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This Issue in Brief

Characteristics of Paid-Vacation Plans.

The 1-week annual vacation for wage earners and the 2-week vacation for salaried workers, both given after 1 year of company service, are typical provisions of regulations governing vacations with pay in American manufacturing and extractive industries. A great many of the programs, particularly among the larger companies, provide vacation periods which vary in length with length of service. Approximately 85 percent of the plans provide for continuous plant operation during the vacation season. The usual rate of pay for wage earners during the vacation period was the regular hourly rate for full time and, for piece workers, an amount which approximated average full-time earnings. Page 1225.

Wage Structure in Cotton-Goods Manufacturing.

In August 1938 about one-tenth of the workers in cotton-goods manufacturing were receiving less than the minimum of 25 cents per hour fixed by the Fair Labor Standards Act, which went into effect in October. Practically all were in southern mills. At the same date approximately one-fifth of the workers in the industry were receiving less than 30 cents per hour, while nearly 70 percent were receiving less than 40 cents. In northern mills there was a heavy concentration at rates of 32.5 to 35 cents an hour; in southern mills, at 30 to 32.5 cents. These figures are from a special survey by the Bureau of Labor Statistics. Page 1239.

Seniority in Collective Agreements.

The growth of mass-production industries and increased union activity have made the question of seniority one of the dominant issues in industrial relations. There is a variety of opinion among both employers and workers with regard to the merits of rigid seniority or seniority combined with other qualifications. A discussion of seniority provisions in collective agreements is given on page 1250.

Union Wages in Printing Industry.

The average hourly wage rate for union printers in 72 cities was \$1.186 on June 1, 1938, according to the annual survey by the Bureau of Labor Statistics. The average full-time week was 39.3 hours. Over 70 percent of the union members received wage increases between May 15, 1937, and June 1, 1938, the average increase amounting to 3.1 percent. Page 1260.

Annual Earnings in Shipbuilding.

Average annual earnings of all employees of United States Navy Yards, who worked each month in the year, amounted to \$1,909. These employees, with employment every month, constituted 63.6 percent of the total working force. In private shipyards on the Atlantic coast the corresponding annual earnings for those who worked throughout the year was \$1,500. The difference in favor of the navy yards was considerably diminished subsequent to 1935 because of increased hourly rates, weekly hours, and more stable employment in the private yards. Page 1393.

Wage Standards on Public Contracts.

Almost 5 million persons were employed in manufacturing industries where low-paid employees benefited by the determinations under the Public Contracts Act, according to a report of progress issued in October 1938. A total of 10,366 contracts, involving expenditures of more than 575 million dollars, had been made for goods on which minimum standards were effective. At the end of October determinations were in force for 18 industries. Page 1358.

Cooperatives in 1937.

Both retail and wholesale cooperatives continued in 1937 the progress made in 1936. On the basis of reports to the Bureau of Labor Statistics, both types of associations showed an average increase in sales of slightly more than 16 percent. Increases in membership and net earnings also occurred. The data for the wholesale associations, covering all the associations handling consumers' goods, showed a total wholesale business of more than 53 million dollars. These organizations were serving more than 1,900 member retail associations, in addition to about 276 nonmember organizations. Statistics of operation and some of the outstanding events in the cooperative movement in 1937 are summarized in an article beginning on page 1312.

Payment of Wages at Specified Times.

Laws requiring the payment of wages at certain intervals have been adopted in 45 States. Such legislation operates also in Alaska, Hawaii, and Puerto Rico. A survey of the legislation indicates that the majority of the jurisdictions require the payment of wages semimonthly. In the New England States the laws generally provide for a weekly pay day. The coverage of the early laws related mostly to certain occupations or corporations. In recent years the tendency has been to cover all corporations and employees, with the possible exception of domestic and agricultural workers. Page 1297.

Sickness Insurance in Sweden.

The voluntary sickness-insurance system of Sweden covers approximately 1,200,000 members and 300,000 children receiving medical benefits under supplementary insurance contracted for by their parents with the funds. The system is operated through sickness-benefit funds under State supervision. The benefits consist of a daily cash benefit, medical and hospital care, and a cash maternity benefit. In 1936, the latest year for which figures are available, the receipts of the sick-benefit funds amounted to 45,000,000 kronor and the expenditures to 36,400,000 kronor. Page 1261.

MONTHLY LABOR REVIEW

FOR DECEMBER 1938

CHARACTERISTICS OF PAID-VACATION PLANS ¹

Part 1—Manufacturing and Extractive Industries

THE GROWTH of interest in the subject of vacations for industrial workers in recent years has resulted in annual vacations with pay for an estimated two-fifths of the wage earners and a large majority of the salaried employees in the manufacturing industries. The vacation movement has also shown advancement in some of the extractive industries.

Most of the plants with vacation programs distribute the vacations over the summer months in a manner which permits them to maintain operation, although plant shut-downs with simultaneous vacations are fairly common in a few industries.

Vacation provisions for salaried employees are not only more common than wage-earner vacations, but are usually also more liberal, both as to length of the holiday and length of service required before a vacation with pay is granted. The standard vacation for salaried employees is 2 weeks, while wage earners more often are given 1 week. A greater variation in length of service is found. While 1 year is the most common qualifying service provision for both salaried employees and wage earners, a very substantial proportion of salaried workers are granted vacations after 6 months and even after 1 month of service, and the number for whom prerequisite service of more than 1 year is demanded is negligible. On the other hand, approximately 40 percent of the wage earners under vacation plans are required to serve 2 years or more before being granted vacations, and about 20 percent must serve 5 years or longer.

Vacations which vary in length according to length of service are provided in a great many plants, particularly among the larger companies. Where this graduation in length of vacation occurs, the most common provisions for salaried employees grant 1 week after 6 months of service and 2 weeks after 1 year. For wage earners, the usual minimum vacation of 1 week is more often granted only after 1 year

¹ Prepared by Frances Jones and Dorothy Smith, under the direction of Jacob Perlman, Chief of the Division of Wage and Hour Statistics, Bureau of Labor Statistics.

See Monthly Labor Review of August 1938 (pp. 269-274) for a previous article on "Extent of Vacations with Pay in Industry, 1937."

of service, while 5, 10, and even 20 years of service are commonly required to earn the usual maximum 2-weeks vacation.

In crediting employees with service, the general practice is to include service prior to lay-offs of a reasonable length. The practice of crediting time lost during short-time lay-offs is also fairly common.

Salaried employees receive their regular salaries while on vacations. Various methods of computing vacation pay for wage earners are used, but the most common way is to apply the employee's regular hourly rate to full-time hours for the vacation period.

Data presented here are based on replies from 12,881 manufacturing and laundry² establishments and 642 mining, quarrying, and crude-petroleum production companies,³ which had paid-vacation plans for salaried workers or wage earners and reported on at least some of the characteristics of their plans. The plans for salaried workers covered 618,129 persons in 12,420 manufacturing plants and 610 companies in the extractive industries. The plans covering wage earners included 1,630,514 persons in 4,823 manufacturing establishments and 168 companies in the extractive industries.⁴

Staggered and Shut-Down Vacation Plans

Paid-vacation plans in the manufacturing and extractive industries vary widely in their provisions. The plans may be classified according to whether vacations are staggered to provide for continuous plant operation during the vacation season, or are given simultaneously during a plant shut-down. By far the greater number of vacation plans for wage earners provide for staggering the vacations to insure continuous plant operation.

For the manufacturing industries, fewer than 15 percent of the establishments shut down during the vacation period. These plants employed about one-fourth of the total number of wage earners under vacation plans. The proportion of establishments shutting down for vacations varied considerably from one industry division to another. The practice was fairly common in tobacco manufacturing plants (54 percent), textile fabrics group (39 percent), and nonferrous metals and their products group (35 percent). It was infrequently used in the food and kindred products group (3 percent), laundry and dyeing and cleaning establishments (5 percent), paper and printing (6 percent), and chemicals and petroleum products (6 percent). Very few companies in the extractive industries followed the practice of shutting down operations to permit their employees to take vacations.

² For the purpose of this survey, laundries and dyeing and cleaning establishments have been grouped with manufacturing plants, since the data concerning them are available on an establishment basis.

³ An establishment count in the mining, quarrying, and crude-petroleum producing industries was not practicable, and only the number of companies was therefore used.

⁴ Each table presented here covers only the plants that reported on the features of their plans represented by the table.

Vacations on the shut-down basis for salaried workers were too few to warrant tabulation.

TABLE 1.—Classification of Establishments and Wage Earners With Staggered and Shut-Down Paid-Vacation Plans, by Industry Division, 1937

Industry division	Total number reporting		Staggered plans				Shut-down plans			
	Estab-lish-ments	Wage earners	Estab-lish-ments		Wage earners		Estab-lish-ments		Wage earners	
			Num-ber	Per-cent of total	Num-ber	Per-cent of total	Num-ber	Per-cent of total	Num-ber	Per-cent of total
Manufacturing industries ¹	4, 583	1, 532, 439	3, 924	85. 6	1, 162, 020	75. 8	659	14. 4	370, 419	24. 2
Durable goods.....	1, 573	968, 055	1, 150	73. 1	708, 124	73. 1	423	26. 9	259, 931	26. 9
Iron, steel and their products, not including machinery.....	427	348, 183	331	77. 5	303, 993	87. 3	96	22. 5	44, 190	12. 7
Machinery, not including transportation equipment.....	697	394, 709	492	70. 6	257, 645	65. 3	205	29. 4	137, 064	34. 7
Transportation equipment.....	105	109, 206	84	80. 0	82, 717	75. 7	21	20. 0	26, 489	24. 3
Nonferrous metals and their products.....	191	75, 282	124	64. 9	40, 443	53. 7	67	35. 1	34, 839	46. 3
Lumber and allied products.....	72	13, 095	50	69. 4	6, 764	51. 7	22	30. 6	6, 331	48. 3
Stone, clay, and glass products.....	81	27, 580	69	85. 2	16, 562	60. 1	12	14. 8	11, 018	39. 9
Nondurable goods.....	2, 624	503, 322	2, 415	92. 0	398, 069	79. 1	209	8. 0	105, 253	20. 9
Textiles and their products.....	188	63, 852	132	70. 2	28, 774	45. 1	56	29. 8	35, 078	54. 9
Fabrics.....	122	55, 833	75	61. 5	23, 231	41. 6	47	38. 5	32, 602	58. 4
Wearing apparel.....	66	8, 019	57	86. 4	5, 543	69. 1	9	13. 6	2, 476	30. 9
Leather and its manufactures.....	54	20, 725	39	72. 2	14, 920	72. 0	15	27. 8	5, 805	28. 0
Food and kindred products.....	1, 082	140, 205	1, 054	97. 4	132, 987	94. 9	28	2. 6	7, 218	5. 1
Tobacco manufactures.....	26	20, 993	12	46. 2	7, 614	36. 3	14	53. 8	13, 379	63. 7
Paper and printing.....	466	56, 913	440	94. 4	50, 052	87. 9	26	5. 6	6, 861	12. 1
Chemicals and petroleum products.....	731	146, 643	686	93. 8	134, 460	91. 7	45	6. 2	12, 183	8. 3
Rubber products.....	77	53, 991	52	67. 5	29, 262	54. 2	25	32. 5	24, 729	45. 8
Miscellaneous manufacturing.....	189	48, 859	171	90. 5	43, 855	89. 8	18	9. 5	5, 004	10. 2
Laundries, dyeing and cleaning.....	197	12, 203	188	95. 4	11, 972	98. 1	9	4. 6	231	1. 9
Extractive industries	2 160	46, 952	2 157	98. 1	45, 899	97. 8	2 3	1. 9	1, 053	2. 2
Coal mining.....	9	1, 559	9	100. 0	1, 559	100. 0	—	—	—	—
Metalliferous mining.....	16	4, 805	14	87. 5	4, 102	85. 4	2	12. 5	703	14. 6
Quarrying and nonmetallic mining.....	31	4, 405	30	96. 8	4, 055	92. 1	1	3. 2	350	7. 9
Crude-petroleum producing.....	105	36, 183	105	100. 0	36, 183	100. 0	—	—	—	—

¹ Includes laundries.

² Figures represent the number of companies and not establishments.

