Hotels, restaurants, and boarding houses.....	8	991	17	2,331	44,004
Laundries.....	4	279	9	3,290	71,826
Dyeing, cleaning, and pressing.....	3	360	5	1,599	31,605
Elevator and maintenance workers (when not attached to specific industry).....	2	268	4	355	3,075
Professional service	6	933	6	933	1,133
Recreation and amusement.....	5	921	5	921	977
Professional.....	1	12	1	12	156
Building and construction	13	1,163	18	1,564	6,480
Buildings, exclusive of P. W. A.....	11	873	15	1,225	5,154
All other construction (bridges, docks, etc., and P. W. A. buildings).....	2	290	3	339	1,326
Agriculture and fishing	1	57	2	89	1,218
Agriculture.....	1	57	2	89	1,218
Other nonmanufacturing industries	4	486	8	793	6,016

Of the 412 strikes in progress during November, 12 extended into 2 or more States. The largest of these was the strike of longshoremen on the South Atlantic Coast which began in October and was settled November 5.

TABLE 2.—Strikes in November 1937, by States

State	Beginning in November		In progress during November		Man-days idle during November
	Number	Workers involved	Number	Workers involved	
All States	232	66,168	412	110,822	897,739
Alabama	3	152	7	970	14,774
Arizona	1	20	1	20	40
California	13	2,168	27	4,227	42,545
Colorado	1	80	1	80	320
Connecticut	5	575	8	841	759
District of Columbia	5	472	8	660	4,331
Florida			2	135	1,791
Illinois	6	1,423	14	3,041	36,764
Indiana	7	497	13	2,561	43,265
Iowa	2	64	2	64	175
Kentucky	1	75	2	196	1,865
Louisiana	1	145	2	295	4,580
Maryland	3	425	6	768	9,449
Massachusetts	6	365	14	1,353	23,486
Michigan	9	22,580	10	22,616	59,832
Minnesota	2	216	6	4,519	97,032
Mississippi	1	61	1	61	1,159
Missouri	3	699	11	3,561	48,677
Montana	2	96	3	106	498
Nebraska	1	19	1	19	19
New Jersey	17	939	23	1,564	14,129
New York	64	3,765	114	8,907	119,853
North Carolina	2	1,037	5	1,788	4,963
North Dakota	1	23	3	232	648
Ohio	8	14,070	15	14,518	40,755
Oklahoma	2	797	4	1,453	11,760
Oregon	4	1,196	7	4,195	55,935
Pennsylvania	28	3,256	47	5,408	62,609
Rhode Island	2	512	2	512	584
South Carolina	1	175	1	175	1,400
South Dakota	1	87	1	87	1,044
Tennessee	6	1,041	9	1,606	15,062
Texas	6	1,337	8	1,737	21,237
Utah	1	10	1	10	30
Virginia	1	21	4	866	18,149
Washington	4	703	6	731	5,230
West Virginia	1	85	3	248	4,585
Wisconsin	4	607	8	1,240	18,414
Interstate	7	6,375	12	19,452	110,051

The average number of workers involved in the 232 strikes beginning in November was 285. About 65 percent of them involved fewer than 100 workers each and 31 percent involved from 100 to 1,000 each, leaving only 4 percent (9 strikes) in which 1,000 or more workers were involved. Seven of these 9 strikes involved from 1,000 to 5,000 workers each and the other 2 involved more than 10,000 workers each. These were the strikes at the Hudson Motor Car Co. and the Goodyear Tire and Rubber Co., referred to before. In table 3 the strikes in each industry group are classified according to the number of workers involved.

TABLE 3.—Strikes Beginning in November 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.....	232	62	89	58	14	7	-----	2
<i>Manufacturing</i>								
Iron and steel and their products, not including machinery.....	4	-----	2	2	-----	-----	-----	-----
Machinery, not including transportation equipment.....	5	1	1	2	1	-----	-----	-----
Transportation equipment.....	10	-----	-----	3	2	4	-----	1
Nonferrous metals and their products.....	2	-----	2	-----	-----	-----	-----	-----
Lumber and allied products.....	11	1	5	4	1	-----	-----	-----
Stone, clay, and glass products.....	6	-----	4	2	-----	-----	-----	-----
Textiles and their products.....	24	9	7	5	3	-----	-----	-----
Leather and its manufactures.....	3	1	1	1	-----	-----	-----	-----
Food and kindred products.....	21	6	11	3	1	-----	-----	-----
Paper and printing.....	12	4	5	3	-----	-----	-----	-----
Chemicals and allied products.....	3	-----	-----	1	1	1	-----	-----
Rubber products.....	2	-----	-----	1	-----	-----	-----	1
Miscellaneous manufacturing.....	15	5	8	2	-----	-----	-----	-----
<i>Nonmanufacturing</i>								
Extraction of minerals.....	5	1	2	-----	2	-----	-----	-----
Transportation and communication.....	24	4	9	9	-----	2	-----	-----
Trade.....	45	19	17	6	2	-----	-----	-----
Domestic and personal service.....	17	4	5	7	1	-----	-----	-----
Professional service.....	6	4	-----	2	-----	-----	-----	-----
Building and construction.....	13	2	8	3	-----	-----	-----	-----
Agriculture and fishing.....	1	-----	1	-----	-----	-----	-----	-----
Other nonmanufacturing industries.....	4	1	1	2	-----	-----	-----	-----

Recognition or other union-organization matters were the major issues in 57 percent of the strikes beginning in November, and wages and hours were the major issues in 23 percent. About 31 percent of the workers were included in the first group and 14 percent in the latter. In about 20 percent of the strikes the major issues were miscellaneous matters, including sympathy, union rivalry, jurisdiction, and miscellaneous grievances not coming under the heading of wages and hours or union-organization matters. Nearly 56 percent of the total workers involved were in this miscellaneous group of strikes. This large proportion of workers was partially accounted for by the two largest strikes of the month which have been referred to previously, in which the disputes centered around an alleged increase of work load in one case and lay-offs without proper observance of seniority rights in the other. (See table 4.)

Nearly 60 percent of the 412 strikes in progress during November were terminated during the month with an average duration of 21 calendar days. About 32 percent of these strikes lasted less than a week, 44 percent from a week up to a month, 21 percent from 1 to 3 months, and 8 strikes had been in progress for 3 months or more. The strikes ending in November in each industry group are classified in table 5 according to duration.

TABLE 4.—Major Issues Involved in Strikes Beginning in November 1937

Major issues	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
All issues.....	232	100.0	66, 168	100.0
Wages and hours.....	54	23.3	9, 015	13.6
Wage increase.....	31	13.4	6, 732	10.1
Wage decrease.....	1	.4	700	1.1
Wage increase, hour decrease.....	20	8.6	1, 377	2.1
Hour decrease.....	2	.9	206	.3
Union organization.....	132	56.9	20, 286	30.7
Recognition.....	22	9.5	2, 043	3.1
Recognition and wages.....	34	14.7	4, 736	7.2
Recognition, wages, and hours.....	34	14.7	3, 251	4.9
Closed shop.....	22	9.5	3, 039	4.6
Discrimination.....	13	5.5	6, 368	9.6
Other.....	7	3.0	849	1.3
Miscellaneous.....	46	19.8	36, 867	55.7
Sympathy.....	2	.9	111	.2
Rival unions or factions.....	6	2.6	1, 299	2.0
Jurisdiction.....	5	2.2	222	.3
Other.....	32	13.7	35, 221	53.2
Not reported.....	1	.4	14	(1)

¹ Less than 1/10 of 1 percent.

TABLE 5.—Duration of Strikes Ending in November 1937

Industry group	Total	Number of strikes with duration of—					
		Less than 1 week	1 week and less than 1/2 month	1/2 and less than 1 month	1 and less than 2 months	2 and less than 3 months	3 months or more
All industries.....	241	77	61	45	38	12	8
<i>Manufacturing</i>							
Iron and steel and their products, not including machinery.....	6		2	2	1	1	
Machinery, not including transportation equipment.....	7	1	2	1	1	1	1
Transportation equipment.....	7	3	4				
Railroad repair shops.....	1				1		
Nonferrous metals and their products.....	5			2	3		
Lumber and allied products.....	12	1	4	2	3	1	1
Stone, clay, and glass products.....	5		2	2	1		
Textiles and their products.....	32	4	8	12	5	2	1
Leather and its manufactures.....	4		2		1	1	
Food and kindred products.....	18	7	8	2			1
Paper and printing.....	8	2	3		2		1
Rubber products.....	2	1			1		
Miscellaneous manufactures.....	15	3	4	3	5		
<i>Nonmanufacturing</i>							
Extraction of minerals.....	4	3			1		
Transportation and communication.....	28	14	4	5	4	1	
Trade.....	41	18	10	5	4	3	1
Domestic and personal service.....	22	4	6	6	3	1	2
Professional service.....	5	5					
Building and construction.....	14	8	2	3		1	
Agriculture and fishing.....	1				1		
Other nonmanufacturing industries.....	4	3			1		

About 46 percent of the strikes ending in November, which included 49 percent of the total workers involved, were settled with the assist-

ance of Government conciliators or labor boards. The workers in most of these cases were represented by union officials. Forty percent of the strikes, including 48 percent of the workers involved, were settled through negotiations directly between the employers and representatives of organized workers. Twenty-six small strikes, as shown at the end of table 6, were terminated without formal settlements. In most of these cases the strikers returned to work without settlements of the issues involved or they lost their jobs entirely when employers discontinued business or hired new workers to fill the places of the striking employees.

TABLE 6.—*Methods of Negotiating Settlements of Strikes Ending in November 1937*

Negotiations toward settlements carried on by—	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	241	100.0	75,701	100.0
Employers and workers directly.....	1	.4	90	.1
Employers and representatives of organized workers directly.....	96	39.8	36,267	48.0
Government conciliators or labor boards.....	110	45.7	37,092	49.0
Private conciliators or arbitrators.....	8	3.3	1,021	1.3
Terminated without formal settlement.....	26	10.8	1,231	1.6

Results of the strikes ending in November are indicated in tables 7 and 8, the latter showing results in relation to the major issues involved. About 43 percent of the strikes, including 35 percent of the workers, resulted in substantial gains to the workers; 37 percent of the strikes, including 61 percent of the workers, resulted in partial gains or compromises; and 16 percent of the strikes, including 3 percent of the workers, brought little or no gains to the workers.

The settlements reached in November indicate a greater degree of success, from the workers' standpoint, in the strikes over union-organization matters than in those primarily over wages and hours. Of the wage-and-hour strikes, the workers won 38 percent, compromised 47 percent, and lost 15 percent, as compared with 46, 37, and 16 percent, respectively, of the union-organization strikes. Of the workers involved in the wage-and-hour strikes 12 percent won their demands, 86 percent obtained compromises, and 2 percent gained little or nothing. In the union-organization strikes 31 percent of the workers won, 63 percent obtained compromises, and 6 percent gained little or nothing.

TABLE 7.—Results of Strikes Ending in November 1937

Results	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	241	100.0	75,701	100.0
Substantial gains to workers.....	103	42.8	26,359	34.8
Partial gains or compromises.....	90	37.3	45,953	60.7
Little or no gains to workers.....	39	16.2	2,445	3.2
Jurisdiction, rival union, or faction settlements.....	8	3.3	884	1.2
Not reported.....	1	.4	60	.1

TABLE 8.—Results of Strikes Ending in November 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	Indeterminate	
Number of strikes							
All issues.....	241	103	90	39	8		1
Wages and hours.....	60	23	28	9			
Wage increase.....	33	11	17	5			
Wage decrease.....	2			1			
Wage increase, hour decrease.....	24	12	11	1			
Hour decrease.....	2			2			
Union organization.....	140	65	52	22			1
Recognition.....	22	11	6	5			
Recognition and wages.....	36	13	19	4			
Recognition and hours.....	2		1	1			
Recognition, wages, and hours.....	46	24	13	8			1
Closed shop.....	22	11	7	4			
Discrimination.....	8	3	5				
Other.....	4	3	1				
Miscellaneous.....	41	15	10	8	8		
Sympathy.....	3		1	2			
Rival unions or factions.....	4				4		
Jurisdiction.....	4				4		
Other.....	30	15	9	6			
Number of workers involved							
All issues.....	75,701	26,359	45,953	2,445	884		60
Wages and hours.....	15,990	1,899	13,702	389			
Wage increase.....	6,256	1,244	4,845	167			
Wage decrease.....	54			54			
Wage increase, hour decrease.....	9,524	655	8,857	12			
Hour decrease.....	156			156			
Union organization.....	24,982	7,702	15,719	1,501			60
Recognition.....	1,261	777	233	251			
Recognition and wages.....	6,892	1,064	5,347	481			
Recognition and hours.....	206		175	31			
Recognition, wages, and hours.....	8,065	4,383	3,090	532			60
Closed shop.....	2,909	1,064	1,639	206			
Discrimination.....	5,370	325	5,045				
Other.....	279	89	190				
Miscellaneous.....	34,729	16,758	16,532	555	884		
Sympathy.....	119		90	29			
Rival unions or factions.....	702				702		
Jurisdiction.....	182				182		
Other.....	33,726	16,758	16,442	526			

CONCILIATION WORK OF THE DEPARTMENT OF LABOR, JANUARY 1938

DURING January 1938 conciliators of the Department of Labor handled 111 disputes which involved directly and indirectly about 39,190 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.

TABLE 1.—Disputes Handled by Conciliators, January 1938, by States

State	Total disputes		Threatened strikes and controversies		Strikes	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
Alabama.....	3	325	2	(1)	1	325
California.....	6	1 824	2	630	4	1 194
District of Columbia.....	3	631	3	631	—	—
Florida.....	1	2, 400	—	—	1	2, 400
Georgia.....	1	575	1	575	—	—
Illinois.....	10	1 372	7	1 357	3	15
Indiana.....	7	1 721	6	1 486	1	235
Iowa.....	2	2, 306	2	2, 306	—	—
Kentucky.....	2	171	1	116	1	55
Maryland.....	4	329	2	279	2	50
Massachusetts.....	3	590	—	—	3	590
Missouri.....	7	1 996	5	1 885	2	111
New Jersey.....	6	1 2, 608	2	835	4	1 1, 773
New York.....	11	1 1, 785	5	1 640	6	1 1, 145
North Carolina.....	4	2, 585	2	1, 385	2	1, 200
Ohio.....	4	1 308	4	1 308	—	—
Oregon.....	1	8, 674	—	—	1	8, 674
Pennsylvania.....	14	1 3, 274	4	1 1, 124	10	1 2, 150
Rhode Island.....	1	146	1	146	—	—
South Dakota.....	1	(1)	1	(1)	—	—
Tennessee.....	4	1, 707	4	1, 707	—	—
Texas.....	1	(1)	1	(1)	—	—
Vermont.....	2	1 427	2	1 427	—	—
Virginia.....	7	5, 767	2	595	5	5, 172
Washington.....	1	1, 500	—	—	1	1, 500
West Virginia.....	3	169	2	155	1	14
Wisconsin.....	2	(1)	2	(1)	—	—
Total.....	111	1 39, 190	63	1 13, 587	48	1 25, 603

¹ Exact number not known.

The Department of Labor conciliators were successful in adjusting 49 of these disputes, 51 were pending at the end of the month, 5 were referred to other services, 4 were settled by the disputants themselves before the arrival of the conciliator, and 2 could not be adjusted.

The majority of these disputes concerned demands for wage increases. Many were due to alleged discrimination against union members for union activity, others were for union recognition and

selection of sole bargaining agency. Some involved hours, overtime rates of pay, vacation with pay, seniority rights, and general working conditions.

These 111 disputes were scattered among 26 States and the District of Columbia. Workers involved in the disputes are classified in table 2. Strikes numbered 48 and controversies, 63.

TABLE 2.—Disputes Handled by Conciliators, January 1938, by Craft of Workers Involved

Craft	Total disputes		Threatened strikes and controversies		Strikes	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
Bakery workers.....	3	917	1	887	2	1 30
Barbers.....	1	(1)	1	(1)	—	—
Brushes, rubber.....	1	265	1	265	—	—
Building.....	4	257	3	1 256	1	1
Building service.....	1	235	—	—	1	235
Cannery workers.....	1	44	—	—	1	44
Chemical workers.....	1	(1)	—	—	1	(1)
Clerks.....	3	1 25	1	25	2	(1)
Creamery.....	1	(1)	1	(1)	—	—
Dredgemen.....	1	(1)	—	—	1	(1)
Drivers.....	12	1 1, 290	6	1 356	6	1 934
Electrical workers.....	1	40	1	40	—	—
Food handlers.....	6	1 5, 723	3	3, 323	3	2, 400
Furniture.....	3	400	1	135	2	265
Garment workers.....	3	597	2	422	1	175
Glass workers.....	2	74	2	74	—	—
Hotel workers.....	1	367	1	367	—	—
Laundries.....	5	1 1, 315	4	1 715	1	600
Lime and cement.....	1	110	—	—	1	110
Liquor handlers.....	2	450	2	450	—	—
Longshoremen.....	2	6, 660	—	—	2	6, 660
Lumber.....	1	(1)	1	(1)	—	—
Mechanics.....	8	1 679	6	1 662	2	17
Metal workers.....	2	158	2	158	—	—
Millinery.....	1	150	1	150	—	—
Mine, mill, and smelter.....	2	1 150	—	—	2	1 150
Office workers.....	1	35	1	35	—	—
Oil handlers.....	4	1 105	2	1 95	2	10
Printing.....	3	1 8, 674	1	(1)	2	1 8, 674
Refinery, sugar.....	1	1, 000	—	—	1	1, 000
Rubber workers.....	1	8	1	8	—	—
Shipping.....	2	117	2	117	—	—
Shoe workers.....	3	590	—	—	3	590
Steel and iron.....	2	1, 606	1	106	1	1, 500
Stove workers.....	2	441	1	116	1	325
Street railway.....	2	620	1	590	1	30
Telegraphers.....	2	515	1	400	1	115
Textile workers.....	17	1 5, 321	10	1 3, 583	7	1 1, 738
Timber workers.....	1	85	1	85	—	—
Woodworkers.....	1	167	1	167	—	—
Total.....	111	1 39, 190	63	1 13, 587	48	1 25, 603

¹ Exact number not known.

Labor Statistics

ACTIVITIES OF THE CENTRAL STATISTICAL BOARD, 1936-37

THE principal field of activity of the Central Statistical Board is in reviewing plans for proposed statistical studies and checking the operations of projects already under way. This work was considerably expanded during the fiscal year 1936-37 as a result of a resolution by the Central Statistical Committee requiring Federal Departments and agencies to submit to the Board questionnaires which have been prepared for use in statistical inquiries. In its third annual report, the Central Statistical Board presents details of its operation for the fiscal year ending June 30, 1937.

Wide decentralization of the Government's statistical organizations, resulting from the development of statistical work as an aid to administration, had tended to create duplication of effort and lack of uniformity in presentation of results. Through its review functions the Board has been able to locate and prevent many of these duplications. Suggestions have been made looking toward improvement in reliability, accuracy and usefulness of the various statistical reports. The Board has been instrumental on several occasions in effecting informal cooperative arrangements between departments for the more economical and efficient pursuit of statistical inquiries, the results of which are of general value. Its continued emphasis on standardized definitions and classifications has made the statistical output of wider usefulness and has done much to simplify reports requested of business concerns.

During the fiscal year covered by this report, the Board reviewed nearly 900 questionnaires or other documents which were submitted in connection with proposed statistical inquiries. In many instances several interested agencies were consulted for advice and criticism as to the feasibility of the project or details of the questionnaires. For example, the trial schedules for the 1940 census of agriculture were sent to 16 different agencies.

The Board has also been active in promoting simplification of reports required under the Social Security Act. The report notes that suggestions have been made for several technical amendments to the act, designed to reduce the heavy clerical burden on reporting firms.

Through a joint unit known as the Coordinating Committee, the Board has continued its review activities in connection with The Works Program. Members of the staff have given technical advice and assistance in drafting project plans. A comprehensive study of data-compiling projects has been made available to project sponsors who are seeking suitable means of supplying employment to white-collar relief workers.

Another important field in which the Central Statistical Board has been active is in the elimination of overlapping statistical jurisdiction. Successful results have been obtained in connection with current business inquiries in the Department of Commerce, in statistics for the electrical industries, accident statistics, construction and real-estate data, and reports on relief and public assistance. In each instance the Board has been instrumental in securing agreements whereby information collected by certain Federal agencies might be made available to other Departments, thus avoiding duplicate reporting of essentially identical information.

At the request of the Director of the Census, the Board in 1934 began an investigation of the organizations and work of the several divisions in the Bureau of the Census. On the basis of this survey, the results of which became available in 1937, the Board was able to make a series of recommendations for more efficient and economical administrative procedure in the Bureau.

In line with its aim of improving the Government's statistical output, the Board has cooperated closely with the Civil Service Commission in developing improved civil-service examination procedures.

These and many other similar activities illustrate the importance of the Central Statistical Board as a coordinating agency. Although the Board's appropriation for the coming year has been reduced by 50 percent, the report concludes by stating that:

The Board will continue its regular review of questionnaires and plans for statistical inquiries and its efforts to coordinate the statistical services in fields where there is overlapping administrative responsibility.

It is unavoidable that the reduction in budget will materially impair the Board's efforts to coordinate Federal statistical activities, to prevent duplication, and to plan improvements in Government statistics during the coming fiscal year.

Cost of Living

CHANGES IN COST OF LIVING IN THE UNITED STATES, DECEMBER 1937

THE cost of living for families of wage earners and lower-salaried workers in 32 large cities of the United States dropped 0.6 percent during the quarter ending December 15, 1937. This decline reflected markedly lower food costs which more than counterbalanced net increases in the cost of most other items of family expenditure.

The Bureau of Labor Statistics index of the cost of all goods purchased by wage earners and lower-salaried workers in the 32 cities combined is 84.5, as of December 15, 1937, as compared with 85.0 on September 15, 1937, using average costs in 1923-25 as 100. Costs in December 1937 were 2.5 percent higher than a year before, 13.4 percent higher than at the low point in June 1933, but 15.2 percent lower than in December 1929.

The net decrease in average costs reflected declines in total costs in all but five cities. One city, Boston, reported a drop of more than 2 percent in total costs. Of the five cities reporting increases, the largest rise occurred in Detroit, 1.1 percent, due to advances in the cost of all groups of items except food, and particularly to a steep rise in rents.

The average food costs, in the cities covered by the Bureau of Labor Statistics, were 3.7 percent lower on December 15, 1937, than on September 15. A net decline over the quarter was reported in each of the cities for which indexes of total costs are prepared. Atlanta reported costs in December 7.1 percent below September, Birmingham 6.9, Boston 6.3, and Kansas City and Richmond 5.7 percent. Five other cities widely scattered throughout the country showed declines of more than 5 percent. The smallest change noted was in San Francisco, where costs were 0.8 percent lower at the end than at the beginning of the quarter. The major factor in the decline was the sharp drop in the price of meats.

Clothing costs in December were at approximately the same level as in September. The rise in clothing costs which had been reported in all cities for the four preceding reporting periods continued into this quarter, but in many cities a break occurred before December 15. Sixteen cities reported net increases in clothing costs over the quarter. In each of the 16 cities for which the index shows declines, the drop was less than 1 percent.

Increases in rents occurred in 29 of the 32 cities, resulting in an average rise, for the 32 cities, of 1.8 percent. Three reported large increases as of October 1—Birmingham 11.5 percent and Detroit and Memphis 6.7 percent. Rental levels in these cities, which declined sharply before 1934, are still considerably below rentals in 1923–25. Taking average rents over the years 1923–25 as 100, the index of rental costs on December 15, 1937, in Birmingham was 59.9, in Memphis 63.3, and in Detroit 70.5. Negligible declines between September 15 and December 15 were noted in three cities—Boston, Scranton, and Washington.

A seasonal rise in fuel and light costs occurred in all but four cities. The increase in most instances was due to the seasonal upturn in coal prices. The largest rise was reported in Houston, where wood prices registered a sharp increase. Jacksonville reported a decrease of 2.1 percent in fuel and light costs, due to declines in the cost of both wood and kerosene.

Average costs of housefurnishing goods increased 0.9 percent, as a result of advances in 28 of the 32 cities. Three cities reported increases of more than 2 percent, Detroit (2.4) and Houston and San Francisco (2.1 percent each). Slight decreases were reported in four cities.

Prices of miscellaneous items showed little change in most of the cities. Increases occurred in 24 cities, decreases in 7, and no change in 1, resulting in a net increase of 0.6 percent for the combined cities. Two cities reported advances of more than 2 percent. In Detroit, the rise of 3.0 percent was largely the result of an increase in admission prices to movies, although the cost of laundry and of barbers' services also increased; in Cleveland, an increase of 2.5 percent was due mainly to increased street car fares. All declines reported were slight.

Percentage changes in the cost of goods purchased by wage earners and lower-salaried workers in 32 large cities of the United States, from September 15 to December 15, 1937, are shown in table 1.

TABLE 1.—Percentage Changes from September 15, 1937, to December 15, 1937, in Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers

City	All items	Food	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
Average: 32 large cities.....	-0.6	1-3.7	(2)	+1.8	+1.5	+0.9	+0.6
New England:							
Boston.....	-2.3	-6.3	-0.2	(2)	+2.7	+5	-6
Portland, Maine.....	-1.5	-4.7	+4	+4	-2	+3	(2)
Middle Atlantic:							
Buffalo.....	+1	-1.1	+1	+9	+6	+1.6	+4
New York.....	-2	-1.8	-5	+1.0	+1.4	+9	+6
Philadelphia.....	-1.3	-5.0	+1	+1.1	+9	+1.1	+3
Pittsburgh.....	-1.6	-4.5	-1.0	(2)	(3)	-7	(3)
Scranton.....	-1.5	-5.2	-5	-1	+3.1	+7	+2
East North Central:							
Chicago.....	-5	-3.9	+5	+3.0	+1.9	+1.1	(2)
Cincinnati.....	-9	-4.4	+5	+7	+2.3	+2	+7
Cleveland.....	+2	-3.5	-5	+3.0	(3)	-6	+2.5
Detroit.....	+1.1	-4.5	+1.1	+6.7	+2.6	+2.4	+3.0
Indianapolis.....	-6	-3.7	+4	+2.4	+1.6	+6	(2)
West North Central:							
Kansas City.....	-1.6	-5.7	-2	+2.0	+1.0	+1.2	-3
Minneapolis.....	-1	-1.0	-4	+9	+2	+3	+2
St. Louis.....	-1.2	-4.3	(3)	+6	+1.2	+4	+1
South Atlantic:							
Atlanta.....	-1.9	-7.1	+5	+6	+3.0	-2	(4)
Baltimore.....	-6	-3.1	+6	+1.8	+3	+1.0	+2
Jacksonville.....	-5	-2.6	-4	+2.9	-2.1	+8	(3)
Norfolk.....	-7	-4.4	-5	+3.0	+2.4	+7	(2)
Richmond.....	-1.7	-5.7	+3	+1	+3	+9	-1
Savannah.....	-6	-5.1	-3	+4.7	+8	+1.4	(3)
Washington, D. C.....	-1.0	-4.6	+6	-1	+2.0	+6	+1.8
East South Central:							
Birmingham.....	-7	-6.9	-9	+11.5	+2.0	-5	+5
Memphis.....	+1	-3.3	(2)	+6.7	-2	+6	(3)
Mobile.....	-1.1	-5.3	(2)	+4.0	+2.3	+1	(2)
West South Central:							
Houston.....	-1	-2.7	+5	+9	+7.4	+2.1	+5
New Orleans.....	-9	-3.5	+3	+1.0	+1.0	+1.0	+2
Mountain:							
Denver.....	-5	-2.2	-5	+1.2	+4	+6	(2)
Pacific:							
Los Angeles.....	-3	-5.0	+1.0	+2.4	-1	+1.4	+1.4
Portland, Oreg.....	-1.0	-3.9	-5	+7	+2	+1.1	+1
San Francisco.....	+7	-8	+7	+8	+1.0	+2.1	+1.9
Seattle.....	-2	-3.3	-3	+6	+3.3	+5	+1.2

¹ Covers 51 cities.
² Decrease of less than 0.05 percent.
³ Increase of less than 0.05 percent.
⁴ No change.

Percentage changes in the cost of goods purchased by wage earners and lower-salaried workers from a peak point in June 1920, from December 1929, from the low point June 1933, and from December 15, 1936, to December 15, 1937, in 32 cities, are presented in table 2.

TABLE 2.—Percentage Change in Cost of All Goods Purchased by Wage Earners and Lower-Salaried Workers for Specified Periods

City	Percent of decrease from—		Percent of increase from—	
	June 1920 to Dec. 15, 1937	December 1929 to Dec. 15, 1937	June 1933 to Dec. 15, 1937	Dec. 15, 1936, to Dec. 15, 1937
Average: 32 large cities.....	30.3	15.2	13.4	2.5
New England:				
Boston.....	30.7	16.6	10.3	1.4
Portland, Maine.....	31.3	14.0	9.9	.7
Middle Atlantic:				
Buffalo.....	28.6	14.9	12.9	3.2
New York.....	26.9	14.8	10.7	2.6
Philadelphia.....	30.0	16.7	11.0	.8
Pittsburgh.....	30.6	16.7	14.0	3.3
Scranton.....	31.8	18.4	9.4	¹ 1.0
East North Central:				
Chicago.....	30.9	18.9	14.3	3.0
Cincinnati.....	29.7	15.4	12.8	2.5
Cleveland.....	27.8	11.0	15.8	3.8
Detroit.....	34.4	14.0	26.8	5.6
Indianapolis.....	34.8	15.5	13.9	2.0
West North Central:				
Kansas City.....	36.3	13.8	10.2	1.4
Minneapolis.....	29.9	13.2	15.1	1.5
St. Louis.....	32.0	16.6	12.8	2.2
South Atlantic:				
Atlanta.....	37.1	15.5	15.4	1.3
Baltimore.....	27.4	12.8	12.8	1.5
Jacksonville.....	34.0	14.7	15.1	2.0
Norfolk.....	34.0	14.1	13.8	.8
Richmond.....	32.2	13.4	12.9	1.6
Savannah.....	36.1	16.3	10.9	2.1
Washington, D. C.....	27.5	10.2	13.7	1.4
East South Central:				
Birmingham.....	37.7	17.8	17.5	3.4
Memphis.....	32.9	14.2	13.4	1.8
Mobile.....	34.0	17.2	12.4	2.5
West South Central:				
Houston.....	32.1	14.9	17.2	2.4
New Orleans.....	28.0	14.6	12.0	1.7
Mountain:				
Denver.....	31.8	11.7	14.6	2.7
Pacific:				
Los Angeles.....	28.6	15.7	13.5	2.8
Portland, Oreg.....	33.3	11.2	17.0	3.1
San Francisco.....	24.6	11.1	13.4	5.1
Seattle.....	29.6	11.2	13.2	4.4

¹ Decrease.

Indexes on 1923-25 Base

Indexes of the average cost of goods purchased by families of wage earners and lower-salaried workers are constructed for each of the 32 cities surveyed and for these cities combined, using an average of the years 1923-25 as the base. These indexes, from 1913 through December 15, 1937, for the 32 cities combined, are shown in table 3. The accompanying chart presents these data in graphic form.

The cost-of-living indexes presented here show changes in the cost of goods purchased by wage earners and lower-salaried workers from time to time in each of the 32 large cities covered by the Bureau of

Labor Statistics, but they do not measure differences in the cost of these goods from city to city. There are serious technical difficulties in determining the cost of the same level of living from one part of the country to another. No satisfactory techniques have been developed for measuring differences in such costs from large to small cities or from cities to rural communities. In large cities with similar climate, comparisons are possible with the use of standard specifications, but such studies, because of their great expense, are beyond the present resources of this Bureau.

In pricing for the Bureau's indexes, the type of goods priced has been varied from city to city in conformity with the purchasing habits of moderate-income families in each city where prices are secured. Accordingly, although in any one city the kind and quality of goods priced are held constant from year to year insofar as possible, differences between the indexes of the various cities at any particular date are due entirely to differences in the rate of change of living costs in each city. Similarly, the differences in the average costs from which the indexes are computed in different cities may be due to varying standards and purchasing habits in these cities as well as to varying prices for goods of given grades.

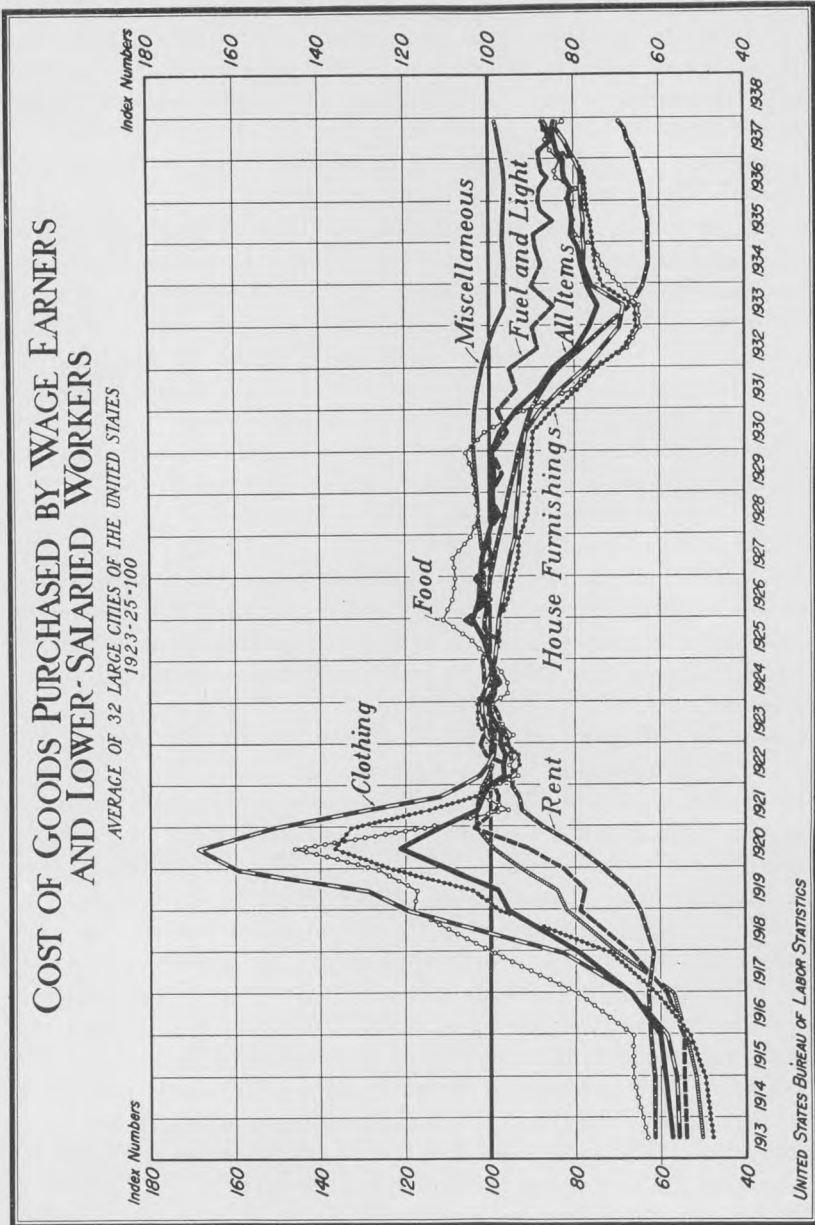
Thus, even though these series furnish no information as to differences in absolute cost in dollars among the 32 cities, the indexes for the various cities may be used to indicate comparative rate of change in the cost of goods purchased by families of wage earners and lower-salaried workers. For example, the index of the cost of all items purchased by this group was 79.0 for Birmingham in December 1937, on the 1923-25 base; that for San Francisco was 89.1. In other words, in September 1937 costs in Birmingham were considerably lower, as compared with 1923-25 costs in that city, than were costs in San Francisco, as compared with 1923-25 costs in the latter city.

The indexes are constructed by pricing, from time to time, a list of the goods most important in the spending of families of wage earners and lower-salaried workers, as shown by the Bureau's study of the expenditures of 12,096 families in 1917-19.¹ In the construction of the index, price changes, noted from period to period, are weighted according to the importance of these items in family spending, as shown by that study. A new Nation-wide study, now under way, will provide weights more nearly approximating present-day consumption. The field work for this study is completed, and the data secured are now being tabulated and analyzed.

Pending this basic revision in weights, several important revisions in method have been incorporated in the indexes beginning with the March 15, 1935, period. The food and all-items indexes, as well as the indexes for the 32 cities combined, have been revised back to the

¹ The results of this study were published in the Bureau's Bull. N. 35.

base years.² The pamphlet to contain data for December 15, 1937, now in press, will present the complete series.



The prices used in the construction of the food indexes are taken from retail-price quotations secured in 51 cities. Beginning with the

² For details of this revision, see the article which appeared in the September 1935 Monthly Labor Review: Revision of Index of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers.

year 1935, they cover 84 articles, instead of 42 as in the past. For all goods and services other than food and fuel and light, prices have been secured in 32 cities. Prices of the items included in the food and fuel and light indexes are obtained by mail, all others by personal visits of representatives of the Bureau.

TABLE 3.—Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers in 32 Large Cities Combined, 1913 Through Dec. 15, 1937

[A average 1923-25=100]

Date	All items	Food ¹	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
1913—Average.....	57.4	63.1	55.7	61.4	53.9	47.7	50.1
1914—December.....	58.9	66.3	56.3	61.4	54.5	49.6	51.6
1915—December.....	60.1	66.3	58.3	62.3	54.5	52.8	53.9
1916—December.....	66.9	79.5	66.9	62.8	58.5	61.0	56.8
1917—December.....	79.4	99.1	83.1	61.5	66.9	71.8	70.4
1918—December.....	95.8	118.2	118.9	64.7	78.7	97.8	81.9
1919—June.....	98.2	117.3	128.8	67.3	77.8	104.0	84.3
December.....	109.8	126.4	159.5	73.1	82.6	123.0	92.9
1920—June.....	121.2	146.1	168.6	79.4	91.3	137.0	99.2
December.....	112.2	115.7	151.0	87.5	103.7	132.8	103.2
1921—May.....	102.8	95.8	129.8	92.7	98.4	114.3	103.2
September.....	101.7	102.1	112.2	93.3	98.2	103.2	102.5
December.....	100.3	99.7	107.2	94.8	99.1	100.4	102.0
1922—March.....	96.8	93.5	102.4	94.6	96.3	95.0	100.4
June.....	97.0	95.6	100.4	95.0	95.9	93.2	99.5
September.....	96.4	93.3	99.3	95.2	100.9	93.4	99.2
December.....	97.7	96.7	99.4	95.8	102.2	96.3	98.9
1923—March.....	97.6	94.6	100.8	96.3	101.5	100.7	99.0
June.....	² 98.7	² 97.7	101.1	97.3	98.7	102.8	99.1
September.....	² 99.9	² 100.0	101.9	98.2	99.8	102.9	99.6
December.....	100.2	99.5	101.8	99.7	101.1	102.9	100.0
1924—March.....	99.0	95.9	101.5	100.2	99.9	102.1	99.7
June.....	98.9	96.0	100.6	101.3	97.6	99.4	99.8
September.....	99.2	97.3	99.5	101.4	98.9	98.6	99.8
December.....	100.0	99.5	98.9	101.7	99.5	99.1	100.2
1925—June.....	101.4	104.2	98.5	101.4	97.9	97.9	100.8
December.....	104.0	111.1	97.9	101.3	105.8	97.8	101.1
1926—June.....	102.5	108.9	97.1	100.4	100.0	95.8	101.0
December.....	102.3	108.1	96.2	100.0	103.4	94.7	101.4
1927—June.....	101.9	108.7	95.3	99.0	99.4	93.4	101.7
December.....	100.4	104.7	94.0	97.9	100.6	93.0	102.1
1928—June.....	99.2	102.5	93.8	96.5	97.7	91.1	102.1
December.....	99.4	103.2	93.3	95.5	99.7	90.5	102.8
1929—June.....	99.1	103.7	92.8	94.3	97.0	90.2	103.0
December.....	99.6	105.7	92.2	93.3	99.1	89.9	103.4
1930—June.....	97.7	101.2	91.5	92.0	95.9	88.8	103.7
December.....	93.8	92.1	88.1	90.1	98.1	85.1	103.4
1931—June.....	88.3	80.6	83.4	87.3	93.7	79.3	102.8
December.....	85.1	76.2	77.6	83.9	95.3	74.9	101.8
1932—June.....	79.7	67.6	73.5	78.5	88.8	68.4	100.4
December.....	76.6	64.7	69.5	72.7	89.8	65.6	98.8
1933—June.....	74.5	64.9	68.4	66.8	84.9	65.8	96.4
December.....	77.2	69.6	76.2	63.9	90.0	73.5	96.8
1934—June.....	78.4	73.4	77.9	62.7	87.7	75.0	96.6
Nov. 15.....	79.1	75.3	77.8	62.7	89.0	75.5	96.7
1935—Mar. 15.....	80.6	79.8	78.0	62.6	89.3	76.0	96.8
July 15.....	80.4	80.2	77.8	62.7	84.9	76.2	96.7
Oct. 15.....	80.7	80.2	78.0	63.3	87.7	77.0	96.6
1936—Jan. 15.....	81.3	81.6	78.3	63.5	88.3	77.0	96.6
Apr. 15.....	80.6	79.4	78.6	63.7	88.0	77.3	96.5
July 15.....	82.0	84.0	78.4	64.2	86.1	77.5	96.4
Sept. 15.....	82.4	84.3	78.6	64.6	87.4	78.2	96.5
Dec. 15.....	82.4	82.9	79.6	65.4	87.8	79.2	96.8
1937—Mar. 15.....	83.8	85.4	80.9	65.9	88.1	83.1	97.3
June 15.....	84.5	86.3	82.1	67.5	84.9	85.1	97.7
Sept. 15.....	85.0	85.8	84.0	68.1	86.0	86.7	98.1
Dec. 15.....	84.5	82.6	84.0	69.3	87.3	87.5	98.6

¹ Covers 51 cities since June 1920.

² Corrected figure.

The indexes of the cost of goods purchased by wage earners and lower-salaried workers prepared by the Bureau of Labor Statistics show relative costs as of particular dates. For various purposes, however, it is often necessary to have estimates of annual average indexes. These estimates are, therefore, presented in table 4, for 32 cities combined, from 1913 through 1937. The annual average indexes have been computed as follows: The annual average food index is an average of the indexes falling within each year; the annual average indexes for clothing, rent, fuel and light, housefurnishing goods, and miscellaneous items are indexes of the weighted average of the aggregates for each pricing period affecting the year, the weights representing the relative importance of each pricing period. When these goods were priced only twice a year, in June and again in December, it is evident that prices in December of the previous year were more indicative of prices in the next month, January, even though it fell in a new year, than were the prices of the succeeding June. Therefore, costs in December of the preceding year and in June and December of the given year are all considered in arriving at an average cost for the year. The relative importance of each of these costs is expressed for December of the previous year by $2\frac{1}{2}$; for June of the given year by 6; and for December of the given year by $3\frac{1}{2}$. Weights for years in which pricing was done at other intervals will be furnished on request.

TABLE 4.—Estimated¹ Annual Average Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers in 32 Large Cities Combined, 1913 Through 1937

[Average 1923-25=100]

Year	All items	Food ²	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
1913.....	57.4	63.1	55.7	61.4	53.9	47.7	50.1
1914.....	³ 58.2	³ 64.6	56.1	61.4	54.3	49.0	51.2
1915.....	³ 58.8	³ 63.9	57.4	61.9	54.5	51.3	52.8
1916.....	³ 63.2	³ 71.7	62.9	62.6	56.6	57.2	55.5
1917.....	³ 74.4	³ 92.4	75.6	62.1	63.0	66.9	64.2
1918.....	³ 87.2	³ 106.2	102.5	63.2	73.3	85.9	76.7
1919.....	101.1	120.2	135.7	68.4	79.4	108.2	86.3
1920.....	116.2	133.1	161.6	80.4	93.1	132.8	99.1
1921.....	103.6	101.6	124.4	92.4	99.3	111.8	102.8
1922.....	97.2	95.0	101.0	95.1	98.6	94.8	99.7
1923.....	99.0	97.9	101.2	97.5	100.3	101.8	99.3
1924.....	99.2	96.9	100.4	101.0	99.1	100.1	99.9
1925.....	101.8	105.0	98.4	101.5	100.6	98.1	100.8
1926.....	102.6	108.5	97.0	100.5	102.2	95.9	101.1
1927.....	100.6	104.5	95.1	98.9	100.6	93.6	101.7
1928.....	99.5	103.3	93.7	96.5	98.9	91.3	102.3
1929.....	99.5	104.7	92.7	94.3	98.2	90.2	103.1
1930.....	97.0	99.6	90.7	91.7	97.2	87.9	103.5
1931.....	88.6	82.0	82.7	86.9	95.1	79.2	102.7
1932.....	79.8	68.3	73.2	78.0	90.4	68.9	100.2
1933.....	75.8	66.4	70.9	67.2	87.4	68.0	97.0
1934.....	78.6	74.1	77.5	62.9	88.6	74.9	96.7
1935.....	80.7	80.5	77.9	62.9	87.5	76.4	96.7
1936.....	81.6	82.1	78.7	64.2	87.5	77.8	96.5
1937 ⁴	84.3	85.1	82.4	67.4	86.6	84.9	97.8

¹ For explanation of method used, see above.

² Covers 51 cities since June 1920.

³ A correction of clerical errors which appeared in the Monthly Labor Reviews for August and October 1937.

⁴ Preliminary

Table 5 presents December 15, 1937, indexes of living costs for families of wage earners and lower-salaried workers based on average costs in the years 1923-25 as 100, for each of the 32 cities, by groups of items.

TABLE 5.—*Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers, by Groups of Items, December 15, 1937*

[Average 1923-25=100]

City	All items	Food	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
Average: 32 large cities.....	84.5	¹ 82.6	84.0	69.3	87.3	87.5	98.6
New England:							
Boston.....	84.5	78.7	88.6	75.7	85.1	86.4	99.0
Portland, Maine.....	86.4	81.4	83.5	76.3	82.8	93.2	103.7
Middle Atlantic:							
Buffalo.....	86.5	81.8	83.4	73.8	98.1	97.6	99.5
New York.....	86.5	86.0	82.9	77.1	86.5	81.6	99.2
Philadelphia.....	83.2	83.9	78.8	68.7	81.0	86.0	95.7
Pittsburgh.....	83.5	81.1	82.2	69.2	101.0	86.7	96.4
Scranton.....	82.9	77.0	84.4	73.0	76.8	93.7	97.2
East North Central:							
Chicago.....	80.8	84.2	77.2	58.1	92.3	78.5	100.9
Cincinnati.....	88.3	83.3	84.0	77.6	98.0	97.1	101.6
Cleveland.....	87.0	81.9	87.0	70.2	100.4	84.4	104.4
Detroit.....	83.3	82.5	85.3	70.5	79.2	86.9	96.4
Indianapolis.....	83.1	81.6	82.3	66.1	85.3	91.3	93.6
West North Central:							
Kansas City.....	83.2	82.0	83.1	61.8	84.5	82.4	99.8
Minneapolis.....	85.9	87.1	81.8	71.2	91.1	91.3	97.6
St. Louis.....	84.8	86.3	84.8	58.5	88.6	92.6	102.2
South Atlantic:							
Atlanta.....	82.3	76.6	87.6	65.7	75.6	93.9	94.8
Baltimore.....	87.7	86.1	83.8	76.1	81.2	87.7	104.8
Jacksonville.....	82.0	79.4	84.2	59.9	89.0	85.4	93.0
Norfolk.....	86.3	79.8	90.6	64.6	81.9	89.5	104.0
Richmond.....	85.4	76.0	92.1	72.9	82.0	96.5	99.6
Savannah.....	82.8	80.8	87.3	63.7	85.4	91.2	92.3
Washington, D. C.....	88.8	83.6	85.3	88.1	84.2	92.8	100.4
East South Central:							
Birmingham.....	79.0	72.8	90.3	59.9	83.1	83.2	92.2
Memphis.....	82.9	78.6	89.7	63.3	88.4	96.7	94.9
Mobile.....	84.1	76.6	90.6	66.7	72.5	92.7	99.6
West South Central:							
Houston.....	83.9	80.4	79.7	73.0	79.3	97.4	95.1
New Orleans.....	84.4	84.2	83.7	72.2	77.3	98.4	91.8
Mountain:							
Denver.....	85.4	87.8	80.3	64.4	78.1	94.0	100.5
Pacific:							
Los Angeles.....	79.2	74.9	87.6	55.0	82.2	83.9	94.2
Portland, Oreg.....	85.0	82.3	83.6	62.4	86.9	86.9	101.9
San Francisco.....	89.1	85.1	94.9	73.0	80.2	91.9	104.2
Seattle.....	88.5	81.5	91.8	71.2	98.1	94.5	101.1

¹ Covers 51 cities.

Table 6 presents indexes of the cost of all goods purchased by wage earners and lower-salaried workers in each of the 32 cities, for each date from June 1926 through December 15, 1937, on the 1923-25 base. Indexes by groups of items for each of the 32 cities for the corresponding dates are presented in the Bureau's pamphlet, "Changes in Cost of Living, December 15, 1937."

TABLE 6.—Indexes of Cost of All Goods, Purchased by Wage Earners and Lower-Salaried Workers in Each of 32 Large Cities, June 1926 Through Dec. 15, 1937

[Average 1923-25=100]

Date	New England		Middle Atlantic					East North Central
	Boston	Portland, Maine	Buffalo	New York	Philadelphia	Pittsburgh	Scranton	Chicago
1926—June.....	102.5	102.0	104.6	102.4	104.8	103.6	104.1	102.9
December.....	103.5	101.8	103.7	102.7	104.5	103.2	103.8	102.9
1927—June.....	101.9	101.7	103.3	101.8	103.3	103.0	103.5	102.6
December.....	102.2	100.4	101.7	102.5	102.2	101.3	102.4	100.2
1928—June.....	99.5	98.9	101.5	100.3	101.0	99.9	101.7	99.0
December.....	100.9	100.0	101.0	101.1	99.6	101.0	101.9	99.3
1929—June.....	99.6	99.7	101.3	100.7	99.2	100.8	101.4	98.9
December.....	101.4	100.4	101.7	101.5	99.9	100.2	101.6	99.7
1930—June.....	98.7	98.4	100.3	98.8	97.6	98.6	99.0	97.8
December.....	95.9	95.4	95.6	96.5	94.3	93.8	95.2	93.5
1931—June.....	89.4	90.9	90.0	91.2	89.7	88.4	88.7	88.0
December.....	87.2	88.1	85.7	88.1	86.3	84.7	85.5	84.4
1932—June.....	80.5	83.5	82.3	84.2	80.4	78.7	80.1	77.1
December.....	78.6	79.9	78.4	81.0	76.8	76.0	78.0	73.4
1933—June.....	76.6	78.6	76.6	78.1	74.9	73.2	75.8	70.7
December.....	79.7	82.5	78.8	80.5	78.4	76.0	80.0	72.4
1934—June.....	81.3	83.6	80.2	81.8	79.9	77.7	80.8	72.7
Nov. 15.....	82.0	84.4	79.9	82.1	79.6	77.8	80.6	73.5
1935—Mar. 15.....	82.9	84.6	81.6	83.6	80.4	79.2	81.9	76.2
July 15.....	82.7	85.3	82.0	83.1	80.4	79.1	82.1	76.0
Oct. 15.....	82.9	85.0	81.6	83.4	80.9	79.6	82.8	76.1
1936—Jan. 15.....	83.0	85.3	82.5	84.2	81.9	79.9	83.2	76.7
Apr. 15.....	82.6	84.7	81.8	83.0	81.3	79.1	81.8	76.2
July 15.....	84.2	86.5	84.1	83.8	82.1	80.7	83.2	77.6
Sept. 15.....	83.5	85.7	83.3	84.4	82.1	80.8	83.2	78.4
Dec. 15.....	83.3	85.8	83.8	84.3	82.5	80.8	83.7	78.5
1937—Mar. 15.....	84.2	86.6	84.9	85.1	83.4	82.1	84.0	80.0
June 15.....	85.1	87.6	87.1	84.9	84.0	84.6	84.9	81.2
Sept. 15.....	86.5	87.7	86.4	86.7	84.3	84.9	84.2	81.3
Dec. 15.....	84.5	86.4	86.5	86.5	83.2	83.5	82.9	80.8

Date	East North Central—Continued				West North Central			South Atlantic
	Cincinnati	Cleveland	Detroit	Indianapolis	Kansas City	Minneapolis	St. Louis	Atlanta
1926—June.....	105.4	102.6	101.4	101.9	101.5	102.5	104.2	102.7
December.....	104.6	101.8	100.4	101.2	99.6	100.9	103.7	100.9
1927—June.....	106.5	102.0	100.6	102.3	99.5	101.1	104.1	103.1
December.....	102.3	99.4	97.5	98.4	96.1	98.2	100.8	98.1
1928—June.....	102.8	99.2	96.2	98.0	96.2	98.5	100.2	99.0
December.....	102.0	98.1	96.3	97.4	95.6	97.6	99.8	98.7
1929—June.....	103.4	98.6	97.1	97.4	95.5	97.9	100.8	97.6
December.....	104.4	97.8	96.9	98.4	96.5	99.0	101.6	97.4
1930—June.....	103.0	97.8	94.6	97.1	95.1	98.0	99.5	94.0
December.....	98.8	93.3	88.3	91.9	92.6	94.0	94.7	89.9
1931—June.....	92.8	87.3	82.4	85.3	88.9	89.6	88.5	84.4
December.....	89.3	84.3	77.2	81.7	85.1	86.6	84.0	79.8
1932—June.....	82.9	80.5	71.6	77.0	79.0	80.9	79.5	75.9
December.....	79.7	76.4	67.9	73.9	76.9	78.2	76.4	71.9
1933—June.....	78.3	75.2	65.7	73.0	75.5	74.6	75.1	71.3
December.....	80.5	77.2	69.1	75.5	76.7	78.2	77.0	74.7
1934—June.....	81.7	78.6	71.5	77.0	77.9	79.2	78.7	75.8
Nov. 15.....	82.2	78.8	71.9	76.5	79.2	79.6	79.4	77.1
1935—Mar. 15.....	85.1	81.3	74.2	78.9	80.4	81.3	81.4	78.4
July 15.....	84.0	81.4	75.1	78.8	79.5	81.5	81.6	78.3
Oct. 15.....	84.5	81.5	75.9	79.1	80.1	81.3	81.2	79.6
1936—Jan. 15.....	85.2	81.7	76.7	79.8	80.2	82.6	82.1	79.9
Apr. 15.....	84.3	81.7	77.0	79.2	79.6	81.8	81.4	79.0
July 15.....	87.2	83.4	78.9	81.4	81.9	83.9	82.8	80.6
Sept. 15.....	87.4	84.3	79.0	81.8	82.9	84.5	83.8	81.5
Dec. 15.....	86.2	83.8	78.8	81.5	82.0	84.7	82.9	81.3
1937—Mar. 15.....	88.6	85.4	80.9	83.5	84.1	86.8	84.7	82.4
June 15.....	89.0	86.5	82.5	84.5	85.3	86.6	85.4	83.0
Sept. 15.....	89.1	86.9	82.3	83.6	84.5	86.0	85.8	83.9
Dec. 15.....	88.3	87.0	83.3	83.1	83.2	85.9	84.8	82.3

TABLE 6.—Indexes of Cost of All Goods Purchased by Wage Earners and Lower-Salaried Workers in Each of 32 Large Cities, June 1926 Through Dec. 15, 1937—Continued

Date	South Atlantic—Continued						East South Central	
	Balti- more	Jackson- ville	Nor- folk	Rich- mond	Savan- nah	Wash- ington, D. C.	Birming- ham	Mem- phis
1926—June.....	103.4	109.0	101.7	104.7	102.4	103.2	103.0	100.8
December.....	102.5	107.7	101.4	102.9	101.6	102.5	102.1	100.0
1927—June.....	102.1	104.8	102.3	103.0	101.1	100.5	100.7	99.9
December.....	100.1	102.0	100.3	99.7	100.0	99.5	100.0	97.1
1928—June.....	100.1	98.7	99.6	100.0	99.2	99.1	98.2	96.5
December.....	99.1	98.2	99.9	98.5	99.8	98.6	97.5	97.0
1929—June.....	99.7	97.2	99.7	97.7	99.0	99.0	96.9	97.1
December.....	100.5	96.1	100.6	98.6	98.9	98.9	96.1	96.7
1930—June.....	99.5	94.1	98.8	98.1	96.9	97.4	94.2	96.0
December.....	95.8	90.6	95.4	93.5	93.2	94.7	89.3	91.3
1931—June.....	90.8	85.4	89.8	88.2	89.3	89.6	80.7	85.3
December.....	87.9	81.2	86.2	85.6	84.3	87.0	76.9	82.1
1932—June.....	82.7	76.3	81.2	80.3	79.1	82.0	70.9	77.0
December.....	79.9	73.5	78.7	77.1	76.7	79.1	68.5	73.8
1933—June.....	77.7	71.3	75.9	75.7	74.6	78.1	67.2	73.0
December.....	81.4	75.5	80.9	79.9	78.3	81.8	70.2	76.1
1934—June.....	82.0	76.6	82.5	80.9	78.9	83.0	71.0	77.0
Nov. 15.....	82.9	77.2	82.9	81.7	79.4	83.9	73.4	78.8
1935—Mar. 15.....	83.9	77.8	83.7	82.9	80.0	85.3	73.6	79.5
July 15.....	84.5	78.6	83.3	82.7	80.2	85.6	74.1	78.6
Oct. 15.....	84.9	78.9	84.1	83.6	81.2	86.3	75.3	78.7
1936—Jan. 15.....	85.6	79.4	84.9	83.6	81.2	86.7	75.0	79.4
Apr. 15.....	85.0	78.5	83.7	82.8	79.4	85.5	73.9	79.3
July 15.....	86.0	80.2	84.8	84.3	80.7	87.0	76.0	80.5
Sept. 15.....	86.4	80.1	85.2	85.5	81.0	87.4	76.5	81.1
Dec. 15.....	86.4	80.4	85.7	86.0	81.1	87.6	76.4	81.5
1937—Mar. 15.....	87.0	81.5	86.5	86.5	81.8	87.8	78.7	82.8
June 15.....	87.4	82.1	86.8	86.3	82.5	88.7	79.6	83.0
Sept. 15.....	88.2	82.4	86.9	86.9	83.3	89.7	79.5	82.9
Dec. 15.....	87.7	82.0	86.3	85.4	82.8	88.8	79.0	82.9

Date	East South Central- Contd.	West South Central		Moun- tain	Pacific			
	Mobile	Houston	New Orleans	Denver	Los Angeles	Port- land, Oreg.	San Fran- cisco	Seattle
1926—June.....	103.8	99.9	100.0	101.2	96.7	99.4	101.0	101.2
December.....	104.0	100.4	101.0	100.2	96.9	99.1	101.1	100.6
1927—June.....	103.6	98.3	101.2	100.7	97.0	98.9	101.3	101.6
December.....	102.4	98.6	99.9	96.4	95.5	97.3	100.5	98.8
1928—June.....	101.4	96.7	98.8	95.9	93.8	95.7	99.5	98.4
December.....	101.8	97.6	99.6	96.3	95.1	96.3	100.8	98.6
1929—June.....	101.0	97.4	98.3	96.6	94.1	95.1	100.0	99.2
December.....	101.6	98.6	98.9	96.7	94.0	95.8	100.3	99.6
1930—June.....	99.9	96.1	96.7	95.5	91.7	95.0	98.2	98.8
December.....	95.5	91.3	92.6	91.1	88.1	89.6	94.9	93.4
1931—June.....	88.9	86.0	85.1	86.5	82.4	85.5	89.7	90.4
December.....	85.3	83.4	84.5	82.9	80.7	82.9	86.8	87.3
1932—June.....	79.1	76.2	79.3	78.2	75.5	77.4	82.3	82.0
December.....	77.0	72.2	77.6	75.5	73.1	75.2	80.6	78.6
1933—June.....	74.9	71.6	75.4	74.5	69.8	72.7	78.6	78.1
December.....	79.2	75.1	79.1	76.1	72.5	74.4	81.7	79.2
1934—June.....	79.1	75.8	79.1	77.8	72.1	75.5	82.4	79.6
Nov. 15.....	81.0	78.3	81.0	79.0	74.2	77.2	84.4	80.9
1935—Mar. 15.....	82.2	79.3	82.0	81.2	75.5	78.8	84.7	82.1
July 15.....	81.7	78.2	81.9	81.2	74.6	78.8	83.1	82.3
Oct. 15.....	82.1	79.4	81.4	80.8	74.8	79.3	83.9	82.3
1936—Jan. 15.....	81.7	80.3	81.7	81.5	75.4	80.7	84.4	83.6
Apr. 15.....	81.0	79.5	80.8	81.1	74.7	80.8	83.9	83.2
July 15.....	82.7	80.9	82.2	83.0	75.2	82.0	84.4	84.1
Sept. 15.....	82.2	81.5	82.6	83.4	76.3	81.9	84.7	84.5
Dec. 15.....	82.1	81.9	83.0	83.1	77.1	82.5	84.8	84.8
1937—Mar. 15.....	84.2	83.2	84.0	85.0	79.8	85.0	86.7	87.3
June 15.....	84.9	82.8	84.2	85.9	79.4	85.6	87.4	82.1
Sept. 15.....	85.1	84.0	85.2	85.8	79.5	85.9	88.5	88.6
Dec. 15.....	84.1	83.9	84.4	85.4	79.2	85.0	89.1	88.5

COST OF LIVING IN FOREIGN COUNTRIES ¹

THE principal index numbers of the cost of living (official and unofficial) published in the different countries are given in the following table. Index numbers of the principal groups of expenditure (food, heating and lighting, clothing, rent, etc.) which go to make up the general index numbers will be found in the Year-Book of Labor Statistics, 1937, published by the International Labor Office.

The original base of the indexes differs from country to country. The table presented below gives the same index numbers recalculated by the International Labor Office on the uniform base, 1929=100. This change of base has been effected by simply dividing the index for each date by the corresponding index for 1929 (annual average) and multiplying the quotient by 100. This procedure may perhaps give rise to some slight inaccuracies, owing to the methods by which many of the indexes are compiled, but these errors are at most very slight, except when the fluctuations of the indexes reach a certain amplitude. For a few countries, where data for 1929 were not available, the year nearest to 1929 has been taken as base; in these cases the figures are printed in italics.

These index numbers, even when reduced to a common base, cannot be used to compare the level of the cost of living in the different countries, but only its fluctuations. But even the fluctuations of the different index numbers are far from having the same significance, owing to the numerous divergences in the methods of compilation of the series (for example, the geographical scope of the indexes; the groups represented in the general index and the articles included in each group; the weights attached to the various articles and groups; the statistical basis for the determination of these weights; the extent to which they are representative of the consumption of more or less extensive or clearly determined social classes and the date to which they relate; the method of calculating average prices, group indexes, and the general index, etc.). International comparisons cannot therefore be more than approximate.

¹ Text and table from *International Labor Review*, Geneva, October 1937, p. 565, and January 1938, p. 118.

Indexes of Cost of Living for Specified Periods for the United States and Certain Foreign Countries ¹

[Series recalculated by International Labor Office on base 1929=100; ² a=food; b=heating and lighting; c=clothing; d=rent; e=miscellaneous]

Country	Argentina	Australia	Austria	Belgium	Brazil	Bulgaria	Canada	Chile	China			Czechoslovakia	Danzig
Towns and localities	Buenos Aires	30	Vienna	59	Riodel Janeiro	12-67	60	Santiago	Peiping	Shanghai	Tientsin	Prague	Danzig
Original base (=100)	Oct. 1933	1923-27	July 1914	1921	1928-29	1914	1926	Mar. 1928	1927	1926	1926	July 1914	July 1913
Composition of index	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-d	a-e	a-e
1927	100	97	96	93	102	96	99	(³) 94	99	99	100	100	98
1928	99	98	97	95	100	98	99	* 98	95	95	95	101	99
1929	100	100	100	100	100	100	100	100	100	100	100	⁶ 100	100
1930	101	95	100	104	91	92	99	99	103	113	103	98	95
1931	87	85	96	93	87	80	90	98	90	117	98	93	88
1932	78	81	97	84	88	73	82	104	86	110	91	92	80
1933	83	78	95	83	87	68	78	130	76	99	80	91	77
1934	78	80	95	79	94	64	79	130	75	98	78	90	76
1935	83	81	95	80	99	60	79	132	81	99	86	92	85
1936	91	83	94	85	114	57	81	144	94	105	98	93	93
1937—Mar	92	⁶ 84	94	90	119	58	82	152	105	108	108	94	97
June	95	⁶ 85	95	90	-----	58	83	164	98	110	104	95	98
Sept	92	⁶ 85	94	95	-----	59	84	169	-----	137	-----	95	98
Dec	-----	-----	94	95	-----	-----	-----	-----	-----	155	-----	-----	98

Country	Denmark	Egypt	Estonia	Finland	France		Germany	Great Britain and N. Ireland	Greece	Hungary	India		
Towns and localities	100	Cairo	Tallinn	21	Paris	45	72	509	44	Budapest	Bombay	Ahmedabad	Rangoon
Original base (=100)	1931	Jan. 1913- July 1914	1913	Jan.- June 1914	1914	1930	1913- 1914	July 1914	Dec. 1914	1913	July 1914	Aug. 1926- July 1927	1931
Composition of index	a-e	a, c-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-d	a-d	a-e	a-e
1927	102	101	90	99	92	(³)	96	102	93	95	103	⁴ 102	(³)
1928	101	101	96	101	93	(²)	⁵ 99	101	97	100	99	99	(³)
1929	100	100	100	100	100	(²)	100	100	100	100	100	100	(³)
1930	95	98	89	92	105	100	96	96	88	91	92	90	(³)
1931	89	91	86	85	102	97	88	90	⁵ 100	86	74	77	100
1932	89	87	80	84	95	91	78	88	106	83	73	78	98
1933	93	83	75	82	94	87	77	85	114	77	69	74	91
1934	96	84	74	80	93	85	79	86	116	76	65	73	87
1935	99	86	75	81	87	78	80	87	117	78	¹⁰ 100	73	90
1936	100	86	84	81	91	86	81	89	121	82	101	73	88
1937—Mar	103	85	88	⁷ 85	⁶ 104	⁸ 97	81	92	130	87	104	75	88
June	104	84	89	⁸ 86	⁶ 109	⁶ 99	81	95	132	87	105	78	89
Sept	105	85	89	⁹ 89	⁶ 113	⁶ 104	81	96	131	88	108	79	88
Dec	-----	-----	-----	-----	⁶ 118	⁶ 110	81	97	132	88	107	-----	-----

See footnotes at end of table.

Indexes of Cost of Living for Specified Periods for the United States and Certain Foreign Countries¹—Continued[Series recalculated by International Labor Office on base 1929=100;² a=food; b=heating and lighting; c=clothing; d=rent; e=miscellaneous]

Country.....	Irish Free State	Italy	Japan		Latvia	Lithuania	Luxemburg	Netherlands	Netherlands Indies	New Zealand	Norway	Pal-estine	Peru
Towns and localities...	105	50	13	Tokyo	Riga	104	9	Amsterdam	Java and Madura	4-25	31	3	Lima
Original base (=100).....	July 1914	June 1928	July 1914	July 1914	1930	1913	1914	Oct. 1923-Sept. 1924	1913	1926-1930	July 1914	Jan. 1922	1913
Composition of index.....	a-e	a-e	a-e	a, c, e	a-e	a-e	a-c, e	a-e	a, b, e	a-e	a-e	a, b, e	a, c-e
1927.....	99	100	(3)	104	(3)	106	89	100	101	100	112	114	110
1928.....	99	98	(3)	102	(3)	102	93	101	95	100	⁵ 104	107	103
1929.....	100	100	(3)	100	(3)	100	100	100	100	100	100	100	100
1930.....	97	97	(3)	86	100	89	102	96	97	98	97	89	96
1931.....	92	87	⁴ 98	75	⁹¹	83	91	90	65	90	92	80	90
1932.....	89	83	100	75	79	71	79	84	48	84	90	82	86
1933.....	86	80	¹⁰³	80	76	61	79	83	39	79	89	79	84
1934.....	87	76	¹⁰⁶	82	72	57	76	83	39	81	89	80	85
1935.....	89	77	¹¹⁰	84	73	50	74	81	41	83	91	79	86
1936.....	91	83	¹¹³	88	73	50	75	79	38	86	93	84	90
1937—Mar.....	⁶ 95	87	¹¹⁶	94	72	56	77	80	41	90	97	88	95
June.....	⁶ 95	92	¹¹⁷	94	84	56	80	82	43	91	100	85	97
Sept.....	⁶ 97	95	¹¹⁹	98	82	56	81	83	46	93	102	87	97
Dec.....	⁶ 101	—	—	101	—	—	81	83	—	—	103	85	99

Country.....	Poland	Portugal	Ru-mania	South-ern Rho-desia	Spain	Sweden	Swit-zer-land	Tur-ky	Union of South Africa	United States	Yugoslavia	
Towns and localities...	War-saw	Whole coun-try	20	6	Mad-rid	49	34	Istan-bul	9	32-51	Bel-grade	³ (Croatia and Sla-venia)
Original base=(100)...	1928	June 1914	1913	1914	1914	July 1914	June 1914	Jan.-June 1914	1914	1923-1925	1926	July 1914
Composition of index.....	a-e	a, b, e	a-d	a, b, d	a, b, e	a-e	a-e	a-e	a-e	a-e	a-c, e	a-e
1927.....	98	(3)	90	95	104	101	99	(3)	100	101	103	(3)
1928.....	99	(3)	97	98	97	101	100	(3)	100	100	99	⁴ 97
1929.....	100	100	100	100	100	100	100	100	100	100	100	100
1930.....	93	95	99	97	103	97	98	92	98	98	92	92
1931.....	85	84	⁵ 100	96	107	94	93	87	94	89	87	85
1932.....	77	83	⁸⁴	92	103	⁵ 92	86	85	90	80	81	77
1933.....	70	83	77	88	100	91	81	76	88	76	79	66
1934.....	66	83	74	87	102	91	80	75	89	79	75	61
1935.....	63	84	85	86	99	92	80	69	88	81	74	60
1936.....	60	86	—	86	—	93	81	70	88	82	74	61
1937—March.....	64	103	—	87	—	95	85	71	90	84	74	64
June.....	64	108	—	87	—	95	85	69	91	85	78	66
September.....	65	107	—	87	—	97	85	70	91	85	79	65
December.....	64	—	—	—	—	86	—	—	—	82	—	68

¹ Table from International Labor Review, October 1937 (pp. 565-569) and January 1938 (pp. 118-122).² Except for series in italics which are on original base, or recalculated on nearest possible year to 1929.³ No indexes computed.⁴ Average calculated for a period less than 1 year.⁵ New or revised series beginning with this year.⁶ Quarterly averages computed in February, May, August, and November.⁷ April.⁸ July.⁹ October.¹⁰ New index based on family budget inquiry of 1932-33.

Labor Turn-Over

LABOR TURN-OVER IN MANUFACTURING, DECEMBER 1937

THE LAY-OFF rate in factories showed a marked increase in December, as indicated by the Bureau of Labor Statistics' survey of labor turn-over. The rate rose from 5.99 in November to 7.77 per 100 employees in December, the highest rate recorded in any month since 1929. Fewer employees left their jobs voluntarily or were discharged during December than in the previous month, as indicated by the fact that the quit rate declined from 0.72 to 0.60 and the discharge rate from 0.16 to 0.14 per 100 employees during the period.

In a few industries, such as boots and shoes and woolen goods, employees were rehired as operations were resumed. The accession rate for all manufacturing industries accordingly showed a moderate rise from 1.79 in November to 2.12 per 100 employees in December.

Compared with the corresponding month in 1936 decreases were shown in the quit and discharge rates. The lay-off rate increased from 2.14 to 7.77 and the total separation rate from 3.41 to 8.51 per 100 employees. The accession rate declined from 4.41 in December 1936 to 2.12 in December 1937.

All Manufacturing

The Bureau of Labor Statistics survey of labor turn-over covers more than 5,000 representative manufacturing establishments, which in December employed more than 2,450,000 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 20 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 classified into quit, discharge, and lay-off rates and the accession rate for each month of 1936 and for 1937 for manufacturing as a whole. The average monthly rates for 1936 and 1937 are also presented.

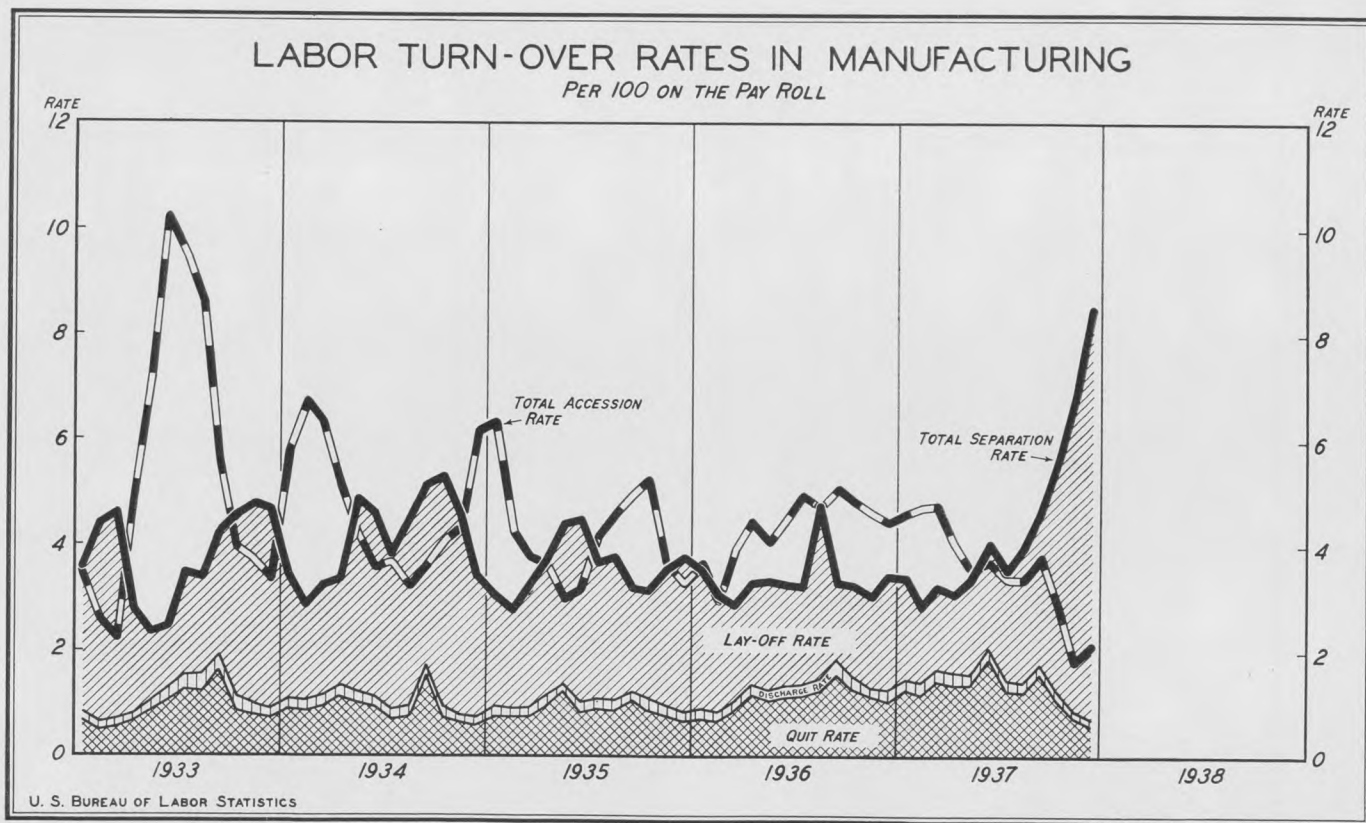


TABLE 1.—Monthly Labor Turn-Over Rates (per 100 Employees) in Representative Factories in 144 Industries

Class of rate and year	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Average
Quit rate:													
1937.....	1.27	1.19	1.43	1.38	1.37	1.89	1.25	1.23	1.59	1.05	0.72	0.60	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 rate:													
1937.....	.21	.22	.24	.23	.21	.19	.21	.19	.19	.19	.16	.14	.20
1936.....	.20	.17	.19	.21	.20	.23	.23	.27	.26	.24	.21	.22	.22
Lay-off rate: ¹													
1937.....	1.90	1.44	1.53	1.48	1.79	1.94	2.06	2.57	2.84	4.45	5.99	7.77	2.98
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 rate:													
1937.....	3.38	2.85	3.20	3.09	3.37	4.02	3.52	3.99	4.62	5.69	6.87	8.51	4.43
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 rate:													
1937.....	4.60	4.71	4.74	4.04	3.56	3.69	3.36	3.36	3.78	2.84	1.79	2.12	3.55
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.