Uniform Versus Graduated Vacation Plans

Both staggered and shut-down plans usually relate the length of vacation to the length of company service, and in this respect vacations may be further classified as "uniform" and "graduated." Thus, the former refer to plans providing vacations of uniform length after a fixed period of service, while the latter describe plans varying the length of vacation with the increase in length of service up to a fixed maximum. Vacation plans are predominantly of the uniform type, as indicated in table 2.

In the manufacturing industries, uniform vacation plans were used in 69 percent of the plants for wage earners and 73 percent for salaried employees. The number of workers employed in these establish-

ments were respectively 53 and 46 percent. These lower percentages are due to the fact that uniform vacation plans were considerably more prevalent in small than in large plants, so that vacations graduated in accordance with length of service affected almost as many workers as did uniform plans. The average number of wage earners in establishments with uniform vacation plans was 266, while plants with graduated plans had an average force of 529. The respective averages for salaried employees were 32 and 103.

For the extractive industries, 68 percent of the companies had uniform vacation plans for wage earners and 86 percent had such plans for salaried workers. These plans covered 35 and 60 percent of the workers employed in the respective categories.

When vacations are graduated in shut-down plants, the length of shut-down usually corresponds to the maximum vacation, thus resulting in some loss of pay for employees with limited length of service. Uniform and graduated vacation plans occurred with approximately the same frequency in establishments with shut-down and staggered vacations.

TABLE 2.—Classification of Establishments and Employees With Uniform and Graduated Paid-Vacation Plans, 1937

Item	Total number for—		Uniform plans for—				Graduated plans for—				
	Salaried employees	Wage earners	Salaried employees		Wage earners		Salaried employees		Wage earners		
			Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total	
Manufacturing industries: ¹											
Establishments.....	11,240	4,448	8,239	73.3	3,059	68.8	3,001	26.7	1,389	31.2	
Employees.....	568,514	1,548,383	260,840	45.9	813,969	52.6	307,674	54.1	734,414	47.4	
Extractive industries:											
Companies.....	253	160	453	85.5	108	67.5	81	15.3	53	33.1	
Employees.....	25,273	47,261	15,189	60.1	16,743	35.4	10,084	39.9	30,518	64.6	

¹ Includes laundries.

² Where both uniform and graduated plans were used in different plants of the same company, the total company count excludes this duplication.

Length of Vacation and Service Requirements

Wage earners.—The typical vacation plan for wage earners is a uniform plan which provides a 1-week holiday after 1 year of company service. These provisions were found in the plans of 1,768 plants, approximately 40 percent of all establishment plans in the manufacturing industries. They reached the largest single bloc of wage earners, 22 percent of all under vacation plans.

In the manufacturing industries, this "typical" plan comprised 56 percent of the uniform plans. A majority of the other plans of the uniform group also provided the 4-7 days' vacation (in most instances

1 week), given after various service periods. This 1-week uniform vacation was reported by 2,625 establishments, or 86 percent of the 3,059 plants with uniform vacation plans (59 percent of uniform and graduated vacations combined). The only other length of vacation of any importance among uniform plans was the 2-week period, given by 303 establishments, or 10 percent of the uniform-plan group.

TABLE 3.—Classification of Manufacturing Establishments,¹ by Service Requirements and Length of Paid Vacations for Wage Earners, 1937

Service requirements ²	Total		Length of paid vacation									
	Number	Percent	½ day	1 day	2 days	3 days	4 to 7 days ³	2 weeks ⁴	3 weeks	4 weeks ⁵	In-definite	No information
Uniform plans												
Total:												
Number.....	3,059			2	6	47	2,625	303	1	2	36	37
Percent.....		100.0		0.1	0.2	1.5	85.8	9.9	(⁶)	0.1	1.2	1.2
No definite requirement.....	125	4.1		1		6	69	21			14	14
1 and under 6 months.....	27	.9				2	22	2			1	
6 months and under 1 year.....	205	6.7		1		1	185	13	1		3	1
1 and under 2 years.....	2,052	67.2			4	23	1,768	233		1	9	14
2 and under 3 years.....	237	7.7				1	227	8				1
3 and under 4 years.....	60	2.0					52	2			5	1
4 and under 5 years.....	22	.7					21	1				
5 and under 10 years.....	182	5.9			1		173	5			1	2
10 and under 20 years.....	44	1.4					42	1				1
20 years and over.....	7	.2					4	2				1
No information.....	98	3.2			1	14	62	15		1	3	2
Graduated plans—minimum service and vacation												
Total:												
Number.....	1,389		28	199	60	225	851	3			5	18
Percent.....		100.0	2.0	14.3	4.3	16.2	61.3	0.2			0.4	1.3
No definite requirement.....	35	2.5	4	6		12	9				4	
1 and under 6 months.....	97	7.0	22	43	6	6	18				1	1
6 months and under 1 year.....	205	14.8	2	15	9	89	89	1				
1 and under 2 years.....	627	45.1		124	32	81	378	2				10
2 and under 3 years.....	275	19.8		6	13	7	249					
3 and under 4 years.....	52	3.7		4		25	23					
4 and under 5 years.....	8	.6					8					
5 and under 10 years.....	73	5.3				1	72					
10 and under 20 years.....	2	.1					2					
20 years and over.....	1	.1					1					
No information.....	14	1.0		1		4	2					7
Graduated plans—maximum service and vacation												
Total:												
Number.....	1,389					6	363	824	146	18		32
Percent.....		100.0				0.4	26.1	59.4	10.5	1.3		2.3
1 and under 6 months.....	3	0.2					2	1				
6 months and under 1 year.....	19	1.4					9	10				
1 and under 2 years.....	220	15.8				1	125	78		14		2
2 and under 3 years.....	213	15.3					59	154				
3 and under 4 years.....	118	8.5				1	27	89				1
4 and under 5 years.....	10	.7					4	6				
5 and under 10 years.....	337	24.3				3	124	207	2			1
10 and under 20 years.....	261	18.8				1	7	230	21			2
20 years and over.....	155	11.2						29	123	3		
No information.....	53	3.8					6	20		1		26

¹ Includes laundries.

² By far the greatest concentration is at the lower limit of each class of service requirement.

³ A great many firms failed to distinguish between calendar days and workdays. For this reason, it was necessary to group here all reports of 1 week, 7 days, 6 days, 5 days, and 4 days. In most instances, however, this class covers 1 week, consisting of 5 or 6 workdays.

⁴ For the reasons given in footnote 3, this class covers all reports such as 10 days, 2 weeks, ½ month, and 15 days. In most instances, however, it covers 2 weeks, consisting of 10 or 12 workdays.

⁵ Includes reports of "1 month."

⁶ Less than ½ of 1 percent.

The length-of-service requirement of these uniform plans in the manufacturing industries was 1 and under 2 years in 2,052 establishments, 67 percent of the total. Very few plants had a service eligibility of less than 6 months, and 7 percent required between 6 months and 1 year. The service requirement in 8 percent of the establishments was between 2 and 3 years, and 10 percent required 3 years and over. It is interesting to note that 4 percent of the plants had no definite requirements with respect to service eligibility.

The most common minimum vacation of graduated plans in the manufacturing industries was the same length as the predominant fixed vacation of uniform plans, 1 week. It was found in 851 plants, or 61 percent of the 1,389 establishments with graduated plans. A 3-day minimum was reported by 16 percent of the establishments, 2 days by 4 percent, 1 day by 14 percent, and one-half day by 2 percent. The minimum service requirement in these establishments was most frequently 1 year, as reported by 627 plants, or 45 percent of the total. Service of less than 1 year earned a minimum vacation in 24 percent of the plans. This low minimum service was common in plans which advanced the vacation on a sliding scale from one-half day or 1 day after a month's service to a maximum of 1 or 2 weeks after a year or more of service. Approximately 30 percent of the plans required 2 years or more of service to establish eligibility for the minimum vacation.

Considering both uniform and graduated vacations for wage earners in the 4,448 manufacturing establishments which reported their length of vacation and service requirements, less than 1 year of service earned vacations in 694 plants (16 percent), 1 and under 2 years earned vacations in 2,679 plants (60 percent), 2 and under 5 years in 654 plants (15 percent), and 5 and under 10 years in 255 plants (6 percent), while in 54 establishments (1 percent) the requirement for a vacation of any length was 10 years or more.

The maximum length of vacation most commonly reported for graduated plans in the manufacturing industries was 2 weeks, which was granted by 824 plants, or 59 percent of all graduated plans. One week (4-7 days) was the maximum in 363 establishments (26 percent), 3 weeks in 146 (11 percent), and 4 weeks in 18 plants (1 percent). The maximum service requirements among graduated plans were widely dispersed. About 24 percent reported that the maximum vacation was earned after 5 and under 10 years of service, 30 percent placed it at 10 years or higher, and the remaining plans gave the maximum vacation after less than 5 years, and usually after 1 or 2 years of service.

The data on length of vacation and service requirements in the extractive industries,⁵ covering both uniform and graduated paid-vacation plans, are presented in table 4.

⁵ The crude-petroleum products industry represents the greater portion of the coverage in the extractive industries.

TABLE 4.—Classification of Companies in Extractive Industries, by Service Requirements and Length of Paid Vacations for Wage Earners, 1937

Service requirements ¹	Total		Length of paid vacation						
	Number	Percent	1 day	3 days	4 to 7 days ²	2 weeks ³	3 weeks	Indefinite	No information
Uniform plans									
Total:									
Number.....	108			1	61	40		3	3
Percent.....		100.0		0.9	56.5	37.0		2.8	2.8
No definite requirement.....	3	2.8				1		1	1
1 and under 6 months.....	1	.9			1				
6 months and under 1 year.....	11	10.2		1	6	4			
1 and under 2 years.....	68	62.9			34	32		1	1
2 and under 3 years.....	8	7.4			8				
3 and under 4 years.....	2	1.9			1	1			
5 and under 10 years.....	8	7.4			7			1	
10 and under 20 years.....	3	2.8			2				1
No information.....	4	3.7			2	2			
Graduated plans—minimum service and vacation									
Total:									
Number.....	53		2	2	49				
Percent.....		100.0	3.8	3.8	92.4				
6 months and under 1 year.....	11	20.7			11				
1 and under 2 years.....	35	66.1	2	1	32				
2 and under 3 years.....	5	9.4			5				
3 and under 4 years.....	1	1.9		1					
5 and under 10 years.....	1	1.9			1				
Graduated plans—maximum service and vacation									
Total:									
Number.....	53				3	48	2		
Percent.....		100.0			5.7	90.5	3.8		
1 and under 2 years.....	11	20.7				11			
2 and under 3 years.....	18	34.0				18			
3 and under 4 years.....	8	15.1			1	7			
4 and under 5 years.....	3	5.7				3			
5 and under 10 years.....	8	15.1			2	6			
10 and under 20 years.....	4	7.5				3	1		
20 years and over.....	1	1.9					1		

¹ By far the greatest concentration is at the lower limit of each class of service requirement.

² A great many firms failed to distinguish between calendar days and workdays. For this reason, it was necessary to group here all reports of 1 week, 7 days, 6 days, 5 days, and 4 days. In most instances, however, this class covers 1 week, consisting of 5 or 6 workdays.

³ For the reasons given in footnote 2, this class covers all reports such as 10 days, 2 weeks, ½ month, and 15 days. In most instances, however, it covers 2 weeks, consisting of 10 or 12 workdays.

The classification of wage earners according to length of vacation and service requirements presents a distribution somewhat different from that shown by a similar classification of plants. The preponderance of large plants in the graduated-plan group places in this group almost half of all wage earners in the sample, although fewer than one-third of the wage-earner plans were graduated in type. Table 5 shows this classification of wage earners for the manufacturing and extractive industries combined.

TABLE 5.—Classification of Wage Earners in Manufacturing¹ and Extractive Industries Combined, by Service Requirements and Length of Paid Vacations, 1937

Service requirements ²	Total		Length of paid vacation										No information
	Number	Percent	½ day	1 day	2 days	3 days	4 to 7 days ³	2 weeks ⁴	3 weeks	4 weeks ⁵	In-definite		
Uniform plans													
Total:													
Number	830,712			532	724	6,513	746,943	65,321	21	151	7,236	3,271	
Percent	100.0		0.1	0.1	0.8	89.8	7.9	(°)	(°)	0.9	0.4	0.4	
No definite requirement.	18,345	2.2		26		634	12,832	3,767			539	547	
1 and under 6 months.	5,594	.7				1,424	3,646	521			3		
6 months and under 1 year.	45,191	5.4		506		74	42,718	1,659	21		123	90	
1 and under 2 years.	406,811	49.0			523	1,813	350,165	50,448		145	1,954	1,763	
2 and under 3 years.	119,144	14.3				5	117,850	1,016				273	
3 and under 4 years.	27,583	3.3					23,082	35			4,450	16	
4 and under 5 years.	4,186	.5					4,151	35					
5 and under 10 years.	117,973	14.2			31		114,531	3,266			73	72	
10 and under 20 years.	70,490	8.5					69,613	785				92	
20 years and over.	3,298	.4					1,387	1,854				27	
No information.	12,127	1.5			170	2,563	6,968	1,935		6	94	391	
Graduated plans—minimum service and vacation													
Total:													
Number	764,932		10,788	87,808	32,275	149,747	477,998	150			3,565	2,601	
Percent	100.0		1.4	11.5	4.2	19.6	62.5	(°)			0.5	0.3	
No definite requirement.	8,273	1.1	2,684	3,031		1,178	415				965		
1 and under 6 months.	42,832	5.6	7,674	21,817	1,446	7,149	2,121				2,600	25	
6 months and under 1 year.	115,915	15.2	430	2,292	2,439	79,307	31,379	68					
1 and under 2 years.	307,299	40.2		58,491	23,422	33,959	189,184	82				2,161	
2 and under 3 years.	155,211	20.3		1,162	4,968	3,170	145,911						
3 and under 4 years.	33,895	4.4		975		24,318	8,602						
4 and under 5 years.	1,950	.3					1,950						
5 and under 10 years.	97,945	12.8				130	97,815						
10 and under 20 years.	125	(°)					125						
20 years and over.	360	(°)					360						
No information.	1,127	.1		40		536	136					415	
Graduated plans—maximum service and vacation													
Total:													
Number	764,932					1,462	158,413	497,942	96,997	4,119		5,999	
Percent	100.0					0.2	20.7	65.1	12.7	0.5		0.8	
1 and under 6 months.	282	(°)					252	30					
6 months and under 1 year.	13,811	1.8					11,543	2,268					
1 and under 2 years.	72,336	9.5				28	45,585	25,422		1,202		99	
2 and under 3 years.	72,221	9.4					17,662	54,559					
3 and under 4 years.	45,959	6.0				100	10,063	35,156				640	
4 and under 5 years.	4,330	.6					1,496	2,834					
5 and under 10 years.	146,520	19.2				1,299	67,552	76,769	825			75	
10 and under 20 years.	313,666	41.0				35	3,723	271,801	37,182			925	
20 years and over.	80,599	10.5						18,699	58,990	2,910			
No information.	15,208	2.0					537	10,404		7		4,260	

¹ Includes laundries.² By far the greatest concentration is at the lower limit of each class of service requirement.³ A great many firms failed to distinguish between calendar days and workdays. For this reason, it was necessary to group here all reports of 1 week, 7 days, 6 days, 5 days, and 4 days. In most instances, however, this class covers 1 week, consisting of 5 or 6 workdays.⁴ For the reasons given in footnote 3, this class covers all reports such as 10 days, 2 weeks, ½ month, and 15 days. In most instances, however, it covers 2 weeks, consisting of 10 or 12 workdays.⁵ Includes reports of "1 month."⁶ Less than ½ of 1 percent.

In determining eligibility for paid vacations, length of service may be reckoned in various ways. With nearly all wage earners paid only for the time actually worked, and with the intervention of seasonal lay-offs in many industries, it is important that vacation plans include a very definite explanation of what constitutes "service." Inquiries as to whether or not credit was given for service prior to a lay-off, as well as for time lost during short lay-offs, showed that the general practice was to include service prior to lay-offs of a reasonable length and to credit time lost during short lay-offs. It should be noted, however, that the former practice was somewhat more prevalent than the latter.

The allowance of credit for service prior to lay-offs was reported by almost three-fourths of the manufacturing plants, employing a considerably larger proportion of the wage earners. Fewer than 10 percent of the establishments, employing only about 5 percent of the wage earners, indicated that they required unbroken service to establish eligibility. The remaining 15 percent of the plants either had no lay-offs of importance or did not reply to this inquiry. Approximately 60 percent of the establishments did not deduct time lost during short-time lay-offs. They employed more than 70 percent of the wage earners. On the other hand, nearly one-fifth of the plants, employing as many wage earners, deducted such lost time. The remaining establishments did not reply to this inquiry.

Salaried employees.—Vacation plans for salaried employees are usually more liberal than wage-earner plans. Only about one-third of the establishments which had wage-earner plans applied the same provisions to both salaried employees and wage earners. Plans for salaried workers generally provided a uniform 2-week holiday after 1 year of service, instead of the 1 week allowed by wage-earner plans. These provisions were found in 34 percent of all manufacturing plans studied, or in about 47 percent of the uniform plans alone. Important also in the uniform plans was the 1-week vacation after 1 year of service, as found in 23 percent of all manufacturing plans (31 percent of the uniform plans). The vacation plan of third importance in terms of number of establishments provided graduated vacations of 1 week after 6 months of service, and 2 weeks after 1 year.

Uniform vacations for salaried employees were practically all for either a 1-week or a 2-week period. The 2-week vacation was the most popular, being reported by 57 percent of the manufacturing plants with uniform plans, while the 1-week uniform plan was used in only 39 percent of these establishments. The usual length of service required for both the 1-week and the 2-week vacation was 1 year, reported by 80 percent of the plants. About 7 percent of the uniform plans required only 6 months' service, and 6 percent had no definite service requirement. (See table 6.)

TABLE 6.—Classification of Manufacturing Establishments¹ by Service Requirements and Length of Paid Vacations for Salaried Employees, 1937

Service requirements ²	Total		Length of paid vacation									
	Number	Percent	½ day	1 day	2 days	3 days	4 to 7 days ³	2 weeks ⁴	3 weeks	4 weeks ⁵	In-definite	No information
Uniform plans												
Total:												
Number.....	8,239				1	8	3,226	4,690	8	8	158	140
Percent.....	100.0				(⁶)	0.1	39.2	56.9	0.1	0.1	1.9	1.7
No definite requirement.....	506	6.1			1	1	169	175	1	1	81	77
1 and under 6 months.....	53	.6					28	25				
6 months and under 1 year.....	609	7.4					249	352			5	3
1 and under 2 years.....	6,539	79.6				5	2,535	3,877	6	5	63	48
2 and under 3 years.....	144	1.7					70	71				3
3 and under 4 years.....	15	.2					9	6				
4 and under 5 years.....	3	(⁶)						2			1	
5 and under 10 years.....	20	.2					12	7		1		
10 and under 20 years.....	4	(⁶)					1	2				1
No information.....	346	4.2				2	153	173	1		9	8
Graduated plans—minimum service and vacation												
Total:												
Number.....	3,001		11	252	40	73	2,462	127			6	30
Percent.....	100.0		0.4	8.4	1.3	2.4	82.1	4.2			0.2	1.0
No definite requirement.....	156	5.2	1			10	142				3	
1 and under 6 months.....	387	12.9	7	233	6	6	132					3
6 months and under 1 year.....	1,427	47.5		8	30	44	1,332	4			2	7
1 and under 2 years.....	964	32.1	3	7	4	11	804	123				12
2 and under 3 years.....	17	.6					17					
3 and under 4 years.....	5	.2		1		1	3					
5 and under 10 years.....	2	.1					2					
No information.....	43	1.4		3		1	30				1	8
Graduated plans—Maximum service and vacation												
Total:												
Number.....	3,001						80	2,642	216	7		56
Percent.....	100.0						2.7	88.0	7.2	0.2		1.9
1 and under 6 months.....	43	1.4					2	41				
6 months and under 1 year.....	135	4.5					5	130				
1 and under 2 years.....	1,614	53.7					56	1,555	2			1
2 and under 3 years.....	615	20.5					5	608	2			
3 and under 4 years.....	72	2.4					3	68	1			
4 and under 5 years.....	8	.3					1	6	1			
5 and under 10 years.....	135	4.5					7	106	21	1		
10 and under 20 years.....	89	3.0						54	34			1
20 years and over.....	161	5.4						3	152	5		1
No information.....	129	4.3					1	71	3	1		53

¹ Includes laundries.² By far the greatest concentration is at the lower limit of each class of service requirement.³ A great many firms failed to distinguish between calendar days and workdays. For this reason, it was necessary to group here all reports of 1 week, 7 days, 6 days, 5 days, and 4 days. In most instances, however, this class covers 1 week, consisting of 5 or 6 workdays.⁴ For the reasons given in footnote 3, this class covers all reports such as 10 days, 2 weeks, ½ month, and 15 days. In most instances, however, it covers 2 weeks, consisting of 10 or 12 workdays.⁵ Includes reports of "1 month."⁶ Less than ½ of 1 percent.

TABLE 7.—Classification of Companies in Extractive Industries, by Service Requirements and Length of Paid Vacations for Salaried Employees, 1937

Service requirements ¹	Total		Length of paid vacation								
	Number	Percent	1 day	2 days	3 days	4 to 7 days ²	2 weeks ³	3 weeks	4 weeks ⁴	In-definite	No information
Uniform plans											
Total:											
Number.....	453					46	385	1		17	9
Percent.....		100.0				10.2	85.2	0.2		3.8	2.0
No definite requirement.....	41	9.1				2	23			12	5
1 and under 6 months.....	4	.9					4				
6 months and under 1 year.....	28	6.2				1	26	1			
1 and under 2 years.....	358	79.0				37	317			4	3
2 and under 3 years.....	10	2.2				2	8				
3 and under 4 years.....	2	.4					2				
5 and under 10 years.....	1	.2					1				
10 and under 20 years.....	1	.2				1					
No information.....	10	2.2				3	5			1	1
Graduated plans—minimum service and vacation											
Total:											
Number.....	81		5	1	1	65	7			1	2
Percent.....		100.0	6.2	1.2	1.2	80.2	8.6			1.2	2.5
No definite requirement.....	6	7.4				6					
1 and under 6 months.....	6	7.4	4		1	1					
6 months and under 1 year.....	35	43.2	1	1		30	1			1	1
1 and under 2 years.....	30	37.0				26	5				
2 and under 3 years.....	2	2.5				1	1				
No information.....	3	3.7				2					1
Graduated plans—maximum service and vacation											
Total:											
Number.....	81						74	6	2		
Percent.....		100.0					91.4	7.4	2.5		
1 and under 6 months.....	1	1.2					1				
6 months and under 1 year.....	2	2.5					2				
1 and under 2 years.....	43	53.1					42	1			
2 and under 3 years.....	21	25.9					21				
3 and under 4 years.....	5	6.2					5				
5 and under 10 years.....	3	3.7					1	1	1		
10 and under 20 years.....	1	1.2						1			
20 years and over.....	2	2.5						2			
No information.....	6	7.4					4	1	1		

¹ By far the greatest concentration is at the lower limit of each class of service requirement.

² A great many firms failed to distinguish between calendar days and workdays. For this reason, it was necessary to group here all reports of 1 week, 7 days, 6 days, 5 days, and 4 days. In most instances, however, this class covers 1 week, consisting of 5 or 6 workdays.

³ For the reasons given in footnote 2, this class covers all reports such as 10 days, 2 weeks, ½ month, and 15 days. In most instances, however, it covers 2 weeks, consisting of 10 or 12 workdays.

⁴ Includes reports of "1 month."

For graduated plans, the 1-week minimum and the 2-week maximum vacation for salaried employees were almost universal. One week was the minimum vacation in approximately 80 percent of the graduated plans of the manufacturing establishments. The 2-week maximum vacation was used in about 90 percent of these plans. The variation in service requirement was somewhat wider. Slightly less than half of the plants required 6 months of service for the minimum

vacation, 32 percent required 1 year, and 13 percent less than 6 months. About 5 percent made no definite minimum service requirement. The service requirement for earning the maximum vacation in graduated plans was 1 year in 54 percent of the plants and 2 years in 21 percent. Other maxima were lower than 6 months and higher than 20 years.