Twenty Industries

Detailed turn-over rates for 20 selected manufacturing industries are listed in table 2, which gives the number of quits, discharges, and lay-offs, total separations, and total accessions per 100 employees in reporting firms in December and November 1937 and December 1936.

TABLE 3.—Monthly Turn-Over Rates (per 100 Employees) in Specified Industries

Class of rates	Dec. 1937	Nov. 1937	Dec. 1936	Dec. 1937	Nov. 1937	Dec. 1936	Dec. 1937	Nov. 1937	Dec. 1936
	Automobiles and bodies			Automobile parts			Boots and shoes		
Quit.....	0.55	0.63	1.80	0.45	0.70	2.18	0.98	0.62	0.83
Discharge.....	.09	.14	.30	.14	.18	.63	.14	.10	.20
Lay-off.....	12.77	11.09	2.07	23.09	13.71	1.89	4.29	8.36	2.59
Total separation.....	13.41	11.86	4.17	23.68	14.59	4.70	5.41	9.08	3.67
Accession.....	2.60	2.96	9.82	1.85	2.13	9.15	8.57	2.75	6.58
	Brick, tile, and terra cotta			Cigars and cigarettes			Cotton manufacturing		
Quit.....	1.06	0.62	0.94	0.79	1.36	1.40	0.74	0.81	1.22
Discharge.....	.15	.14	.18	.12	.12	.11	.17	.15	.24
Lay-off.....	17.18	10.22	7.88	7.91	.88	6.43	5.50	5.62	1.02
Total separation.....	18.39	10.98	9.00	8.82	2.36	7.94	6.41	6.58	2.48
Accession.....	1.79	3.62	3.79	1.58	1.45	1.93	1.78	1.64	3.53
	Electrical machinery			Foundries and machine shops			Furniture		
Quit.....	0.57	0.55	0.86	0.33	0.51	1.13	0.49	0.71	1.32
Discharge.....	.13	.22	.22	.17	.18	.31	.21	.19	.37
Lay-off.....	9.65	5.33	1.18	6.25	5.93	1.12	8.85	11.16	5.47
Total separation.....	10.35	6.10	2.26	6.75	6.62	2.56	9.55	12.06	7.16
Accession.....	.94	.83	3.74	.99	1.07	5.25	3.09	3.06	3.13

TABLE 3.—Monthly Turn-Over Rates (per 100 Employees) in Specified Industries—Con.

Class of rates	Dec. 1937	Nov. 1937	Dec. 1936	Dec. 1937	Nov. 1937	Dec. 1936	Dec. 1937	Nov. 1937	Dec. 1936
	Hardware			Iron and steel			Knit goods		
Quit.....	0.57	0.50	0.87	0.53	1.00	1.01	0.62	1.00	0.99
Discharge.....	.15	.12	.10	.05	.04	.09	.08	.10	.07
Lay-off.....	9.21	5.85	1.17	5.41	6.68	.54	4.67	3.21	3.15
Total separation.....	9.93	6.47	2.14	5.99	7.72	1.64	5.37	4.31	4.21
Accession.....	.31	.38	5.08	.46	1.05	2.85	1.15	1.66	1.92
	Men's clothing			Petroleum refining			Radios and phonographs		
Quit.....	0.60	0.68	0.79	0.26	0.28	0.45	0.83	1.06	(1)
Discharge.....	.63	.06	.06	.18	.06	.05	.17	.17	(1)
Lay-off.....	9.07	10.03	3.55	2.67	2.70	1.52	20.05	19.37	(1)
Total separation.....	9.70	10.77	4.40	3.11	3.04	2.02	21.05	20.60	(1)
Accession.....	8.26	1.91	5.05	1.26	1.95	1.88	1.25	1.32	(1)
	Rayon			Rubber tires			Sawmills		
Quit.....	0.43	0.57	0.58	0.56	0.81	0.83	2.20	1.07	1.06
Discharge.....	.75	.13	.38	.05	.06	.10	.14	.25	.27
Lay-off.....	13.11	4.42	.90	5.51	7.41	.28	15.37	13.00	5.40
Total separation.....	14.29	5.12	1.86	6.12	8.28	1.21	17.71	14.32	6.73
Accession.....	.49	1.44	1.45	.72	.66	2.61	4.14	2.88	5.46
	Slaughtering and meat packing			Woolen and worsted goods					
Quit.....	0.47	0.64	1.45	0.60	0.59	0.93	-----	-----	-----
Discharge.....	.19	.20	.32	.04	.07	.13	-----	-----	-----
Lay-off.....	8.13	7.64	11.16	6.01	13.07	.77	-----	-----	-----
Total separation.....	8.79	8.48	12.93	6.65	13.73	1.83	-----	-----	-----
Accession.....	8.21	7.74	7.20	7.17	2.60	7.30	-----	-----	-----

¹ No data available.

Wages and Hours of Labor

UNION SCALES OF WAGES AND HOURS OF MOTOR-TRUCK DRIVERS, MAY 15, 1937^a

THE average wage rate for union motortruck drivers increased 6.6 percent between May 15, 1936, and May 15, 1937, according to reports received by the Bureau of Labor Statistics from union officials in 60 cities.¹ The average hourly rate in 1937 was 76.7 cents; in 1936 it was 71.9 cents.²

TABLE 1.—*Distribution of Union Motortruck Drivers, by Hourly Rates, 1936 and 1937*¹

Classified hourly rates	Percentage of members with classified hourly rates	
	1937	1936
Under 30 cents.....	(?)	(?)
30 and under 35 cents.....	0.2	0.3
35 and under 40 cents.....	.3	.2
40 and under 45 cents.....	1.6	1.9
45 and under 50 cents.....	.9	1.3
50 and under 60 cents.....	5.8	15.4
60 and under 70 cents.....	27.1	31.5
70 and under 80 cents.....	27.0	19.7
80 and under 90 cents.....	15.5	15.8
90 cents and under \$1.....	9.2	9.3
\$1 and under \$1.10.....	11.3	3.5
\$1.10 and over.....	1.1	1.0
Average hourly rate.....	\$0.767	\$0.719

¹ Based on comparable quotations. See text footnote 1.

² Less than 1/10 of 1 percent.

More than half the members had rates between 60 and 80 cents in both years. In 1937 the proportion having rates between 70 and 80

^a Truck drivers' rates in each city covered in this survey may be obtained in pamphlet form by writing to the Bureau of Labor Statistics.

¹ The percentage change and the averages in this report are based on aggregates computed from 747 comparable quotations furnished by unions reporting for both years. These quotations covered 126,716 members. The membership weights in the aggregates used in both years are those reported for the second year. Including the 30,731 members for whom no 1936 quotations were received, the 1937 average rate was \$0.750, and the average hours per week were 47.7.

The term "truck drivers" covers a heterogeneous group of occupations, such as drivers of building and excavating trucks, coal trucks, ice trucks, general hauling and transfer trucks, delivery trucks of various and miscellaneous commodities, and express and freight trucks. In each of these occupations different types and sizes of trucks are likely to be used. Every truck-driving occupation, and every size and type of truck usually has a different wage rate. Furthermore there is a great variation between cities as to commodities handled, types of trucks, and the terminology used to describe these different occupations. For these reasons it is impossible to make an intercity classification by types. The data on all truck driving in all cities studied, therefore, are treated as one trade in this study.

² The 1936 average rate cited here differs from the \$0.727 average given in last year's report. (See Monthly Labor Review, May 1937.) The latter is an average of the rates of all the union members reported for 1936, whereas the \$0.719 rate is based on comparable quotations furnished in 1936 and 1937. (See footnote 1, above.)

cents per hour, however, increased from 20 to 27 percent, while the proportion between 60 and 70 cents decreased from 32 to 27 percent. More than half the members who had rates of less than 60 cents an hour in 1936 moved into higher brackets in 1937. In 1936 less than 5 percent and in 1937 over 12 percent of the members had rates of \$1.00 and over.

Nearly two-thirds of the union members covered in both years' studies received rate increases, while less than 1 percent had decreases. There was no change in hourly rates for 34 percent of the members.

Total number of quotations comparable with 1936.....	747
Number providing increases.....	441
Number providing decreases.....	11
Number with no change.....	295
Total number of members covered by comparable quotations.....	126,716
Percent affected by increases.....	65.1
Percent affected by decreases.....	0.9
Percent with no change.....	34.0

The largest number (166) of wage-rate changes between May 15, 1936, and May 15, 1937, were for increases of from 5 to 10 percent. Such changes affected 27 percent of the union members covered in both years. Seventeen percent of the members received increases amounting to between 10 and 15 percent of their 1936 rates, while over 10 percent had increases of from 15 to 20 percent. Increases of over 20 percent were reported in 43 quotations which covered 3.5 percent of the members. (See table 2.)

TABLE 2.—Percent of Change in Union Wage Rates of Motortruck Drivers May 15, 1936, to May 15, 1937

Classified percentage change	Number of quotations showing—		Percentage of total members affected by—	
	Increase	Decrease	Increase	Decrease
Less than 5 percent.....	73	4	7.3	0.3
5 and under 10 percent.....	166	3	27.2	.5
10 and under 15 percent.....	110	1	17.0	(1)
15 and under 20 percent.....	49	2	10.1	(1)
20 percent and over.....	43	1	3.5	.1

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

Union Scales of Hours

The average full-time hours in 1936 were 48.2, and in 1937 they were 47.8 per week. (See table 3.) Almost two-thirds of the members had scales of 48 hours per week in both years. The proportion of members having weekly hours in excess of 48, however, decreased from 19 percent in 1936 to 12 percent in 1937. On the other hand, the proportion of members having a workweek of over 44 but less than 48 hours increased from 3 percent in 1936 to 10 percent in 1937.

TABLE 3.—Distribution of Union Motortruck Drivers, by Hours Per Week, 1936 and 1937¹

Classified hours per week	Percentage of members with classified hours	
	1937	1936
Less than 40 hours.....	(²)	0.1
40 hours.....	10.9	11.2
Over 40 and under 44 hours.....	(²)	(²)
44 hours.....	2.5	1.8
Over 44 and under 48 hours.....	10.1	3.1
48 hours.....	64.8	64.7
Over 48 and under 54 hours.....	1.6	7.8
54 hours.....	5.6	5.2
Over 54 and under 60 hours.....	1.4	1.4
60 hours.....	2.9	4.5
Over 60 hours.....	.2	.2
Average hours per week.....	47.8	48.2

¹ Based on comparable quotations. See text footnote 1.² Less than 1/10 of 1 percent.

For 83 percent of the members there were no changes in hours between May 15, 1936, and May 15, 1937. About 16 percent had their hours reduced and slightly over 1 percent had increases in hours.

Total number of quotations comparable with 1936.....	747
Number providing increases.....	26
Number providing decreases.....	76
Number with no change.....	645

Total number of members covered by comparable quotations.....	126,716
Percentage affected by increases.....	1.2
Percentage affected by decreases.....	15.8
Percentage with no change.....	83.0

One-hour reductions in the workweek were more frequent than any other changes in weekly hours. Eighteen quotations, affecting 6.4 percent of the total membership, showed this amount of change. Ten quotations, showing decreases of 3 hours per week, however, affected nearly the same proportion (6.2 percent) of the membership. Sixteen quotations, affecting 1.5 percent of the total members, indicated reductions of 12 to 13 hours.

The few increases in weekly hours ranged from one-half to 18 hours per week. Ten quotations showed increases of 8 hours, but these affected only 0.4 percent of the total members. Table 4 shows the number of quotations reporting each amount of hour change and the percentages of the membership affected.

TABLE 4.—Amount of Change in Union Hour Scales of Motortruck Drivers May 15, 1936, to May 15, 1937

Amount of change in hours per week	Number of quotations showing—		Percentage of total members affected by—	
	Increase	Decrease	Increase	Decrease
1/4 hour.....	7		(1)	
1 hour.....		18		6.4
1 1/2 hours.....		3		.6
2 hours.....		1		(1)
2 1/2 hours.....		3		.1
3 hours.....	1	10	0.1	6.2
4 hours.....	2	9	.3	.4
5 hours.....		1		(1)
6 hours.....	2	6	.4	.3
8 hours.....	10	8	.4	(1)
9 hours.....		1		1.3
12 hours.....		9		.2
Over 12 hours.....	4	7	(1)	

¹ Less than 1/10 of 1 percent.

Overtime and Extra Pay Provisions

Time and a half was specified as the overtime rate in 61 percent of the quotations, which covered 58 percent of the total membership reported. Over 10 percent of the membership had an overtime rate of time and a third, while specific rates, higher than the regular rates, were provided for 20 percent of the members. Straight pay for overtime was reported in 138 quotations covering 6.4 percent of the drivers included in the survey.

Overtime work was entirely prohibited in only 14 reports applying to 2 percent of the membership. In a number of agreements, however, overtime was restricted to emergency or necessary work. Restrictions as to the amount of overtime that may be worked in a day or week were not usually provided. A few agreements specified that the initial overtime rate should be further increased after a given amount of overtime had been worked.

TABLE 5.—Overtime Rates Provided for Motortruck Drivers in Union Agreements, May 15, 1937¹

Overtime rate provided in union agreements	Number of quotations	Percentage of members covered
No overtime rate provided.....	32	1.9
Straight time.....	138	6.4
Time and one-third.....	90	10.7
Time and one-half.....	668	57.9
Double time.....	18	.8
Specified amounts, not a multiple of the regular rate.....	123	20.3
Overtime prohibited.....	14	2.0

¹ Based on all quotations received for 1937.

*Provisions of Union Agreements*³

The 8-hour working day prevailed in most of the union agreements. Some agreements provide as few as 5 hours or as many as 14 hours for certain drivers, and some provide that more hours may be worked in the summer.

In even fewer agreements were there exceptions to the 6-day week. In a few agreements, the workweek of certain classes of drivers was 5, 5½, or 7 days. A uniform 5-day week was provided for in some agreements. In a few cases a 5-day week prevails during the summer while a 6-day week is worked during the rest of the year.

Most of the agreements establish a definite range during which work is to be performed. The starting time is commonly 8 a. m., though work may begin as early as 7 a. m. in a number of cases. Except for milk and bakery delivery drivers, earlier starting times are rare. Finishing time, except for the latter group of workers, is generally between 5 and 6 p. m. Frequently earlier starting times are provided for the summer months and later starts are sometimes provided for Saturday work.

Sunday and holiday work.—Work on Sundays is prohibited in only a few of these agreements. While holiday work is more frequently prohibited, the restriction is general only for Labor Day. Occasionally holiday work is prohibited only after a certain hour, usually 9 or 10 a. m. In some agreements a union permit must be secured for any holiday work; in others certain emergency deliveries may be made as long as regular work is not performed. In a few cases, holidays which fall on Saturday or Monday are not to be observed.

Although Sunday work is generally paid for at the usual overtime rate, a higher rate (usually double time) is paid for holiday work in a number of cases. A minimum amount of pay, usually 4 hours, must often be given if any work is performed on such days. Holidays with pay are sometimes granted, but usually for special holidays only, or if at least 3 days have been worked during the week of the holiday.

The holidays generally observed are New Year's, Memorial Day, Fourth of July, Labor Day, Thanksgiving, and Christmas. Washington's Birthday, Armistice Day, and election day are additional holidays frequently observed, while Columbus Day and Lincoln's Birthday are less frequently considered holidays. Less than these 6 holidays are observed in only a few cases, the minimum number of holidays being 3. Religious and local holidays are also covered in a number of agreements.

Extra-pay provisions.—The most frequent extra-pay provision is that requiring the payment of a minimum amount if a driver begins work, but is sent home before the regular day's work is completed. Generally at least half a day's pay must be given, with full pay if the driver

³ Other than wages and hours discussed above.

starts the afternoon's work. In a few cases a full day's pay must be given for any day on which work is begun. When the cause of the temporary lay-off is adverse weather conditions, this minimum payment need not be made.

A certain payment is also specified for drivers ordered to report to work when no work is given. This is usually 2 hours' pay but in some cases half or a full day's pay. When a driver is sent out on an overnight trip, the employer is usually required to cover whatever expenses are incurred for meals and lodging. Some agreements specify the amount to be furnished for such expenses, varying from \$1.50 to \$3.50 per day. A meal allowance is sometimes granted for trips which are unusually long but which do not involve being away from home over night.

Other types of extra pay sometimes provided in these agreements are a bonus in addition to overtime when a driver is called back after having completed his day's work and a provision for regular pay when a driver is required to wait beyond the usual time to receive his wages. There are also numerous provisions covering liability for damaged or undelivered goods, for unusually heavy loads, etc.

Union status.—Union membership is usually a condition of employment. Owners who do any driving must also be members of the union. About one-fourth of the agreements include the check-off system of collecting union dues, but in some cases only when individual members authorize the deduction. In other agreements the company deducts the amount of back dues when requested by the business agent of the union.

These agreements usually designate the union as the source of supply for replacements or additions to the permanent staff. The union is granted a reasonable amount of time, sometimes specified as 24 or 48 hours, in which to furnish help. If there is a shortage, preference must usually be given to members of the employers' association which is a party to the agreement. In a few agreements union membership is not required. In such cases it may be provided that members are to be given preference or that there is to be no discrimination for union membership. These agreements do not establish the check-off or designate the union as the source of supply of additional workers.

About half of the agreements require that temporary workers shall carry a union permit or be selected with the approval of the union. In the others, the company is permitted to select freely its temporary workers. In all instances temporary workers must join the union within a given time, which varies from 1 to 30 days.

Seniority and discharge.—One week's notice must be given in a number of agreements when a driver is quitting or is to be laid off, although in a few cases 2 weeks' notice is required. Failure to give the required

notice when quitting causes the driver in many cases to forfeit a week's pay. Similar notice is required for discharge for causes other than intoxication or dishonesty. Other reasons for discharge are not usually specified, except that the discharge must be for good cause and must not involve union discrimination. The company generally agrees to discharge men expelled from the union, the union in turn agreeing to consider the expulsion of any driver discharged for cause.

No single method of sharing work during dull periods predominates in these agreements. Overtime may be prohibited, hours reduced, or available work equally divided among regular workers, while in some cases rotation of opportunities for work is followed. In a number of agreements seniority is to be the guide in lay-offs and reemployment, seniority rights to continue through a lay-off of not more than a specified number of weeks. Seniority rights also hold through leave of absence for sickness or union duties, provided that the leave does not exceed from 3 to 6 months.

Vacations.—Vacations with pay are granted in nearly a fourth of these agreements, the length of vacations being about equally divided between 1 and 2 weeks. Usually a year of service is required before a driver is eligible for a vacation. The acceptance of pay in lieu of a vacation is permitted only to drivers leaving the service of the employer. The period during which vacations must be taken is frequently specified, but preference is accorded to individual drivers in accordance with seniority. In a very few cases drivers have the right to take annual vacations of a designated length, but receive no pay while off duty.

Other provisions.—Stoppages of work are prohibited during the life of the agreements except that in some cases sympathetic strikes are not to be considered violations of the agreements. Sometimes sympathetic strikes are permissible only when other locals of the drivers' union are involved.

The learning or probation period may vary from a few days to several months, the longer periods being required on the more complicated delivery routes. Somewhat lower pay is provided during this period.

When uniforms are required, the company usually assumes the full cost, with an additional allowance for maintenance. In a few cases the cost of uniforms is shared equally by the company and the worker. Less frequently, a maximum price to the employee is set in the agreement and the maximum number of uniforms he is expected to have is stipulated. The employer usually assumes the obligation of paying all traffic fines caused by the drivers' attempts to maintain fixed time schedules. Drivers required to furnish bond are reimbursed by their employers for the expenses incidental to such bonding.

SALARIES PAID BY CALIFORNIA MUNICIPALITIES, 1937¹

THE HIGHEST monthly municipal-government salary as of June 1, 1937, in 6 California cities of over 50,000 population was \$1,000, paid to the city manager of a municipality with a population of 284,000. The monthly salaries of the city attorneys in these municipalities ranged from \$350 to \$833.33; of city clerks, from \$225 to \$600; of police captains, from \$205 to \$300; and of fire captains from \$190 to \$250. Unskilled laborers were paid from \$4 to \$5 per day. These and other wage and salary statistics of municipal employees as of the same date are shown in the following table.

Only 2 of the 6 cities reported compensation for mayors—one a city of 82,000 population paying \$10 a meeting with a maximum of 4 meetings per month, and the other a city of 1,232,000 population paying \$833.33 per month.

The city-council compensation ranged from \$5 per meeting with a maximum of four meetings per month to \$400 per month.

Monthly Salaries Paid by 6 California Municipalities with Over 50,000 Population, June 1, 1937

Position or occupation	City with population in 1930 of—					
	57,500	76,000	82,000	142,000	284,000	1,232,000
City managers.....	\$600.00	\$900.00	\$833.33	\$750.00	\$1,000.00	-----
City attorneys.....	¹ 350.00	475.00	350.00	416.66	583.33	\$833.33
City clerks.....	300.00	225.00	225.00	250.00	325.00	600.00
Auditors.....	300.00	² 425.00	250.00	350.00	500.00	600.00
Assessors.....	⁽³⁾	350.00	275.00	250.00	⁽³⁾	⁽³⁾
Treasurers.....	⁽⁴⁾	243.00	250.00	260.00	325.00	600.00
Tax collectors.....	⁽⁵⁾	⁽⁵⁾	⁽⁶⁾	250.00	⁽³⁾	⁽³⁾
City engineers.....	350.00	350.00	400.00	450.00	583.33	833.33
Street superintendents	⁽⁷⁾	⁽⁷⁾	⁽⁷⁾	250.00	⁽⁷⁾	475.00
Waterworks superintendents	-----	450.00	-----	350.00	-----	-----
Park superintendents.....	⁽⁷⁾	300.00	230.00	250.00	390.00	450.00
Playground superintendents	⁽⁷⁾	¹ 109.00	¹ 175.00	260.00	475.00	562.50
City judges.....	350.00	¹ 270.00	383.33	500.00	-----	-----
Health officers.....	350.00	350.00	¹ 125.00	375.00	475.00	600.00
Police department:						
Chiefs.....	330.00	360.00	375.00	356.50	427.50	600.00
Captains.....	205.00	247.50	275.00	261.44	285.00	300.00
Lieutenant inspectors.....	-----	225.00	240.00	237.68	237.50	250.00
Sergeants.....	-----	202.50	205.00	213.90	209.00	225.00
Patrolmen.....	{ 160.00—	162.00—	160.00—	190.14	{ 171.00—	170.00—
	{ 180.00—	180.00—	185.00—		{ 190.00—	200.00—
Fire department:						
Chiefs.....	330.00	356.00	375.00	356.50	427.50	600.00
Battalion and assistant chiefs.....	{ 215.00—	225.00—	288.00	{ 238.00—	285.00	300.00
	{ 225.00—	-----		{ 285.00—		
Captains.....	190.00	202.50	205.00	213.90	223.25	250.00
Lieutenants.....	182.50	-----	195.00	-----	211.37	-----
Operators and engineers.....	-----	184.50	190.00	204.40	209.00	225.00
Hosemen.....	{ 160.00—	129.60—	160.00—	162.00—	171.00—	170.00—
	{ 175.00—	153.90—	185.00—	190.00—	195.00—	200.00—
Unskilled laborers.....	⁸ 5.00	⁸ 4.00	⁸ 4.00	⁸ 4.85	⁹ .50—	110.00

¹ Part time.⁴ Auditor.⁷ Engineer.² Controller.⁵ Assessor.⁸ Per day.³ County.⁶ Treasurer.⁹ Per hour.

¹ League of California Municipalities. Report No. 12: Monthly Salaries Paid in 143 California Cities as of June 1, 1937. San Francisco, 1937.

COLLEGE SALARIES, 1935-36

AN ANALYSIS of the salaries of 25,530 full-time faculty members in 252 colleges and universities for the scholastic year 1935-36 shows great variations in the compensation received. For example, in the 51 land-grant colleges, the median salary for a full-time professor on a 9-months basis was \$3,951; but there was a difference of almost \$2,000 between the median 9 months' salary in the 5 largest institutions (\$4,554) and that in the 5 smallest institutions (\$2,606).

The median salary on a 9-month basis, for all professors in the 252 institutions included in the accompanying table was \$3,592. However, 132 were receiving \$7,000 or more, while 544 were being paid less than \$2,000 as full professors.¹

Salaries for staff members in Negro colleges, including all faculty ranks, ranged from \$1,173 to \$2,094. These institutions are in the Southern States, and often homes are provided for faculty members at very low rentals.

Median Salaries in 252 Colleges and Universities in the United States, 1935-36

MEDIAN SALARIES

Number and types of colleges	Deans on basis of—		Professors on basis of—		Associate professors on basis of—		Assistant professors on basis of—		Instructors on basis of—	
	9 months	11-12 months	9 months	11-12 months	9 months	11-12 months	9 months	11-12 months	9 months	11-12 months
Publicly controlled institutions										
51 land-grant.....	\$4,300	\$4,859	\$3,951	\$3,869	\$2,973	\$3,017	\$2,486	\$2,574	\$1,792	\$2,012
5 largest land-grant ¹	5,625	5,375	4,554	4,676	3,396	3,577	2,743	2,938	1,914	2,123
5 smallest land-grant ¹	4,083	3,375	2,606	2,942	2,200	2,714	1,885	2,443	1,553	2,007
17 Negro land-grant.....	2,062	2,094	1,562	1,795	1,208	1,586	1,328	1,419	1,193	1,173
16 State universities.....	4,075	3,913	3,564	3,281	2,726	2,827	2,305	2,463	1,803	1,699
15 State colleges.....	3,125	3,375	2,886	2,797	2,171	2,444	1,869	2,082	1,582	1,578
Privately controlled institutions										
16 men's colleges....	\$4,083	\$4,375	\$3,583	\$4,313	\$3,000	\$3,354	\$2,688	\$2,792	\$2,052	\$2,027
38 women's colleges..	3,000	4,000	3,150	2,700	3,026	2,228	2,512	2,023	1,785	1,578
7 large universities..	4,500	6,563	5,143	5,733	3,625	3,947	2,944	3,051	2,284	2,154
16 medium universities.....	4,375	5,167	3,950	4,125	3,215	3,198	2,673	2,583	1,811	1,406
76 small colleges.....	1,594	2,083	1,662	1,879	1,429	1,670	1,375	1,478	1,015	1,190

¹ Not included in the total of 252 institutions, since they are duplicated in the calculations for 51 land-grant institutions.

¹ U. S. Office of Education. Bulletin, 1937, No. 9: College Salaries, 1936. Washington, 1937.

Median Salaries in 252 Colleges and Universities in the United States, 1935-36—Con.

NUMBER OF FACULTY MEMBERS

Number and types of colleges	Deans on basis of—		Professors on basis of—		Associate professors on basis of—		Assistant professors on basis of—		Instructors on basis of—	
	9 months	11-12 months	9 months	11-12 months	9 months	11-12 months	9 months	11-12 months	9 months	11-12 months
Publicly controlled institutions										
511 land grant.....	52	379	1,879	1,595	1,045	831	1,658	1,229	2,050	1,215
5 largest land-grant ¹	3	78	489	524	249	272	371	432	309	533
5 smallest land-grant ¹	4	29	51	64	28	28	37	50	99	43
17 Negro land-grant.....	5	41	30	128	15	58	28	62	95	158
16 State universities.....	70	91	724	177	425	100	559	120	649	198
15 State colleges.....	9	32	110	134	128	62	121	143	118	90
Privately controlled institutions										
16 men's colleges.....	8	16	66	260	48	150	66	139	69	214
38 women's colleges.....	24	26	551	150	216	37	302	39	316	58
7 large universities.....	4	53	301	387	104	254	209	328	337	469
16 medium universities.....	17	54	410	232	137	113	288	198	308	272
76 small colleges.....	46	52	608	267	142	80	113	43	269	67
Total 252 institutions ²	235	744	4,679	3,330	2,260	1,685	3,344	2,301	4,211	2,741

¹ Not included in the total of 252 institutions, since they are duplicated in the calculations for 51 land-grant institutions.

² Of the 25,530 full-time staff members in 252 institutions, 14,729 are on a 9-month basis, and 10,801 are on a 11-12-month basis.



FARM WAGE AND LABOR SITUATION, JANUARY 1, 1938

FARM WAGE rates without board averaged \$1.61 per day on January 1, 1938, for the country as a whole, with a range among the States from 80 cents in South Carolina to \$3 in California. On January 1, 1937, the general average was \$1.51 and the range was from 80 cents in South Carolina to \$2.70 in California and Connecticut. Monthly wages without board averaged \$33.28 on January 1, 1938, as against \$31.37 on January 1, 1937, and \$28.63 on January 1, 1936. These figures and those in the accompanying tables are from reports of the United States Bureau of Agricultural Economics.

The supply of farm labor on January 1, 1938, was 92 percent of normal and the demand 79.2 percent, as compared with corresponding figures of 91 and 81.7 percent on January 1, 1937.

Table 1 shows average farm wages, supply of and demand for farm labor, and number of persons employed per farm, on January 1, 1938, as compared with January 1, 1936, January 1 and October 1, 1937, 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	Jan. 1, 1936	Jan. 1, 1937	Oct. 1, 1937	Jan. 1, 1938
Farm wage index.....	100	94	103	126	111
Farm wage rates:					
Per month, with board.....	\$20.41	\$18.54	\$20.68	\$25.51	\$22.18
Per month, without board.....	\$29.09	\$28.63	\$31.37	\$36.71	\$33.28
Per day, with board.....	\$1.10	\$1.00	\$1.10	\$1.39	\$1.19
Per day, without board.....	\$1.43	\$1.37	\$1.51	\$1.83	\$1.61
Supply of and demand for farm labor (percent of normal):					
Supply.....		96.7	91.0	80.6	92.0
Demand.....		76.0	81.7	91.7	79.2
Supply as percentage of demand.....		127.2	111.4	87.9	116.2
Number of persons employed per farm: ¹					
Family labor.....		1.99	1.94	2.04	1.89
Hired labor.....		.62	.69	1.10	.67
Combined.....		2.61	2.63	3.14	2.56

¹ On farms of crop reporters.

Average farm wage rates per month and per day, with board and without board, on January 1, 1937 and 1938, are shown in table 2 by geographic division.

TABLE 2.—Average Farm Wage Rates on January 1, 1937 and 1938, by Geographic Division

Geographic division	Per month, with board		Per month, without board		Per day, with board		Per day, without board	
	1937	1938	1937	1938	1937	1938	1937	1938
United States.....	\$20.68	\$22.18	\$31.37	\$33.28	\$1.10	\$1.19	\$1.51	\$1.61
New England.....	29.56	30.78	51.05	52.38	1.67	1.70	2.42	2.51
Middle Atlantic.....	25.28	27.85	41.34	44.47	1.52	1.72	2.12	2.32
East North Central.....	24.24	26.75	35.79	39.12	1.38	1.54	1.86	2.04
West North Central.....	19.77	21.49	30.72	32.56	1.13	1.22	1.62	1.74
South Atlantic.....	15.85	16.41	23.33	24.23	.82	.86	1.09	1.15
East South Central.....	15.12	15.74	21.98	22.47	.76	.78	1.00	1.02
West South Central.....	17.66	18.63	25.82	27.36	.88	.94	1.17	1.24
Mountain.....	31.01	31.90	45.47	47.09	1.50	1.56	2.03	2.10
Pacific.....	37.23	42.17	59.45	65.75	1.75	1.99	2.57	2.83



WAGES IN COTTON PICKING, 1937

WAGE RATES for the picking of seed cotton averaged the same in 1937 as in 1936—69 cents per 100 pounds. The rates in 1937 ranged from 60 cents in Alabama, Georgia, and South Carolina to 95 cents in California. The following table, taken from Crops and Markets for November 1937, published by the United States Department of Agriculture, shows the average rates for each State and for the United States as a whole in 1929 and in each year from 1934 to 1937.

Average Wage Rates for Picking 100 Pounds of Seed Cotton, 1929 and 1934-37

State	1929	1934	1935	1936	1937	State	1929	1934	1935	1936	1937
All States.....	\$1.06	\$0.60	\$0.58	\$0.69	\$0.69	Tennessee.....	\$1.34	\$0.65	\$0.60	\$0.80	\$0.70
Virginia.....	1.15	.65	.65	.70	.75	Alabama.....	.92	.55	.50	.60	.60
North Carolina.....	1.01	.65	.65	.65	.70	Mississippi.....	1.08	.55	.55	.75	.80
South Carolina.....	.81	.50	.50	.55	.60	Louisiana.....	1.01	.55	.55	.65	.70
Georgia.....	.90	.50	.50	.55	.60	Texas.....	1.11	.60	.60	.65	.65
Florida.....	1.07	.55	.55	.60	.65	Oklahoma.....	1.22	.75	.70	.75	.75
Illinois.....	1.15	.75	.75	.90	.70	Arkansas.....	1.06	.60	.55	.75	.70
Missouri.....	1.12	.80	.75	.95	.80	New Mexico.....	1.25	.65	.65	.70	.70
Kansas.....	1.30	.75	.70	.75	.65	Arizona.....	1.50	.90	.90	1.10	.85
Kentucky.....	1.18	.80	.75	.95	.80	California.....	1.45	.90	.90	1.00	.95



WAGES AND WORKING CONDITIONS OF HARBOR WORKERS AT ROTTERDAM, 1937¹

AN AVERAGE increase of about 7 percent was provided for by a new collective agreement between the harbor workers and their employers at Rotterdam, Netherlands, which became effective on October 18, 1937. The rates were to remain in force until January 3, 1938, at which time they were to be increased by another 3 percent, calculated on the old schedule.

The new scale which went into force in October is shown in the following table.

Minimum Weekly Wages Set by Agreement for Harbor Workers, Rotterdam

[Exchange rate of florin, September 1937=55 cents]

Branch of industry and class of workers	Minimum weekly wage	Branch of industry and class of workers	Minimum weekly wage
<i>Regular employees</i>		<i>Regular employees—Continued</i>	
Warehousing, forwarding, and Rhine shipping:	<i>Florins</i>	Grain factors:	<i>Florins</i>
Workers in sheds, etc. ¹	26.00	Foremen.....	31.60
Crane operators ¹	27.90	Assistant foremen.....	27.00
Young workers.....	29.30		
Stevedoring.....	to		
Mechanical enterprises: ⁴	26.00		Rate per shift
First engineers.....	23.70		
Second engineers.....	29.80	<i>Casual employees</i>	
Boatswains.....	27.90		<i>Florins</i>
Crane operators.....	27.90	Grain superintendents:	2.78
Laborers (trimmers, etc.).....	26.00	4-hour shift.....	3.12
Fireman, assistant engineers.....	26.00	4½-hour shift.....	3.82
Firemen.....	23.70	5½-hour shift ⁵	
Floating, pneumatic grain elevators: ⁴		Mechanical enterprises:	3.20
First engineers.....	29.80	4-hour shift.....	3.60
Second engineers.....	27.90	4½-hour shift.....	4.40
Boatswains.....	27.90	5½-hour shift ⁵	6.40
Welghers.....	27.90	8½-hour shift.....	
Firemen (assistant engineers).....	26.00	Other enterprises:	2.45
Firemen.....	23.70	4-hour shift.....	2.75
Laborers.....	26.00	4½-hour shift.....	3.35
		5½-hour shift ⁵	

¹ 1.40 florins per week extra, if working for same employer since Mar. 3, 1924.

² According to age.

³ Guaranteed minimum.

⁴ Wages shown include any supplements.

⁵ Saturday, 8 a. m. to 1:30 p. m.

¹ Data are from report by Harold D. Clum, American Consul General at Rotterdam, October 23, 1937.

Workers employed by stevedoring firms handling injurious commodities, such as bones, bonemeal, cement, dried fish bones, wet salted hides, asphalt, pitch, etc., are to receive extra compensation varying from 0.23 to 0.32 florin per shift or from 0.46 to 0.64 florin per shift, depending on the nature of the goods.

For harbor workers employed in mechanical enterprises such as stevedoring companies operating loading bridges, transporters, and floating grab cranes for the loading and unloading of coal, ore, and other bulk cargoes, an average 48-hour week is provided. Daily hours may not exceed 8½. Overtime work and work on Saturday afternoon is to be paid for at the rate of 0.95 per hour, and work on Sunday at the rate of 3.00 florins per half shift or part thereof.

For other harbor employees a 48-hour week is provided, and overtime at 0.80 to 1.00 florin per hour and 3.00 per shift on Sunday.

All harbor workers are entitled to an annual paid vacation of at least 2 workdays when employed by the same firm since January 2 of the current year, 4 workdays when employed since July 1 of the past year, and 6 workdays when employed since January 2 of the past year. Casual harbor workers belonging to the "harbor labor reserve" are entitled to an annual vacation depending upon the number of shifts performed during the previous fiscal year, as follows:

	<i>Paid vacation (workdays)</i>
200 to 299 shifts.....	1
300 to 399 shifts.....	2
400 to 499 shifts.....	3
500 shifts or more.....	4

The compensation paid for each day of vacation is to be equal to the ordinary wage for a morning and afternoon shift.

Employment Offices

ACTIVITIES OF UNITED STATES EMPLOYMENT SERVICE, JANUARY 1938

APPLICATIONS for work and registrations for unemployment-compensation benefits brought one of the largest volumes of registrants to United States Employment Offices during January in the history of the public employment service offices.

More than 1½ million applications for work were registered by offices during the month. Over 2¼ million original claims and 2½ million continued claims for benefits were filed through the offices. Despite the great volume of this activity, 135,759 placements in jobs were reported.

The number of applications for work represents the largest volume for any single month since the peak of the registration activity in connection with the Works Progress Administration program. A total of 1,557,388 applications for work were filed, 939,708 representing new applicants (persons not previously registered with the Employment Service), and 617,680 representing renewals of previously registered persons whose applications had become inactive. Men numbered 704,865 of the new applicants and women 234,843.

The procedure for the filing of claims for unemployment-compensation benefits necessitates that claimants must be actively registered in an office of the United States Employment Service. During January, benefit payments were started for the first time in 22 States, their activity representing the first large-scale operations of the unemployment-insurance program. Wisconsin is the only State which had paid benefits before January. The registrations of benefit claimants in these new benefit-paying States as a result accounted in large measure for the striking increase in the volume of employment-service registrations. The increase in such applications became noticeable in December, immediately prior to the beginning of actual unemployment-insurance operations in these States, and reached wholesale proportions during January.

In the 22 new benefit-paying States, new applications registered in January were 135.8 percent greater than the number registered in December, and 329.7 percent greater than the number registered in November. Increased demand for jobs, apart from the requirements of the unemployment-insurance provisions, however, also accounted

for part of the increase in the number of applicants. New applications registered in the 26 nonbenefit-paying States rose 55.4 percent above the level reached in December, and 75.5 percent above the November total.

Tentative reports for 6 weeks, from January 1 through February 12, indicate that 2,450,379 original claims and 4,413,207 continued claims for unemployment-compensation benefits were filed through the Employment Service offices in the benefit-paying States. The filing of these claims for benefits is a separate transaction from the prerequisite registration for employment.

Due to the volume of work carried on in connection with the greatly increased registration load, activity in the placement field suffered curtailment. This was reflected in a decrease in the number of field solicitations of employers to a total of 70,098, the smallest volume reported since February 1936. It is interesting to note that the decline in field visits from December to January was 44.5 percent in the new benefit-paying States, but only 1.3 percent in the nonbenefit-paying States. However, in spite of the reduced activity and the effect of the restricted number of job openings available, 135,759 placements of all types were made, 85,412 representing placements of men, and 50,347 being placements of women.

Placements in private nongovernmental jobs made up the bulk of this activity, 91,876 being reported, 29 percent less than in December. Men were placed in 43,606 of these jobs and women in 48,270. The decline in the number of regular jobs from December to January was much less than in the number of temporary jobs, the January total being 10.7 percent less than the December total for the regular jobs, but 38.3 percent smaller for the temporary jobs.

In addition to private placements the Employment Service made 41,803 placements in public nonrelief employment, practically all being of men, and 2,080 assignments on relief jobs.

The number of active applicants on file in the Employment Service rose by almost a quarter during January, reaching a total of 6,054,616. Applications of 4,752,409 men were on file at the end of the month, a gain of 24.5 percent during the month, and applications of women numbered 1,302,207, a gain of 23.2 percent. The average increase in the active file in the 22 new benefit-paying States during January was 35.9 percent, while the increase in the nonbenefit-paying States and in Wisconsin, which had paid benefits previously, was slightly less than 11 percent.

Increases in the number of new applications and the number of veterans in the active file were smaller during January than for non-veterans, while the decrease in the number of placements of veterans was also less.

Tables 1 and 2 summarize activities during January. Table 5 gives a State-by-State report of unemployment compensation activities carried on through the Employment Services for the 6-weeks period ended February 12. State-by-State reports of Employment Service operations for January follow.

TABLE 1.—*Summary of Operations of United States Employment Service, January 1938*

Activity	Number	Percent of change from—		
		December 1937	January 1937	January 1936
Total applications.....	1, 557, 388	+73. 6	+136. 3	+76. 9
New applications.....	939, 708	+107. 9	+221. 5	+116. 7
Renewals.....	617, 680	+38. 8	+68. 4	+38. 2
Total placements.....	135, 759	-24. 0	-43. 9	-74. 0
Private.....	91, 876	-29. 0	-36. 2	+48. 5
Public.....	41, 803	-10. 4	-50. 3	-56. 4
Relief.....	2, 080	-20. 9	-85. 1	-99. 4
Active file.....	6, 054, 616	+24. 2	-3. 6	-33. 3

TABLE 2.—*Summary of Veterans' Activities, January 1938*

Activity	Number	Percent of change from—		
		December 1937	January 1937	January 1936
New applications.....	30, 833	+78. 3	+159. 4	+96. 5
Total placements.....	7, 738	-21. 1	-49. 0	-80. 4
Private.....	3, 242	-32. 8	-51. 5	+8. 7
Public.....	4, 160	-11. 0	-47. 2	-65. 5
Relief.....	336	+6. 7	-44. 4	-98. 6
Active file.....	317, 912	+18. 5	-8. 2	-42. 2

TABLE 3.—Operations of United States Employment Service, January 1938

TOTAL

Division and State	Placements						New applica- tions		Active file		
	Total ¹	Private			Public			Number	Per- cent of change from De- cem- ber	Jan. 31, 1938	Per- cent of change from Dec. 31, 1937
		Num- ber	Per- cent of change from De- cem- ber	Regu- lar (over 1 month)	Tem- porary (1 month or less)	Num- ber	Per- cent of change from De- cem- ber				
United States.....	135,759	91,876	-29.0	39,059	52,817	41,803	-10.4	939,708	+107.9	6,054,616	+24.2
New England.....	4,899	3,280	-17.4	1,966	1,314	1,498	-11.9	103,798	+67.7	595,450	+30.2
Maine.....	488	225	+49.0	120	105	263	-19.8	10,298	+67.8	42,974	+62.1
New Hampshire.....	732	611	-6.9	414	197	121	-26.2	12,088	+236.0	40,740	+72.6
Vermont.....	401	325	-16.2	184	141	76	-78.9	5,309	+223.5	18,039	+73.3
Massachusetts.....	1,047	724	-17.4	407	317	301	-18.2	26,329	+31.8	297,305	+12.4
Rhode Island.....	467	348	-19.4	189	159	77	-34.2	3,798	-61.0	53,910	+9.7
Connecticut.....	1,764	1,047	-28.5	652	395	660	+82.3	45,976	+121.0	142,482	+71.1
Middle Atlantic.....	15,273	11,204	-23.3	5,093	6,111	3,431	-23.7	284,681	+224.3	1,492,512	+34.9
New York.....	7,956	6,184	-28.1	2,597	3,587	1,492	-33.2	185,915	+459.8	466,080	+88.3
New Jersey.....	2,549	2,300	-12.3	1,177	1,123	183	-53.3	16,766	+79.4	206,432	+13.0
Pennsylvania.....	4,768	2,720	-19.8	1,319	1,401	1,756	-6.1	82,000	+81.3	820,000	+21.2
East North Central.....	26,807	20,355	-24.4	9,237	11,118	5,813	+11.9	122,555	+72.2	1,082,965	+12.2
Ohio.....	6,876	5,100	-27.5	2,407	2,693	1,411	-3.9	31,780	+94.0	322,804	+16.2
Indiana.....	2,049	1,887	-31.8	1,189	698	159	-40.0	13,109	+65.9	111,028	+8.1
Illinois.....	12,164	9,205	-20.4	3,566	5,639	2,907	+33.8	30,955	+23.5	515,414	+6.1
Michigan.....	2,318	1,676	-34.6	788	888	515	-10.4	36,679	+161.6	182,210	+23.3
Wisconsin.....	3,400	2,487	-16.8	1,287	1,200	821	+13.6	20,032	+25.9	151,509	+10.8
West North Central.....	15,120	10,055	-19.5	4,960	5,095	4,867	-21.0	38,512	+30.3	561,099	+9.8
Minnesota.....	3,204	2,564	-24.3	1,407	1,157	632	-40.5	15,024	+81.9	147,361	+27.5
Iowa.....	3,596	2,470	-12.3	1,100	1,370	940	-19.0	4,582	-6.2	67,838	+7.3
Missouri.....	3,160	2,176	-1.5	1,135	1,041	984	-34.7	9,996	+32.6	161,390	+6.3
North Dakota.....	1,222	1,083	-40.0	513	570	139	-22.8	1,074	-5.0	28,429	+5.6
South Dakota.....	952	489	-7.2	169	320	459	-36.8	1,351	-13.2	50,352	-2.4
Nebraska.....	1,444	735	-11.4	396	339	709	-13.0	2,782	+8.9	44,744	+5.4
Kansas.....	1,542	538	-40.7	240	298	1,004	+41.8	3,703	+2.2	61,425	+2.3
South Atlantic.....	17,327	8,234	-30.6	4,253	3,981	8,856	-4.0	142,433	+134.1	729,039	+38.3
Delaware.....	429	340	-37.0	138	202	87	+45.0	1,111	+23.7	12,292	+14.5
Maryland.....	1,263	725	-28.3	397	328	538	-15.7	16,553	+12.6	78,567	+47.1
District of Co- lumbia.....	1,974	1,485	-12.9	796	689	489	+176.3	10,330	+366.8	42,983	+60.1
Virginia.....	2,264	1,329	-31.0	762	567	925	-47.1	21,414	+365.7	78,311	+65.9
West Virginia.....	1,034	620	-37.6	349	271	380	+47.3	37,165	+432.4	134,177	+67.1
North Carolina.....	3,362	2,010	-37.4	1,075	935	1,349	-16.5	34,597	+93.4	136,722	+45.5
South Carolina.....	1,046	229	-62.7	106	123	816	-12.7	6,390	+117.5	61,882	+18.4
Georgia.....	4,491	1,496	-19.6	630	866	2,995	+11.3	11,716	+34.7	115,440	+15.5
Florida.....	1,464	0	-	0	0	1,277	+16.0	3,157	+62.7	68,665	+9.6
East South Central.....	7,159	2,798	-37.4	1,867	931	4,328	-21.3	50,970	+81.6	429,780	+16.5
Kentucky.....	1,545	773	-27.8	453	320	768	-46.9	3,763	+47.7	105,702	+1.1
Tennessee.....	1,954	1,305	-35.7	958	347	649	-21.5	7,961	-1.0	127,383	+9.0
Alabama.....	1,749	657	-52.3	343	214	1,164	+28.9	30,925	+145.9	125,838	+42.4
Mississippi.....	1,911	163	-19.3	113	50	1,747	-24.7	8,321	+69.7	70,857	+19.6
West South Central.....	29,459	23,136	-36.9	5,352	17,784	6,165	+10.7	82,925	+87.2	481,347	+21.8
Arkansas.....	1,536	1,194	-19.4	385	809	219	-13.4	6,990	+104.7	58,171	+32.4
Louisiana.....	3,251	2,190	-40.6	1,168	1,022	1,060	+57.0	19,125	+155.9	89,292	+27.8
Oklahoma.....	2,371	1,264	-34.8	464	800	1,106	+26.0	6,174	+5.1	105,161	+7.2
Texas.....	22,301	18,488	-37.5	3,335	15,153	3,780	+0.4	50,636	+84.0	228,723	+23.8
Mountain.....	6,826	3,850	-30.5	1,865	1,985	2,924	-24.8	18,185	+26.2	197,906	+15.2
Montana.....	779	453	+10.8	188	265	322	-57.1	1,764	+52.3	26,598	+14.0
Idaho.....	740	599	-9.9	270	329	141	-45.3	2,019	-7.0	19,594	+9.7
Wyoming.....	336	234	-20.7	76	158	97	-28.7	669	+20.8	7,793	+22.0
Colorado.....	2,038	984	-40.9	495	489	1,042	-6.0	4,930	+11.1	64,754	+9.7
New Mexico.....	842	435	-2.9	304	131	402	-27.4	1,414	+28.1	26,688	+9.8
Arizona.....	1,274	705	-38.4	313	392	545	-25.3	3,891	+49.7	23,587	+28.2
Utah.....	278	154	-74.4	51	103	122	-34.8	2,671	+52.9	24,012	+30.4
Nevada.....	539	286	-28.3	168	118	253	+57.1	827	+29.4	4,880	+19.1
Pacific.....	12,889	8,964	-30.2	4,466	4,498	3,921	-20.4	95,649	+77.1	484,518	+30.6
Washington.....	1,202	968	-39.7	325	243	630	-48.8	8,270	+2.1	84,646	+18.2
Oregon.....	1,244	593	-12.1	320	273	651	-25.3	18,938	+102.1	79,473	+44.6
California.....	10,443	7,803	-30.5	3,821	3,982	2,640	-6.5	68,441	+87.3	320,399	+31.0

¹ Includes 2,080 security-wage placements on work-relief projects.

² Partially estimated.

TABLE 3.—Operations of United States Employment Service, January 1938—Continued

Division and State	Placements						New applica- tions		Active file		
	Total ¹	Private				Public		Number	Per- cent of change from Decem- ber	Jan. 31, 1938	Per- cent of change from Dec. 31, 1937
		Number	Per- cent of change from Decem- ber	Regu- lar (over 1 month)	Tem- porary (1 month or less)	Number	Per- cent of change from Decem- ber				
United States.....	85,412	43,606	-33.7	13,998	29,608	39,886	-12.7	704,865	+107.3	4,752,409	+24.5
New England.....	2,661	1,275	-23.2	691	584	1,283	-22.0	64,763	+49.6	433,950	+27.9
Maine.....	357	97	+38.6	28	60	260	-19.8	6,508	+45.8	34,641	+54.0
New Hampshire.....	438	325	-13.1	184	141	113	-29.8	6,976	+195.3	29,431	+63.2
Vermont.....	219	147	-10.4	67	80	72	-80.0	3,590	+162.0	14,418	+67.4
Massachusetts.....	545	227	-35.7	108	119	296	-18.7	17,039	+16.7	216,337	+12.0
Rhode Island.....	219	133	+9.0	78	55	62	-30.3	1,992	-66.3	37,336	+7.5
Connecticut.....	883	346	-40.0	226	120	480	+38.3	28,658	+96.7	101,787	+63.2
Middle Atlantic.....	6,742	3,440	-35.1	1,722	1,718	2,690	-36.2	218,572	+222.0	1,164,993	+33.3
New York.....	3,487	2,119	-38.9	1,028	1,001	1,088	-48.0	146,435	+474.5	368,748	+91.6
New Jersey.....	781	532	-29.1	324	208	183	-53.1	12,137	+72.7	166,245	+12.9
Pennsylvania.....	2,474	789	-27.1	370	419	1,419	-18.0	760,000	+69.7	2,630,000	+17.9
East North Central.....	14,252	7,958	-27.2	2,906	5,052	5,690	+11.3	98,149	+85.0	883,536	+14.2
Ohio.....	3,399	1,682	-38.6	736	946	1,355	-5.3	25,851	+101.9	265,584	+18.1
Indiana.....	694	549	-48.8	245	304	143	-44.1	9,763	+79.0	90,502	+9.0
Illinois.....	7,007	4,085	-17.4	1,340	2,745	2,889	+34.4	14,634	+25.3	250,496	+6.4
Michigan.....	1,317	694	-36.1	240	454	499	-12.8	33,310	+187.5	157,698	+27.3
Wisconsin.....	1,835	948	-13.1	345	603	804	+14.5	14,591	+26.5	119,256	+12.2
West North Central.....	9,648	4,664	-24.2	1,758	2,906	4,788	-21.1	26,817	+26.6	455,203	+9.9
Minnesota.....	1,765	1,133	-29.0	468	665	625	-40.0	10,217	+63.8	117,433	+27.2
Iowa.....	2,311	1,211	-13.1	425	786	914	-18.6	3,136	-11.0	54,963	+8.3
Missouri.....	1,896	914	-8.7	345	569	982	-34.7	7,323	+37.6	130,016	+7.0
North Dakota.....	676	546	-44.3	238	308	130	-26.6	601	-7.5	22,371	+5.6
South Dakota.....	728	274	-2.8	77	197	451	-37.2	910	-14.7	43,285	-2.8
Nebraska.....	1,037	339	-5.8	137	202	698	-13.5	1,966	+9.8	36,526	+5.0
Kansas.....	1,235	247	-54.2	68	179	988	+41.5	2,664	+2.9	60,559	+3.0
South Atlantic.....	11,874	3,061	-42.4	1,188	1,873	8,633	-5.2	105,591	+137.0	549,459	+40.9
Delaware.....	157	69	-62.1	41	28	86	+43.3	792	+31.3	9,373	+17.7
Maryland.....	724	225	-51.3	131	94	499	-21.5	11,670	+5.5	62,300	+46.5
District of Co- lumbia.....	790	336	-27.4	155	181	454	+204.7	7,339	+412.5	30,147	+66.2
Virginia.....	1,459	544	-43.2	204	340	908	-46.9	15,530	+368.9	57,303	+73.5
West Virginia.....	474	126	-48.1	49	77	316	+26.4	33,091	+493.8	115,831	+73.8
North Carolina.....	2,045	728	-55.4	268	460	1,317	-17.4	20,317	+75.8	91,504	+42.4
South Carolina.....	927	116	-68.6	25	91	810	-12.6	5,091	+120.6	45,985	+20.9
Georgia.....	3,891	917	-8.8	315	602	2,974	+11.2	9,479	+29.3	86,300	+17.5
Florida.....	1,407	0	-----	-----	1,269	+15.3	2,282	+66.9	50,716	+10.5	
East South Central.....	5,658	1,377	-41.2	857	520	4,258	-21.7	37,846	+71.0	334,680	+16.7
Kentucky.....	1,045	307	-29.1	131	176	734	-48.2	2,466	+48.3	84,515	+1.0
Tennessee.....	1,204	566	-43.1	429	137	638	-22.7	5,499	-7.3	99,368	+8.6
Alabama.....	1,579	419	-44.4	234	185	1,142	+29.6	23,325	+125.1	99,130	+42.9
Mississippi.....	1,830	85	-46.5	63	22	1,744	-24.8	6,556	+56.9	51,667	+22.5
West South Central.....	21,701	15,466	-35.3	2,122	13,344	6,078	+10.3	67,091	+102.0	382,347	+24.8
Arkansas.....	1,098	763	-22.4	100	663	212	-15.2	5,789	+109.9	48,237	+24.1
Louisiana.....	2,352	1,298	-50.4	578	720	1,053	+57.6	16,379	+137.8	73,892	+43.1
Oklahoma.....	1,576	509	-51.2	74	435	1,067	+25.7	4,646	+0.3	86,019	+7.7
Texas.....	16,675	12,896	-33.1	1,370	11,526	3,746	+0.0	40,277	+100.0	174,199	+28.1
Mountain.....	4,887	1,954	-35.3	829	1,125	2,892	-24.7	14,497	+26.4	165,456	+17.0
Montana.....	664	344	+8.9	116	228	318	-57.1	1,446	+57.0	22,243	+15.8
Idaho.....	438	300	+8.7	79	221	138	-45.7	1,705	-6.3	17,542	+11.3
Wyoming.....	203	105	-23.4	26	79	94	-28.2	509	+42.6	6,450	+23.8
Colorado.....	1,528	480	-43.8	178	302	1,039	-5.3	3,565	+6.5	51,857	+10.9
New Mexico.....	664	263	-5.7	200	63	399	-27.5	1,080	+21.6	22,150	+10.4
Arizona.....	795	235	-60.5	108	127	537	-26.0	3,339	+53.9	20,542	+33.3
Utah.....	169	50	-81.4	19	31	118	-35.5	2,182	+48.8	20,533	+31.7
Nevada.....	426	177	-40.0	103	74	249	+55.6	671	+34.2	4,139	+20.3
Pacific.....	7,989	4,411	-38.1	1,925	2,486	3,574	-24.9	71,539	+65.4	382,785	+31.4
Washington.....	888	264	-46.1	110	154	620	-48.7	6,931	-0.6	74,088	+19.2
Oregon.....	925	302	-30.9	115	187	623	-27.7	16,413	+96.1	67,828	+74.2
California.....	6,176	3,845	-38.0	1,700	2,145	2,331	-13.2	48,195	+72.7	240,869	+31.5

¹ Includes 1,920 security-wage placements on work-relief projects.² Partially estimated.

TABLE 3.—Operations of United States Employment Service, January 1938—Continued

WOMEN

Division and State	Placements					New applica- tions		Active file	
	Total ¹	Private				Num- ber	Per- cent of change from Decem- ber	Jan. 31, 1938	Per- cent of change from Dec. 31, 1937
		Num- ber	Per- cent of change from Decem- ber	Regu- lar (over 1 month)	Tempo- rary (1 month or less)				
United States.....	50,347	48,270	-24.1	25,061	23,209	234,843	+109.7	1,302,207	+23.2
New England.....	2,238	2,005	-13.2	1,275	730	39,035	+109.7	161,500	+36.8
Maine.....	131	128	+58.0	92	36	3,790	+126.4	8,333	+107.7
New Hampshire.....	294	286	+1.4	230	56	5,112	+313.6	11,309	+103.0
Vermont.....	182	178	-20.5	117	61	1,719	+534.3	3,621	+102.1
Massachusetts.....	502	497	-5.2	299	198	9,290	+72.7	80,968	+13.5
Rhode Island.....	248	215	-30.6	111	104	1,806	-52.8	16,574	+14.9
Connecticut.....	881	701	-21.1	426	275	17,318	+178.2	40,695	+94.7
Middle Atlantic.....	8,531	7,764	-16.6	3,371	4,393	66,109	+232.3	327,519	+41.0
New York.....	4,469	4,065	-20.7	1,569	2,496	39,480	+411.3	97,332	+76.8
New Jersey.....	1,768	1,768	-5.6	853	915	4,629	+100.0	40,187	+13.6
Pennsylvania.....	2,294	1,931	-16.4	949	982	22,000	+123.1	190,000	+33.9
East North Central.....	12,555	12,397	-22.5	6,331	6,066	24,406	+34.7	199,429	+4.2
Ohio.....	3,477	3,418	-20.5	1,671	1,747	5,929	+65.6	57,220	+8.2
Indiana.....	1,355	1,338	-21.0	944	394	3,346	+36.8	20,526	+4.5
Illinois.....	5,157	5,120	-22.7	2,226	2,894	6,321	+19.5	64,918	+5
Michigan.....	1,001	982	-33.4	548	434	3,369	+38.4	24,512	+2.9
Wisconsin.....	1,565	1,539	-18.9	942	597	5,441	+24.4	32,253	+5.7
West North Central.....	5,472	5,391	-14.9	3,202	2,189	11,695	+39.7	105,896	+9.2
Minnesota.....	1,439	1,431	-20.1	939	492	4,807	+137.6	29,878	+28.9
Iowa.....	1,285	1,259	-11.5	675	584	1,446	+6.0	12,435	+3.3
Missouri.....	1,264	1,262	+4.4	790	472	2,673	+20.5	31,374	+3.5
North Dakota.....	546	537	-35.0	275	262	473	-1.7	6,058	+5.7
South Dakota.....	224	215	-12.2	92	123	441	-9.8	7,067	+5
Nebraska.....	407	396	-15.7	259	137	816	+6.7	8,218	+6.9
Kansas.....	307	291	-20.9	172	119	1,039	+0.5	10,866	-1.0
South Atlantic.....	5,453	5,173	-20.9	3,065	2,108	36,842	+126.0	179,580	+30.8
Delaware.....	272	271	-24.3	97	174	319	+8.1	2,919	+5.4
Maryland.....	539	500	-8.9	266	234	4,883	+34.5	16,267	+49.5
District of Columbia.....	1,184	1,149	-7.4	641	508	2,991	+283.0	12,836	+47.5
Virginia.....	805	785	-19.0	558	227	5,884	+357.5	21,008	+48.2
West Virginia.....	560	494	-34.2	300	194	4,074	+189.3	18,346	+34.4
North Carolina.....	1,317	1,282	-18.6	807	475	14,280	+125.4	45,218	+52.0
South Carolina.....	119	113	-63.7	81	32	1,299	+106.2	15,897	+11.8
Georgia.....	600	579	-32.2	315	264	2,237	+63.9	29,140	+10.2
Florida.....	57	0	-----	0	0	875	+52.7	17,949	+7.3
East South Central.....	1,501	1,421	-33.3	1,010	411	13,124	+121.8	95,100	+15.6
Kentucky.....	500	466	-26.8	322	144	1,297	+46.7	21,187	+1.5
Tennessee.....	750	739	-28.6	529	210	2,462	+16.7	28,015	+10.5
Alabama.....	170	138	-66.7	109	29	7,600	+245.3	26,708	+40.6
Mississippi.....	81	78	+81.4	50	28	1,765	+143.8	19,190	+12.5
West South Central.....	7,758	7,670	-39.9	3,230	4,440	15,834	+43.0	99,000	+11.5
Arkansas.....	438	431	-13.5	285	146	1,201	+82.8	9,934	+14.6
Louisiana.....	899	892	-16.6	590	302	2,746	+54.2	15,400	+16.8
Oklahoma.....	795	755	-15.8	390	365	1,528	+22.9	19,142	+5.4
Texas.....	5,626	5,592	-45.7	1,965	3,627	10,359	+40.2	54,524	+11.7
Mountain.....	1,939	1,896	-24.8	1,036	860	3,688	+25.4	32,540	+6.8
Montana.....	115	109	+17.2	72	37	318	+34.2	4,355	+5.8
Idaho.....	302	299	-2.3	191	108	314	-10.3	2,052	-2.7
Wyoming.....	133	129	-18.4	60	79	160	-18.8	1,343	+13.8
Colorado.....	510	504	-37.8	317	187	1,365	+26.2	12,897	+5.1
New Mexico.....	178	172	+1.8	104	68	334	+54.6	4,538	+7.1
Arizona.....	479	470	-14.4	205	265	552	+28.1	3,045	+1.9
Utah.....	109	104	-68.7	32	72	489	+74.0	3,479	+23.4
Nevada.....	113	109	+4.8	65	44	156	+12.2	741	+12.8
Pacific.....	4,900	4,553	-20.5	2,541	2,012	24,110	+123.8	101,733	+27.6
Washington.....	314	304	-32.7	215	89	1,339	+18.8	10,558	+11.6
Oregon.....	319	291	+22.3	205	86	2,525	+152.5	11,645	+31.2
California.....	4,267	3,958	-21.4	2,121	1,837	20,246	+134.2	79,530	+29.5

¹ Includes 1,917 public placements and 160 security-wage placements on work-relief projects.² Partially estimated.

TABLE 4.—Operations of United States Employment Service, January 1938

VETERANS

Division and State	Placements						New applications		Active file		
	Total ¹	Private				Public		Number	Per- cent of change from Decem- ber	Jan. 31, 1938	Per- cent of change from Dec.31 1937
		Number	Per- cent of change from Decem- ber	Regular (over 1 month)	Tempo- rary (1 month or less)	Number	Per- cent of change from Decem- ber				
United States.....	7,738	3,242	-32.8	988	2,254	4,160	-11.0	30,833	+78.3	317,912	+18.5
New England.....	471	81	-45.3	40	41	330	+65.0	2,881	+30.3	33,411	+17.4
Maine.....	23	6	-45.5	1	5	17	-29.2	279	+9.8	2,431	+37.4
New Hampshire.....	22	15	-34.8	8	7	7	-66.7	393	+204.7	2,133	+46.1
Vermont.....	8	7	-12.5	3	4	1	-92.9	135	+170.0	687	+52.0
Massachusetts.....	51	15	-31.8	6	9	33	-8.3	964	+4.0	19,989	+7.8
Rhode Island.....	35	13	-13.3	4	9	22	-56.0	89	-62.6	2,294	+10.1
Connecticut.....	332	25	-63.8	18	7	250	+354.5	1,021	+66.6	5,877	+41.9
Middle Atlantic.....	561	222	-36.4	106	116	232	-32.8	6,345	+147.2	68,407	+24.3
New York.....	208	106	-56.0	40	66	90	-39.2	3,479	+440.2	16,945	+41.7
New Jersey.....	124	42	-6.7	21	21	19	-44.1	611	+52.8	11,810	+10.7
Pennsylvania.....	229	74	+17.5	45	29	123	-24.5	2,255	+48.1	39,652	+22.3
East North Central.....	1,514	690	-21.9	220	470	793	+46.0	5,275	+71.8	62,148	+11.4
Ohio.....	282	153	-33.8	57	96	127	-34.5	1,283	+82.8	18,580	+16.0
Indiana.....	61	54	-33.3	16	38	7	-88.5	593	+58.6	6,972	+7.8
Illinois.....	913	359	-9.6	110	249	554	+211.2	767	+20.6	18,456	+5.6
Michigan.....	99	49	-39.5	14	35	34	-17.1	1,791	+152.3	9,664	+19.9
Wisconsin.....	159	75	-19.4	23	52	71	+2.9	841	+29.6	8,476	+9.4
West North Central.....	1,142	497	-21.1	120	377	526	-53.6	1,693	+31.6	35,825	+9.2
Minnesota.....	189	118	-11.9	31	87	71	-23.7	514	+49.0	9,659	+18.6
Iowa.....	455	201	-15.9	32	169	135	-45.3	221	-5.6	4,759	+9.4
Missouri.....	171	79	+16.2	23	56	92	-84.3	637	+60.5	10,412	+10.0
North Dakota.....	53	23	-57.4	12	11	30	+66.7	46	+39.4	1,375	+7.1
South Dakota.....	64	27	-18.2	9	18	37	-32.7	40	-2.4	3,012	-2.7
Nebraska.....	91	24	-17.2	8	16	67	+15.5	116	+16.0	2,757	+5.1
Kansas.....	119	25	-65.8	5	20	94	+22.1	119	-12.5	3,851	+4
South Atlantic.....	844	247	-38.3	76	171	592	+3.3	3,867	+112.6	31,731	+30.0
Delaware.....	15	5	-82.1	0	5	10	+900.0	41	+115.8	640	+17.6
Maryland.....	69	19	-53.7	7	12	50	-2.0	496	+1.2	4,114	+37.0
District of Co- lumbia.....	141	42	-38.2	11	31	99	+312.5	418	+224.0	2,989	+42.8
Virginia.....	143	68	-2.9	19	49	74	-39.8	639	+369.9	3,074	+72.7
West Virginia.....	48	15	0	7	8	33	-31.3	1,020	+292.3	5,880	+51.3
North Carolina.....	115	32	-56.2	12	20	83	-3.5	563	+36.3	4,073	+26.6
South Carolina.....	66	3	-85.7	0	3	53	+15.2	210	+180.0	2,334	+19.9
Georgia.....	174	63	-20.3	20	43	111	-19.6	361	+45.0	4,121	+13.5
Florida.....	53	0	-----	0	0	79	+41.1	119	+147.9	4,497	+4.7
East South Central.....	361	74	-54.3	44	30	285	-31.0	1,534	+62.8	17,202	+14.4
Kentucky.....	101	21	-57.1	8	13	78	-57.1	135	+82.4	4,498	+7
Tennessee.....	68	17	-56.4	12	5	51	-33.8	305	-1.6	5,762	+9.1
Alabama.....	112	31	-52.3	20	11	81	-5.8	850	+107.8	4,972	+34.9
Mississippi.....	80	5	-44.4	4	1	75	+10.3	244	+63.8	1,970	+22.6
West South Central.....	1,179	659	-38.6	116	543	516	+4.7	3,249	+147.4	22,254	+20.2
Arkansas.....	78	56	-24.3	7	49	21	-41.7	275	+97.8	2,970	+16.2
Louisiana.....	167	74	-52.9	28	46	93	+52.5	744	+172.5	4,833	+32.7
Oklahoma.....	171	83	-29.1	8	75	88	+12.8	234	+7.8	4,939	+6.1
Texas.....	763	446	-38.5	73	373	314	-1.3	1,996	+191.8	9,512	+24.1
Mountain.....	589	234	-20.9	90	144	348	-7.7	847	+10.7	11,750	+16.9
Montana.....	72	32	+77.8	6	26	40	-50.0	111	+65.7	1,525	+22.6
Idaho.....	72	52	+30.0	26	26	20	-56.5	146	+4.3	1,319	+10.0
Wyoming.....	23	17	+21.4	2	15	5	-61.5	38	+81.0	514	+28.2
Colorado.....	150	47	-31.9	12	35	102	+10.9	181	-8.6	3,698	+12.1
New Mexico.....	64	12	-20.0	9	3	52	+26.8	45	+104.5	1,463	+10.2
Arizona.....	87	41	-50.6	22	19	41	-35.9	211	-6.6	1,561	+26.4
Utah.....	44	6	-70.0	2	4	38	+58.3	69	-4.2	1,426	+22.0
Nevada.....	77	27	-27.0	11	16	50	+194.1	46	+142.1	244	+37.1
Pacific.....	1,077	538	-38.9	176	362	538	-9.7	5,142	+54.9	35,184	+24.9
Washington.....	101	27	-65.8	9	18	73	-48.2	488	+17.3	6,535	+18.9
Oregon.....	226	34	-17.1	10	24	192	+61.3	1,228	+75.2	6,375	+33.9
California.....	750	477	-37.3	157	320	273	-18.8	3,426	+55.5	22,274	+24.4

¹ Includes 336 security-wage placements on work-relief projects.

TABLE 5.—Operation of the United States Employment Service in Connection With Unemployment-Compensation Benefit Claims

[In the 23 benefit-paying States, Jan. 1 to Feb. 12, 1938]

State	Employment Service active file			Unemployment-compensation claims received	
	Dec. 31, 1937	Feb. 12, 1938	Percent of change	Original claims ¹	Continued claims ²
Total.....	2,726,562	4,026,396	+47.7	2,450,379	4,413,207
Alabama.....	88,360	137,013	+55.1	65,504	144,729
Arizona.....	18,394	23,487	+27.7	7,706	18,125
California.....	244,598	348,658	+42.5	149,279	359,631
Connecticut.....	83,286	152,313	+82.9	103,661	338,899
Louisiana.....	64,816	96,563	+49.0	24,153	38,678
Maine.....	26,513	52,633	+98.5	33,279	81,616
Maryland.....	53,404	88,084	+64.9	82,461	203,497
Massachusetts.....	264,421	308,992	+16.9	223,120	147,112
Minnesota.....	115,566	210,400	+82.1	70,590	231,853
New Hampshire.....	23,607	44,520	+88.6	27,207	59,300
New York.....	247,507	546,959	+121.0	648,981	(³)
North Carolina.....	93,989	148,624	+58.1	77,876	195,229
Oregon.....	54,945	87,028	+58.4	49,193	113,807
Pennsylvania.....	676,466	807,650	+28.3	503,527	1,295,344
Rhode Island.....	49,162	55,674	+13.2	75,708	247,719
Tennessee.....	116,839	132,332	+13.3	54,562	170,187
Texas.....	184,747	235,187	+27.3	49,394	89,945
Utah.....	18,408	27,118	+47.3	15,138	37,262
Vermont.....	10,407	19,088	+83.4	10,516	30,125
Virginia.....	47,204	86,786	+83.9	39,442	93,492
West Virginia.....	80,291	147,507	+83.7	80,741	244,074
Wisconsin.....	136,784	164,085	+20.0	38,338	226,990
District of Columbia.....	26,848	45,695	+70.2	20,003	45,593

¹ The applications of many of these claimants had not at the time of reporting been checked against Employment Service records or added to the active file.

² This total represents the number of notices for continued claims filed since Jan. 1, and is therefore greater than the number of claim series involved (original claims).

³ Not available.

Trend of Employment and Pay Rolls

SUMMARY OF REPORTS FOR JANUARY 1938

NET DECREASES in employment and pay rolls were shown between December and January in all manufacturing industries combined and in the 16 nonmanufacturing industries surveyed monthly by the United States Bureau of Labor Statistics. The estimated decline in number of workers in these industries was 1,280,000, and in weekly wage disbursements, \$35,100,000.

There were approximately 1,300,000 fewer workers on the rolls of these industries in January 1938 than in the corresponding month of 1937 and their weekly wage bill was nearly \$35,400,000 lower.

There was a decrease between December and January of 46,786 in the number of workers on class I railroads (exclusive of executives, officials, and staff assistants), according to a preliminary tabulation by the Interstate Commerce Commission. This tabulation showed 947,374 workers employed in January.

Employment in the judicial and military services of the Federal Government was greater in January than in the preceding month, while decreases occurred in the executive and legislative services. The growing unemployment in industry necessitated increases in the number of workers engaged on projects operated by W. P. A. Increases in employment also occurred on work projects of the National Youth Administration and Student Aid. Decreases occurred in the number of wage earners employed on Federal projects under The Works Program, P. W. A. construction projects, projects financed by the Reconstruction Finance Corporation, projects financed from regular Federal appropriations, and State road projects. There was a decrease in the number of workers in the Civilian Conservation Corps.

Industrial and Business Employment

Almost all major lines of industry reporting to the Bureau showed some reduction in the number of their employees and the amount of their weekly pay rolls from December to January. In most cases the reductions were greater than seasonal.

Manufacturing industries as a whole showed an estimated decline over the month interval of 535,000 wage earners (7.2 percent) with a shrinkage of \$18,900,000 (11.5 percent) in weekly wage disbursements.