The extractive industries followed much the same trend as the manufacturing industries, but with greater concentration of companies under the uniform plan which provided a 2-week vacation after 1 year of service. Table 7 presents the classification of companies in the extractive industries according to service requirements and length of vacation, under both uniform and graduated plans for salaried employees.

The classification of salaried employees according to length of vacation and service requirements for the manufacturing and extractive industries combined is shown in table 8. In terms of number of salaried employees affected, the most important vacation period in uniform plans was again 2 weeks and the predominant service requirement was 1 year. The classification of employees under graduated plans likewise shows a concentration at the 1-week minimum and 2-week maximum vacation, with 6 months the most common service requisite for the minimum vacation and 1 year for the maximum vacation.

TABLE 8.—Classification of Salaried Employees in Manufacturing¹ and Extractive Industries, by Service Requirements and Length of Paid Vacations, 1937

Service requirements ²	Total		Length of paid vacation									
	Number	Percent	½ day	1 day	2 days	3 days	4 to 7 days ³	2 weeks ⁴	3 weeks	4 weeks ⁵	In-definite	No information
Uniform plans												
Total:												
Number	276,029				8	106	64,882	204,720	248	52	3,842	2,171
Percent		100.0			(⁶)	(⁶)	23.5	74.2	0.1	(⁶)	1.4	0.8
No definite requirement	7,598	2.8			8	22	1,796	3,714	2		31,275	778
1 and under 6 months	3,077	1.1					1,069	2,008				
6 months and under 1 year	21,120	7.7					7,447	13,526	40		72	35
1 and under 2 years	238,828	86.3				81	52,241	182,610	175		40,429	1,252
2 and under 3 years	1,801	.7					1,003	760				38
3 and under 4 years	150	.1					78	72				
4 and under 5 years	9	(⁶)						5				
5 and under 10 years	176	.1					84	87			4	
10 and under 20 years	13	(⁶)					6	6			5	
No information	3,257	1.2				3	1,158	1,932	31		66	67

See footnotes at end of table.

TABLE 8.—Classification of Salaried Employees in Manufacturing¹ and Extractive Industries, by Service Requirements and Length of Paid Vacations, 1937—Continued

Service requirements ²	Total		Length of paid vacation									
	Number	Percent	¼ day	1 day	2 days	3 days	4 to 7 days ³	2 weeks ⁴	3 weeks	4 weeks ⁴	In-definite	No information
Graduated plans—minimum service and vacation												
Total:												
Number.....	317,758		1,263	34,927	9,936	5,468	251,994	11,898			213	2,059
Percent.....		100.0	0.4	11.0	3.1	1.7	79.4	3.7			0.1	0.6
No definite requirement.....	11,026	3.5	400			828	9,635				163	
1 and under 6 months.....	60,255	19.0	766	33,969	420	799	24,185					116
6 months and under 1 year.....	176,145	55.4		479	9,370	3,512	162,013	188			36	547
1 and under 2 years.....	67,097	21.1	97	110	146	311	54,194	11,670				569
2 and under 3 years.....	1,164	.4					1,124	40				
3 and under 4 years.....	99	(6)		14		3	82					
5 and under 10 years.....	8	(6)					8					
No information.....	1,964	.6		355		15	753				14	827
Graduated plans—maximum service and vacation												
Total:												
Number.....	317,758						3,875	267,529	39,731	1,177		5,446
Percent.....		100.0					1.2	84.2	12.5	0.4		01.7
1 and under 6 months.....	5,660	1.8					234	5,426				
6 months and under 1 year.....	18,347	5.8					738	17,609				
1 and under 2 years.....	185,080	58.2					2,460	182,224	361			35
2 and under 3 years.....	42,785	13.5					258	41,922	605			
3 and under 4 years.....	6,617	2.1					62	5,703	852			
4 and under 5 years.....	655	.2					11	223	421			
5 and under 10 years.....	9,285	2.9					102	7,422	1,602	159		
10 and under 20 years.....	20,129	6.3						2,978	17,141			10
20 years and over.....	20,058	6.3						444	18,604	1,009		1
No information.....	9,142	2.9					10	3,578	145	9		5,400

¹ Includes laundries.

² By far the greatest concentration is at the lower limit of each class of service requirement.

³ A great many firms failed to distinguish between calendar days and workdays. For this reason, it was necessary to group here all reports of 1 week, 7 days, 6 days, 5 days, and 4 days. In most instances, however, this class covers 1 week, consisting of 5 or 6 workdays.

⁴ For the reasons given in footnote 3, this class covers all reports such as 10 days, 2 weeks, ½ month, and 15 days. In most instances, however, it covers 2 weeks, consisting of 10 or 12 workdays.

⁵ Includes reports of "1 month."

⁶ Less than ¼ of 1 percent.

Pay for Vacations

The average establishment paid for vacation time a wage approximating what the employee would normally earn while at work. For salaried employees, with but few exceptions, this was the regular monthly or weekly salary. For wage earners paid by the hour, it was usually the employee's regular hourly rate times the full-time hours, although about 5 percent of the establishments employing approximately 15 percent of the wage earners based the vacation pay on average earnings. Approximately three-fourths of the plants with piece workers computed the vacation pay on the average earnings over a specified period of time. Most of the remaining establishments with piece workers paid the standard rate for the occupation when not on piece work, which was applied to the full-time hours for the vacation

period. A few plants which had paid-vacation plans for wage earners excluded piece workers from the eligible employees.

A wide variety of methods was used in computing an "average wage" for both time and piece workers. One method commonly used was to find an "average week" by averaging both the individual worker's hours and rate of pay for the month immediately preceding the vacation. The same kind of average, but based on an entire year, was also widely used, some plants dividing the individual's previous year's earnings by 52, others by 50, to find the "average week." The individual's standard time rate was applied to average hours in other instances.

In place of the standard rate or the individual average rate of pay, some plants used a guaranteed minimum rate, a departmental average, the minimum union wage, a uniform plant rate, or even an amount equal to the substitute's earnings. The hours used as a basis for the vacation "week," other than full-time hours or individual average hours, were a departmental average, the hours worked during the week immediately preceding the vacation, a uniform arbitrary number of hours not coincident with full-time hours, and occasionally even double time. Some plants with a production bonus system included bonus earnings in vacation pay, and others gave only the base pay. Overtime earnings were often excluded when computing average pay.

Miscellaneous Provisions

Employees were generally required to take advantage of the vacation period. There were, however, some plants that allowed them the extra vacation pay in lieu of the time off. These establishments employed about 11 percent of all employees.

Various practices were followed with respect to the time when the employee was given his pay due him for the vacation time. In the manufacturing industries, more than one-half of the plants gave the pay before the worker left for the vacation, about one-fifth gave it after his return to work, and most of the others gave the employee his choice. In the extractive industries, however, the reporting companies were more evenly distributed as to the various practices, such as paying prior to vacation, after the employee's return to work, at the regular pay day, or at the time of the employee's choice.

The summer months are the vacation season for both wage earners and salaried employees in approximately 85 percent of the plants in both the manufacturing and extractive industry groups.

A great many establishments do not require vacation time to be taken in an unbroken period. This leniency was somewhat more common for salaried employees than for wage earners. Almost three-fourths of the salaried employees and more than a third of the wage earners could elect to take their vacations in two or more periods.

WAGE STRUCTURE IN COTTON-GOODS MANUFACTURE

By A. F. HINRICHS, *Chief Economist, Bureau of Labor Statistics*

INDUSTRY Committee No. 1, appointed under the Fair Labor Standards Act of 1938, requested the Bureau of Labor Statistics to present such data as would assist the Committee in recommending minimum wages for the cotton-goods industry. The results of the Bureau's field survey of average hourly earnings, as of April 1937,¹ were brought forward to August 1938 by means of a questionnaire covering wage changes between these two dates. The Bureau's latest report on this industry² presents detailed information as to the distribution of earnings in cotton mills (pt. II), as well as an extensive treatment of the economic background of the industry (pt. I).³

The cotton-goods industry employed about 359,000 workers in August 1938. It is the largest branch of the textile industry under the jurisdiction of the first industry committee appointed by the Administrator of the Fair Labor Standards Act. About one-fifth of the workers in cotton-goods mills are employed in establishments manufacturing yarn or thread for sale. The remainder are almost all employed in establishments spinning yarn for their own use and weaving fabrics over 12 inches wide. Weaving mills that purchase their yarn furnish a small and decreasing proportion of the total employment.

Competitive Character of the Industry

The industry is highly competitive in all of its branches. Not only are there a large number of mills making staple fabrics, like narrow sheetings and print cloth, but it is comparatively easy to shift a standard mill from the production of one type of cloth to another. Under such conditions it has proved impossible over extended periods of time for a group of mills, by virtue of concentration on one line of production, to show high rates of return while mills on other lines are showing losses.

The industry grew rapidly up to the time of the World War. In the period from 1890-1910, expansion occurred more rapidly in the South than in New England. At that time expansion was an addition to the capacity of the industry, not a relocation of capacity. Per capita consumption of cotton continued to rise.

¹ See Monthly Labor Review, April 1938, (pp. 956-980.)

² Bulletin No. 663: Wages in Cotton-Goods Manufacturing. Wage information was collected and tabulated by the Division of Employment and Pay Rolls, and the Division of Wage and Hour Statistics of the Bureau of Labor Statistics.

³ Acknowledgment is made of the assistance, in preparing this report, of N. A. Tolles and Frank Stocking, now in the Office of the Economic Advisor, Wage and Hour Division.

While there was some evidence of over-expansion even before the war, war profits furnished the funds necessary for the rehabilitation of equipment and for still further expansion. When demand became stabilized in the post-war period, equipment began to be scrapped on a large scale. There had been an extensive withdrawal of obsolete mule spindles, primarily located in New England, from 1900 to 1920 but they had been replaced by ring-spinning frames. The continued withdrawal of mule spindles after 1920 and a cessation of new installations led at first to a moderate decrease in the number of spindles in place in New England. The movement by the end of the 1920's was proceeding rapidly with the withdrawal from New England, not alone of mule spindles, but of ring-spinning frames also. The South has had a negligible growth of spindles in place since 1930. From 1925 to 1938 there was a decrease of about 11,500,000 spindles in place throughout the country, leaving about 26,300,000 in place in the latter year. (See chart 1.)

Despite this apparent decrease of capacity and despite the fact that more cotton was processed in the crop year 1936-37 than in any other single year in our history, there were as many idle spindles in that year as there had been in the relatively prosperous year 1923. Competition has had the effect of increasing effective capacity by increasing the number of hours of plant operation. Spindles, when used today, are used more hours per year than was formerly the case. The movement tending to universalize 2-shift operation was hastened under the N. R. A. A number of plants operated on three shifts in 1937. Three-shift operation results in a decrease in costs large enough to be important under conditions of severe competition. Such decreased costs are not large enough materially to increase the market for cotton goods. Widespread adoption of a third shift will spell death to from three to six million more spindles.

Profits, Labor Costs, and Mill Margins

Profits in the industry averaged $2\frac{1}{2}$ to 3 percent per year on textile investment over the $3\frac{1}{2}$ years beginning in January 1933. It must be remembered, however, that part of this so-called textile investment was continuously idle. Some companies in even the worst periods made a profit; in good years their profits run to more than 20 percent. In periods of rising prices as much as 91 percent of the sales were made at a profit; in the depressed first half of 1935, only 26 percent.

Labor costs are about one-quarter of the value of the product of the industry in general. They range up to 40 percent of manufacturing costs on fine goods. However, where labor costs are a large proportion of manufacturing costs, wages tend to be above the average for the industry. Consequently, in such instances, relatively few employees will be affected by the establishment of a minimum wage.

The mill margin—the amount available to the manufacturer after paying for raw cotton—has been lower in recent months than it has been over any extended period since 1933. The evidence seems to indicate that any substantial increase of costs will result in corresponding increases of selling prices.

The significance of any given mill margin depends upon the quality of the equipment in use, the capacity of the management, and labor costs. Large increases in output per man-hour have occurred, even in the last 10 years, and have made possible the payment of higher wages, sale at a lower mill margin, or a combination of both. However, there are marked differences in the quality of equipment from one plant to another. At least two-fifths of the spindles in place are nearly 30 years old and have been rendered obsolete especially by the development of long-draft spinning in the last decade. Perhaps one-third of the spindles are equipped with long draft and may thus be availed of for increases of output per man-hour up to 50 percent.

It has been possible to keep obsolete equipment in use in some mills that have been able to pay wages below the average of the industry. In general it is true that low wages in cotton textiles are associated with low output per man-hour. There are cases in which low-wage mills achieve high output and other cases in which relatively high wages are paid despite low output, but these are the exceptions. In general, therefore, an equalization of wage scales will necessitate modernization of the more obsolete mills, or will result in a transference of business to higher-wage mills that are now partially idle because of competition from low-wage mills.

Consumption of Cotton Textiles

Any substantial increase in the price of cotton goods will tend to affect both foreign trade and the domestic market. The American cotton-textile industry exports more cotton goods than it imports, but exports constitute a small part of the total volume of production. The industry is primarily dependent upon the domestic market.

There are no exact measures of the relationship of cotton-textile prices and domestic demand. It would appear that an increase of raw cotton prices sufficient to increase the cost of the finished goods by about 50 percent is adequate to decrease the consumption of cotton goods by about one-sixth. In many lines of use there is no relationship between cotton-goods prices and demand. The price of cotton goods does not, for example, directly affect the demand for automobiles and shoes, though both industries are large buyers of cotton goods. In some other uses there is the possibility of finding cheaper substitutes for cotton. The development of paper towels, napkins, handkerchiefs, bags, and gummed tape are all evidence, in part, of successful competition with cotton.

Although about 40 percent of the cotton goes into industrial uses, about 40 percent is used for apparel and 20 percent for household furnishings. The most striking feature of the demand for cotton goods for domestic use is the very rapid increase in the expenditures for cotton goods of families at the lower end of the income scale as their income increases. It has been estimated that it would be necessary to consume 50 percent more cotton than was used in 1929 for apparel and household uses to enable wage earners and farmers to have an adequate minimum supply of cotton goods. At higher income levels, although the demand for cotton goods also increases, there is a more rapid expansion of demand for textiles made of other fibers. Therefore cotton mills stand to benefit particularly from any program or tendency that diverts an increasing share of a rising national income to the lower-income groups.

Regional Wage Differences

This is the economic background of an industry which on the whole pays low wages in comparison with other manufacturing industries. In August 1938 hourly earnings in cotton textiles averaged 38.3 cents. The average in northern mills was 44.6 cents. Northern cotton mills, on the whole, paid less than was paid for similar types of skill in other northern industries. Throughout the whole post-war period there is evidence of severe competitive pressure from southern mills on the northern cotton wage scale. In the South in August 1938 cotton mills averaged 36.5 cents. It is to be noted that cotton-textile wages in the South are not notably lower than wages for similar types of skill in other industries and make for higher incomes than can be earned in agriculture.

The wage increases of 1936 and 1937 had created a wage differential of about 10.3 cents between the regions. The difference in August 1938 of about 8 cents was little greater than under the N. R. A. and was substantially less than the differential prior to the depression.

There can be no question of the fact that average hourly earnings are less in southern mills, considered as a whole, than in northern mills. However, many southern mills pay as much as northern mills. More than one-sixth of the southern mills with more than one-quarter of the workers averaged more than 40 cents an hour. The northern average is high primarily because few mills pay less than an average of 40 cents, whereas 5 percent or more of the southern workers are in mills averaging less than 30 cents.

The average hourly earnings in individual establishments and the number of employees affected, for the northern and southern mills separately, are shown in table 1.

TABLE 1.—Average Hourly Earnings in the Cotton-Goods Industry, August 1938

Average hourly earnings	United States total		North		South		Cumulative percentage of total employees		
	Number of establishments	Number of employees	Number of establishments	Number of employees	Number of establishments	Number of employees	United States	North	South
Under 20.0 cents.....	6	1,211	-----	-----	6	1,211	0.4	-----	0.5
20.0-24.9 cents.....	28	4,714	-----	-----	28	4,714	1.9	-----	2.4
25.0-27.4 cents.....	28	6,108	-----	-----	28	6,108	3.8	-----	4.8
27.5-29.9 cents.....	35	5,858	3	311	32	5,547	5.6	0.4	7.0
30.0-32.4 cents.....	69	18,944	-----	-----	69	18,944	11.5	.4	14.6
32.5-34.9 cents.....	114	44,707	5	459	109	44,248	25.5	1.1	32.3
35.0-37.4 cents.....	147	58,679	10	1,777	137	56,902	43.9	3.7	55.0
37.5-39.9 cents.....	82	49,607	15	5,310	67	44,297	59.4	11.4	72.7
40.0-44.9 cents.....	155	99,743	66	38,020	89	61,723	90.6	66.4	97.4
45.0-49.9 cents.....	55	22,191	41	16,188	14	6,003	97.6	89.8	99.8
50.0-54.9 cents.....	25	4,279	22	3,925	3	354	98.9	95.5	99.9
55.0-59.9 cents.....	11	1,580	9	1,446	2	134	99.4	97.6	100.0
60.0-64.9 cents.....	13	714	13	714	-----	-----	99.6	98.6	-----
65.0-69.9 cents.....	7	626	7	626	-----	-----	99.8	99.5	-----
70.0-74.9 cents.....	3	194	3	194	-----	-----	99.9	99.8	-----
75.0 cents and over.....	6	139	6	139	-----	-----	100.0	100.0	-----
Total.....	784	319,294	200	69,109	584	250,185	-----	-----	-----

¹ Includes 1 establishment at a higher rate.

Hourly Earnings of Individual Workers

The distribution of hourly earnings of individual workers in northern cotton mills is shown graphically in chart 2, for 5 periods between July 1933, just prior to the N. R. A. code, and August 1938, the latest date for which such information is now available. Chart 3 provides a similar picture of the shifting pattern of earnings in southern cotton mills.

The distribution of the earnings of individual workers in August 1938 indicates that about one-tenth of the workers in the industry were affected by the 25-cent minimum wage. Virtually all of these were workers in southern mills, and in at least one-third of the cases the wage increase necessitated by the Fair Labor Standards Act was not more than 2.5 cents.

Approximately one-fifth of the workers in the industry received less than 30 cents, while nearly 70 percent received less than 40 cents in August 1938. In northern mills there was a heavy concentration at 32.5 to 35 cents an hour; in southern mills, at 30 to 32.5 cents.

One of the most striking aspects of the southern wage distribution is the continuation of two minimum-wage standards which existed under the code. The code permitted wages of 22.5 cents an hour to outside laborers and sweepers and scrubbers. For other workers the minimum wage was 30 cents. In August 1938 almost two-thirds of the laborers, sweepers, and scrubbers received 20 to 27.5 cents an hour and less than one-sixth received 30 cents or more. On the other hand 40 percent of the workers in unskilled occupations, that

had clearly been subject to the 30-cent code minimum, received 30 to 32.5 cents and about 29 percent received less than 30 cents.

The percentage distribution of employees according to average hourly earnings, by region and sex, in August 1938, is given in table 2.

TABLE 2.—Percentage Distribution of Cotton-Textile Employees, by Average Hourly Earnings, Region, and Sex, August 1938

Average hourly earnings	United States			North			South		
	Total	Males	Females	Total	Males	Females	Total	Males	Females
Under 12.5 cents.....	0.3	0.1	0.6	(1)	-----	0.1	0.4	0.2	0.8
12.5 and under 15.0 cents.....	.4	.3	.6	(1)	(1)	(1)	.5	.4	.9
15.0 and under 17.5 cents.....	.7	.6	1.0	(1)	(1)	.1	1.0	.7	1.4
17.5 and under 20.0 cents.....	1.0	.8	1.3	0.1	(1)	.2	1.3	1.0	1.8
20.0 and under 22.5 cents.....	2.5	2.4	2.7	.2	0.1	.3	3.3	3.1	3.7
22.5 and under 25.0 cents.....	3.4	3.2	3.6	.2	.1	.4	4.4	4.2	4.9
25.0 and under 27.5 cents.....	4.3	4.2	4.4	1.0	.9	1.0	5.4	5.2	5.7
27.5 and under 30.0 cents.....	6.2	5.5	7.4	1.2	1.0	1.3	7.9	6.8	9.8
30.0 and under 32.5 cents.....	15.9	14.8	17.5	3.4	3.1	3.7	20.0	18.3	22.8
32.5 and under 35.0 cents.....	15.5	12.9	19.5	18.0	13.8	23.7	14.5	12.7	17.8
35.0 and under 37.5 cents.....	10.4	9.1	12.4	10.5	8.0	13.7	10.3	9.4	11.8
37.5 and under 40.0 cents.....	8.7	8.4	9.3	13.8	12.5	15.6	7.1	7.2	6.8
40.0 and under 42.5 cents.....	7.0	7.0	6.9	10.7	9.1	12.9	5.7	6.4	4.6
42.5 and under 45.0 cents.....	5.2	5.6	4.6	7.7	6.5	9.3	4.4	5.3	2.8
45.0 and under 47.5 cents.....	4.5	5.4	3.1	6.2	6.6	5.6	4.0	5.1	2.1
47.5 and under 50.0 cents.....	3.9	5.0	2.2	5.6	6.3	4.8	3.4	4.7	1.2
50.0 and under 52.5 cents.....	2.9	3.8	1.4	5.1	6.4	3.4	2.1	3.0	.6
52.5 and under 57.5 cents.....	3.2	4.6	1.1	5.3	7.2	2.7	2.6	3.8	.5
57.5 and under 62.5 cents.....	1.5	2.2	.3	3.3	5.2	.9	.9	1.3	(1)
62.5 and under 67.5 cents.....	1.0	1.6	.1	2.7	4.6	.2	.4	.7	(1)
67.5 and under 72.5 cents.....	.7	1.2	(1)	2.4	4.2	.1	.2	.3	(1)
72.5 and under 77.5 cents.....	.4	.6	(1)	1.2	2.1	(1)	.1	.1	(1)
77.5 and under 82.5 cents.....	.1	.2	(1)	.3	.5	(1)	.1	.1	(1)
82.5 and under 87.5 cents.....	.2	.3	(1)	.6	1.1	(1)	(1)	(1)	(1)
87.5 and under 92.5 cents.....	.1	.1	-----	.2	.3	-----	(1)	(1)	-----
92.5 and under 97.5 cents.....	(1)	(1)	-----	.1	.1	-----	(1)	(1)	-----
97.5 cents and over.....	(1)	.1	-----	.2	.3	-----	(1)	(1)	-----
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

¹ Less than 1/10 of 1 percent.

Northern mills had also had two legal minima under the N. R. A. However, in practice they never were able to avail themselves of the right to hire laborers at a lower rate than that paid to filling hands, for example. Thus, in effect, the lower rate permitted in all mills gave rise to a further difference of wages between the two regions than the differential of 2.5 cents established in the code. In August 1938 three-quarters of the laborers, sweepers, and scrubbers received 32.5 cents or more.