Although there are normally fairly marked declines in factory employment and pay rolls in January, the current declines are much more pronounced than usual for the season and have been exceeded in January in only one year (1921) during the past 18 years for which data are available.

Compared with January 1937, factory employment showed a decrease of 14.8 percent (1,195,000 workers) and weekly factory pay rolls a decrease of 21.1 percent (\$38,900,000).

Of the 89 manufacturing industries for which index numbers are computed, 84 had fewer employees in January than a month earlier and 83 had lower pay rolls. The reductions were much more pronounced in the durable goods group of industries than in the non-durable goods group. For the former group, the employment decline was 10.9 percent and the pay-roll decrease 17.1 percent. The non-durable goods group showed reductions of 3.6 percent in employment and 5.0 percent in pay rolls.

Among the durable goods industries which reported the largest employment declines over the month interval were automobiles (23.2 percent or 105,100 workers), blast furnaces, steel works, and rolling mills (9.2 percent or 37,000 workers), foundries and machine shops (7.9 percent or 31,000 workers), steam-railroad repair shops (10.7 percent or 24,700 workers), electrical machinery, apparatus, and supplies (8.4 percent or 19,600 workers), sawmills (7.2 percent or 14,800 workers), and furniture (8.1 percent or 10,400). Among the non-durable goods industries having large reductions in force were cotton goods (2.7 percent or 10,600 workers), knit goods (4.4 percent or 8,300 workers), silk and rayon goods (8.6 percent or 6,700 workers) and newspapers (3.3 percent or 4,100 workers).

The five manufacturing industries which showed employment gains over the month were millinery (13.6 percent), boots and shoes (6.5 percent), slaughtering and meat packing (2.1 percent), fertilizers (1.2 percent), and chewing and smoking tobacco (0.6 percent). All of these increases were seasonal in character except the one for slaughtering and meat packing.

All but one of the 16 nonmanufacturing industries surveyed showed decreases in employment and pay rolls between December and January. The exception was insurance, which showed gains of 1.0 percent in employment and 0.8 percent in pay rolls.

The most pronounced employment decline in the nonmanufacturing group was in retail trade, where a recession of 16.3 percent (642,000 employees) was due largely to the release of temporary workers who had been employed for the holiday trade. Weekly pay rolls in this industry fell 13.1 percent or nearly \$9,700,000. While employment declines occurred in all of the 39 lines of retail trade surveyed, with the exception of farmers' supply stores and firms dealing in

wood, coal and ice, the most pronounced loss (31.3 percent) was the post-holiday reduction in force in the general merchandising group, which consists of department, variety, and general merchandising stores and mail-order houses. Other groups of retail trade establishments showing marked recessions following the Christmas expansion were jewelry (20.5 percent), apparel (19.4 percent), and furniture (12.2 percent). Seasonal recessions, slightly more pronounced than usual, occurred in lumber and building materials (6.2 percent) and hardware (6.8 percent). Automotive establishments showed an employment loss of 4.3 percent, drug stores 2.4 percent, and food stores 2.5 percent.

Employment in wholesale trade establishments decreased 2.5 percent. A loss in employment in wholesale trade between December and January has occurred in each of the preceding 9 years for which the Bureau has been collecting these data, but the decrease in the present year is slightly more than any previously reported for the same interval. The losses were general among the various lines of wholesale trade surveyed. The most pronounced percentage declines in employment occurred in general merchandise (10.9 percent) and jewelry and optical goods (18.9 percent). In most other lines of trade the declines were not large. For the groups of wholesale dealers employing large numbers of workers, employment recessions over the month interval were as follows: Food products (2.4 percent), groceries and food specialties (0.9 percent), dry goods and apparel (3.7 percent), machinery, equipment and supplies (1.4 percent), automotive (1.5 percent), lumber and building materials (5.1 percent), electrical goods (2.8 percent), chemicals and drugs (1.3 percent), metals and minerals (1.2 percent), hardware (1.9 percent), paper and paper products (2.0 percent), and furniture and housefurnishings (4.1 percent). Employment declines were also reported by manufacturers' sales branches (2.6 percent), assemblers and country buyers (4.3 percent), and agents and brokers (1.1 percent).

Private building construction firms reported seasonal declines of 14.2 percent in employment and 15.2 percent in pay rolls, which were somewhat larger than the January recessions of the preceding 5 years. Employment in the quarrying and nonmetallic mining industry fell 11.7 percent (largely seasonal) and in metalliferous mining, 4.4 percent. Wage-rate decreases in the latter industry accounted in part for its 9.5-percent pay-roll decline. The employment decreases in the remaining nonmanufacturing industries ranged from 0.3 percent to 3.0 percent and were largely due to seasonal influences.

The 16 nonmanufacturing industries combined had approximately 749,000 fewer employees on their pay rolls in January than in December and paid out approximately \$16,200,000 less in weekly wages.

According to a preliminary tabulation by the Interstate Commerce Commission there were 947,374 employees on class I railroads, exclusive of executives, officials, and staff assistants. This was 4.7 percent or 46,786 workers lower than the December figure. January pay-roll totals were not available when this report was prepared. For December, however, the wage disbursements were \$151,025,582, a decrease of 2.5 percent or \$3,831,183 from November.

Hours and earnings.—According to reports covering both full- and part-time employees, factory wage earners worked an average of 33.2 hours per week in January, which was 3.7 percent lower than the December figure. Average hourly earnings for these workers were 66.3 cents, a decrease of 0.5 percent compared with December; and average weekly earnings fell 4.6 percent to \$21.88.

Of the 14 nonmanufacturing industries for which man-hour data are available, only 2 showed gains in average hours worked per week. These were telephone and telegraph (1.1 percent), and year-round hotels (0.2 percent). Increases in average hourly earnings were reported for 8 of the 14 industries and only 1 industry, retail trade, showed higher average weekly earnings (3.9 percent).

Previous to January 1938, the wording of the definition of employees on the schedules for public utilities, wholesale and retail trade, hotels, and brokerage and insurance firms called for the inclusion of higher-salaried employees such as corporation officers, executives, and others whose duties are mainly supervisory. These employees have, for the most part, always been excluded from employment reports for other industries, and beginning with this month it was requested that they be omitted also for the industries named above. For this reason, the average hours worked per week, average hourly earnings, and average weekly earnings which have been published for these industries for December 1937 and prior months are not comparable with the January figures. Comparable December data, however, were secured and used in computing the percentage changes and indexes presented in the following table.

This table presents employment and pay-roll indexes and average weekly earnings in January 1938 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 data are not available.

TABLE 1.—Employment, Pay Rolls, and Earnings in All Manufacturing Industries Combined and in Nonmanufacturing Industries, January 1938 (Preliminary figures)

Industry	Employment			Pay roll			Average weekly earnings		
	Index, January 1938	Percentage change from—		Index, January 1938	Percentage change from—		Average in January 1938	Percentage change from—	
		December 1937	January 1937		December 1937	January 1937		December 1937	January 1937
All manufacturing industries combined ¹	(1923-25 =100) 82.2	-7.2	-14.8	(1923-25 =100) 71.6	-11.5	-21.1	\$21.88	-4.6	-7.3
Class I steam railroads ²	53.7	-4.8	-10.8	(³)	(³)	(³)	(³)	(³)	(³)
Coal mining:	(1929 = 100)			(1929 = 100)					
Anthracite ⁴	59.6	-3.0	-8.7	46.5	-9.3	+3	25.27	-6.5	+9.9
Bituminous ⁴	96.8	-2.6	-7.3	70.2	-26.1	-24.9	19.26	-24.1	-19.0
Metalliferous mining.....	67.3	-4.4	+8	59.0	-9.5	+1.0	27.80	-5.3	+2
Quarrying and nonmetallic mining.....	38.8	-11.7	-15.2	28.2	-15.6	-18.7	18.66	-4.4	-4.1
Crude-petroleum producing.....	75.6	-1.2	+3.9	68.0	-2.5	+11.1	33.70	-1.3	+7.0
Public utilities:									
Telephone and telegraph.....	77.8	-3	+4.5	93.8	-9	+12.2	⁵ 31.02	-6	+7.4
Electric light and power and manufactured gas.....	94.0	-2.2	+2.0	98.9	-3.4	+7.1	⁵ 33.47	-1.3	+5.0
Electric-railroad and motorbus operation and maintenance.....	72.2	-8	-3	70.9	-1.4	+4.3	⁵ 32.11	-6	+4.7
Trade:									
Wholesale.....	90.9	-2.5	+2	75.3	-3.1	+3.8	⁵ 28.95	-6	+3.6
Retail.....	84.1	-16.3	-1.5	70.1	-13.1	+3.1	⁵ 21.43	+3.9	+4.8
General merchandising.....	91.5	-37.3	-3.8	84.6	-31.4	+9	⁵ 18.37	+9.4	+4.8
Other than general merchandising.....	82.5	-7.2	-1.0	67.1	-6.5	+3.7	⁵ 23.92	+8	+4.8
Hotels (year-round) ⁴	94.3	-6	+1.5	81.5	-1.3	+7.0	⁵ 14.90	-7	+5.4
Laundries ⁴	96.7	-3	-1.6	80.1	-1.2	+2.4	17.04	-9	+4.1
Dyeing and cleaning ⁴	96.7	-2.5	-2.1	65.3	-4.8	+9	18.66	-2.4	+3.0
Brokerage.....	(³)	-1.9	-10.6	(³)	-3.4	-12.6	⁵ 36.23	-1.5	-2.2
Insurance.....	(³)	+1.0	+2.4	(³)	+8	+3.8	⁵ 37.38	-2	+1.4
Building construction.....	(³)	-14.2	-16.5	(³)	-15.2	-12.3	28.36	-1.2	+5.1

¹ Indexes adjusted to 1933 Census of Manufactures.

² Preliminary. Source: Interstate Commerce Commission.

³ Not available.

⁴ Indexes adjusted to 1935 Census and not comparable with previously published indexes or indexes appearing in table 1 of the following section ("Detailed Reports for Industrial and Business Employment, December 1937"). The completely revised series will be presented in the next issue of this publication. In the meantime, they are available in mimeograph form on request.

⁵ Average weekly earnings not strictly comparable with previously published figures as they now exclude corporation officers, executives, and other employees whose duties are mainly supervisory. Similarly not comparable with average weekly earnings shown in table 1 of the following section ("Detailed Reports for Industrial and Business Employment, December 1937").

⁶ Cash payments only; the additional value of board, room, and tips cannot be computed.

Public Employment

In the period from mid-December to mid-January, approximately 97,000 wage earners were working on P. W. A. construction projects, a decrease of 8,000 as compared with the preceding month. Of the total number of employees 29,000 were working on Federal and non-Federal N. I. R. A. projects and 68,000 on projects financed from E. R. A. A. 1935, 1936, and 1937 funds. Pay-roll disbursements on all P. W. A. projects amounted to \$7,837,000.

There were 154,000 workers employed on construction projects financed from regular Federal appropriations. Compared with the

period ending in mid-December this represents a decrease of 27,000. The decrease was caused largely by seasonal curtailment in road building. Employment decreases occurred on nonresidential building construction projects, Rural Electrification Administration projects, public roads, reclamation, river, harbor, and flood control, streets and roads, water and sewerage, and miscellaneous projects. Small increases in employment were reported for all other types of projects. Pay-roll disbursements for January totaled \$15,706,000, a decline of \$1,457,000 compared with the preceding month.

For the period from mid-December to mid-January 3,700 workers were employed on construction projects financed by the Reconstruction Finance Corporation. Decreases in employment occurred on building construction and water and sewerage projects, while an increase was registered in the number working on miscellaneous projects. Pay-roll disbursements amounted to \$549,000.

Nearly 227,000 more workers were engaged at the site of projects under The Works Program in January than in December. The necessity for this increase was the growing unemployment in industry. Employment on projects of The Works Program during January totaled 2,507,000. Of this number 158,000 were working on Federal projects, 1,898,000 on projects operated by the Works Progress Administration, and 451,000 on works projects of the National Youth Administration and on Student Aid. Total pay rolls for The Works Program were \$105,477,000, an increase of \$6,497,000 over December.

Increases in employment in the regular services of the Federal Government were reported in the judicial and military services, while employment in the executive and legislative services decreased. Of the 811,000 employees in the executive service in January, 113,000 were working in the District of Columbia and 698,000 outside the District. Approximately 84.7 percent of the total number of employees in the executive service were paid from regular appropriations and 7.4 percent from emergency funds. Day labor hired by the Federal Government for construction work (force-account) was 7.9 percent of the total employment in the executive service. The most marked increase in employment occurred in the Social Security Board. Among the departments reporting decreases were the Post Office Department, the War Department, and the Department of Agriculture.

The number of workers employed in the Civilian Conservation Corps was 335,000, which was approximately 3,000 fewer than in December. Decreases in employment were registered for all classes of workers with the exception of nurses. Virtually no change occurred in the number of nurses employed. Of the total number employed in camps during January 290,000 were enrolled workers, 5,000 reserve

officers, 300 nurses, 1,600 educational advisers, and 38,000 supervisory and technical employees. The monthly pay roll for all classes of workers was \$15,444,000.

Approximately 142,000 workers were engaged on State road construction projects during the month ending January 15, a falling-off of 28,000 compared with the mid-December period. Of the total number employed, 15,000, or 10.8 percent, were working on new roads and 127,000, or 89.2 percent, on maintenance and repairs to existing roads. January pay-roll disbursements for both types of work totaled \$9,577,000.

A summary of Federal employment and pay-roll statistics for December 1937 and January 1938 is given in table 2.

TABLE 2.—*Summary of Federal Employment and Pay Rolls, January 1938*¹
(Preliminary Figures)

Class	Employment		Per-centage change	Pay rolls		Per-centage change
	January 1938	December 1937		January 1938	December 1937	
Federal services:						
Executive ²	811,481	³ 890,603	-8.9	\$122,861,647	³ \$137,345,103	-10.5
Judicial	2,034	2,008	+1.3	518,126	514,920	+6
Legislative	5,183	5,188	-1	1,201,451	1,209,723	-7
Military	328,643	326,667	+6	25,183,692	25,856,294	-2.2
Construction projects:						
Financed by P. W. A. ⁴	96,725	104,718	-7.6	7,836,628	8,989,667	-12.8
Financed by R. F. C. ⁵	3,739	3,977	-6.0	549,058	554,040	-9
Financed by regular Federal appropriations	153,864	180,864	-14.9	15,705,838	17,162,379	-8.5
Federal projects under The Works Program	157,827	186,133	-15.2	7,973,494	10,173,186	-21.6
Projects operated by W. P. A.	1,898,162	1,668,085	+13.8	92,960,662	84,570,148	+9.9
National Youth Administration:						
Work projects	144,797	137,929	+5.0	2,549,914	2,397,423	+6.4
Student Aid	306,341	288,131	+6.3	1,992,810	1,839,242	+8.3
Civilian Conservation Corps	335,244	338,217	-9	15,444,235	³ 15,824,325	-2.4

¹ Includes data on projects financed wholly or partially from Federal funds.

² Includes force-account and supervisory and technical employees shown under other classifications to the extent of 104,180 employees and pay-roll disbursements of \$12,690,435 for January 1938 and 109,949 employees and pay-roll disbursements of \$13,409,327 for December 1937.

³ Revised.

⁴ Data covering P. W. A. projects financed from E. R. A. A. 1935, 1936, and 1937 funds are included. These data are not shown under The Works Program. Includes 67,967 wage earners and \$5,176,438 pay-roll disbursements for January 1938; 70,228 wage earners and \$5,685,040 pay-roll disbursements for December 1937 covering P. W. A. projects financed from E. R. A. A. 1935, 1936, and 1937 funds.

⁵ Includes 113 employees and pay-roll disbursements of \$9,991 for January 1938 and 116 employees and pay-roll disbursements of \$9,760 for December 1937 on projects financed by the RFC Mortgage Co.

DETAILED REPORTS FOR DECEMBER 1937

Industrial and Business Employment

A MONTHLY report on employment and pay rolls is published as a separate pamphlet by the Bureau of Labor Statistics. This gives detailed data regarding employment, pay rolls, working hours, and earnings for the current month for industrial and business establishments and for the various forms of public employment. This pamphlet is distributed free upon request. Its principal contents for the month of December, insofar as industrial and business employment is concerned, are reproduced in this section of the Monthly Labor Review.

Figures on employment and pay rolls are available for the following groups: 89 manufacturing industries; 16 nonmanufacturing industries, including private 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

Indexes of employment and pay rolls as well as average hours worked per week, average hourly earnings, and average weekly earnings for October, November, and December 1937, are presented in table 1. The October and November figures may differ in some instances from those previously published because of revisions necessitated by the inclusion of late reports and other causes.

Average weekly earnings shown in table 1 are computed by dividing the total weekly pay rolls in the reporting establishments by the total number of full- and part-time employees reported. As all reporting establishments do not supply man-hour data, average hours worked per week and average hourly earnings are necessarily based on data supplied by a smaller number of reporting firms. The size and composition of the reporting sample varies slightly from month to month and therefore the average hours per week, average hourly earnings, and average weekly earnings shown in the following table are not strictly comparable from month to month. The sample, however, is believed to be sufficiently adequate in virtually all instances to indicate the general movements of earnings and hours over the period shown.

TABLE 1.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries, December, November, and October, 1937

MANUFACTURING

[Indexes are based on 3-year average 1923-25=100 and are adjusted to 1933 Census of Manufactures. Not comparable to indexes published in pamphlets prior to October 1936. Comparable series available on request]

Industry	Employment index			Pay-roll index			Average weekly earnings ¹			Average hours worked per week ¹			Average hourly earnings ¹		
	December 1937	November 1937	October 1937	December 1937	November 1937	October 1937	December 1937	November 1937	October 1937	December 1937	November 1937	October 1937	December 1937	November 1937	October 1937
All manufacturing industries.....	88.6	94.7	100.5	80.9	89.5	100.1	\$22.93	\$23.92	\$25.39	34.4	35.4	37.6	Cents 66.6	Cents 66.7	Cents 66.6
Durable goods.....	84.3	92.4	97.6	77.0	89.9	101.7	24.95	26.80	28.83	34.4	36.4	39.1	72.9	73.3	73.0
Nondurable goods.....	93.3	97.3	103.6	85.8	89.0	98.2	20.68	20.54	21.37	34.3	34.4	35.9	60.0	59.6	59.6
<i>Durable goods</i>															
Iron and steel and their products, not including machinery.....	90.0	98.1	105.8	71.9	85.7	106.8	22.49	24.64	28.50	30.1	32.6	37.0	76.1	76.3	76.8
Blast furnaces, steel works, and rolling mills.....	99.6	108.6	117.5	75.5	92.9	118.9	22.47	25.33	29.96	27.3	30.7	35.7	82.8	82.8	83.7
Bolts, nuts, washers, and rivets.....	73.5	80.5	84.8	66.1	78.7	96.9	20.39	22.34	25.94	29.7	32.3	38.2	68.9	69.2	68.0
Cast-iron pipe.....	60.2	57.9	62.1	44.3	42.6	46.3	19.65	19.68	19.98	33.7	33.5	34.4	58.1	58.5	57.7
Cutlery (not including silver and plated cutlery) and edge tools.....	83.9	88.3	89.8	74.6	80.5	85.9	22.32	22.94	24.06	37.5	38.9	40.4	61.2	60.2	60.6
Forgings, iron and steel.....	60.6	64.7	71.6	49.0	55.8	67.6	24.60	26.22	28.86	33.7	35.6	39.5	73.3	74.1	73.3
Hardware.....	84.0	91.5	94.4	80.6	99.9	114.5	21.63	24.55	27.26	32.2	35.4	39.3	67.2	69.4	69.3
Plumbers' supplies.....	79.8	89.6	93.6	55.3	63.5	76.2	21.96	22.45	25.83	32.3	33.6	39.0	67.9	66.8	66.4
Steam and hot-water heating apparatus and steam fittings.....	61.8	66.3	73.5	49.1	53.1	66.6	22.90	23.18	26.24	32.8	33.1	37.7	69.6	69.8	69.4
Stoves.....	77.2	91.1	108.3	56.0	65.0	94.2	21.26	21.02	25.59	33.3	32.3	39.3	65.4	65.5	65.4
Structural and ornamental metalwork.....	69.5	75.0	79.1	68.2	74.5	81.6	27.59	27.99	29.04	38.4	39.3	40.9	72.0	71.4	71.2
Tin cans and other tinware.....	91.3	96.8	100.8	94.4	99.8	107.5	23.10	23.07	23.85	37.6	37.5	38.6	62.2	61.9	62.0
Tools (not including edge tools, machine tools, files, and saws).....	87.6	91.7	97.0	82.4	90.3	100.7	21.96	22.95	24.20	35.2	36.7	39.0	62.2	62.2	61.9
Wirework.....	161.2	179.5	187.2	136.1	162.3	202.3	21.47	23.00	26.79	31.5	33.5	37.9	68.2	68.7	70.8
Machinery, not including transportation equipment.....	113.1	121.4	128.9	110.6	121.2	134.2	27.25	27.79	28.86	36.9	37.9	39.9	73.1	72.6	72.0
Agricultural implements.....	139.6	143.0	150.5	173.5	184.5	203.5	27.67	28.74	30.14	37.3	38.9	40.6	74.4	74.1	74.5
Cash registers, adding machines, and calculating machines.....	129.0	133.6	136.3	137.9	141.2	148.4	33.05	32.61	33.61	39.6	39.7	41.1	84.1	82.7	82.5
Electrical machinery, apparatus, and supplies.....	104.7	113.1	119.3	102.9	114.3	124.8	27.01	27.74	28.65	36.1	37.2	39.0	74.8	74.6	73.6
Engines, turbines, tractors, and water wheels.....	141.2	147.8	152.5	143.6	155.0	159.4	31.32	32.38	32.36	37.9	39.3	39.4	82.9	82.8	82.5
Laundry and machine-shop products.....	98.1	104.8	110.4	93.0	101.8	113.5	26.47	27.12	28.69	37.0	38.3	40.6	71.3	70.8	70.6
Machine tools.....	148.1	153.9	157.7	149.0	157.9	170.3	31.03	31.63	33.31	42.2	42.9	45.1	73.5	73.8	73.9

Radios and phonographs.....	124.0	156.7	200.5	98.7	123.0	165.5	20.90	20.74	21.67	33.2	33.2	35.6	63.0	62.5	61.1
Textile machinery and parts.....	73.7	77.7	82.8	63.4	70.2	80.9	23.53	24.50	26.26	35.7	37.0	39.3	66.1	66.6	67.2
Typewriters and parts.....	127.0	138.4	147.9	106.6	106.0	128.4	22.40	20.43	23.17	35.2	32.5	37.0	63.7	62.7	62.6
Transportation equipment.....	105.5	121.8	122.7	82.4	120.0	129.9	27.40	31.03	33.37	31.2	35.1	37.7	88.1	88.9	88.6
Aircraft.....	781.0	795.0	784.0	700.7	725.3	723.0	28.06	27.89	28.17	39.8	39.7	40.6	70.4	70.2	69.5
Automobiles.....	112.9	133.2	133.9	90.8	125.8	138.3	26.44	31.23	34.07	29.2	34.3	37.3	90.5	91.3	91.4
Cars, electric- and steam-railroad.....	55.8	65.8	67.9	65.0	81.1	82.5	27.93	29.61	29.13	36.9	38.5	38.9	75.7	76.9	74.8
Locomotives.....	59.5	61.6	64.1	53.7	51.4	56.0	35.15	32.47	34.08	43.5	41.4	44.0	80.8	78.5	77.4
Shipbuilding.....	104.8	105.9	106.8	126.5	121.4	124.4	32.69	31.02	31.54	37.9	36.9	37.3	85.0	83.8	83.0
Railroad repair shops.....	52.7	67.4	59.0	55.7	63.3	64.9	30.48	30.63	30.58	44.8	43.0	43.2	73.3	73.6	73.4
Electric railroad.....	63.5	53.4	63.3	70.1	68.2	68.0	31.38	30.63	30.58	44.8	43.0	43.2	68.6	68.5	68.0
Steam railroad.....	51.9	57.0	58.7	54.7	63.0	64.9	30.33	31.78	31.76	41.2	43.0	43.2	73.7	74.1	73.8
Nonferrous metals and their products.....	98.9	108.4	112.7	86.5	99.9	109.9	23.49	24.63	26.18	35.1	37.3	39.7	66.5	65.9	65.8
Aluminum manufactures.....	114.1	123.5	104.7	110.7	127.8	115.9	24.18	25.82	27.63	35.3	38.5	40.4	68.6	67.2	68.4
Brass, bronze, and copper products.....	97.0	105.5	113.1	80.3	92.1	106.7	23.36	24.77	26.76	31.9	33.7	36.7	73.0	73.4	73.0
Clocks and watches and time-recording devices.....	115.3	125.0	127.5	105.3	122.3	132.7	20.72	22.22	23.62	35.4	38.6	41.1	58.5	57.6	57.5
Jewelry.....	89.9	100.3	106.4	70.6	78.8	89.4	23.53	24.09	25.80	38.2	40.3	43.2	61.3	58.9	59.2
Lighting equipment.....	87.1	95.6	100.1	72.1	94.4	104.3	21.31	25.07	26.18	31.7	38.3	39.9	67.5	65.4	65.7
Silverware and plated ware.....	76.1	79.3	80.8	67.7	72.6	80.7	24.18	24.84	27.10	37.7	38.8	42.4	64.1	64.1	64.3
Smelting and refining—copper, lead, and zinc.....	85.3	88.0	92.1	80.2	83.8	90.9	27.73	27.90	29.10	40.2	39.9	41.7	69.0	69.8	69.8
Stamped and enameled ware.....	122.6	144.0	154.0	114.7	141.5	156.4	21.69	22.76	23.70	35.0	37.1	39.1	61.8	61.2	60.6
Lumber and allied products.....	58.1	63.5	69.5	48.4	55.1	65.3	18.62	19.48	21.23	36.3	37.2	40.3	51.3	52.8	53.3
Furniture.....	74.5	79.5	86.8	60.0	65.8	76.8	19.27	19.66	21.11	36.0	37.0	40.4	53.7	53.2	52.4
Lumber:															
Millwork.....	47.6	51.2	54.3	42.8	46.3	51.7	20.38	20.58	21.90	37.0	37.7	40.2	55.2	54.7	54.5
Sawmills.....	42.8	47.6	52.7	33.9	40.4	49.4	17.56	18.99	21.13	36.4	37.3	40.2	48.8	52.0	53.6
Stone, clay, and glass products.....	63.2	68.2	71.4	54.5	63.6	69.6	21.86	23.71	24.74	33.8	36.5	38.7	64.9	64.4	63.9
Brick, tile, and terra cotta.....	41.1	45.5	50.0	30.8	36.4	44.2	17.95	19.18	21.19	33.8	35.8	39.6	53.5	53.4	53.3
Cement.....	60.5	66.1	69.2	58.0	67.3	72.2	24.34	25.73	26.34	36.1	38.2	39.1	67.4	67.4	67.3
Glass.....	100.0	106.7	109.9	95.8	111.9	119.2	23.01	25.21	26.10	32.4	35.8	37.5	71.2	70.5	70.0
Marble, granite, slate, and other products.....	38.0	42.1	43.4	30.8	34.6	37.8	23.64	23.88	25.37	35.1	36.2	38.7	67.5	66.3	66.2
Pottery.....	74.1	76.9	78.6	59.7	70.0	72.9	21.19	24.05	24.29	34.9	37.9	39.8	63.1	63.1	62.1
<i>Nondurable goods</i>															
Textile and their products.....	88.2	92.0	98.8	68.7	71.5	84.2	15.42	15.37	16.87	30.3	30.6	32.8	51.1	50.9	52.1
Fabrics	84.0	87.2	91.9	68.9	71.5	81.0	15.36	15.24	16.45	31.4	31.5	33.6	49.0	49.2	49.4
Carpets and rugs.....	78.3	85.7	88.7	54.4	49.7	64.2	16.50	13.77	17.07	25.6	21.2	26.4	64.4	64.9	64.6
Cotton goods.....	89.0	91.1	93.9	74.1	76.8	85.1	13.13	13.25	14.30	30.9	31.5	33.7	42.3	42.1	42.4
Cotton small wares.....	84.9	91.2	98.4	74.9	79.0	96.8	16.47	16.10	18.35	33.5	33.1	37.1	50.0	50.0	50.3
Dyeing and finishing textiles.....	105.3	108.8	112.2	86.5	89.0	94.6	19.81	19.87	20.49	34.0	34.4	35.3	53.0	57.6	57.5
Hats, fur-felt.....	83.5	83.0	83.0	64.9	61.0	62.0	21.13	19.96	20.20	30.8	28.2	26.7	70.6	71.6	72.4
Knit goods.....	103.3	111.9	116.3	95.1	112.3	122.8	16.00	17.40	18.33	31.7	33.7	35.6	51.3	52.4	52.3
Silk and rayon goods.....	63.2	67.6	75.4	48.1	50.8	62.4	14.75	14.54	16.02	32.0	31.7	34.2	46.0	46.2	46.9
Woolen and worsted goods.....	61.1	59.8	68.4	49.6	42.8	52.8	18.69	16.43	17.73	31.7	27.7	30.3	59.2	59.4	58.6

See footnotes at end of table.

TABLE 1.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries, December, November, and October 1937—Continued

MANUFACTURING—Continued

Industry	Employment index			Pay-roll index			Average weekly earnings			Average hours worked per week			Average hourly earnings		
	December 1937	November 1937	October 1937	December 1937	November 1937	October 1937	December 1937	November 1937	October 1937	December 1937	November 1937	October 1937	December 1937	November 1937	October 1937
<i>Nondurable goods—Continued</i>															
													<i>Cents</i>	<i>Cents</i>	<i>Cents</i>
Textile and their products—Continued.															
Wearing apparel.....	95.6	101.0	112.1	65.2	68.6	87.0	\$15.60	\$15.74	\$17.99	28.2	28.9	31.3	55.3	54.3	57.4
Clothing, men's.....	84.0	90.7	103.5	55.5	61.1	80.2	15.61	15.82	18.14	25.2	26.1	29.5	62.4	61.1	62.1
Clothing, women's.....	131.0	134.9	150.4	86.0	84.2	110.1	17.85	17.25	20.29	29.4	29.2	31.2	56.8	55.5	61.7
Corsets and allied garments.....	87.6	88.1	89.7	79.7	82.1	87.3	14.85	15.52	16.17	32.0	33.6	33.3	46.7	46.0	47.8
Men's furnishings.....	118.8	130.4	135.9	89.8	103.8	111.8	13.16	14.36	14.79	31.5	32.8	35.6	36.6	37.3	37.6
Millinery.....	44.1	43.8	52.0	27.4	26.7	35.5	18.00	17.40	20.30						
Shirts and collars.....	106.3	114.6	120.7	87.3	102.6	112.5	12.11	13.14	13.97	30.2	33.1	34.7	41.0	40.4	40.8
Leather and its manufactures.	81.8	80.3	89.5	58.4	53.8	66.3	16.61	15.48	17.14	31.1	28.6	31.8	53.6	54.5	54.2
Boots and shoes.....	83.8	80.8	90.7	53.2	46.0	58.7	15.25	13.72	15.50	30.1	26.9	30.4	51.1	52.3	51.9
Leather.....	78.6	82.9	89.6	78.5	82.7	95.0	22.23	22.13	23.60	35.2	35.2	37.5	63.8	62.8	63.3
Food and kindred products.	107.3	114.6	125.0	110.4	115.9	125.0	24.93	24.48	23.77	40.5	40.3	40.9	61.2	60.2	58.8
Baking.....	131.6	135.2	138.4	127.4	130.3	137.3	25.22	25.10	25.84	41.4	41.4	43.0	61.3	61.1	60.6
Beverages.....	187.4	194.3	202.7	202.0	212.7	222.4	31.65	32.22	32.36	37.9	38.8	39.2	84.4	84.2	83.5
Butter.....	81.6	83.7	86.4	65.8	67.2	70.3	22.27	22.42	22.71						
Canning and preserving.....	89.1	118.7	185.9	86.6	111.4	187.7	16.22	15.74	16.24	33.6	33.8	36.3	49.6	47.8	46.5
Confectionery.....	87.2	91.8	95.5	86.8	89.8	98.4	18.11	17.63	18.62	39.7	38.7	41.3	45.6	45.6	45.5
Flour.....	75.1	76.0	76.9	74.0	76.7	80.9	25.52	26.10	27.30	42.7	43.7	45.6	58.9	58.8	59.0
Ice cream.....	63.7	65.1	68.8	60.4	61.5	63.9	29.25	29.16	28.54	46.6	46.5	46.1	61.7	61.3	60.1
Slaughtering and meat packing.....	90.9	90.5	89.4	104.7	102.3	100.1	28.89	28.31	28.01	42.2	41.1	40.8	68.0	68.1	68.8
Sugar, beet.....	146.1	252.1	253.0	135.8	267.4	224.3	21.98	25.09	20.97	40.4	49.6	41.6	55.6	50.8	52.4
Sugar refining, cane.....	75.0	70.4	68.8	72.4	66.8	64.2	26.87	26.41	25.97	43.0	40.9	38.5	60.8	62.8	66.8
Tobacco manufactures.	60.8	62.9	62.6	55.7	57.2	57.9	16.88	16.72	17.33	37.1	37.4	37.6	45.5	44.9	45.1
Chewing and smoking tobacco and snuff.....	56.9	56.7	56.2	67.9	63.8	68.2	18.11	17.06	18.20	35.8	33.5	35.8	51.1	51.1	51.3
Cigars and cigarettes.....	61.2	63.6	63.3	54.2	56.4	56.6	16.62	16.66	16.80	37.3	37.9	37.9	44.9	44.2	44.4
Paper and printing.	104.1	108.4	107.9	100.8	101.5	105.1	27.62	27.48	28.26	37.6	37.7	38.7	76.5	75.7	75.6
Boxes, paper.....	96.9	103.3	104.8	92.8	102.6	108.9	19.78	20.42	21.35	37.3	39.0	40.8	53.4	52.8	52.7
Paper and pulp.....	109.4	113.6	117.3	98.8	105.4	116.7	22.47	23.26	24.90	35.6	36.9	39.5	63.1	63.2	63.1
Printing and publishing:															
Book and job.....	98.0	98.3	98.8	95.9	93.1	92.6	30.75	29.96	29.71	39.7	38.7	38.3	78.3	78.5	78.5
Newspapers and periodicals.....	106.6	107.0	107.5	108.4	106.1	107.3	38.45	37.42	37.59	37.7	37.1	37.1	99.1	97.1	97.4
Chemicals and allied products, and petroleum refining.	118.3	122.7	126.5	124.4	132.1	137.5	27.93	28.07	28.32	38.0	38.5	39.2	74.3	73.8	73.4
Other than petroleum refining.....	115.4	122.4	126.7	120.3	129.6	136.1	25.06	25.59	25.99	38.5	39.5	40.3	66.2	65.8	65.4

Chemicals.....	122.6	129.8	135.2	130.4	141.7	150.6	29.51	30.25	30.84	37.4	38.7	39.6	78.9	78.2	77.9
Cottonseed—oil, cake, and meal.....	109.9	121.0	127.1	104.8	113.0	118.9	13.48	13.18	13.14	55.0	53.5	54.1	24.7	24.8	24.5
Druggists' preparations.....	110.5	112.5	114.8	124.0	125.8	128.9	24.40	24.33	24.47	39.8	39.2	39.6	57.7	58.3	58.4
Explosives.....	94.7	95.4	97.3	100.3	106.6	110.5	29.48	31.64	32.18	37.8	39.7	40.5	78.0	79.8	79.5
Fertilizers.....	81.6	75.3	80.5	82.3	77.4	83.2	16.74	17.02	17.16	38.2	38.6	38.8	43.9	44.1	44.2
Paints and varnishes.....	121.1	128.0	131.6	116.1	124.8	134.1	26.40	26.95	28.17	37.8	38.8	40.5	69.9	69.6	69.7
Rayon and allied products.....	336.8	374.0	387.5	313.5	360.3	374.9	22.98	23.79	23.89	35.3	37.0	37.4	65.1	64.4	63.8
Soap.....	94.6	100.4	102.8	111.2	116.9	121.1	28.58	28.23	28.55	38.7	39.2	40.0	74.3	72.4	71.9
Petroleum refining.....	120.2	123.0	125.7	137.9	140.4	142.3	34.88	34.42	34.43	36.3	35.8	35.9	97.1	97.0	96.9
Rubber products.....	98.0	90.9	97.7	77.1	82.0	94.3	23.90	24.11	25.83	31.1	31.6	30.8	78.9	79.0	79.0
Rubber boots and shoes.....	68.0	71.9	77.5	54.6	62.1	70.4	20.08	21.70	22.83	33.6	35.9	37.5	59.8	60.4	60.9
Rubber goods, other than boots, shoes, tires, and inner tubes.....	126.9	128.2	137.3	110.9	121.7	139.5	21.15	21.93	23.61	34.5	36.0	38.8	61.3	60.9	61.4
Rubber tires and inner tubes.....	76.6	80.8	87.0	70.8	72.9	84.3	26.91	26.26	28.24	28.0	27.2	29.3	96.7	97.2	96.6

NONMANUFACTURING

[Indexes are based on 12-month average 1929=100]

Coal mining:															
Anthracite.....	50.9	50.5	51.0	47.2	45.1	51.0	\$27.02	\$26.00	\$29.14	28.9	28.3	31.4	92.0	90.7	91.2
Bituminous.....	80.5	82.1	82.9	81.3	77.8	86.0	25.49	24.00	26.25	29.1	26.9	29.6	86.6	87.8	88.7
Metalliferous mining.....	70.4	75.4	82.9	65.1	71.6	81.7	29.43	30.05	31.26	43.1	43.1	44.2	68.6	69.9	70.8
Quarrying and nonmetallic mining.....	43.9	49.9	53.3	33.4	41.7	49.3	19.32	21.48	23.70	34.7	38.9	42.6	55.8	55.0	55.4
Crude-petroleum producing.....	76.5	77.2	77.5	69.8	70.2	69.9	34.11	34.12	33.64	40.1	39.9	39.9	83.8	84.3	83.3
Public utilities:															
Telephone and telegraph.....	78.0	¹ 78.9	² 79.6	94.7	¹ 91.4	² 94.9	31.44	³ 30.12	⁴ 31.01	39.2	⁵ 37.8	⁶ 39.5	85.1	⁷ 84.4	⁸ 83.2
Electric light and power and manufactured gas.....	96.1	97.3	98.5	102.4	103.8	105.3	34.38	34.44	34.23	40.2	40.4	40.4	85.7	85.8	85.1
Electric-railroad and motorbus operation and maintenance.....	72.8	73.2	73.4	71.9	71.8	71.4	32.26	32.17	31.93	45.7	45.9	45.9	69.7	69.4	68.7
Trade:															
Wholesale.....	93.3	93.5	94.0	77.8	78.3	79.3	30.00	30.27	30.45	42.5	42.7	42.9	69.9	70.6	70.6
Retail.....	100.1	91.7	92.1	80.6	75.3	75.9	21.55	21.65	21.96	43.2	42.7	43.0	54.8	55.9	56.5
General merchandising.....	144.7	109.8	108.1	123.5	97.1	96.2	18.59	18.37	18.55	40.4	39.2	39.4	50.1	51.2	51.5
Other than general merchandising.....	88.4	86.9	87.9	71.7	70.8	71.7	24.57	24.55	24.89	44.4	43.9	44.2	56.9	57.5	58.1
Hotels (year-round) ³	87.3	88.9	89.2	76.3	77.9	77.7	15.25	15.25	15.11	47.4	47.2	47.1	32.2	32.2	31.7
Laundries.....	87.3	88.0	89.9	79.2	79.2	81.5	17.03	16.90	16.96	42.0	41.6	42.1	40.5	40.7	40.3
Dyeing and cleaning.....	77.1	80.5	85.9	58.9	63.3	71.8	19.09	19.53	20.89	40.2	40.8	42.5	49.1	49.1	50.5
Brokerage ⁴	-1.6	+8	-2.9	-2.6	+1.1	-3.2	38.36	38.60	38.52	(9)	(9)	(9)	(8)	(8)	(9)
Insurance ⁴	+2	-1	-1	-8	+1.8	+3	38.91	39.15	38.45	(9)	(9)	(9)	(8)	(8)	(9)
Building construction ⁵	-17.2	-6.4	-3.3	-22.7	-8.1	-3.0	28.53	30.52	31.22	30.9	33.1	34.3	91.9	91.6	90.8

¹ Average weekly earnings are computed from figures furnished by all reporting establishments. Average hours and average hourly earnings are computed from data supplied by a small number of establishments as all reporting firms do not furnish man-hours. The figures are not strictly comparable from month to month because of changes in the size and composition of the reporting sample.