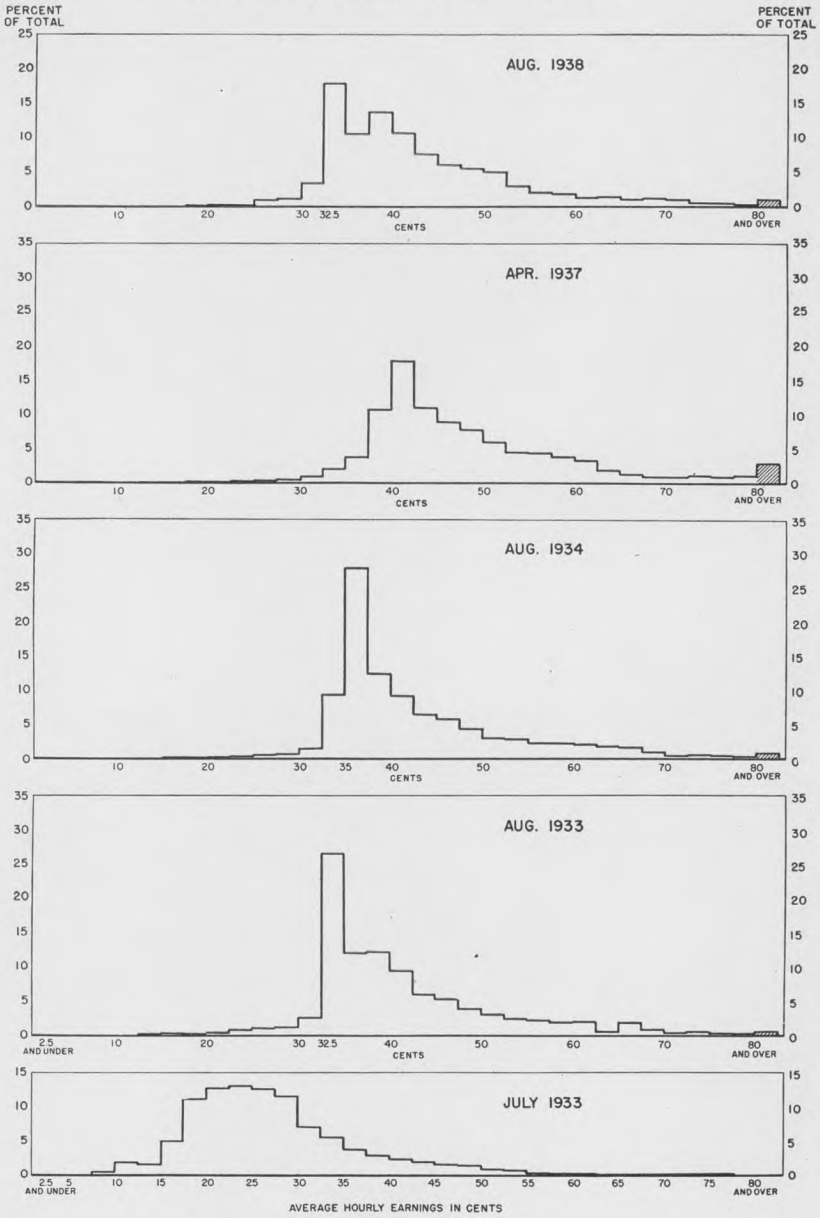
Wage Differences, by Product and by Mill

There appear to be no significant differences in the minimum wages paid in different branches of the cotton-goods industry. The yarn branch of the industry, because of the fact that it sells its product to mills that are in competition with other mills that spin their own yarn, has in effect an extra selling cost. It is located almost entirely in the southern States, and has shown evidence of seeking locations in which relatively low wages can be paid. But in contrasting the

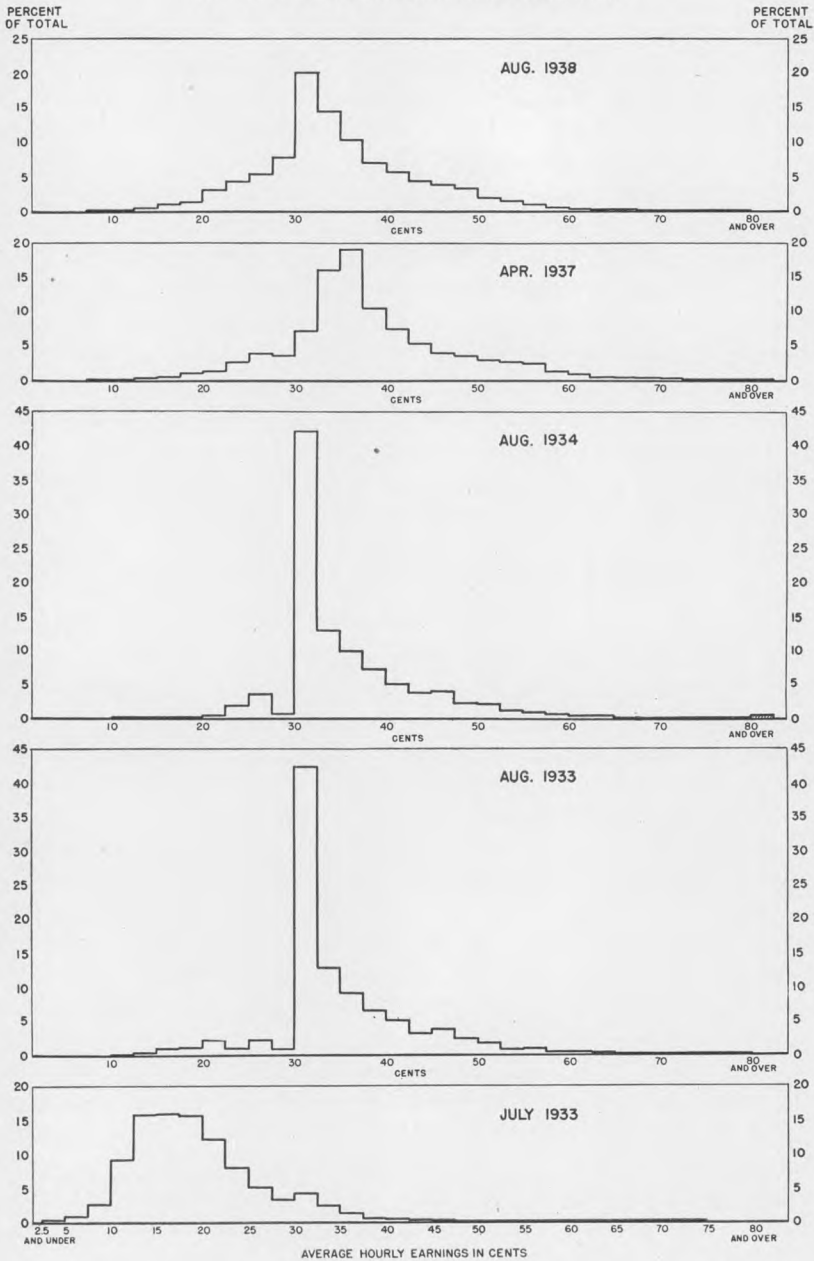
TOTAL, ACTIVE AND INACTIVE COTTON SPINDLES 1906-1938



PERCENTAGE DISTRIBUTION OF AVERAGE HOURLY EARNINGS
IN THE NORTHERN REGION
OF THE COTTON TEXTILE INDUSTRY



PERCENTAGE DISTRIBUTION OF AVERAGE HOURLY EARNINGS
IN THE SOUTHERN REGION
OF THE COTTON TEXTILE INDUSTRY



differences in earnings between southern yarn mills and southern cloth mills, it appears that the only persistent difference is that affecting skilled workers, who receive less in yarn mills. The unskilled workers average as much in yarn mills as in cloth mills. While semiskilled workers average less in yarn mills, considered as a whole, than in cloth mills, the difference in the average appears to be due to differences among individual mills and not to reflect general characteristics of the two branches of the industry.

The differences between mills in wages paid are large. Any given minimum wage will of course have more effect in low-wage than in relatively high-wage mills. The 25-cent minimum effective on October 24, 1938, can have had little effect on average hourly earnings in integrated mills averaging as little as 32.5 cents an hour. Adjustments to a 25-cent minimum in these mills were more likely to involve questions of what type of workers are to be hired than to involve any change in the wage scale large enough to affect average hourly earnings for the mill as a whole. Among the very low-wage mills—those paying 20 to 25 cents—a 25-cent minimum wage may have involved somewhat more than a 20-percent increase in average hourly earnings.

Effects of Various Possible Minimum Wages

A minimum wage of 30 cents for all workers will affect comparatively few workers in northern mills and does not appear to involve any general change of wage scales for workers in occupations paid more than the minimum. In southern mills averaging 37.5 cents or more, the mere increase to 30 cents of workers receiving less than 30 cents an hour would not involve an increase of as much as one-half cent in average hourly earnings for all workers. On the other hand, if such mills should attempt to maintain existing wage differentials between laborers and sweepers and groups of workers now receiving 30 cents or more, they will face an increase of 5 cents or more in average hourly earnings. Among southern mills averaging less than 30 cents, even disregarding the existence of two separate wage scales at minimum levels, a 30-cent minimum will raise plant averages by about 4.7 cents.

A minimum of 40 cents for all workers will affect the wage structure of the entire industry. Most unskilled employees in relatively high-wage northern and southern mills receive less than this amount. The experience of wage increases at the time of the N. R. A. (summarized in chapter 15 of Bulletin No. 663) is some guide as to the probable repercussion of a 40-cent minimum on wages above the minimum.

If the objective of a minimum-wage order were to set a minimum wage of more than 25 cents and at the same time to require no general increase of wage scales in southern mills paying more than average

wages, it would be necessary to set two minimum-wage rates. If two minimum-wage rates are established, it will be possible for such mills to adjust the wages of particular individuals receiving less than the minimum rates without readjustments in the general wage scale. For example, a minimum rate of 25 cents for laborers and sweepers and a 30-cent minimum for others would leave rates in such mills virtually undisturbed. Even rates of 27.5 and 32.5 cents would be less disturbing to existing wage relationships than an absolute minimum of 30 cents.

Similarly, if classified minima are considered, a 40-cent minimum for skilled workers would involve important administrative problems and would affect individual employment conditions rather than the basic wage scales of mills paying more than average wages in August 1938.

These are the broad outlines of the picture of existing wages in the cotton-textile industry with reference to which an effort is to be made to achieve the congressional objective of ultimately reaching a 40-cent minimum wage for all workers. The competitive character of the industry assures that within comparatively brief periods of time the benefits of technological advance are passed on to consumers or workers, or both. There is no exorbitant profit margin to indicate exploitation of the consumer or of workers. The main question has been whether the benefits of technological progress were to accrue to the wage earners in the form of higher wages or to consumers in the form of lower prices. The Congress decided that workers should be benefited at least to the extent of ultimately receiving a wage of 40 cents, when such wage is possible without substantially curtailing employment. The alternative opportunities for employment at higher wages than are paid in the cotton-textile industry are so limited in areas where the industry is predominantly concentrated that it is doubtful whether workers could reap the full benefits of technological advance without such legislative assistance. This is the more true because obsolete equipment has been able to combat technical progress through low wages. Such low-wage competition has made it impossible for higher-wage mills to share the benefits of labor-saving devices extensively with their workers; rather they have been forced to turn a large part of the economy to the consumer.

SENIORITY PROVISIONS IN COLLECTIVE AGREEMENTS ¹

SENIORITY, as used in industrial relations, is preference in certain conditions of employment, on the basis of an employee's length of service. The right of seniority is based on the principle that the greatest possible job security, opportunity for promotion, and other privileges should go hand in hand with satisfactory performance on the job.

The general principle of seniority is as old as the employer-employee relationship itself. In the skilled trades particularly, seniority always has been more or less observed, since the employee's skill was an asset not easily replaced. With the trend toward simple, mechanized processes, lengthy apprenticeship or learning periods become less important, and the individual worker is more easily replaced. The worker thereby is deprived of such security as arises from the possession of a special skill. As a consequence, many unions, which formerly secured job protection for their members through stringent apprenticeship regulations, now seek the same ends through the establishment of seniority rights.

The growth of mass-production industries and the increased union activities have made the question of seniority one of the dominant issues in industrial relations. The emphasis on youth and speed in many industries has often led to the adoption of seniority as a protection for the older workers. By granting increased job tenure on the basis of length of service, employment advantages are given to the older, more experienced workers. Seniority is also a defense against discriminatory firing, whether based on personal prejudice or intended to break up union organization. Because of its mechanical, impartial operation, seniority also affords protection in rehire. In the absence of a closed or preferential shop, it is a protection against union discrimination by the employer. When hiring is done through the union it precludes favoritism by union officials. Where the system is automatic and easily understood, it may be a factor in reducing the number of disputes and misunderstandings between employees and management.

Criticism of the seniority principle follows, in general, along two lines: When lay-offs are based on length of service, the impact of unemployment falls entirely on the younger workers. If observed for a considerable period of time, the industry becomes oversupplied with older workers. Another criticism is that seniority practice is not compatible with efficiency in plant operation. By limiting the employer's unrestricted right to hire and fire, he is prevented from retaining only the most proficient workers; employees who have the protection of

¹ Prepared by Alec H. Mowatt, of the Bureau's Division of Industrial Relations.

seniority rights may find less incentive to exert their best efforts, and may be content to do merely an acceptable, rather than an excellent, job.