² Revised.

³ Cash payments only; the additional value of board, room, and tips cannot be computed.

⁴ Indexes of employment and pay rolls not available; percentage changes from preceding month substituted.

⁵ Not available.

INDEXES OF EMPLOYMENT AND PAY ROLLS

Indexes of employment and pay rolls are given in tables 2 and 3 for all manufacturing industries combined, for the durable- and nondurable-goods groups of manufacturing industries, and for 13 nonmanufacturing industries, including 2 subgroups under retail trade, by months, from January 1936 to December 1937, inclusive. The accompanying chart indicates the trend of factory employment and pay rolls from January 1919 to December 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 December 1937 reports were received from 25,041 manufacturing establishments employing 4,327,180 workers, whose weekly earnings were \$99,195,710. 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.

TABLE 2.—*Indexes of Employment and Pay Rolls in All Manufacturing Industries Combined and in the Durable- and Nondurable-Goods Groups*¹

[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	102.3	83.5	103.8	84.7	98.1	77.0	104.0	102.8	106.9	91.8	103.5
September.....	95.5	102.1	83.6	100.1	85.7	97.3	77.2	99.4	105.9	107.3	91.6	100.9
October.....	96.7	100.5	89.0	100.1	89.2	97.6	85.3	101.7	104.7	103.6	93.7	98.2
November.....	96.9	94.7	90.7	89.5	91.0	92.4	88.9	89.9	103.3	97.3	92.9	89.0
December.....	98.1	88.6	95.2	80.9	92.7	84.3	93.4	77.0	104.0	93.3	97.5	85.8
Average.....	91.9	99.3	82.4	98.0	84.7	95.5	78.0	97.5	99.5	103.4	87.9	98.5

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.

EMPLOYMENT & PAY ROLLS ALL MANUFACTURING INDUSTRIES 1923=25=100



UNITED STATES BUREAU OF LABOR STATISTICS

The indexes for nonmanufacturing industries are based on 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 reports of the number of employees and amount of pay rolls for the pay period ending nearest the 15th of the month.

TABLE 3.—Indexes of Employment and Pay Rolls in Selected Nonmanufacturing Industries, January 1936 to December 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	54.4	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	78.5	47.7	79.8	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	79.5	48.2	77.7	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	82.0	46.1	77.8	54.4	55.5	43.9	50.8
August.....	41.1	41.2	31.4	27.2	76.9	78.8	65.4	73.8	61.6	83.4	48.2	83.0	55.3	54.9	46.2	53.2
September.....	47.6	48.2	34.9	31.5	78.2	80.5	71.0	77.7	63.1	84.1	50.0	82.2	54.9	54.7	44.8	50.1
October.....	49.9	51.0	48.5	51.0	81.1	82.9	79.2	86.0	64.2	82.9	53.7	81.7	54.6	53.3	46.2	49.3
November.....	51.5	50.5	40.3	45.1	82.3	82.1	80.7	77.8	62.9	75.4	54.6	71.6	52.6	49.9	43.5	41.7
December.....	54.8	50.9	55.4	47.2	83.9	80.5	85.0	81.3	64.4	70.4	57.7	65.1	49.4	43.9	39.4	33.4
Average..	51.8	49.9	45.7	43.2	79.0	80.4	70.8	75.6	60.3	76.8	48.4	74.0	49.5	51.4	38.9	45.4

Month	Crude-petroleum producing				Telephone and telegraph				Electric light and power, and manufactured gas				Electric-railroad and motorbus operation and maintenance ²			
	Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls		Employment		Pay rolls	
	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936	1937
January.....	71.1	72.7	55.7	61.2	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	64.1	69.9	74.8	76.2	82.2	86.1	92.2	84.7	93.6	71.7	72.5	68.3	68.7
March.....	70.9	74.2	56.0	63.9	70.2	75.4	77.2	87.2	86.8	92.4	85.9	94.8	71.2	72.6	67.8	69.4
April.....	71.3	75.8	57.1	67.7	70.8	76.6	76.0	86.3	88.0	93.1	86.2	95.5	71.3	72.9	65.9	69.2
May.....	72.7	76.7	58.0	68.2	71.6	77.7	78.5	89.5	89.0	94.6	87.0	97.9	71.5	73.3	66.1	70.1
June.....	73.7	78.5	58.9	70.4	72.1	78.5	77.4	88.6	90.4	96.3	88.1	100.4	71.7	73.3	66.8	71.1
July.....	75.4	78.5	60.4	70.5	73.1	79.7	79.9	92.1	91.7	97.5	89.8	102.2	72.4	73.4	66.5	70.8
August.....	75.0	79.3	59.7	70.8	73.5	79.8	81.2	92.1	93.1	98.3	89.8	102.6	72.4	73.4	66.5	73.1
September.....	74.5	78.2	60.4	71.2	73.7	79.8	78.8	92.3	93.5	98.6	91.4	104.0	72.8	73.7	66.4	71.6
October.....	73.6	77.5	59.6	69.9	73.8	79.6	83.1	94.9	94.0	98.5	92.7	105.3	73.1	73.4	67.7	71.4
November.....	73.2	72.2	60.1	70.2	73.7	78.9	81.6	91.4	93.5	97.3	91.8	103.8	73.0	73.2	69.7	71.8
December.....	72.4	76.0	61.3	69.8	73.6	78.0	82.4	94.7	93.2	96.1	93.8	102.4	72.5	72.8	69.3	71.9
Average..	72.9	76.5	58.6	68.2	72.2	77.8	78.9	89.6	90.5	95.6	88.8	99.6	72.0	73.1	67.2	70.6

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 Not including electric-railroad car building and repairing; see transportation equipment and railroad repair-shop groups, manufacturing industries, table 1.

³ Revised.

TABLE 3.—Indexes of Employment and Pay Rolls in Selected Nonmanufacturing Industries, January 1936 to December 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	91.8	69.7	79.0	82.4	86.2	64.4	72.3	89.4	93.8	76.4	85.7	80.5	84.2	61.9	69.5
September.....	88.0	93.0	70.5	78.3	86.6	90.7	66.6	74.4	98.5	103.7	82.8	92.4	83.5	87.3	63.3	70.7
October.....	89.0	94.0	71.5	79.3	88.7	92.1	68.3	75.9	103.9	108.1	87.2	96.2	84.7	87.9	64.4	71.7
November.....	89.7	93.5	73.1	78.3	90.1	91.7	70.1	75.3	109.3	109.8	91.4	97.1	85.1	86.9	65.7	70.8
December.....	91.0	93.3	72.8	77.8	99.6	100.1	75.9	80.6	143.4	144.7	116.2	123.5	88.1	88.4	67.6	71.7
Average.....	86.7	92.0	69.4	76.6	85.7	89.7	66.3	73.1	99.1	104.2	83.5	92.5	82.2	85.9	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	86.3	64.8	68.3
August.....	83.2	86.8	66.1	74.4	89.6	94.2	76.7	86.0	83.5	85.8	63.2	69.8
September.....	84.2	88.1	67.5	76.1	89.6	93.7	76.6	84.4	86.7	87.7	66.1	73.6
October.....	85.4	89.2	69.6	77.7	87.6	89.9	75.3	81.5	86.5	85.9	66.7	71.8
November.....	84.6	88.9	69.6	77.9	87.0	88.0	74.5	79.2	81.3	80.5	60.2	63.3
December.....	84.0	87.3	69.8	76.3	87.6	87.3	76.1	79.1	77.7	77.1	57.3	58.9
Average.....	83.6	87.4	67.2	74.5	86.1	90.5	73.9	81.2	81.2	83.6	61.7	66.6

* Revised.

General indexes of factory employment and pay rolls by yearly averages, 1923 to 1937, inclusive, and by months, January to December 1937, inclusive, are given in the Bureau's monthly report on Employment and Pay Rolls for December 1937, copies of which will be furnished upon request. That pamphlet also contains indexes for the same periods, where available, for each of the 89 manufacturing industries surveyed, for the durable- and nondurable-goods groups, and for the 14 smaller groups and 2 subgroups into which they are classified.

The indexes have been adjusted to conform with the annual averages and totals shown in published reports of the Census of Manufactures through 1933, and are subject to further revision when adjustments are made to bring them into conformity with later census data.

Building Operations

SUMMARY OF BUILDING CONSTRUCTION IN PRINCIPAL CITIES, JANUARY 1938 ¹

BUILDING activity as measured by the value of permits issued showed a pronounced increase (14.9 percent) in January 1938 over the preceding month. The value of new residential buildings for which permits were issued in January showed a gain of 53.4 percent compared with December 1937. While this increase was most marked in cities having a population of half a million or over, increases were also shown in cities having a population of between 100,000 and 500,000 and in cities between 50,000 and 100,000. The most pronounced increase occurred in New York City where the date of effectiveness of the new building code was changed from January 1 to January 27. The value of new nonresidential buildings was 13.3 percent lower and additions, alterations, and repairs 13.2 percent lower than in December.

Compared with January 1937 permit valuations showed an increase of more than 79 percent. All classes of construction registered gains. The greatest increase, 129.1 percent, was in new residential construction. New nonresidential construction in January was 64.7 percent above the corresponding month of 1937 and additions, alterations, and repairs increased 4.4 percent.

Comparison of January 1938 With December 1937 and January 1937

A summary of building construction in 1,603 identical cities in January 1938, December 1937, and January 1937 is given in table 1.

TABLE 1.—*Summary of Building Construction for Which Permits Were Issued in 1,603
Identical Cities, January 1938*

Class of construction	Number of buildings			Estimated cost		
	January 1938	Percentage change from—		January 1938	Percentage change from—	
		Decem- ber 1937	Janu- ary 1937		Decem- ber 1937	Janu- ary 1937
All construction	33,151	-3.2	-0.2	\$174,924,551	+14.9	+79.1
New residential	8,176	+0.7	+2.4	98,637,479	+53.4	+129.1
New nonresidential	5,236	-8.2	-7.2	52,639,054	-13.3	+64.7
Additions, alterations, and repairs	19,739	-3.4	+0.8	23,648,018	-13.2	+4.4

¹ More detailed information by geographic divisions and individual cities is given in a separate pamphlet entitled "Building Construction, January 1938", copies of which will be furnished upon request.

A summary of the estimated cost of housekeeping dwellings and the number of families provided for in new dwellings in 1,603 identical cities having a population of 2,500 and over, is shown in table 2 for the months of January 1938, December 1937, and January 1937.

TABLE 2.—Estimated Cost of Housekeeping Dwellings and Number of Families Provided for in 1,603 Identical Cities, January 1938

Type of dwelling	Estimated cost of housekeeping dwellings			Number of families provided for in new dwellings		
	January 1938	Percentage change from—		January 1938	Percentage change from—	
		December 1937	January 1937		December 1937	January 1937
All types.....	\$98, 221, 639	+55.5	+129.5	29, 877	+85.0	+170.5
1-family.....	25, 177, 594	-6.1	-22.1	6, 958	-2.3	-5.0
2-family ¹	2, 822, 756	-41.3	+35.9	1, 214	-16.9	+60.8
Multifamily ²	70, 221, 289	+122.7	+736.2	21, 705	+187.0	+643.6

¹ Includes 1- and 2-family dwellings with stores.
² Includes multifamily dwellings with stores.

Analysis by Size of City, January 1938

Table 3 shows the estimated cost of building construction for which permits were issued in January 1938, compared with December 1937 and January 1937, by size of city and by class of construction.

TABLE 3.—Estimated Cost of Building Construction for Which Permits Were Issued, by Size of City, January 1938

Size of city	Total construction			New residential buildings		
	Estimated cost, January 1938	Percentage change from—		Estimated cost, January 1938	Percentage change from—	
		December 1937	January 1937		December 1937	January 1937
Total, all reporting cities.....	\$174, 924, 551	+14.9	+79.1	\$98, 637, 479	+53.4	+129.1
500,000 and over.....	121, 475, 903	+31.6	+214.9	80, 218, 115	+78.8	+385.6
100,000 and under 500,000.....	15, 757, 547	-18.2	-19.7	5, 948, 327	+1.4	-19.3
50,000 and under 100,000.....	7, 361, 751	-18.9	-20.2	2, 998, 521	+6.8	-18.3
25,000 and under 50,000.....	8, 405, 756	+3.9	-16.3	2, 159, 139	-14.1	-46.1
10,000 and under 25,000.....	9, 700, 576	-15.1	-13.8	3, 666, 619	-17.0	-43.0
5,000 and under 10,000.....	9, 224, 610	+62.9	+74.7	2, 373, 048	-2.7	-24.8
2,500 and under 5,000.....	2, 998, 408	-53.1	-18.3	1, 273, 710	-7.3	-33.1
	New nonresidential buildings			Additions, alterations, and repairs		
Total, all reporting cities.....	\$52, 639, 054	-13.3	+64.7	\$23, 648, 018	-13.2	+4.4
500,000 and over.....	30, 672, 928	-16.6	+134.8	10, 584, 860	-0.8	+17.7
100,000 and under 500,000.....	5, 163, 103	-32.1	-31.1	4, 646, 117	-19.8	-2.5
50,000 and under 100,000.....	1, 618, 927	-57.0	-51.1	2, 744, 303	+9.9	+22.4
25,000 and under 50,000.....	4, 193, 200	+24.3	+39.4	2, 053, 417	-6.8	-32.1
10,000 and under 25,000.....	4, 029, 109	-20.5	+54.4	2, 004, 848	+3.7	-9.3
5,000 and under 10,000.....	5, 716, 073	+189.7	+360.9	1, 135, 489	-9.2	+28.1
2,500 and under 5,000.....	1, 245, 714	-41.4	+0.9	478, 984	-83.4	-10.2

The estimated cost of housekeeping dwellings for which permits were issued in the 1,603 identical cities reporting for December 1937 and January 1938, together with the number of family-dwelling units provided in new dwellings, by size of city, is given in table 4.

TABLE 4.—Estimated Cost of Housekeeping Dwellings and Number of Families Provided for in 1,603 Identical Cities, by Size of City, December 1937 and January 1938

Size of city	Estimated cost of house-keeping dwellings			Number of families provided for in—							
	January 1938	December 1937	Per-centage change	All types		1-family dwellings		2-family dwellings ¹		Multifamily dwellings ²	
				Jan-uary 1938	De-cem-ber 1937	Jan-uary 1938	De-cem-ber 1937	Jan-uary 1938	De-cem-ber 1937	Jan-uary 1938	De-cem-ber 1937
Total, all cities.....	\$98, 221, 639	\$63, 166, 686	+55. 5	29, 877	16, 148	6, 958	7, 125	1, 214	1, 461	21, 705	7, 562
500,000 and over.....	80, 093, 115	44, 615, 002	+79. 5	24, 183	11, 050	2, 451	2, 916	694	1, 106	21, 038	7, 028
100,000 and under 500,000.....	5, 948, 327	5, 455, 573	+9. 0	1, 827	1, 536	1, 400	1, 175	208	146	219	215
50,000 and under 100,000.....	2, 787, 521	2, 734, 164	+0. 9	831	753	580	520	92	66	159	167
25,000 and under 50,000.....	2, 159, 139	2, 485, 990	-13. 1	720	691	594	605	80	37	46	49
10,000 and under 25,000.....	3, 633, 079	4, 189, 022	-13. 3	1, 154	1, 036	950	942	64	51	140	43
5,000 and under 10,000.....	2, 369, 748	2, 312, 680	+2. 5	752	695	618	611	45	31	89	53
2,500 and under 5,000.....	1, 260, 710	1, 374, 255	-8. 3	410	387	365	356	31	24	14	7

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

The information on building permits issued January 1938, December 1937, and January 1937 is based on reports received by the Bureau of Labor Statistics from 1,603 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 January 1938 the value of Federal and State buildings for which contracts were awarded in these 1,603 cities amounted to \$2,030,000; in December 1937, to \$5,912,000; and in January 1937, to \$3,065,000.

Construction From Public Funds

The value of contracts awarded and force-account work started during January 1938, December 1937, and January 1937 on construction projects financed from various Federal funds is shown in table 5.

TABLE 5.—Value of Contracts Awarded and Force-Account Work Started on Projects Financed from Federal Funds, January 1938, December 1937, and January 1937 ¹

Federal Agency	Value of contracts awarded and force-account work started		
	January 1938	December 1937 ²	January 1937
Total.....	\$64,788,938	\$143,912,156	² \$91,918,264
Public Works Administration:			
Federal.....	340,582	668,895	2,221,587
Nonfederal:			
N. I. R. A.....	1,297,977	1,837,422	² 4,152,609
E. R. A. A.....	28,853,432	60,599,926	² 46,014,602
Federal projects under The Works Program.....	1,906,480	7,488,275	² 12,761,357
Regular Federal appropriations.....	32,390,467	73,317,638	26,768,109

¹ Preliminary, subject to revision.

² Revised.

The value of public-building and highway construction awards financed wholly from appropriations from State funds, as reported by the various State governments for January 1938, December 1937, and January 1937 is shown in table 6.

TABLE 6.—Value of Public-Building and Highway-Construction Awards Financed Wholly From State Funds

Type of project	Value of contracts		
	January 1938	December 1937	January 1937
Public buildings.....	\$1,666,145	\$4,335,282	\$1,177,020
Highway construction.....	2,870,821	2,572,449	5,327,283

Retail Prices

SUMMARY OF FOOD AND COAL PRICES

FOOD costs were 2.8 percent lower for January than for December. The decrease resulted from lower prices for 59 of the 84 foods for which the Bureau collects retail prices. Only one index moved upward, that for fresh fruits and vegetables.

This report contains a brief review of changes in food costs in 1937. There was an average increase of 3.6 percent for the year. The increases occurred during the first 5 months. A gradual decline followed which was accentuated after September.

There was a seasonal advance in coal prices between September 15 and December 15, 1937. The increase for bituminous coal amounted to 1.8 percent. For Pennsylvania anthracite, price increases ranged from 1.4 percent for buckwheat to 3.0 percent for stove.

FOOD PRICES IN JANUARY 1938

RETAIL food costs declined 2.8 percent between December 1937 and January 1938. The decrease extended to all commodity groups except fruits and vegetables. The declines were widespread and lower costs were reported for all of the 51 cities included in the indexes.

The food-cost index for January 1938 was 80.3 percent of the 1923-25 average. This was 5.1 percent lower than 1 year ago, when the index was 84.6. This decrease over a year ago was due in large part to a decline of 20.8 percent in the cost of fruits and vegetables, of 11.8 percent for fats and oils, and of 8.1 percent for eggs. Food costs were 28.3 percent higher than for January 1933 when the index was 62.6. Compared with the corresponding period in 1929, when the index was 102.7, food costs have decreased by 21.8 percent.

DETAILS BY COMMODITY GROUPS

The cost of cereals and bakery products declined 0.5 percent between December and January. Flour and white bread showed a price decrease of 0.4 percent each. Price declines were greatest for corn meal, macaroni, and rice, all of which have shown a downward movement over a period of several months. The price of flour has declined 13.5 percent below the level of a year ago. Bread has advanced 5.6 percent during the same interval.

Meat costs were 4.3 percent below the December level. The decrease was general and prices were lower for 17 of the 21 items in the group. Eleven of the decreases averaged 5.0 percent or more. For beef and veal, the decline was 6.0 percent; for pork, 4.3 percent; and for lamb, 5.3 percent. The price of roasting chickens rose 1.4 percent and canned salmon was slightly higher. Prices for both of these products are well above the average of a year ago.

The decline of 4.8 percent reported for dairy products is somewhat more than seasonal, due in large part to a decrease of 1 cent a quart in the price of fresh milk in New York City, Rochester, and Omaha. The average decrease for fresh milk was 1.8 percent. The price of butter declined 11.1 percent and was lower in all cities. Butter prices are now about at the level of January 1936 and 1937. The price of cheese decreased 1.6 percent.

Egg prices were lower in all cities, showing a seasonal decrease of 8.6 percent. The regional decline ranged from 3.5 percent in New England to 16.9 percent on the Pacific Coast.

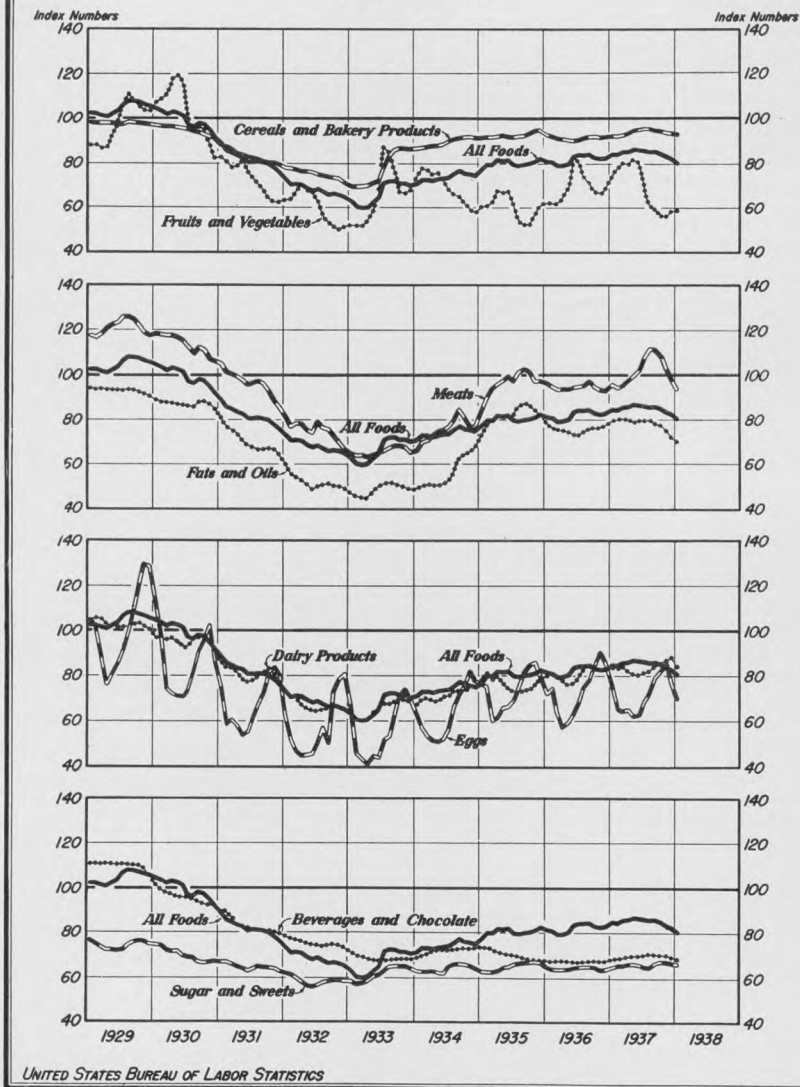
An advance of 1.2 percent in the cost of fresh fruits and vegetables resulted in an increase of 0.9 percent for the group as a whole. The price of potatoes decreased 0.8 percent. Price declines were more marked for oranges, lemons, carrots, and lettuce, with the greatest decrease, 12.6 percent, reported for oranges. Seasonal advances for other fresh items, which ranged from 1.6 percent for bananas to 18.5 percent for cabbage, more than offset these declines. The price of canned corn decreased 1.0 percent. Price changes for other canned items were nominal. The cost of the dried products declined 1.7 percent. All the dried items except peaches were lower in price. Navy beans showed the most decrease, 3.1 percent.

Beverages and chocolate decreased 1.6 percent. The price of coffee was 3.0 percent lower and fractional price declines were reported for other items in the group.

The cost of fats and oils averaged 2.5 percent lower and decreased in each of the 51 cities. The price of lard declined 6.1 percent and

RETAIL COST OF FOOD

1923-25=100



was below the average reported for any pricing period since August 1934. Prices of vegetable shortening and peanut butter decreased slightly more than 1 percent. There were fractional price changes for other items in the group. The price of lard was 21.5 percent lower than a year ago. It has decreased far more than the price of any pork item.

The index for sugar and sweets declined 0.9 percent. Lower prices were reported for each item in the group. These price decreases amounted to 1.0 percent for sugar, 1.3 percent for corn sirup, 1.9 percent for molasses, and 0.7 percent for strawberry preserves.

Indexes of retail food costs for January 1938 and December 1937, together with indexes for January 1937, 1933, and 1929 are shown in table 1. The chart shows trends in the cost of all foods and of each major commodity group for the period January 1929 to December 1937, inclusive.

TABLE 1.—*Indexes of Retail Food Costs in 51 Large Cities Combined,¹ by Commodity Groups*

January 1938 and December 1937, and January 1937, 1933, 1929

[1923-25=100]

Commodity group	1938, Jan. 18	1937		1933, Jan. 15	1929, Jan. 15
		Dec. 14	Jan. 12		
All foods.....	80.3	82.6	84.6	62.6	102.7
Cereals and bakery products.....	93.2	93.6	92.4	69.5	98.4
Meats.....	93.8	98.0	95.7	64.8	117.6
Dairy products.....	83.9	88.2	83.4	63.4	105.1
Eggs.....	70.1	76.7	76.3	66.9	105.0
Fruits and vegetables.....	58.9	58.4	74.4	52.3	88.2
Fresh.....	56.8	56.2	73.5	51.4	86.6
Canned.....	79.8	79.9	81.8	66.4	96.0
Dried.....	61.3	62.4	71.8	48.6	98.2
Beverages and chocolate.....	68.3	69.4	68.6	71.1	110.7
Fats and oils.....	70.2	72.0	79.6	46.9	94.1
Sugar and sweets.....	66.2	66.8	64.8	58.3	76.7

¹ Aggregate costs of 42 foods in each city prior to Jan. 1, 1935, and of 84 foods since that date, weighted to represent total purchases, have been combined with the use of population weights.

The prices of 59 of the 84 items included in the index declined between December 1937 and January 1938, 20 increased, and 5 showed no change. Compared with a year ago, the January prices were higher for 57 items and lower for 27 items.

Average prices of each of the 84 foods for 51 cities combined are shown in table 2 for January 1938 and for December and January 1937.

TABLE 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined¹

January 1938 and December and January 1937

[Asterisk (*) indicates the 42 foods included in indexes prior to Jan. 1, 1935]

Article	1938	1937	
	Jan. 18	Dec. 14	Jan. 12
Cereals and bakery products:			
Cereals:			
	<i>Cents</i>	<i>Cents</i>	<i>Cents</i>
*Flour, wheat..... pound..	4.3	4.3	5.0
*Macaroni..... do....	14.9	15.2	15.3
*Wheat cereal..... 28-oz. package..	24.4	24.5	24.2
*Corn flakes..... 8-oz. package..	7.6	7.7	8.1
*Corn meal..... pound..	4.8	5.0	5.4
*Hominy grits..... 24-oz. package..	9.2	9.1	9.8
*Rice..... pound..	8.0	8.1	8.5
*Rolled oats..... do....	7.2	7.4	7.5
Bakery products:			
*Bread, white..... do....	8.9	8.9	8.4
Bread, whole-wheat..... do....	9.8	9.8	9.5
Bread, rye..... do....	10.0	10.0	9.7
Cake..... do....	24.8	25.4	25.5
Soda crackers..... do....	16.5	16.6	18.1
Meats:			
Beef:			
*Sirloin steak..... do....	36.2	39.4	40.2
*Round steak..... do....	32.8	36.1	36.0
*Rib roast..... do....	29.1	31.6	30.4
*Chuck roast..... do....	22.4	24.8	23.8
*Plate..... do....	15.6	16.9	16.4
Liver..... do....	24.4	24.8	25.6
Veal:			
Cutlets..... do....	43.8	43.6	43.0
Pork:			
*Chops..... do....	29.3	31.1	33.6
Loin roast..... do....	23.7	25.3	27.9
*Bacon, sliced..... do....	38.6	40.0	39.8
Bacon, strip..... do....	32.1	33.8	34.2
*Ham, sliced..... do....	45.4	47.1	49.0
Ham, whole..... do....	28.2	28.4	30.6
Salt pork..... do....	21.7	23.7	25.2
Lamb:			
Breast..... do....	13.3	14.7	12.1
Chuck..... do....	22.8	24.4	20.7
*Leg..... do....	28.4	29.9	26.9
Rib chops..... do....	36.0	38.0	34.0
Poultry:			
*Roasting chickens..... do....	35.9	35.4	29.8
Fish:			
Salmon, pink..... 16-oz. can..	14.2	14.0	13.0
*Salmon, red..... do....	27.0	27.0	24.8
Dairy products:			
*Butter..... pound..	40.4	45.5	41.1
*Cheese..... do....	29.0	29.4	29.4
Cream..... ½ pint..	15.0	15.0	15.3
Milk, fresh (delivered and store) ² quart..	12.5	12.7	12.3
*Milk, fresh (delivered)..... do....	12.7	13.0	12.5
*Milk, evaporated..... 14½-oz. can..	7.5	7.5	7.9
*Eggs..... dozen..	35.8	39.0	39.7
Fruits and vegetables:			
Fresh:			
Apples..... pound..	4.5	4.4	6.3
*Bananas..... do....	6.3	6.2	6.7
Lemons..... dozen..	32.9	36.8	27.6
*Oranges..... do....	25.0	28.6	29.1
Beans, green..... pound..	14.4	13.9	12.1
*Cabbage..... do....	4.4	3.7	3.8
Carrots..... bunch..	5.7	5.8	5.9
Celery..... stalk..	8.8	8.8	9.9
Lettuce..... head..	7.5	8.1	7.9
*Onions..... pound..	4.8	4.3	3.3
*Potatoes..... do....	2.0	2.0	3.7
Spinach..... do....	8.5	8.1	7.1
Sweet potatoes..... do....	3.8	3.7	4.3
Canned:			
Peaches..... no. 2½ can..	19.5	19.5	18.6
Pears..... do....	21.6	21.7	22.1
Pineapple..... do....	23.1	23.1	22.5

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

January 1938 and December and January 1937

[Asterisk (*) indicates the 42 foods included in indexes prior to Jan. 1, 1935]

Article	1938		1937	
	Jan. 18	Dec. 14	Jan. 12	
Fruits and vegetables—Continued.				
Canned—Continued.				
Asparagus.....no. 2 can.....	Cents 30.2	Cents 30.1	Cents 27.2	
Beans, green.....do.....	11.5	11.5	12.2	
*Beans with pork.....16-oz. can.....	7.6	7.6	7.5	
*Corn.....no. 2 can.....	12.0	12.1	13.0	
*Peas.....do.....	15.9	16.0	16.3	
*Tomatoes.....do.....	9.0	9.0	9.5	
Tomato soup.....10½-oz. can.....	7.4	7.4	8.1	
Dried:				
Peaches.....pound.....	15.8	16.2	17.6	
*Prunes.....do.....	9.6	9.8	10.5	
*Raisins.....15-oz. package.....	10.1	10.2	9.8	
Black-eyed peas.....pound.....	8.1	8.3	9.7	
Lima beans.....do.....	9.4	9.7	11.8	
*Navy beans.....do.....	6.6	6.9	9.5	
Beverages and chocolate:				
*Coffee.....do.....	24.2	25.0	24.9	
*Tea.....¼ pound.....	17.6	17.7	17.9	
Cocoa.....8-oz. can.....	9.1	9.8	10.1	
Chocolate.....8-oz. package.....	16.1	16.5	16.1	
Fats and oils:				
*Lard.....pound.....	13.8	14.7	17.7	
Lard compound.....do.....	13.4	13.5	16.0	
*Vegetable shortening.....do.....	19.9	20.1	21.6	
Salad oil.....pint.....	25.0	25.2	25.4	
Mayonnaise.....½ pint.....	17.5	17.5	16.9	
*Oleomargarine.....pound.....	17.5	17.6	19.4	
Peanut butter.....do.....	18.8	19.0	18.9	
Sugar and sweets:				
*Sugar.....do.....	5.5	5.6	5.6	
Corn sirup.....24-oz. can.....	14.2	14.4	14.3	
Molasses.....18-oz. can.....	14.1	14.4	14.4	
Strawberry preserves.....pound.....	22.2	22.4	21.1	

³ Converted to quarter pound for comparison with 1938.

DETAILS BY REGIONS AND CITIES

The average decrease for the 51 cities included in the index was 2.8 percent. Regional declines were greatest in New England and the Middle Atlantic area, where they amounted to more than 3.0 percent. In the Central and Southern cities, the decrease was slightly more than 2.0 percent. There was less decrease in the Mountain area and on the Pacific Coast.

In New Haven, where costs declined most, meats went down 9.9 percent and white bread was 3.0 percent lower. The heavy decline for New York City and Omaha was due to marked decreases in meats and dairy products, including a decline of 1 cent a quart in the price of fresh milk. In Providence, which reported a decrease of 4.3 percent, the price of flour was 4.1 percent lower and white bread decreased 3.3 percent.

Indexes of retail costs of food by cities and regions are given in table 3 for January 1938 and December 1937 and for January of earlier years.