Because of these objections to rigid seniority, certain qualifications frequently are incorporated in seniority rules: "Share-the-work" plans are sometimes combined with seniority in reduction of force; relative efficiency or the immunity of certain indispensable workers may be provided for in lay-off regulations.

A survey of the collective agreements in the files of the Bureau of Labor Statistics reveals the manner in which the seniority problem is being treated. Specimen clauses from these agreements, quoted in the following pages, illustrate the various aspects of seniority.²

How Seniority is Acquired

An employee's seniority is usually computed from the first day of his employment with an employer. Some agreements, however, require that new employees must prove their ability to perform the duties of the job before receiving the protection of seniority. In such cases seniority rights are withheld until completion of a trial or probationary period, after which the employee receives credit on his service record for all the time he has worked. Temporary workers are sometimes denied seniority status, although they too, in some agreements, are granted credit for all time worked upon becoming permanent employees. Union membership is occasionally a prerequisite for seniority status.

Seniority, once acquired, is lost under various circumstances which may include failure to report for work, discharge with prejudice, voluntary quitting, lay-off for more than a specified period of time, or for other reasons. Employees are commonly permitted leaves of absence for illness or other reasons, however, without loss of seniority. Union members frequently are granted leave to attend union conventions or to fulfill other union duties, and employees elected to full-time union positions occasionally maintain seniority status in case they should wish to return to their jobs. Shop stewards or other union officials sometimes are placed at the head of the seniority list in order to protect them in periods of lay-off.

The following provisions illustrate how seniority is originally attained, conditions under which it may be lost, as well as special classes of persons who are given preference or are excluded altogether:

Employee's service seniority shall immediately start upon employment. (Oil Workers International Union, Oklahoma.)

² Among the first industries to establish the seniority principle in collective agreements were the railroads. Provisions appearing in the railroad agreements, however, are designed to meet specialized problems and situations peculiar to that industry. Since they are, in general, not applicable to other industries, no illustrative provisions have been selected from railroad agreements.

For the purpose of this agreement an employee shall not be entitled to seniority rights until he has been employed continuously for a period of 6 months, and then seniority shall date back to the time of hiring. (Textile Workers' Organizing Committee, New Jersey.)

New employees shall be regarded as temporary employees for the first 3 months of their employment. The names of such temporary employees, after 3 months of continuous employment, shall then be placed on the seniority list in the order of the date of hiring. (Cement Federal Labor Union, Illinois.)

* * * after 8 months of employment, each regular employee shall be given a seniority status based on the length of his period of continuous service. * * * after 8 months of employment the accumulation of time shall not commence unless said temporary worker shall have worked for a period of 90 days continuously, in which event time shall be accumulated from the date of employment and shall thereafter be accumulated from time to time until the said temporary employee has worked a total period of 8 months, upon which the above mentioned seniority status for temporary workers shall become effective. (United Wall Paper Crafts, Interstate.)

Any employee not a member in good standing of the union shall have no seniority rights with the company. (Cement Federal Labor Union, Washington.)

* * * this (seniority) rule shall not apply to superintendents, foremen, or assistant foremen. (International Stereotypers' and Electrotypers' Union, New York.)

In case of unavoidable accidents outside the plant, time off from work over 90 days and up to 6 months shall be subtracted from the length of service of the employee. After 6 months' absence for such reasons, all seniority shall be forfeited. It is understood that the management shall reserve the right to terminate any individual from the pay roll after an absence of 90 days, except in cases of injury within the plant. It is also understood that in the event of lay-offs, employees will be terminated after 90 days' absence from the pay roll.

In maternity cases the present policy of the company shall be observed—i. e., that the individuals are terminated when leaving the plant.

Persons on voluntary leave-of-absence shall forfeit all seniority after an absence of 30 days. (Glass Bottle Blowers' Association, Ohio.)

Shop stewards shall have seniority rights over all other employees in his or her department. (Cleaning and Dye House Workers, Missouri.)

* * * all members of the bargaining committee shall always head the seniority list during their term of office. (Boot and Shoe Workers Union, Wisconsin.)

Plant and Department Seniority

Seniority in its simplest form applies to all employees throughout the plant in the order of their length of service, regardless of department, job, or shift. This form is most prevalent in shops in which all employees follow the same craft or in plants where the jobs are more or less interchangeable.

In larger establishments where operations are more varied, it is common to establish separate lists on departmental lines or according to job specifications. Thus, only workers doing the same type of work, or engaged in the same industrial processes, are considered to be in competition when jobs are filled or promotions made. This form

of seniority limits the workers to be considered to those most likely to be fitted for the jobs involved.

Both plant-wide and departmental seniority are followed in some agreements. Sometimes temporary lay-offs are on the basis of departmental seniority, but longer lay-offs by plant-wide seniority. Employees who are laid off on the departmental basis are, in some agreements, granted the privilege of displacing other employees with less plant-wide seniority. Lay-off and rehiring may follow one type of seniority, promotion and transfer another.

Illustrations of plant and departmental seniority are indicated below and additional illustrations appear under the discussions of promotions, transfers, and lay-offs.

In all cases of lay-offs and rehiring, plant-wide seniority shall prevail. (United Rubber Workers of America, Ohio.)

There shall be one seniority list for all of the employees in the — plant. The oldest employee from the standpoint of service shall have first preference on the job. (Pulp, Sulphite, and Paper Mill Workers, Minnesota.)

An employee's departmental seniority shall prevail during the life of this agreement. In case of advancements or vacancies occurring, the senior members of the departments shall be given preference over members having less seniority. (Glass Bottle Blowers' Association, Ohio.)

* * * the priority of a journeyman in any department in which he declares competency and desires work therein shall be established on the date he first accepts work in said department, whether as a regular or extra employee.

* * * in selecting an employee, whether as a regular or extra, preference shall be shown to that employee having the highest priority in the department in which the work is to be performed. (International Typographical Union, Texas.)

Departmental seniority shall be the rule in the reduction of the working force except when lay-off exceeds 10 working days and then plant seniority shall govern. (Amalgamated Association of Iron, Steel, and Tin Workers, Illinois.)

Seniority shall be confined to the department to the extent that an employee in one department shall not demand the place of an employee in another department except by voluntary transfer. (Federation of Flat Glass Workers, Ohio.)

In addition to departmental, it [seniority] will apply to any specific job or operation involved. * * * On the basis of temporary lay-offs it will apply to shifts as well as departments. During slack periods with respect to more permanent lay-offs the exception with respect to shifts will not apply. (United Rubber Workers, New Jersey.)

Employees shall have company, plant, departmental, and classification seniority. * * *

An employee may start his employment in the yard or any other department or classification and advance to the various departments and classifications and hold seniority rights in the yard. * * *

If the number of employees in any classification in any department except craft department is reduced, the employees in such classification who are affected by such reduction shall, in the order of their departmental seniority status at the time of such reduction, be entitled to preference for a job in the next lower classifi-

cation over the employees in such next lower classification regardless of departmental seniority, and the employees in such next lower classification shall be entitled to a similar preference in the still lower classification. After such reductions have become effective in accordance with the previous sentence, departmental seniority shall determine the status of the employees in each classification. If the number of employees in any classification in any craft department is reduced, the employees affected by such reduction shall take their place in the next lower classification on the basis of their departmental seniority, and, if there is no employee in such lower classification with less departmental seniority, then they shall take their place in the still lower classification on the same basis, provided the craftsmen who have been hired as such for periods of maintenance and construction above normal may be laid off from their department in the order of their classification seniority when the work for which they were hired is finished.

If any employee is about to be laid off in any department, he may claim any seniority he has in any classification in any other department and shall take his place in such classification on the basis of his seniority in that department, but if there are no employees in any classification in any other department with less department seniority, he may then claim a job in the yard on the basis of plant seniority, and, if he does so, the yard employee with the least plant seniority will be laid off. (Oil Workers International Union, Interstate.)

Modifications of Seniority

Seniority provisions are frequently qualified by considerations of individual ability and merit. While many agreements contain no provisions specifying how ability will be determined, some specifically name the management as sole judge, while others provide for approval by both parties to the agreement. When personal qualifications are introduced, however, they may lead to disputes over the relative efficiency of various employees. Such disputes usually are handled by the regular negotiation machinery provided in the agreement.

In addition to ability, other qualifications are placed upon the seniority principle in some agreements. These include the employee's family status, number of dependents, place of residence, character, or physical condition. Where seniority is so limited by other considerations it becomes, in practice, of secondary importance.

Sometimes certain groups of employees may be excluded from the rules, at the request of the management, because of specialized or exceptional skill which makes them of unusual value in plant operation. Occasionally the union reserves the right to exempt certain employees whose need for work is particularly great. Some examples of the modifications imposed upon strict seniority appear below.

It is understood that in the application of the seniority provision of this agreement, employees shall be fully capable of performing the work available. (United Electrical, Radio and Machine Workers, Minnesota.)

If employees are to be promoted or laid off, the management will take into consideration, first, ability; second, length of service. (International Brotherhood of Paper Makers, New York.)

When it is necessary to lay off or rehire employees in any department, the factor of seniority in period of service among employees in that department will be con-

sidered when, in the opinion of the employer, merit and ability are equal. (Retail Clerks' International Protective Association, California.)

Seniority.—It is understood and agreed, however, that in all cases of promotion, or increase or decrease of forces, the following factors shall be considered, and where (b), (c), (d), and (e), are relatively equal, length of continuous service shall govern. (a) Length of continuous service; (b) knowledge, training, ability, skill, and efficiency; (c) physical fitness; (d) family status—number of dependents, etc., (e) place of residence. (Amalgamated Association of Iron, Steel, and Tin Workers, U. S. Steel Co.)

In filling vacancies in the higher classifications, the [corporation] accepts the principle of exercising due regard for length of service, taking into account ability, efficiency, fitness for work, character, and general reputation; and the general practice will be followed of promoting those, who by length of service and ability, shall be deemed to have earned promotion. Nothing in this paragraph, however, shall interfere with the right of the [corporation] to promote any individual for unusually meritorious or exceptional ability. (International Union of Mine, Mill, and Smelter Workers, Illinois.)

If there is any difference of opinion as to the qualifications of an employee, the committee and management shall take up the matter for adjustment.

When objections are made by the company regarding the qualifications of an employee to fill the position, such objections shall be presented to the union committees for consideration. (Pulp, Sulphite, and Paper Mill Workers, Wisconsin.)

If it is necessary to materially curtail operations, thus creating a social problem in the community, the management will give particular consideration in the case of employees with dependents, if capable and efficient, as against employees without dependents. (International Brotherhood of Paper Makers, New York.)

In all cases of recall, increase or decrease of forces, seniority rights shall govern, subject, however, to such exception as may be decided upon by the shop committee in the case of emergencies.

By emergency case is meant a worker, male or female, married or single, who may be the sole support of a family with no other means of existence or a worker who can prove the need for special consideration. Seniority rights shall only be effective on long-term slack periods. (Textile Workers Organizing Committee, Connecticut.)

All things being equal, due consideration shall be given to seniority.

The company recognizes the principle of seniority and will practice it as far as is consistent with good management. (United Electrical, Radio and Machine Workers, Ohio.)

The management of each plant will prepare a separate list of employees, who in the judgment of the management shall be retained or recalled to work, regardless of any other provisions in order to facilitate tooling or rearrangement of the plant, the taking of inventory, and the starting of production and similar situations. In the selection of this list, length of service shall be secondary to other qualifications, but should be given reasonable consideration.

The list of such employees will be maintained in the employment department and be available to the accredited representatives of employees. Any changes therein will be listed promptly.

The members of shop committees who have been designated to represent other employees shall be included in this list. (United Automobile Workers of America, General Motors.)

Exceptional employees shall be retained irrespective of seniority. Exceptional employees are employees whose work in the judgment of the management is of exceptional value to the department. The number of exceptional employees shall not exceed 10 percent of the seniority list of the department. (United Automobile Workers of America, Chrysler.)

Application of Seniority Principle

LAY-OFFS

In times of business depression, the problem of distributing the resulting unemployment becomes increasingly acute. Employers may meet this situation in several ways: By laying off all unneeded employees and maintaining full-time employment for those remaining on the pay roll; by shortening working hours and dividing the work among the entire force; or by some combination of these two methods.