TABLE 3.—Indexes of the Average Retail Cost of All Foods, by Regions and Cities¹
January 1938 and December 1937 and January 1937, 1936, 1933, 1932, 1929

[1923-25=100]

City and regional area	1938, Jan. 18	1937, Dec. 14	1937, Jan. 12	1936, Jan. 14	1933, Jan. 15	1932, Jan. 15	1929, Jan. 15
United States	80.3	82.6	84.6	81.7	62.6	72.8	102.7
New England	78.4	81.0	82.7	79.9	64.0	73.8	102.1
Boston.....	76.7	78.7	80.3	77.8	63.0	72.4	101.5
Bridgeport.....	83.4	86.6	88.1	86.3	67.3	76.9	102.3
Fall River.....	82.0	84.6	84.8	80.0	61.8	72.1	103.3
Manchester.....	80.0	82.1	86.5	82.8	62.6	71.1	101.4
New Haven.....	82.0	86.1	87.6	84.9	66.9	78.8	103.9
Portland, Maine.....	78.7	81.4	83.2	79.8	63.6	74.0	102.5
Providence.....	77.1	80.6	83.2	79.0	63.4	72.1	101.2
Middle Atlantic	81.1	84.0	84.9	83.1	64.3	73.5	102.8
Buffalo.....	80.4	81.8	82.8	81.3	61.5	69.3	103.2
Newark.....	82.9	85.6	86.1	83.9	67.6	75.7	103.0
New York.....	81.9	86.0	84.7	84.3	67.2	75.9	103.0
Philadelphia.....	81.8	83.9	87.1	84.7	63.4	72.9	101.6
Pittsburgh.....	79.3	81.1	83.1	80.2	59.2	69.7	104.7
Rochester.....	79.8	82.8	83.9	81.4	60.0	70.4	100.6
Scranton.....	75.4	77.0	81.8	78.9	61.7	71.7	103.5
East North Central	80.9	82.9	85.2	81.4	60.3	72.3	103.9
Chicago.....	81.8	84.2	86.3	82.2	61.9	75.8	105.4
Cincinnati.....	81.7	83.3	87.5	84.8	62.4	75.2	105.8
Cleveland.....	80.2	81.9	82.0	79.8	58.8	69.6	101.1
Columbus, Ohio.....	79.3	81.0	84.8	82.4	59.7	70.8	102.9
Detroit.....	80.6	82.5	84.8	81.1	57.3	67.6	103.3
Indianapolis.....	79.7	81.6	85.6	81.1	59.4	70.1	104.4
Milwaukee.....	84.2	85.7	88.8	82.4	63.3	76.5	103.8
Peoria.....	80.5	82.5	86.9	82.4	60.8	70.6	103.0
Springfield, Ill.....	77.8	80.9	85.3	79.0	59.6	69.0	102.4
West North Central	82.3	84.2	89.5	84.0	61.3	72.6	103.5
Kansas City.....	80.8	82.0	88.4	81.5	63.3	72.6	103.7
Minneapolis.....	85.5	87.1	93.2	87.0	61.9	75.0	103.9
Omaha.....	76.5	79.9	85.5	80.3	58.0	69.9	101.4
St. Louis.....	84.6	86.3	90.8	86.2	61.1	72.5	104.6
St. Paul.....	82.0	83.9	88.6	83.4	61.7	73.3	102.1
South Atlantic	79.2	81.0	84.1	82.0	61.5	71.6	101.0
Atlanta.....	73.7	76.6	81.4	78.3	57.3	67.1	103.6
Baltimore.....	84.7	86.1	88.2	85.1	64.0	73.5	100.0
Charleston, S. C.....	80.6	82.2	83.9	82.2	61.8	73.4	100.4
Jacksonville.....	78.4	79.4	80.1	79.7	56.9	68.5	96.0
Norfolk.....	79.2	79.8	84.4	82.9	62.7	76.2	105.5
Richmond.....	74.4	76.0	81.6	78.7	59.3	69.1	98.6
Savannah.....	79.8	80.8	82.7	81.9	61.7	71.2	101.6
Washington, D. C.....	80.9	83.6	86.3	85.3	65.2	73.8	103.0
East South Central	75.5	77.2	80.4	76.7	57.5	67.6	102.2
Birmingham.....	71.3	72.8	75.7	71.9	55.0	64.9	100.2
Louisville.....	84.8	86.9	90.1	87.4	61.4	71.9	106.4
Memphis.....	76.9	78.5	83.4	77.7	59.6	69.9	102.7
Mobile.....	75.1	76.6	78.2	76.5	59.4	68.6	100.9
West South Central	78.9	80.7	82.9	80.2	60.3	71.5	102.1
Dallas.....	75.8	78.7	81.3	79.8	60.2	70.6	103.3
Houston.....	78.8	80.3	82.2	79.2	57.3	70.4	99.7
Little Rock.....	76.5	78.5	82.1	78.3	55.5	66.1	104.3
New Orleans.....	83.7	84.2	86.0	83.3	65.6	75.7	103.1
Mountain	83.4	84.8	88.6	83.7	62.9	71.3	99.5
Butte.....	77.8	80.5	83.5	77.5	61.6	74.8	100.5
Denver.....	86.1	87.8	91.8	86.0	65.6	72.0	99.3
Salt Lake City.....	80.0	80.9	84.5	81.1	58.6	69.1	99.5
Pacific	78.6	80.0	82.5	78.9	64.2	73.0	101.0
Los Angeles.....	74.0	74.9	78.9	74.6	61.4	70.6	99.0
Portland, Oreg.....	80.9	82.3	83.4	79.9	62.8	70.9	100.6
San Francisco.....	83.1	85.1	84.3	82.7	68.5	76.5	103.7
Seattle.....	80.1	81.5	86.2	81.3	62.7	72.7	100.4

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.

The Bureau of Labor Statistics collects prices in eight cities that cannot be included in the food-cost indexes, since no prices are available for the 1923-25 base period. These cities were selected from areas which were not adequately represented by the 51 cities in the current food-cost indexes.

Average prices for each of these cities for which 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 December 1937 and January 1938 are shown in table 4 for seven of these eight cities.

TABLE 4.—Percentage Changes in Retail Food Costs for Specified Cities
January 1938 Compared with December 1937

Region and city	Percentage change Jan. 18, 1938, compared with Dec. 14, 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.....	-1.3	-0.1	-3.4	-3.1	-12.8	+4.1	-0.5	-2.2	+0.4
Sioux Falls.....	-2.9	+1.0	-5.4	-5.2	-13.9	+5	-1.7	-2.0	-4
Wichita.....	-2.7	-6	-5.6	-3.6	-16.3	+2.0	-2.6	-1.1	0
South Atlantic: Winston-Salem.....	-8	-1.1	-1.7	-4	-10.7	+2.1	-7	-2.4	+7
East South Central: Jackson.....	-1.5	-2.1	-2.7	-2.6	-10.1	+3.3	+2.5	-1.9	-2.4
West South Central:									
El Paso.....	-3.5	-1.0	-9	-4.3	-10.1	-7.6	-2.6	-1.7	+2.0
Oklahoma City.....	-5.0	-6	-8.0	-5.4	-7.6	-6.1	-4.4	-1.9	-4

Prices for the Year 1937

On the basis of annual averages, the retail cost of food advanced 3.6 percent between 1936 and 1937. The index rose from 82.1 percent of the 1923-25 average in 1936 to 85.1 percent in 1937. Although the index had risen in 1937 to a level 28.2 percent above 1933, it was still 18.3 percent below 1929.

Retail food costs showed a definite upward trend during the first 5 months of 1937. The slight downward tendency during the succeeding 4 months was followed by a sharp decline during the last quarter of the year which carried the index 0.4 percent below the level of December 1936.

The most significant features of 1937 food costs were the relatively high level of meat costs and the sharp drop between May and September in fresh fruit and vegetable costs and their continued low level for the remainder of the year.

DETAILS BY COMMODITY GROUPS

Cereal and bakery products costs for 1937 were 2.8 percent above 1936. These costs rose during the first half of 1937 along with the rising bread prices. Bread prices continued at the June level throughout the remainder of the year. The price of flour, which showed practically no change during the first half of the year, made a substantial decline from July to the end of the year. The cost index for cereal and bakery products moved downward at the same time.

The annual average costs of meats in 1937 were 7.8 percent above the 1936 level. This is the only group where costs for 1937 were higher than the average for the 1923-25 base period. The group index which rose sharply between March and August declined abruptly during the last quarter of the year. The pattern of price changes for both beef and pork was similar to the movement of the meat index.

Although the costs for dairy products in 1937 averaged 3.7 percent higher than for 1936, changes in the index during 1937 followed rather closely the usual seasonal movement of costs for this group. The trend of the index was downward from January to June, when it began the upward movement that continued until December. Advances in the last quarter of the year raised the December 1937 index 7.0 percent above the level for December 1936.

Seasonal influences were dominant in the 1937 movement of egg prices. Variations in these prices during the year, however, were restricted to a much smaller range than usual. Prices throughout the year averaged 1.8 percent below 1936.

Fruits and vegetables shared with eggs the distinction of being the only food groups whose costs were lower in 1937 than in 1936. This group showed the slight decrease of 0.1 percent. The group index is largely controlled by changes in the costs of the fresh items and the index for the fresh products was 1.5 percent below that reported for 1936. Although fresh fruit and vegetable prices ordinarily decline during the summer and fall months, the drop which took place after May was exceptionally large. Reductions of more than 45.0 percent occurred in the prices of apples, potatoes, sweetpotatoes, and cabbage during these months, while the index for all fresh items fell 34.3 percent. The index for the canned items averaged 2.9 percent higher than for the previous year. The prices of these items fluctuated within a narrow range throughout the entire year. Dried fruits and vegetables, for which there was an average increase of 17.6 percent over 1936, showed comparatively little change during the first 8 months of the year. The decline between August and December was due in large measure to the drop in the price of dried beans. The price of navy beans increased 13.0 percent between January and April to a 6-year high. The decline which was first indicated in August brought the price for December down to a more normal level.

The annual average for fats and oils indicates that costs in 1937 were 3.7 percent above those for 1936. During the first 9 months of 1937 there was little change from month to month, although costs throughout this entire period were higher than in 1936. Price reductions for lard and lard compound contributed very largely to the decline which occurred during the last quarter of the year.

Due to a gradual advance in the prices of coffee and tea throughout the greater part of 1937, the index for beverages and chocolate was 3.4 percent higher than for 1936. The average cost of sugar and sweets was 2.5 percent higher in 1937 than in 1936. This increase was shown for corresponding months throughout the year. Higher prices for each item in this group contributed to this advance.

Indexes of retail food costs are summarized in table 5 by major commodity groups for each year from 1929 to 1937 and for each month of 1937.

TABLE 5.—*Indexes of Retail Food Costs in 51 Large Cities Combined,¹ by Commodity Groups*
1929 to 1937, Inclusive
[1923-25=100]

Year, month, and day	All foods	Cereals and bakery prod- ucts	Meats	Dairy prod- ucts	Eggs	Fruits and vegetables				Bever- ages and choco- late	Fats and oils	Sugar and sweets
						Total	Fresh	Canned	Dried			
By years												
1929.....	104.7	98.1	121.1	102.9	101.2	98.4	98.1	96.8	103.8	110.0	93.1	74.6
1930.....	99.6	95.1	113.6	95.1	85.4	103.4	104.9	92.3	96.4	95.7	86.7	70.1
1931.....	82.0	83.5	96.4	80.8	67.2	73.3	72.9	80.3	72.1	83.2	70.4	64.7
1932.....	68.3	75.5	75.5	66.7	57.9	60.4	59.9	71.0	55.4	75.1	52.0	58.4
1933.....	66.4	77.4	65.7	65.2	55.3	65.8	66.6	68.5	53.6	68.4	48.6	61.5
1934.....	74.1	91.0	75.0	71.2	62.4	69.8	69.6	80.7	61.3	71.7	55.4	63.8
1935.....	80.4	92.9	96.1	76.7	73.5	60.6	58.6	82.7	61.8	70.3	81.5	65.0
1936.....	82.1	91.7	94.7	80.2	72.7	69.7	69.1	79.8	61.9	67.5	75.6	64.4
1937.....	85.1	94.3	102.1	83.2	71.4	69.6	68.1	82.1	72.5	69.8	78.4	66.0
By price-reporting periods for 1937												
Jan. 12.....	84.6	92.4	95.7	83.4	76.3	74.4	73.5	81.8	71.8	68.6	79.6	64.8
Feb. 16.....	84.5	92.6	94.3	83.0	65.0	78.2	77.7	82.2	74.5	68.9	80.1	65.6
Mar. 16.....	85.4	92.9	95.4	83.6	64.3	80.5	80.1	82.6	76.0	69.3	80.3	65.6
Apr. 13.....	85.6	93.8	97.7	81.6	64.7	80.0	79.5	82.8	76.4	69.6	80.2	66.0
May 18.....	86.5	95.2	99.7	80.1	61.8	83.1	83.0	83.2	76.6	69.7	78.9	66.1
June 15.....	86.3	95.6	102.3	79.7	62.5	79.2	78.5	83.4	76.6	70.0	79.5	65.7
July 13.....	85.9	95.7	107.8	80.9	68.0	69.0	67.0	83.5	76.3	70.4	79.5	65.1
Aug. 17.....	85.5	95.6	111.6	81.9	71.9	61.0	58.0	82.7	75.0	70.7	79.9	64.8
Sept. 14.....	85.8	95.1	111.4	83.9	79.0	59.2	56.3	82.0	72.2	70.4	78.4	66.5
Oct. 12.....	84.9	94.7	108.8	85.1	81.6	56.5	53.5	81.0	67.9	70.3	77.5	67.4
Nov. 16.....	83.6	94.0	102.8	86.6	84.9	56.2	53.5	80.5	64.1	70.1	74.8	67.1
Dec. 14.....	82.6	93.7	98.0	88.2	76.7	58.4	56.2	79.9	62.4	69.4	72.0	66.8

¹ Aggregate costs of 42 foods in each city prior to Jan. 1, 1935, and of 84 foods since that date, weighted to represent total purchases, have been combined with the use of population weights.

A comparison with the preceding year indicates that prices of 67 of the 84 foods included in the index averaged higher in 1937 while 17 were lower. Details by individual items and indexes by cities are given in the Retail Price monthly report for January 1938, copies of which will be furnished upon request.

COAL PRICES IN DECEMBER 1937

THE rise in retail coal prices between September 15 and December 15 was largely seasonal. The average price of bituminous coal in 38 cities combined increased 1.8 percent during this period. At the same time the weighted average price of Pennsylvania anthracite in 25 cities combined advanced 3.0 percent for the stove size and 2.7 percent for the chestnut. Pea- and buckwheat-size anthracite were added to the Bureau's retail coal-price series in 1937. During the last quarter of the year the average price of the pea size rose 2.1 percent. Buckwheat prices advanced 1.4 percent.

The December 15 indexes (October 1922–September 1925=100) were 90.1 for the bituminous coal, 79.1 for stove-size Pennsylvania anthracite, and 80.3 for the chestnut size. The bituminous-coal index was 2.2 percent above the December 1936 level, while the stove- and chestnut-size anthracite showed reductions for the year of 5.6 and 4.7 percent respectively.

Retail coal prices are collected each quarter from representative dealers in 51 cities throughout the United States. These quotations are based on the cash delivered price in 1-ton lots of the grades and sizes of coal which predominate in sales to household users in each city. The price series for bituminous coal covers 38 cities, 14 of which report on low-volatile or smokeless coal as well as high-volatile. The Pennsylvania anthracite series includes 25 cities, and 6 western cities usually report prices for anthracite other than Pennsylvania.

Combined average retail prices of bituminous coal in 38 cities and Pennsylvania anthracite in 25 cities of the United States are presented in table 8 for December and September 1937 and December 1936.

TABLE 8.—Average Retail Prices of Coal in Large Cities Combined
December and September 1937, and December 1936

Article	Average retail price per ton of 2,000 pounds			Index of retail price (October 1922–September 1925=100)			Percentage change, Dec. 15, 1937, compared with—	
	1937		1936	1937		1936	1937	1936
	Dec. 15	Sept. 15	Dec. 15	Dec. 15	Sept. 15	Dec. 15	Sept. 15	Dec. 15
Bituminous coal (38 cities).....	\$8.72	\$8.60	\$8.57	90.1	88.5	88.2	+1.8	+2.2
Pennsylvania anthracite (25 cities), new series: ²								
Stove.....	11.13	10.80	11.80	79.1	76.8	83.9	+3.0	-5.6
Chestnut.....	11.28	10.98	11.83	80.3	78.2	84.2	+2.7	-4.7
Pea.....	9.28	9.08	9.86				+2.1	-6.0
Buckwheat.....	7.77	7.66	(³)				+1.4	

¹ Revised.

² Weighted on the basis of the distribution by rail or rail and tidewater to each city during the 12-month period from Aug. 1, 1935 to July 31, 1936.

³ Insufficient data.

Prices, 1929 to December 1937

Retail coal prices were collected by the Bureau of Labor Statistics in the 51 cities covered by the retail food price series on the 15th of each month from June 1920 to July 1935. Quarterly collection was initiated in July 1935 and January, April, July, and October were selected as the months for pricing. In September 1936 the representative month for each quarter was shifted to March, June, September, and December to conform with the change in the pricing cycle for the Bureau's cost-of-living series.

The average price of bituminous coal in 38 cities combined dropped 13.6 percent from 1929 to 1933. There was a sharp advance in 1934, followed by a gradual upward trend which raised this average to a level in 1937 only 3.2 percent below 1929.

Combined average prices and indexes for bituminous coal and stove and chestnut sizes of Pennsylvania anthracite are shown in table 9 for the cities combined by years from 1929 to 1937 and for the indicated months of the last 2 years of this period.

TABLE 9.—Average Retail Coal Prices and Indexes for Large Cities Combined
1929 to December 1937, Inclusive

Date	Average price per ton of 2,000 pounds			Index (October 1922–September 1925=100)		
	Bituminous (unweighted average, 38 cities)	Pennsylvania anthracite (weighted average, 25 cities)		Bituminous (unweighted average, 38 cities)	Pennsylvania anthracite (weighted average, 25 cities)	
		Stove	Chestnut		Stove	Chestnut
1929.....	\$8.85	\$14.14	\$13.70	91.5	100.5	97.7
1930.....	8.83	14.03	13.66	91.3	99.7	97.3
1931.....	8.33	13.68	13.65	86.2	97.1	97.3
1932.....	7.71	12.55	12.45	79.7	89.2	88.7
1933.....	7.65	12.12	11.93	79.1	86.2	85.0
1934.....	8.26	12.18	11.92	85.4	86.6	85.0
1935.....	8.29	11.38	11.14	85.7	80.9	79.4
1936.....	8.42	11.74	11.60	87.1	83.5	82.7
1937.....	8.58	11.05	11.19	88.4	78.5	79.6
1936:						
January.....	8.58	12.07	11.76	88.7	85.8	83.8
April.....	8.57	11.80	11.61	88.6	83.9	82.8
July.....	8.13	11.36	11.20	84.1	80.7	79.8
September.....	8.35	11.68	11.63	86.0	83.0	82.8
December.....	¹ 8.57	11.80	¹ 11.83	88.2	83.9	84.2
1937:						
March.....	¹ 8.61	¹ 11.76	¹ 11.84	88.6	83.5	84.3
June.....	8.39	10.49	10.66	86.4	74.5	75.9
September.....	8.60	10.80	10.98	88.5	76.8	78.2
December.....	8.72	11.13	11.28	90.1	79.1	80.3

¹ Revised.

The trend of the weighted average prices of both stove- and chestnut-size Pennsylvania anthracite in 25 cities combined was downward from 1929 through 1935. After a slight advance in 1936, these prices fell in 1937 to their lowest level since 1920. The 1937 averages showed reductions below the average for 1929 of 21.9 percent for the stove size and 18.4 percent for chestnut.

Details by Cities

Details by cities are given in the Retail Price monthly report for January 1938, copies of which will be furnished upon request.

Wholesale Prices

WHOLESALE PRICES IN JANUARY 1938

THE downward movement in commodity prices continued through January marking a 6-month period of falling prices. From July 1937 to January 1938 commodity prices at wholesale declined 8.0 percent.

Largely as a result of pronounced decreases in prices of farm products and foods, the all-commodity index decreased 1.0 percent between December 1937 and January 1938. The decline placed the January index at 80.9 percent of the 1926 average, representing a decrease of 5.8 percent from January a year ago.

Seven of the 10 major commodity groups averaged lower in January 1938 than in December 1937. The decreases ranged from only 0.1 percent for fuel and lighting materials to 4.4 percent for foods. The metals and metal products, chemicals and drugs, and miscellaneous commodities groups advanced fractionally. Compared with January a year ago, wide price fluctuations have been recorded in all groups except building materials.

Raw material prices at wholesale dropped 0.7 percent to the lowest level reached in the past 3 years and are 15 percent below the January 1937 level. Average prices of semimanufactured commodities and finished products continued to decline. A decrease of 1.0 percent in the former group during the month interval brought the January index to a point 10.0 percent below a year ago. Although finished products prices dropped 1.2 percent during January, they are less than 1 percent below the January 1937 level.

Nonagricultural commodities, as measured by the index for "All commodities other than farm products", decreased 0.8 percent during January and are 2.1 percent below a year ago. Industrial commodity prices, according to the index for "All commodities other than farm products and foods", declined slightly but are above the corresponding month of last year.

A comparison of the January 1938 level of wholesale commodity prices with December and January 1937 is shown in table 1.

TABLE 1.—Comparison of Index Numbers of Wholesale Prices for January 1938 With December 1937 and January 1937

[1926=100]

Commodity group	January 1938	December 1937	Change from a month ago	January 1937	Change from a year ago
All commodities.....	80.9	81.7	-1.0	85.9	-5.8
Farm products.....	71.6	72.8	-1.6	91.3	-21.6
Foods.....	76.3	79.8	-4.4	87.1	-12.4
Hides and leather products.....	96.7	97.7	-1.0	101.7	-4.9
Textile products.....	69.7	70.1	-0.6	77.5	-10.1
Fuel and lighting materials.....	78.3	78.4	-0.1	76.6	+2.2
Metals and metal products.....	96.6	96.3	+0.3	90.9	+6.3
Building materials.....	91.8	92.5	-0.8	91.3	+0.5
Chemicals and drugs.....	79.6	79.5	+0.1	87.7	-9.2
Housefurnishing goods.....	88.3	89.7	-1.6	86.5	+2.1
Miscellaneous.....	75.2	75.0	+0.3	76.2	-1.3
Raw materials.....	74.9	75.4	-0.7	88.1	-15.0
Semimanufactured articles.....	76.9	77.7	-1.0	85.4	-10.0
Finished products.....	84.3	85.3	-1.2	84.9	-0.7
All commodities other than farm products.....	82.8	83.5	-0.8	84.6	-2.1
All commodities other than farm products and foods.....	83.5	83.6	-0.1	83.4	+0.1

Wholesale Price Level in January

The January all-commodity index dropped 1.0 percent to 80.9 percent of the 1926 average. This is the lowest level reached since July 1936, and when compared with January 1937 represents a decrease of 5.8 percent.

During the month of January wholesale food prices dropped 4.4 percent. Farm products and housefurnishing goods declined 1.6 percent; hides and leather products, 1.0 percent; building materials, 0.8 percent; textile products, 0.6 percent; and fuel and lighting materials, 0.1 percent. The metals and metal products and miscellaneous commodities groups advanced 0.3 percent during the month interval and chemicals and drugs rose 0.1 percent.

The number of price changes within each of the 10 major commodity groups which influenced the movement of the all-commodity index during January is shown in table 2.

TABLE 2.—Number of Items Changing in Price From December 1937 to January 1938

Commodity group	Increases	Decreases	No change
All commodities.....	124	237	452
Farm products.....	35	27	5
Foods.....	34	48	40
Hides and leather products.....	6	14	21
Textile products.....	9	41	64
Fuel and lighting materials.....	4	9	11
Metals and metal products.....	8	21	117
Building materials.....	9	22	55
Chemicals and drugs.....	5	12	72
Housefurnishing goods.....	7	18	36
Miscellaneous.....	7	25	31

Wholesale prices of raw materials declined 0.7 percent largely because of sharp reductions in prices of agricultural commodities, hides and skins, hemp and crude rubber. The group index—74.9—is 15.0 percent below the level of a year ago. Semimanufactured commodity prices as a group dropped 1.0 percent during the month and are 10.0 percent lower than they were a year ago. A pronounced decline—1.2 percent—was recorded by the finished products group. The current index—84.3—however, is less than 1 percent below that for January 1937.

Nonagricultural commodity prices in January, as measured by the index for "All commodities other than farm products"—82.8—decreased 0.8 percent and are 2.1 percent below the corresponding month of a year ago. Industrial commodity prices have shown little fluctuation over the month and year periods, according to the index for "All commodities other than farm products and foods"—83.5. They are 0.1 percent below a month ago and 0.1 percent above a year ago.

During January wholesale food prices fell 4.4 percent to the lowest point reached in the past 3 years. Decreases of 7.6 percent in dairy products, 7.0 percent in meats, and 1.9 percent in fruits and vegetables were largely responsible for the decline. Quotations were lower for butter, cheese, dried and fresh fruits, fresh beef, lamb, cured pork, oleo oil, and peanut butter. Cereal products advanced 1.2 percent. Higher prices were reported for rye flour, fresh pork, veal, cocoa beans, powdered cocoa, copra, smoked salmon, lard, pepper, edible tallow, and vegetable oils. Compared with a year ago, the January food index—76.3—shows a decrease of 12.4 percent.

The farm products group index declined 1.6 percent during the month because of lower prices for cows, steers, sheep, eggs, lemons, oranges, fresh milk at New York, tobacco, and sweet potatoes. Grains advanced 4.9 percent and livestock and poultry averaged 0.1 percent higher. Among the individual farm products items for which quotations were higher were barley, corn, oats, rye, wheat, hogs, poultry, cotton, peanuts, seeds, dried beans, and onions. The January farm products index—71.6—is the lowest since November 1934 and is 21.6 percent below that for January 1937.

The housefurnishing goods group index declined 1.6 percent because of weakening prices for furniture and furnishings such as blankets, mattresses, window shades, tubs, and pails.

Sharp declines in wholesale prices of hides and skins together with smaller decreases in average prices for leather, shoes, and luggage caused the hides and leather products group index to recede to 96.7 percent of the 1926 average.

Building material prices dropped 0.8 percent during January. Lower prices were registered for concrete blocks, Douglas fir and

Ponderosa pine lumber, red cedar shingles, doors, windows, and certain paint materials. Prices of naval stores, Chinawood oil, and whiting advanced sharply. Cement and structural steel remained unchanged at last month's level.

The textile products group index fell 0.6 percent to the lowest point reached since May 1935. Further reductions in prices of cotton goods, including denims, duck, and sateen, together with weakening prices for men's shirts, hosiery, underwear, rayon yarns, hemp, rope, and twine, were responsible for the decrease. Print cloth prices averaged higher.

A minor decline—0.1 percent—was shown in the fuel and lighting materials group index between December and January. A pronounced decrease in prices of natural gasoline and Pennsylvania crude petroleum caused the recession. Average prices of anthracite and bituminous coal were higher and coke remained firm.

In the metals and metal products group, rising prices for certain agricultural implements, scrap steel, and tin cans more than offset declining prices for knobs, locks, wood screws, babbitt metal, and zinc sheets, with the result that the group index advanced 0.3 percent. Average wholesale prices of motor vehicles and plumbing and heating fixtures were stationary.

During January, wholesale prices of cattle feed advanced 12.1 percent. Paper and pulp rose 0.2 percent largely because of a sharp advance in prices of newsprint paper. Crude rubber declined 2.2 percent and prices of neutral oil and paraffin wax also averaged lower.

The chemicals and drugs group index advanced fractionally to 79.6 percent of the 1926 average. Chemicals, principally fats and oils, and fertilizer material prices were higher. Wholesale prices of drugs and pharmaceuticals including acetic acid, pine oil, and mixed fertilizers were lower.

Index numbers for the groups and subgroups of commodities for January 1938, December 1937, and for January for 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]

Groups and subgroups	Jan- uary 1938	De- cem- ber 1937	Jan- uary 1937	Jan- uary 1936	Jan- uary 1935	Jan- uary 1934	Jan- uary 1933	Jan- uary 1932	Jan- uary 1931
All commodities.....	80.9	81.7	85.9	80.6	78.8	72.2	61.0	67.3	78.2
Farm products.....	71.6	72.8	91.3	78.2	77.6	58.7	42.6	52.8	73.1
Grains.....	75.0	71.5	113.0	78.9	88.8	63.7	32.9	46.7	62.4
Livestock and poultry..	78.5	78.4	91.4	89.1	73.3	41.1	37.8	53.4	75.2
Other farm products....	66.1	69.3	84.8	70.8	76.6	67.4	48.7	54.8	75.3

TABLE 3.—Index Numbers of Wholesale Prices, by Groups and Subgroups of Commodities—Continued

[1926=100]

Group and subgroup	January 1938	December 1937	January 1937	January 1936	January 1935	January 1934	January 1933	January 1932	January 1931
Foods.....	76.3	79.8	87.1	83.5	79.9	64.3	55.8	64.7	80.7
Dairy products.....	83.3	90.2	88.9	84.2	83.5	65.0	55.2	67.8	83.7
Cereal products.....	83.0	82.0	88.1	92.1	91.6	85.8	60.9	71.0	75.7
Fruits and vegetables.....	56.7	57.8	82.4	62.2	62.8	68.0	53.0	62.2	76.9
Meats.....	82.6	88.8	90.6	94.9	81.6	48.9	49.5	61.9	88.4
Other foods.....	69.5	71.5	82.1	75.5	76.2	64.0	60.1	61.9	74.5
Hides and leather products.....	96.7	97.7	101.7	97.1	86.2	89.5	68.9	79.3	88.7
Shoes.....	104.7	105.6	99.7	100.5	97.1	98.5	83.3	88.8	95.1
Hides and skins.....	82.3	85.5	116.0	100.5	71.1	77.2	43.0	49.0	64.4
Leather.....	86.6	86.9	94.3	87.3	74.3	79.9	57.1	77.5	90.8
Other leather products.....	102.4	102.7	101.1	95.3	85.0	87.0	78.2	98.9	102.3
Textile products.....	69.7	70.1	77.5	71.7	70.3	76.5	51.9	59.6	71.3
Clothing.....	86.3	86.7	83.9	80.8	78.4	87.5	61.9	69.6	79.1
Cotton goods.....	68.2	68.7	91.9	80.4	84.1	86.5	50.1	55.8	73.5
Hosiery and underwear.....	63.0	63.4	64.4	61.8	63.5	70.6	48.4	55.8	64.8
Silk and rayon.....	28.9	29.4	34.5	33.5	28.6	29.7	27.0	37.7	49.0
Woolen and worsted goods.....	83.8	83.5	91.9	81.4	73.8	84.3	53.4	63.3	73.7
Other textile products.....	67.7	68.5	66.2	67.8	68.8	76.9	66.3	70.7	77.2
Fuel and lighting materials.....	78.3	78.4	76.6	75.1	72.9	73.1	66.0	67.9	73.3
Anthracite.....	80.1	80.0	81.6	82.3	82.3	81.5	88.7	94.8	88.9
Bituminous coal.....	103.2	101.1	96.8	98.7	96.3	90.8	79.8	84.4	88.1
Coke.....	105.5	105.5	97.6	92.7	86.4	83.5	75.3	80.5	83.8
Electricity.....	(1)	83.1	81.0	83.1	89.9	92.3	103.2	107.5	99.9
Gas.....	(1)	81.3	82.2	83.2	87.6	90.8	96.7	98.6	95.8
Petroleum products.....	58.8	59.5	58.3	54.4	48.8	51.1	38.7	38.8	50.4
Metals and metal products.....	96.6	96.3	90.9	86.7	85.8	85.5	78.2	81.8	86.9
Agricultural implements.....	96.2	96.1	93.0	94.6	92.7	85.2	84.5	85.5	94.4
Farm machinery.....	97.7	97.6	92.5	92.2	90.3	(1)	(1)	(1)	(1)
Iron and steel.....	99.6	99.0	91.7	87.1	85.7	83.6	78.5	79.9	85.5
Motor vehicles ²	95.6	95.6	86.3	(1)	(1)	(1)	(1)	(1)	(1)
Nonferrous metals.....	75.0	75.1	84.8	69.7	67.6	66.1	46.4	55.4	69.5
Plumbing and heating.....	79.6	79.6	77.1	71.7	68.0	72.5	62.8	74.1	87.4
Building materials.....	91.8	92.5	91.3	85.7	84.9	86.3	70.1	74.8	83.8
Brick and tile.....	91.8	92.0	89.7	88.4	91.1	86.6	74.9	79.3	87.0
Cement.....	95.5	95.5	95.5	95.5	93.9	93.9	81.2	75.2	90.3
Lumber.....	92.6	93.8	93.0	82.2	79.9	87.4	55.9	65.6	76.4
Paint and paint materials.....	80.1	80.2	83.7	79.6	79.0	78.4	68.1	75.4	83.2
Plumbing and heating.....	79.6	79.6	77.1	71.7	68.0	72.5	62.8	74.1	87.4
Structural steel.....	114.9	114.9	104.7	92.0	92.0	86.8	81.7	77.3	83.0
Other building materials.....	95.8	96.9	93.9	90.2	90.3	89.8	79.4	81.0	87.8
Chemicals and drugs.....	79.6	79.5	87.7	80.5	79.3	74.4	71.6	75.7	84.5
Chemicals.....	84.1	83.5	96.4	87.6	84.5	78.8	79.3	80.6	88.3
Drugs and pharmaceuticals.....	74.0	75.1	79.0	74.0	73.1	65.2	54.9	60.6	65.3
Fertilizer materials.....	72.1	72.0	70.6	64.4	66.5	68.4	62.3	69.9	81.4
Mixed fertilizers.....	73.4	74.4	71.4	68.8	73.3	71.2	62.7	75.5	90.4
Housefurnishing goods.....	88.3	89.7	86.5	81.4	81.2	80.8	72.9	77.7	88.3
Furnishings.....	92.8	93.5	89.0	84.8	84.3	82.9	73.5	76.1	84.9
Furniture.....	83.7	85.9	84.0	77.9	78.2	78.8	72.3	79.5	92.1
Miscellaneous.....	75.2	75.0	76.2	67.8	70.7	67.5	61.2	65.6	72.2
Automobile tires and tubes.....	57.4	57.4	51.8	45.0	47.5	43.2	44.6	39.7	47.2
Cattle feed.....	91.6	81.7	135.4	68.6	116.2	68.5	38.2	53.0	75.0
Paper and pulp.....	90.0	89.8	84.8	79.8	81.5	83.0	72.0	78.0	83.6
Rubber, crude.....	30.5	31.2	44.3	29.8	26.5	18.9	6.5	9.3	17.1
Other miscellaneous.....	82.4	82.7	83.1	80.4	80.4	81.8	76.8	85.2	89.9
Raw materials.....	74.9	75.4	88.1	78.1	76.6	64.1	50.2	58.3	72.7
Semimanufactured articles.....	76.9	77.7	85.4	74.8	71.2	71.9	56.9	63.1	73.7
Finished products.....	84.3	85.3	84.9	82.4	80.8	76.0	66.7	72.1	81.5
All commodities other than farm products.....	82.8	83.5	84.6	80.9	78.9	75.0	64.9	70.3	79.3
All commodities other than farm products and foods.....	83.5	83.6	83.4	78.8	77.7	78.3	67.3	71.7	79.0

¹ Data not available.² Preliminary revision.

Index Numbers by Commodity Groups, 1926 to January 1938

Index numbers of wholesale prices by commodity groups, by years from 1926 to 1937, inclusive, and by months from January 1937 to January 1938, 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	House-furnishing 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	85.4	96.7
1929.....	104.9	99.9	109.1	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
1937.....	86.4	85.5	104.6	76.3	77.6	95.7	95.2	83.9	89.7	77.8	86.3
By months:											
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	108.1	77.1	78.4	97.0	96.3	82.2	91.1	77.3	87.5
September.....	85.9	88.0	107.6	75.3	78.7	97.1	96.2	81.4	91.1	77.0	87.4
October.....	80.4	85.5	106.7	73.5	78.5	96.4	95.4	81.2	91.0	76.2	85.4
November.....	75.7	83.1	101.4	71.2	78.2	96.8	93.7	80.2	90.4	75.4	83.3
December.....	72.8	79.8	97.7	70.1	78.4	96.3	92.5	79.5	89.7	75.0	81.7
1938:											
January.....	71.6	76.3	96.7	69.7	78.3	96.6	91.8	79.6	88.3	75.2	80.9

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 December 1937 issue of the Wholesale Price pamphlet.

TABLE 5.—Index Numbers of Wholesale Prices, by Special Groups of Commodities

[1926=100]

Year and month	Raw materials	Semi-manufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods	Year and month	Raw materials	Semi-manufactured 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	1937:					
1927	96.5	94.3	95.0	94.6	94.0	January	88.1	85.4	84.9	84.6	83.4
1928	99.1	94.5	95.9	94.8	92.9	February	88.3	85.5	85.4	85.0	84.1
1929	97.5	93.9	94.5	93.3	91.6	March	90.1	89.6	86.4	86.3	85.5
1930	84.3	81.8	88.0	85.9	85.2	April	88.7	89.5	87.4	86.9	86.5
1931	65.6	69.0	77.0	74.6	75.0	May	87.1	87.5	87.5	86.7	86.3
						June	86.1	86.8	87.7	86.8	86.1
1932	55.1	59.3	70.3	68.3	70.2	July	86.5	87.0	88.8	87.5	86.3
1933	56.5	65.4	70.5	69.0	71.2	August	84.8	86.6	89.0	87.6	86.1
1934	68.6	72.8	78.2	76.9	78.4	September	84.4	85.3	89.1	87.6	85.9
1935	77.1	73.6	82.2	80.2	77.9	October	80.7	82.5	88.1	86.4	85.1
1936	79.9	75.9	82.0	80.7	79.6	November	77.2	79.8	86.7	84.8	84.3
1937	84.8	85.3	87.2	86.2	85.3	December	75.4	77.7	85.3	83.5	82.6
						1938:					
						January	74.9	76.9	84.3	82.8	83.5

Weekly Fluctuations

Except for a slight upward tendency toward midmonth, wholesale commodity prices fell steadily throughout January. The cumulative decrease in the all-commodity index during the 5-week period, December 25 to January 29, was 1.1 percent. The negligible upward movement in the general index during the week ended January 15 was occasioned by a sharp increase in prices of agricultural commodities.

TABLE 6.—Weekly Index Numbers of Wholesale Prices, by Commodity Groups, December 1937 and January 1938

[1926=100]

Commodity group	Jan. 29, 1938	Jan. 22, 1938	Jan. 15, 1938	Jan. 8, 1938	Jan. 1, 1938	Dec. 25, 1937	Dec. 18, 1937	Dec. 11, 1937	Dec. 4, 1937
All commodities	80.3	80.8	81.0	80.8	81.0	81.2	81.5	81.9	82.0
Farm products	70.8	71.8	73.4	72.7	73.0	72.9	73.2	73.4	73.9
Foods	74.6	76.1	76.8	76.8	77.8	78.9	79.7	80.7	80.7
Hides and leather products	96.3	97.1	97.4	97.9	98.3	98.4	98.2	98.3	99.8
Textile products	68.9	69.0	69.3	69.2	69.4	69.4	69.5	69.9	69.8
Fuel and lighting materials	79.0	79.1	78.8	78.8	78.7	78.6	78.6	78.6	78.6
Metals and metal products	96.3	96.5	96.5	96.1	96.1	96.2	96.4	96.2	96.3
Building materials	91.8	92.0	92.1	92.3	92.4	92.5	92.8	93.0	93.0
Chemicals and drugs	79.2	79.5	79.5	79.2	79.2	79.2	79.1	78.9	79.4
Housefurnishing goods	90.7	90.7	90.8	90.8	91.2	91.4	92.1	92.1	92.1
Miscellaneous	75.2	75.1	75.0	74.5	74.6	74.9	74.8	74.8	75.1
Raw materials	74.1	74.7	75.9	75.3	75.5	75.3	75.2	75.3	75.7
Semi-manufactured articles	77.0	77.5	77.6	77.0	77.2	77.4	77.6	78.1	78.4
Finished products	84.1	84.5	84.4	84.3	84.6	85.0	85.5	85.9	85.9
All commodities other than farm products	82.4	82.8	82.8	82.6	82.8	83.1	83.4	83.8	83.8
All commodities other than farm products and foods	83.5	83.7	83.6	83.5	83.6	83.6	83.7	83.7	83.9

Wholesale food prices fell sharply during January registering a decrease of 5.4 percent between December 25 and January 29. Farm product prices declined 2.9 percent during this period; hides and leather products, 2.1 percent; building materials and housefurnishing goods, 0.8 percent; and textile products, 0.7 percent. Three groups registered small increases. Fuel and lighting materials advanced 0.5 percent; miscellaneous commodities, 0.4 percent; and metals and metal products, 0.1 percent.

Weekly price variations in the 10 major commodity groups during January are shown by the index numbers in table 6. The percentage changes from week to week are given in table 7.

TABLE 7.—Weekly Changes (Percent) During January 1938, by Groups of Commodities

Commodity group	Percentage change from—					
	Dec. 25 to Jan. 29	Jan. 22 to Jan. 29	Jan. 15 to Jan. 22	Jan. 8 to Jan. 15	Jan. 1 to Jan. 8	Dec. 25 to Jan. 1
All commodities.....	-1.1	-0.6	-0.2	+0.2	-0.2	-0.2
Farm products.....	-2.9	-1.4	-2.2	+1.0	-4	+1
Foods.....	-5.4	-2.0	-9	0	-1.3	-1.4
Hides and leather products.....	-2.1	-8	-3	-5	-4	-1
Textile products.....	-7	-1	-4	+1	-3	0
Fuel and lighting materials.....	+5	-1	+4	0	+1	+1
Metals and metal products.....	+1	-2	0	+4	0	-1
Building materials.....	-8	-2	-1	-2	-1	-1
Chemicals and drugs.....	0	-4	0	+4	0	0
Housefurnishing goods.....	-8	0	-1	0	-4	-2
Miscellaneous.....	+4	+1	+1	+7	-1	-4
Raw materials.....	-1.6	-8	-1.6	+8	-3	+3
Semimanufactured articles.....	-5	-6	-1	+8	-3	-3
Finished products.....	-1.1	-5	+1	+1	-4	-5
All commodities other than farm products.....	-8	-5	0	+2	-2	-4
All commodities other than farm products and foods.....	-1	-2	+1	+1	-1	0

Monthly Average Wholesale Prices and Index Numbers of Individual Commodities

The table showing average wholesale prices and index numbers of individual commodities formerly appearing in the Wholesale Price pamphlet is now published semiannually in the June and December issues. The December 1937 issue showed the data for the year 1937 and for the last 6 months of 1937. The monthly figures will be furnished currently upon request.

Recent Publications of Labor Interest

FEBRUARY 1938

Agriculture

Part-time farming in the Southeast. By R. H. Allen and others. Washington, U. S. Works Progress Administration, Division of Social Research, 1937. xxxviii, 317 pp., maps, charts. (Research Monograph IX.)

In addition to data on labor, living, and social conditions of part-time farmers on the farms, information is given on their employment and earnings off the farms. Data from the report are given in this issue of the Monthly Labor Review.

The response of Government to agriculture. By Arthur P. Chew. Washington, U. S. Dept. of Agriculture, 1937. 107 pp.

Brief history of U. S. Department of Agriculture and a description of the various forms of governmental activity which are carried on in the interest of farmers.

Labor conditions in Japanese agriculture: A study of the problem of agricultural population. By H. Isobé. Utsunomiya, 1937. 88 pp., charts. (Bulletin of Utsunomiya Agricultural College, Section B, Agricultural and forest economics, Vol. 2, No. 1.)

Child Labor

Trend of child labor, 1927 to 1936. By Ella Arvilla Merritt. Washington, U. S. Bureau of Labor Statistics, 1937. 20 pp., charts. (Serial No. R. 677, reprint from December 1937 Monthly Labor Review.)

Child labor as a relic of the Dark Ages. By Tom Ireland. New York, G. P. Putnam's Sons, 1937. 336 pp., illus.

Child labor facts, 1938. New York, National Child Labor Committee, 1938. 34 pp., chart, illus. (Publication No. 372.)

Digest of current data on extent and distribution of child labor, conditions in selected occupations, industrial accidents to minors, and State laws dealing with child labor, with a report on the status of the child labor amendment to the Constitution. Sources are listed by subject.

Child labor in the tiff mines. By Charles E. Gibbons. New York, National Child Labor Committee, 1938. 31 pp., illus. (Publication No. 373.)

Report of a field survey in the tiff (barite) mining section of Missouri, dealing particularly with school attendance and extent of illiteracy among children working in the mines. The study covers ages, working hours, and earnings of a group of 86 children under 16 years of age regularly employed in tiff mining. Case studies show living and social conditions in the area.

Cooperative Movement

Consumers' cooperatives in northern Wisconsin. By Samuel Mermin. Washington, U. S. Bureau of Labor Statistics, 1937. 18 pp. (Serial No. R. 675, reprint from December 1937 Monthly Labor Review.)

Estonia—population, cultural and economic life. Tallinn, State Central Bureau of Statistics, 1937. 279 pp., map, illus. (In English.)

A section of the volume is devoted to the cooperative movement.

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Cost and Standards of Living

Family living in Knott County, Ky. By Faith M. Williams and others. Washington, U. S. Department of Agriculture, 1937. 68 pp., illus. (Technical Bulletin No. 576.)

Heat and light: A comparative study of fuel consumption and cost in self-supporting and in dependent families, Buffalo, N. Y. Buffalo, Buffalo Foundation, 1937. 57 pp.; mimeographed.

Economic and Social Problems

A problem approach to economics. By Willard E. Atkins and James D. Magee. New York, Harper & Brothers, 1937. 572 pp.

Textbook in economics consisting of a discussion of economic organizations, relations, practices, and problems, rather than an abstract analysis of economic doctrines. Three of the twenty-six chapters deal specifically with labor.

The problem of economic order. By C. E. Ayres. New York, Farrar & Rinehart, Inc., 1938. 92 pp.

The author's purpose is to make a contribution to the revision of economic thought and social theory. His viewpoint is indicated by his statement that the break-down of modern industrial economy is the result of a deficiency of mass purchasing power. He would shift the objective of the social order and the emphasis of social theory from the accumulation of capital funds to the correction of the present extreme discrepancy in the distribution of income.

Democracy versus dictatorship. By Norman Thomas. New York, League for Industrial Democracy, 1937. 33 pp., bibliography.

The writer's point of view is summarized in the statement that in order for democracy to win in a defensive struggle it must be extended on the economic as well as on the political front.

Socialism versus capitalism. By A. C. Pigou. London, Macmillan & Co., Ltd., 1937. 139 pp.

Favors a gradual advance toward nationalized industry and public investment, with emphasis on the idea, however, that "gradualness implies action, and is not a polite name for standing still."

The socialist case. By Douglas Jay. London, Faber & Faber, Ltd., 1937. 362 pp.

Attempts to reinterpret the case for socialized investment in the light of British and world experience and of the trend of economic thought during and since the great depression. An experimental approach in dealing with the problems of transition is advocated, and the nature and limits of possible methods are outlined.

The spirit and structure of German fascism. By Robert A. Brady. London, Victor Gollancz, Ltd., 1937. 383 pp.

A social study of Pittsburgh: Community problems and social services of Allegheny County. By Philip Klein and collaborators. New York, Columbia University Press (for Social Study of Pittsburgh and Allegheny County), 1938. 958 pp., maps, charts, illus.

Part 1, which considers the social and economic background of the community covered, discusses Allegheny County as a place in which to live, the chances for making a living there, social legislation, labor organization, housing and sanitation, racial and ethnic stratification, social attitudes, public opinion, and pressure groups. Part 2 takes up specific problems in connection with the organization of social and health work in the great industrial center surveyed. A summary of the major recommendations presented to the committee sponsoring the study is included in an appendix.

L'activité économique en France de la fin du XVIII^e siècle à nos jours. By Achille Viallate. Paris, Librairie des Sciences politiques et sociales, 1937. 489 pp.

A study of the economic development of France from the end of the 18th century to the present time.

Grey children: A study in humbug and misery in South Wales. By James Hanley. London, Methuen Publishers, 1937. 230 pp.

Describes conditions confronting idle men and their families in distressed mining villages.

Education and Guidance

Education of negroes—a 5-year bibliography, 1931–1935. Washington, U. S. Office of Education, 1937. 63 pp. (Bulletin, 1937, No. 8.)

The several heads under which the references are grouped include vocational education and guidance, educational achievement and measurement, social and economic aspects, and adult education.

Guidance bibliography, 1935: An annotated list of books, pamphlets, and periodical references on guidance appearing during the calendar year 1935. Compiled by Marion H. Witmer and Maris M. Proffitt. Washington, U. S. Office of Education, 1937. 65 pp. (Bulletin, 1937, No. 36.)

Training and educational work of the CCC. By Robert Fechner. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, December 1937, pp. 5–7, illus.)

Employment and Unemployment

Preliminary report on total and partial unemployment—summary by States, counties, and cities, as of November 16–20, 1937. Washington, U. S. Census of Partial Employment, Unemployment, and Occupations, 1938. 99 pp.

Certain statistics from the census were published in the February 1938 Monthly Labor Review.

Recent trends in unemployment. Washington, U. S. Bureau of Labor Statistics, 1937. 17 pp. (Serial No. R. 653, reprint from November 1937 Monthly Labor Review.)

Analysis of the registration records of the U. S. Employment Service, designed to show how current registration of the unemployed may be used to indicate the general trend of unemployment.

Report on juvenile employment [Great Britain] during 1936. London, Ministry of Labor, 1937. 16 pp.

Reprint from Ministry of Labor report for 1936, giving details of employment and unemployment, transference schemes, and courses of instruction for unemployed juveniles.

Employment Service

First annual report of Louisville's junior placement and counseling division of Kentucky State Employment Service. Louisville, 1937. 40 pp.

Handbook for farm placement supervisors. Washington, U. S. Employment Service, 1937. 97 pp.; mimeographed. (Employment Office Manual Series, Section J. T.–1.)

Health and Industrial Hygiene

The national health survey, 1935–1936. Washington, U. S. Public Health Service, National Institute of Health, 1938. Preliminary reports, various paging; mimeographed.

Reviewed in this issue.

Annual report of Surgeon General of U. S. Public Health Service, for fiscal year 1937. Washington, 1937. 164 pp.

A section of the report describes the studies carried out during the year by the Division of Industrial Hygiene.

Rapport annuel du service médical du travail [Belgium], 1936. (In Revue du Travail, Ministère du Travail et de la Prévoyance Sociale, Bruxelles, January 1938, pp. 1–49.)

This report for 1936 of the Belgian factory medical service contains a brief discussion of working and health conditions in establishments visited by inspectors, and presents findings of special studies of occupational diseases.

Report on the British health services: A survey of existing health services in Great Britain with proposals for future development. London, Political and Economic Planning (PEP), 1937. 430 pp., maps, charts.

A general summary of, and conclusions concerning, public-health services in Great Britain, including information on industrial health, national health insurance, nutrition, and the extent and cost of ill health.

The effects of conditions of artificial lighting on performance of worsted weavers. By H. C. Weston. London, Industrial Health Research Board, 1938. 29 pp., diagrams. (Report No. 81.)

Student interests and needs in hygiene. By James F. Rogers, M. D. Washington, U. S. Office of Education, 1937. 21 pp. (Bulletin, 1937, No. 16.)

Results of a questionnaire study among high-school and college students regarding the adequacy of courses in hygiene. Much dissatisfaction was expressed as to the length and content of the courses and methods of instruction.

Health Insurance

Health insurance—the next step in social security. By Louis S. Reed. New York, Harper & Bros., 1937. 281 pp.

The author discusses present conditions governing the provision of medical care, from the standpoint of the physician and that of the public, and presents the case for adoption in this country of a system of compulsory health insurance.

Die Krankenversicherung 1935 mit vorläufigen ergebnissen für das jahr 1936. Berlin, Statistisches Reichsamt, 1937. 129 pp., maps, charts. (Statistik des deutschen Reich, Band 501.)

Report on operation of the sickness-insurance system in Germany during 1935, with preliminary data for 1936. Statistics of funds, contributions, costs, benefits, income and expenses, hospitalization, institutional care, and death benefits are presented.

Sickness insurance in the Netherlands. Washington, U. S. Bureau of Labor Statistics, 1937. 10 pp. (Serial No. R. 676, reprint from December 1937 Monthly Labor Review.)

Home Work

El trabajo a domicilio. By P. Maymí Martínez. San Juan, Puerto Rico, Departamento del Trabajo, 1937. 24 pp.; mimeographed. (Publicaciones de Ilustración Popular, Vol. II, No. 8.)

The status of industrial home work and its legal regulation in various countries are considered in connection with the present home-work situation in Puerto Rico and recommendations for its regulation there.

Housing

Report of Alley Dwelling Authority for District of Columbia, fiscal year July 1, 1936–June 30, 1937. Washington, 1937. 20 pp., illus.

Reviewed in this issue.

Local residential construction: Summary of national conference [Washington, November 17, 18, 1937] and suggestions for local conferences. Washington, Chamber of Commerce of the United States, [1938?]. 51 pp.

Volume of residential construction, 1920–37, and number of dwelling units built in urban and nonfarm areas, 1920–36. By Herman B. Byer. Washington, U. S. Bureau of Labor Statistics, 1938. 9 pp., charts. (Serial No. R. 694, reprint from January 1938 Monthly Labor Review.)

The present status of municipal housing and slum clearance in the United States. By Elizabeth Longan. (In American Political Science Review, Menasha, Wis., December 1937, pp. 1124–1132.)

A review of housing legislation and the extent of municipal machinery to provide low-rent housing, with citations of court cases determining the powers of local housing authorities.

Facts and figures regarding present housing situation in England and Wales (revised, November 1937). London, National Housing and Town Planning Council, 1937. 16 pp.

Brings the various official statistics on number of low-cost houses provided and the financing of housing projects up to 1937, and shows the major provisions of the laws now operative governing subsidy and slum clearance. The results of the recent overcrowding survey and other pertinent information are also included.

Final report of departmental [Ministry of Health, Great Britain] committee on construction of flats for the working classes. London, 1937. 55 pp., diagrams.

The results of an inquiry into materials and methods of construction suitable for flats for those with low incomes, taking into account both efficiency and cost.

Report of interdepartmental committee on the Rent Restrictions Acts [Great Britain], 1937. London, Ministry of Health, 1937. 58 pp. (Cmd. 5621.)

An account of the present situation under the rent-restriction laws, with recommendations for changes in the laws, and information on housing and housing shortage.

A few facts about the housing problem. By Catherine Bauer. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, January 1938, pp. 3-7; charts, illus.)

Negro housing in towns and cities, 1927-1937. A selected list of references, compiled by Agnes H. Campbell. New York, Russell Sage Foundation Library, December 1937. 5 pp. (Bulletin No. 146.)

Williamsburg houses—a case history of housing. Washington, Federal Administration of Public Works, 1937. 31 pp., illus.

Describes the origin and development of the Williamsburg low-cost housing project.

The diary of a housing manager. By Abraham Goldfeld. Chicago, National Association of Housing Officials, 1938. 115 pp.

Income

Life earnings in selected occupations in the United States. By Harold F. Clark. New York, Harper & Bros., 1937. 408 pp.

The occupations for which estimated life earnings are given in this volume are architecture, dentistry, professional engineering, journalism, law, library work, medicine, the ministry, nursing, school teaching, clerical work, skilled labor, farming, and unskilled labor. Figures on length of life in the general occupational groups are also included.

Industrial Accidents and Workmen's Compensation

Accidentes del trabajo, 1936. Habana, Secretaría de Hacienda, Dirección General de Estadística, 1937. 4 pp.; mimeographed.

Data on accidents to workers in Cuba during 1936, classified by provinces, months, kind of work, and degree of severity.

Olycksfall i arbete år 1934. Stockholm, Riksförsäkringsanstalten, 1937. 51 pp.

Analysis of industrial accidents in Sweden, with tabulations showing, by industry, the number and cost of injuries, by sex and age; severity and duration, by age and cause; location of injury; and time loss, by cause. The total number of industrial injuries in 1934, as reported to the Royal Insurance Institution, was 138,486.

Printed in Swedish, with table of contents, résumé, list of industries, and list of accident causes in French.

Riksförsäkringsanstalten, år 1936. Stockholm, Riksförsäkringsanstalten, 1937. 32 pp.

Report on state insurance, including accident insurance, in Sweden in 1936. Printed in Swedish with table of contents and résumé in French.

Twenty-first annual report of [Queensland] State Government Insurance Office, for year ended June 30, 1937. Brisbane, 1937. 41 pp.

Covers operations under the workmen's compensation laws as well as general forms of insurance.

Workmen's compensation for silicosis in Union of South Africa, Great Britain, and Germany. Geneva, International Labor Office (American branch, 734 Jackson Place, Washington, D. C.), 1937. 147 pp. (Studies and Reports, Series F, No. 16.)

Industrial Relations

Labor in Canadian-American relations. Toronto, Ryerson Press (for Carnegie Endowment for International Peace), 1937. xxxviii, 212 pp.

The first part of the book, by Norman J. Ware, is devoted to the history of labor interaction, and the second part, by H. A. Logan, to labor costs and labor standards.

Third annual report of National Mediation Board, including report of National Railroad Adjustment Board, for fiscal year ended June 30, 1937. Washington, 1937. 34 pp., paster.

Reviewed in this issue.

First annual report of Pennsylvania Labor Relations Board, for calendar year 1937. Harrisburg, 1938. 33 pp.

The job of conciliation in labor disputes. By J. R. Steelman. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, January 1938, pp. 1, 2.)

The contents of collective agreements—the wisdom of hindsight. By Sumner H. Slichter. (In Society for Advancement of Management Journal, New York, January 1938, pp. 13–21.)

How to operate under a collective agreement. By Morris Greenberg. (In Society for Advancement of Management Journal, New York, January 1938, pp. 7–12.)

Iron and Steel Industry

Steel—problems of a great industry. By Maxwell S. Stewart. New York, Public Affairs Committee, Inc., 1937. 32 pp., charts. (Public Affairs Pamphlet No. 15.)

A pamphlet prepared on the basis of the two-volume study by Carroll R. Daugherty, Melvin G. de Chazeau, and Samuel S. Stratton, entitled "The Economics of the Iron and Steel Industry."

Labor Legislation

Laws relating to employment agencies in United States, as of July 1, 1937. Washington, U. S. Bureau of Labor Statistics, 1937. 239 pp. (Bulletin No. 630.)

Arbeitsvermittlung und arbeitseinsatz. By Kurt Göttel. München and Berlin, C. H. Beck'sche Verlagsbuchhandlung, 1937. 179 pp.

Collection of laws and regulations pertaining to conditions of employment and employment service in Germany through 1936, including prescribed forms of registration cards.

Gesetz zur ordnung der nationalen arbeit. With comments by Alfred Hueck and others. München and Berlin, C. H. Beck'sche Verlagsbuchhandlung, 1937. 730 pp.

This volume contains the national labor law of Germany with regulations issued for its enforcement, and interpretative comments by various German authors.

The legal protection of the worker's job. By James P. Rowland. Philadelphia, 1937. 168 pp. (Privately published.)

Discusses policies and practices operating to interfere with job tenure and measures for their regulation and control. These measures include collective agreements and Federal and State laws designed to protect the worker's right to his job. The author reviews two types of relevant court decisions—in cases in which expulsion from labor unions jeopardized the right to work, and in those involving the constitutionality of Federal and State legislation. A summary of foreign legislation on the subject of job tenure is given in an appendix, and a comprehensive bibliography is included.

Labor Organization

The Brotherhood of Railway Clerks. By Harry Henig. New York, Columbia University Press, 1937. 300 pp., charts.

Discusses the historical development, collective-bargaining machinery and methods, wage movements, jurisdiction, government, membership, and social and industrial program of the largest union of "white-collar" workers in the United States. Descriptions of the jobs included in the jurisdiction of the brotherhood are given in an appendix. A selected bibliography is included.

Employer interference with lawful union activity. (In *Columbia Law Review*, New York, May 1937, pp. 816-841.)

The forms of employer interference discussed are discrimination against employees for union activity, individual contracts, company unions, strikebreaking, and espionage. The degree of effectiveness of legislative attempts to regulate these activities is analyzed, with particular reference to relevant judicial decisions and interpretations.

Regulation of labor unions. By Walter Gordon Merritt. New York, League for Industrial Rights, [1937]. 49 pp.

Argument in support of a bill introduced into the New York Legislature in March 1937 to place strikes and lockouts, and labor unions and their finances and contributions, under State regulation and supervision as outlined in the bill. The text of the bill is given in an appendix.

Organizaciones patronales y obreras [Cuba], 1937. Habana, Secretaría de Hacienda, Dirección General de Estadística, 1937. 5 pp.; mimeographed.

The number of legally registered employer organizations and the number and membership of workers' organizations in Cuba, in the spring of 1937, are shown for the various Provinces. The workers' organizations are also classified by occupation and by industry group.

Union membership in Great Britain and the United States. By Leo Wolman. New York, National Bureau of Economic Research, Inc., 1937. 16 pp., charts. (Bulletin 68.)

A comparative study showing actual union membership and rate of growth in the two countries from 1897 to 1935; relative strength of organized labor on the basis of numbers gainfully occupied, as shown in the last two censuses, by totals and by selected industries; and comparative strength of organization in the five largest industrial groups in 1935.

Land Utilization

Land utilization—a bibliography (supplement, 1937). Compiled by Dorothy Campbell Culver. Berkeley, University of California, Bureau of Public Administration, November 13, 1937. 139 pp.

Supplement to a bibliography of the same title issued in 1935 by the Bureau of Public Administration.

Men's Clothing Industry

The economic aspects of production of men's clothing (with particular reference to the industry in Chicago). By Robert James Myers. Chicago, University of Chicago Libraries, 1937. 89 pp., charts; bibliography.

Migration

Drought and depression migration into Oregon, 1930 to 1936. By Charles S. Hoffman. Washington, U. S. Bureau of Labor Statistics, 1938. 9 pp. (Serial No. R. 688, reprint from January 1938 *Monthly Labor Review*.)

Migration problems. (In *International Labor Review*, Geneva, December 1937, pp. 721-741.)

Minimum Wage

Setting minimum wages for retail employees in District of Columbia. By Louise Stitt. (In *Labor Information Bulletin*, U. S. Bureau of Labor Statistics, Washington, December 1937, pp. 8, 9.)

Mining Industry

Bootleg mining of anthracite. Washington, U. S. Bureau of Labor Statistics, 1938. 4 pp. (Serial No. R. 674, reprint from December 1937 Monthly Labor Review.)

Annual report of Chief Inspector of Mines in India, for 1936. Delhi, 1937. 272 pp., charts.

Gives data on number of persons employed in and about the mines, earnings, hours of labor, production, accidents, safety regulations, health, and sanitation.

Older Worker in Industry

Young and old at the employment office. Washington, U. S. Bureau of Labor Statistics, 1938. 13 pp. (Serial No. R. 687, reprint from January 1938 Monthly Labor Review.)

Personnel Management

Curtailement, layoff policy, and seniority. New York, National Industrial Conference Board, Inc., 1938. 11 pp. (Studies in Personnel Policy, No. 5.)

Personnel policies affecting salesmen. New York, National Industrial Conference Board, Inc., 1938. 19 pp. (Studies in Personnel Policy, No. 4.)

Planning

Problems of town and country planning. By Sir Ivan Gwilym Gibbon. London, Geo. Allen & Unwin, Ltd., 1937. 200 pp. (Town and County Hall Series of Books on Local Government, No. 2.)

Stresses the importance of systematic planning for national, regional, and local development.

Statistical aids for community planning. New York, Community Chests and Councils, Inc., 1937. 29 pp., charts. (Bulletin No. 90.)

One of a series of special bulletins on community planning. The four sections of this bulletin deal respectively with health and care of the sick; recreation and group work; child care; and family case work and relief.

Population

The population of Hamilton County, Ohio, in 1935: Part I, A summary and interpretation of the regional census of Hamilton County, Ohio. By Warren S. Thompson and P. K. Whelpton. *Part II, Selected tables of the regional census of Hamilton County, Ohio.* Cincinnati, Cincinnati Employment Center, 1937. Various paging, maps, charts. (Studies in Economic Security, I and II.)

The statistics presented include figures on growth of Cincinnati's population; racial composition and percent of foreign born; sex, age, marital condition, industrial distribution, and employment status of the residents; and assimilation of migrants into the community's life.

The material obtained in this survey furnished in large part the fundamental data from which plans have developed for the promotion of economic security in the locality covered.

Prison Labor

State laws regulating sale of prison-made goods. Washington, U. S. Bureau of Labor Statistics, 1937. 3 pp. (Serial No. R. 679, reprint from December 1937 Monthly Labor Review.)

Recreation

The Chicago recreation survey, 1937: Volume I, Public recreation. Chicago, Chicago Recreation Commission, 1937. 268 pp., maps, charts.

The survey was a cooperative project of the Chicago Recreation Commission, Northwestern University, the Works Progress Administration, and the National Youth Administration. This first volume of the report covers planning and historical aspects, administration, facilities, and programs of public recreation.

Citizen leadership, lay and expert, and the problems of leisure: Third annual report of Chicago Recreation Commission. Chicago, 1937. 15 pp., illus.

Describes some of the recreation activities of the city, its master plan based on recreation surveys, and administration of the city-wide recreation project.

Play and recreation for children and adults—an educational program for more satisfactory living. By Caswell M. Miles. Albany, University of State of New York, 1937. 116 pp., illus. (Physical Education and Recreation Book VI.)

Intended as a guide to educational authorities in combining play and recreation activities with educational programs.

Relief Measures and Statistics

An experiment in reducing the cost of relief. By Ellery F. Reed. Chicago, American Public Welfare Association, 1937. 10 pp., chart.

The experiment reported upon was conducted from February to July 1936 by the Hamilton County Department of Welfare, Cincinnati, in one of its districts, in an effort to decrease the time that families needed to remain on the relief rolls.

Social Security

Social security for workers becomes a reality. By Arthur J. Altmeyer. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, December 1937, pp. 1-4; map.)

The administration of Federal grants to States. By V. O. Key, Jr. Chicago, Public Administration Service, 1937. xviii, 388 pp.

Descriptive analysis of experience under various Federal grants-in-aid to States for the promotion of national programs. The programs discussed include vocational education and rehabilitation, employment services, and the new social-security systems. Administrative techniques and procedures, including inspection, audit, and machinery for allocating and matching funds, are presented, and cooperating administrative structures within the Federal and State Governments are described. The study is "one of a series of studies of the administrative problems of the emerging social-security program in this country, which have been carried on under the auspices of the Committee on Public Administration of the Social Science Research Council."

Social insurance in Europe and social security in the United States—a comparative analysis. By Karl Pribram. (In International Labor Review, Geneva, December 1937, pp. 742-771.)

Die sozialversicherung im Dritten Reich. By Hans Engel and J. Eckert. Berlin, Beamtenpresse GmbH., 1937. Various paging.

Deals with the status of social-insurance systems in Germany during the present regime.

Public social services (total expenditure under certain acts of Parliament). London, Treasury, 1937. 20 pp. (Cmd. 5609.)

Data include expenditures during 1935 or the latest available year, and estimated expenditures for 1936, on unemployment insurance, national health insurance, widows', orphans', and old-age pensions, education, housing, and direct relief, in England and Wales, and in Scotland.

Beretning fra Invalideforsikringsretten for aaret 1936. Copenhagen, 1937. 130 pp., pasters.

Report on operation of the Danish invalidity-pension system during 1936. An English summary and English translations of the text material in tables are furnished.

Technological Changes

Effects of mechanical changes in woolen and worsted industries, 1910 to 1936. By Boris Stern. Washington, U. S. Bureau of Labor Statistics, 1938. 36 pp., illus. (Serial No. R. 660, reprint from January 1938 Monthly Labor Review.)

The use of office machinery and its influence on conditions of work for staff. (In International Labour Review, Geneva, October 1937, pp. 486-516; charts.)

Technological changes such as standardization accompanying mechanization are described and there is some analysis of the physiological, psychological, and social effects of the use of office machinery. There is also a classification of office machines. It is estimated that office employees have been less affected by depression than manual workers, but that displacements and difficulties of readjustment have been particularly serious in the case of skilled employees and those in the prime of life.

Unemployment Insurance and Relief

*Report of Unemployment Insurance Statutory Committee, Great Britain * * * on the draft unemployment insurance (insurable employments) regulations, 1937.* London, 1937. 14 pp.

Summary of Unemployment Insurance Acts, Great Britain, 1935 and 1936. London, Ministry of Labor, 1937. 32 pp.

Seventh annual report of Under Secretary, Department of Labor and Industry, Queensland, upon operations and proceedings under "The Income (Unemployment Relief) Tax Acts, 1930 to 1935," together with financial statements for year ended June 30, 1937. Brisbane, 1937. 83 pp.

Wages and Hours

Wages and hours in union bakeries, May 15, 1937. Washington, U. S. Bureau of Labor Statistics, 1938. 11 pp. (Serial No. R. 670, reprint from February 1938 Monthly Labor Review.)

College salaries, 1936. Washington, U. S. Office of Education, 1937. 33 pp. (Bulletin, 1937, No. 9.)

A summary table from this pamphlet is reproduced in this issue of the Monthly Labor Review.

Entrance rates of common laborers in 20 industries, July 1937. By Jacob Perlman and Edward K. Frazier. Washington, U. S. Bureau of Labor Statistics, 1937. 20 pp. (Serial No. R. 682, reprint from December 1937 Monthly Labor Review.)

Regional differences in cotton-textile wages, 1928-1937. By N. A. Tolles. Washington, U. S. Bureau of Labor Statistics, 1938. 12 pp. (Serial No. R. 689, reprint from January 1938 Monthly Labor Review.)

The weaver's wage: Earnings and collective bargaining in Lancashire cotton weaving industry. By E. M. Gray. Manchester, England, Manchester University Press, 1937. 69 pp.

Earnings and hours in granite industry, August 1937. By J. Perlman, P. L. Jones, and O. R. Witmer. Washington, U. S. Bureau of Labor Statistics, 1938. 26 pp. (Serial No. R. 681, reprint from December 1937 Monthly Labor Review.)

Union scales of wages and hours in printing trades, May 15, 1937. By Joseph J. Senturia and Frank S. McElroy. Washington, U. S. Bureau of Labor Statistics, 1938. 18 pp. (Serial No. R. 683, reprint from December 1937 Monthly Labor Review.)

Wages and hours of union street-railway employees, 1937. Washington, U. S. Bureau of Labor Statistics, 1938. 8 pp. (Serial No. R. 693, reprint from January 1938 Monthly Labor Review.)

Monthly salaries paid in 143 California cities as of June 1, 1937. San Francisco, League of California Municipalities, 1937. 26 pp.; mimeographed. (Report No. 12.)

Statistics on salaries for 6 cities with over 50,000 population are published in this issue of the Monthly Labor Review.

Wages and income in United Kingdom since 1860. By A. L. Bowley. Cambridge, University Press, 1937. 151 pp.; bibliography.

Summarizes a large number of studies of wages and income made by the author over a period of 40 years. The studies indicate that average money wages when adjusted to cost of living increased about 40 percent between 1880 and 1913. Wages were about 40 percent of the total income in 1880 and about 38.5 percent of the total income in 1913. Average wages, when adjusted to the cost of living, rose after the World War, but the author states that "it does not seem practicable to give any definite measurement of the change of the average standard of living in the circumstances of recent years." There is much information regarding statistical methods and sources, and a bibliography, consisting mainly of the author's own writings.

Tipping as a factor in wages. By Rae L. Needleman. Washington, U. S. Bureau of Labor Statistics, 1937. 20 pp. (Serial No. R. 673, reprint from December 1937 Monthly Labor Review.)

Wage methods in retailing. By Otho J. Hicks. (In Personnel Journal, New York, December 1937, pp. 206-211.)

According to this article, the mass of workers at the present time are more interested in job security and regular income than in plans involving a fixed minimum with an opportunity to earn additional pay under incentive systems, especially the quota-bonus system.

Multiple-shift operation. New York, National Industrial Conference Board, Inc., 1937. 4 pp. (Studies in Personnel Policy, No. 3.)

Reviewed in this issue.

Chemical industry: Memorandum on practicability and desirability of an international reduction of working hours in chemical industries. Amsterdam, International Federation of General Factory Workers, 1936. 21 pp.

International reduction of hours in the chemical industry is viewed as practicable and desirable because of the prevalence of great international cartels or trusts in the industry, the influence of these organizations on prices and industrial policies, the comparatively small share of wages in cost of production, the large proportion of unskilled workers, and the existence of conditions of work likely to involve risk or impairment of health.

Youth Problems

The adult minor. By William R. George. New York, D. Appleton-Century Co., 1937. xxv, 192 pp.

An appeal and a plan for the training of youth in political, economic, and social responsibility. The author, founder of The George Junior Republic at Freeville, N. Y., reports on this experiment and also on the junior-municipality plans which have been promoted.

The prospect for youth. Edited by James H. S. Bossard and W. Wallace Weaver. (In The Annals, American Academy of Political and Social Science, Philadelphia, November 1937, Vol. 194, pp. 1-216; bibliography.)

The articles in this issue of The Annals have been brought together by the Academy of Political and Social Science for the purpose of focusing attention upon youth problems and facilitating their intelligent consideration. In many of the papers reference is made to labor aspects of youth problems, such as restricted work opportunities, severity of unemployment among young people, activities of junior placement services, and vocational guidance. The Civilian Conservation Corps program and European labor services are also reviewed.

General Reports

Third annual report of Central Statistical Board, July 1, 1936, to June 30, 1937. Washington, 1937. 20 pp.

Reviewed in this issue.

Second annual report of Department of Labor of Alabama, [fiscal year ending September 30, 1937]. Montgomery, 1937. 87 pp.

Reviews the work of the department and presents statistics of strikes and lock-outs, industrial accidents, employment service, child labor, and number of gainfully occupied persons (1929-36) by county.

Activities of West Virginia Department of Labor. By C. L. Jarrett. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, January 1938, pp. 10, 11.)

Report on phases of employment conditions in Canadian industry. Ottawa, National Employment Commission, 1937. 67 pp. (In English and French.)

A compilation of statistics, from 7,725 firms, dealing with employment, hours of work per week, seasonality in employment, hiring practices, employee housing, pension plans, sick leave and holidays with pay, and various plans for benefit of employees. Data on maximum hiring ages, from the report, are published in this issue of the Monthly Labor Review.

Anuario general de estadística, 1936. Bogotá, Contraloría General, Dirección Nacional de Estadística, 1937. 600 pp., maps.

Data for Colombia are given on number and wages of railway workers; persons employed in industry, by nationality and sex; public lands allotted to colonists; market prices of various articles of food, by city; wages and cost of food of agricultural workers, by locality; wages of workers in various occupations in the principal industrial cities; industrial accidents; and consumers' cooperatives.

Suomen tilastollinen vuosikirja, 1937. Helsinki, Tilastollisessa Päätoimistossa, 1937. 394 pp.

General statistical annual issued by the Central Statistical Bureau of Finland, including statistics on industrial accidents, accident insurance, public assistance, strikes and lockouts, work of employment offices, membership in labor organizations, wages of agricultural workers and workers on the state railways, prices, and cost of living. The data on prices and cost of living and on work of employment offices are brought down to early 1937; on the other topics mentioned the figures are for varying periods up to 1936.

Printed in Finnish and Swedish with French translations of table of contents and most of the table heads.

Jahresberichte der gewerbeaufsichtsbeamten und bergbehörden für die jahre 1935 und 1936. Berlin, Reichs- und Preussischen Arbeitsministerium, 1937. Various paging.

Report on factory inspection in Germany during 1935 and 1936. Information is given on protective labor legislation, accident and disease prevention, sanitation, rest periods, overtime, night and holiday work, home work, apprenticeship, wages, unemployment, relief work, housing, labor courts, etc.

A survey of the social structure of England and Wales as illustrated by statistics. By A. M. Carr-Saunders and D. Caradog Jones. Oxford, Clarendon Press, 1937. xviii, 235 pp. 2d ed.

This work was first published in 1927 largely as a summary and interpretation of the census of 1921. The present edition, which makes use of the census of 1931 and various other sources, furnishes a large variety of information. Among the subjects included are housing, occupations, trade unions and other workers' associations, income, state provision against misfortune, and extent of poverty and of relief provided.

Census of industrial production [Irish Free State]. Dublin, Department of Industry and Commerce, 1937. 85 pp.

Data include number of salaried workers and wage earners, with total salaries and wages, in selected industries, in each year from 1932 to 1935, inclusive.

Statistisk-økonomisk oversikt over året 1937. Oslo, Statistiske Centralbyrå, 1938. 86 pp., charts.

Reviews economic conditions in Norway in 1937, including prices and unemployment. A French translation of the table of contents is supplied.

Official year book of Union of South Africa and of Basutoland, Bechuanaland Protectorate, and Swaziland, 1937. Pretoria, Office of Census and Statistics, 1937. 1326 pp., maps.

Among the topics covered are wages, employment, work of employment offices, unemployment insurance and relief, trade-union membership, apprenticeship, prices, housing, cooperative societies, and miners' phthisis and compensation therefor. The data are for 1936 and earlier years. There are also synopses of parliamentary legislation from 1933 to 1936, including labor and social legislation.

Personnel and labor relations. By Dale Yoder. New York, Prentice-Hall, Inc., 1938. xix, 644 pp.

The subjects treated include sources of labor supply, education and training, hours of work, wage-payment plans, wage policies, industrial health, employment stabilization, causes of unstable employment, employee representation, and collective bargaining.