When employees are laid off, it is common for collective agreements to specify that employees shall be displaced in reverse order of their seniority, i. e., those with least seniority are laid off first. This tends to give steady, full-time employment to the employees older in point of service.

An alternate method of dealing with unemployment has been followed in some industries, especially the needle trades. These industries have established rules for shortening hours and dividing the available work among the entire working force. This practice permits the employer to maintain a complete staff, eliminating the necessity for locating and calling back former employees when work picks up. The younger employees do not carry the entire burden of unemployment, but receive some income during a slack season. Equal division of work may, however, if in effect during a long period of unemployment, reduce the income of all employees to a very low level.

Many agreements have combined lay-offs on the basis of seniority with work-sharing plans. Such plans may provide that all work be divided, as long as it is sufficient to provide a minimum number of hours per week for every employee. If lay-offs are necessary to provide the minimum hours, they are on the basis of seniority. In some agreements all workers with less than a specified length of service are laid off according to seniority, then the work is divided among the remaining employees. Some add that this work shall not be less than a specified minimum, and other employees will be laid off according to seniority, if necessary to provide the minimum. It is common, also, to provide for a work-sharing plan during short slack periods and lay-offs by seniority, if the unemployment period is of longer duration. The following quotations illustrate the manner in which seniority is applied to lay-off procedure:

If it becomes necessary to reduce employment, those workers who were last employed shall be released in order of seniority. (Cigarmakers International Union, Virginia.)

In case it becomes necessary to reduce the force at any time, the youngest junior employee covered by this agreement shall be first laid off, and so on, in rotation.

An agreed seniority list shall be posted and shall be revised on the first day of January and the first day of July of each year during the life of this and subsequent agreements. (International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers, West Virginia.)

Foremen of printing offices have the right to employ help, and may discharge (1) for incompetency, (2) for neglect of duty, (3) for violation of office rules—or of laws of the chapel or union, and (4) to decrease the force, such decrease to be accomplished by discharging first the person or persons last employed, either as regular employees or as extra employees, as the exigencies of the matter may require. Should there be an increase in the force the persons displaced through such cause shall be reinstated in reverse order in which they were discharged before other help may be employed. * * * Persons considered capable as substitutes by foremen shall be deemed competent to fill regular situations, and the substitute oldest in continuous service shall have prior right in filling the first vacancy. (International Typographical Union standard agreement.)

The departmental system shall prevail. Employees who are to be laid off may take a job or operation from one with less seniority provided he or she is qualified to do the work. (Boot and Shoe Workers Union, Wisconsin.)

In case of lay-off from lack of work, it is agreed that such lay-off shall be based upon seniority, where practicable in the respective classifications in the geographic divisions of the company. (International of Brotherhood of Electrical Workers, Georgia.)

Seniority rights shall only be effective on long-term slack periods. During any shortage of work period up to 4 weeks, the work shall be distributed equally among all the workers. (Textile Workers Organizing Committee, Connecticut.)

For temporary reductions in production, the workweek may be reduced before any employees are laid off.

For extended periods of reduced production, temporary employees will be laid off, and thereafter the workweek will be reduced before employees with seniority are laid off. (United Automobile Workers of America, General Motors.)

* * * during dull periods available work shall be divided among regular employees to prevent lay-offs. If lay-offs cannot be prevented the last person hired in any particular department shall be the first to be laid off. (International Brotherhood of Bookbinders, Ohio.)

It is agreed that departmental seniority shall prevail in the laying off or rehiring of employees, * * * if for any reason the plant closes down for a limited time. If it becomes necessary to reduce the force during the dull season, employees with less than 1 year's seniority will be first laid off. If further reduction is necessary, the management will reduce the working time to 30 hours per week; if further reduction is necessary, seniority shall prevail. Employees laid off in one department are to be given preference in another department before new help is hired. (International Association of Machinists, Illinois.)

REHIRING AND RECALL

The seniority principle, when applied to rehiring procedure, provides that previously laid-off employees will be returned to work, when the force is expanded, in the order of their seniority. The same

qualifications of ability, merit, and other considerations, which limit strict seniority in lay-off procedure, affect rehiring. Seniority may be applied on a plant-wide basis or by departments.

Only employees who have been laid off less than a specified period of time retain their rights in rehiring, according to some agreements, although others have special arrangements concerning the rehire of employees laid off during severe depression periods. Detailed rules regulating the steps required in recalling employees after a period of lay-off appear in many agreements. Provisions governing rehire and recall appear below:

When there is an increase of force in any department, employees on the seniority list shall be returned to work in accordance with the seniority list in the reverse order in which they were laid off before new people are hired. * * *

An employee shall cease to have seniority and to be on the seniority list if: * * * (e) A period of 12 months elapses since he last worked for the corporation. (United Automobile Workers of America, Chrysler.)

It shall be the duty of every person in the employ of the employer to lodge with the timekeeper the correct name and address at or through which mail can be received by him and shall cause corrections to be made in the same whenever necessary, and in the event that the employer at any time in the future determines to employ additional persons it shall notify the persons who are not then in its employ whose names appear on [the seniority list] by mailing such persons postal cards or letters with prepaid postage thereon notifying them of the fact that such employment is available, and in the event such person to whom such postal card or letter has been mailed shall not appear at such quarry within 72 hours from the time that such postal card or letter is so mailed to him at the address so furnished by such employee to such timekeeper, then and in that event he shall lose all of his seniority rights granted thereunder. * * * (International Union of Quarry Workers, Illinois.)

Any former employee who has earned seniority rights and is laid off, and who has kept his current address on file with the company will be given notice at such address of a vacancy for which he is eligible. If he cannot be located at that address or does not report for duty within 48 hours after a reasonable attempt to notify him has been made, he shall, unless there are extenuating circumstances, lose his seniority rights over other former employees on the lay-off list and the next eligible man shall be offered such vacancy; but, if within the said 48 hours he notifies the company of his intention to accept such vacancy, he shall then be allowed 1 week from the date of such notice of acceptance to report for work without loss of seniority rights. In case of emergency the company will temporarily fill vacancies until the eligible employee is notified and reports for duty as set forth above. (Oil Workers International Union, Interstate.)

PROMOTION AND TRANSFER

Promotion and transfer to higher-paid or more desirable duties are on the basis of seniority according to many agreements. Also, frequently, merit and ability are included in promotion rules. Seniority may be on either plant-wide or departmental basis and, as in the lay-off procedure, the determination of relative ability is commonly left to the management. (In disputed cases there may be appeal through the regular joint grievance machinery.) Much less frequently the

judgment of ability is made jointly by the management and the union. It is also common to require a trial period for promoted employees in which they must demonstrate ability satisfactorily to perform the job. Seniority is followed in all promotions up to foreman, but not to the higher positions, according to some provisions.

Promotion lists containing the names of all employees in the order of their seniority are issued periodically in some plants. When departmental seniority is observed, employees transferred to other departments may lose their seniority rights unless special provision is made. Transfers, some agreements provide, are to be made only with the consent of the employee involved. Various conditions under which promotions and transfers are made are illustrated in the following union agreement provisions:

Promotion or demotion shall be based on seniority, ability, and qualifications. If ability and qualifications in the judgment of the employer are sufficient, seniority shall prevail * * *. (International Brotherhood of Electrical Workers, Illinois.)

Preference on work or promotions is given to the man with the longest service record, provided the employee has the proper ability, energy, sense of responsibility, and interest in the work * * *. Final decision will rest with the management as to who, in its judgment, is best qualified for the job available. (International Union of Mine, Mill and Smelter Workers, Illinois.)

* * * should the adjustment committee feel the wrong man was put on the job, they have the right to take the matter up with the local manager for consideration. (International Brotherhood of Pulp, Sulphite and Paper Mill Workers, Ohio.)

When a new classification or a vacancy occurs, consideration shall first be given to the oldest employee from standpoint of seniority and he shall be given a trial, if in the opinion of the employer, he has the ability to fill the new job or vacancy. (The United Brick and Clay Workers, Minnesota.)

A mutually satisfactory promotion schedule shall be set up and posted in each department by the management of the plant, showing the steps of promotion employees will follow * * *. (Federation of Flat Glass Workers, Pennsylvania.)

Promotions within departments up to and including foremen and subforemen, but not including department foremen, shall be on a seniority basis. (Steel Workers Organizing Committee, Minnesota.)

In the event an employee does not qualify for or does not prefer a promotion, he shall remain on or return to his former job without penalty, and the next senior employee in line shall be considered for promotion. An employee who fails to qualify may receive consideration after the next two men have been promoted. (Federation of Flat Glass Workers, West Virginia.)

Any employee requesting a transfer from one department to another shall lose his or her seniority rights acquired in the department from which he or she shall be thus transferred. (Tobacco Workers International Union, Kentucky.)

* * * any employee * * * transferred shall be considered the youngest man in the department to which he has been transferred, and his seniority shall continue to build up in the department (from which he was transferred) in

which he is listed on the seniority list. (Aluminum Workers Union, West Virginia.)

When an employee, at his own request, transfers from one plant of the company to another plant, he begins at the second plant of the company as a new employee.

When an employee in one plant is transferred to another plant, he carries his ranking for seniority to the new plant.

When operations or departments are moved from one plant to another, necessitating the transferring of employees, such employees carry their ranking for seniority to the new plant. (Mechanics Educational Society, Michigan.)

Any employee wishing to transfer from one department to another may make application in writing to the employment office. The company shall place the applicant on a list in accordance with his plant seniority. After the transfer is effected an employee who is not satisfied may not return to his former department except at the bottom of the line of promotions. In the event a man does not qualify after a fair trial for the promotion he may move back to his former occupation.

When a vacancy occurs it shall be the duty of the person responsible for filling the vacancy to give the oldest employee in point of service first consideration, but in the event this employee cannot qualify, he shall be notified as to the reason for his not being placed or being retained on the job. (Federation of Flat Glass Workers, Ohio.)

A transferred employee shall not have preference over employees in the department to which he has been transferred until he has completed 6 calendar months' service in such department. After 6 calendar months' service, the employee's factory service credit shall be recognized in such department. The transferred employee will hold seniority in the department from which he was transferred until he has completed 6 calendar months' service in the new department. (United Rubber Workers, Ohio.)

In order to guard seniority rights, no employee shall be permanently transferred without his consent and understanding. (Steel Workers Organizing Committee, Illinois.)

According to some agreements, other matters than lay-off, rehiring, promotion, and transfer are also governed by seniority. Selection of vacation periods or choice of shift are sometimes granted according to seniority. In the urban transportation industry, length of service often governs choice of run.

Seniority shall govern in the scheduling of vacations, tours of duty, assuming fitness and ability, and the granting of any other privileges. (American Radio Telegraphists' Association, National.)

Each man may choose the shift he wishes to work and the day he wishes to be off, according to his seniority. (Street and Electric Railway Employees, Pennsylvania.)

The selection of runs for city and suburban service shall be in accordance with seniority of continuous platform service * * *, the oldest men to have the first choice of run and so on down the entire list until all runs are filled. This includes utility cars to be operated by motormen, conductors, one-man car operators and bus operators * * *. The selection of runs will take place at least twice a year, May 1 and November 1, or when time tables change or when vacancies occur. (Street and Electric Railway Employees, New York.)

Social Security

VOLUNTARY SICKNESS-INSURANCE SYSTEM IN SWEDEN

THE sickness-benefit system in Sweden is founded on mutual-benefit societies which can be traced back to the medieval guilds, but which were developed along modern lines in the last quarter of the nineteenth century in connection with the strong temperance and trade-union movements.¹ The first legislation relating to the sickness-benefit organizations was enacted in 1891 followed by a new act in 1910, which in turn was replaced by the Sickness Funds Order of 1931, and subsequent amendments. The sickness-benefit societies are of two kinds—those subsidized by the Government, called “recognized sick funds,” and those which do not receive a Government subsidy but which, like the recognized funds, are under Government supervision. The act of 1931 brought the sickness funds under the Benefit Societies Act of 1912 which applied to all noncommercial mutual societies in the field of personal insurance except those providing sickness benefit. By this inclusion it became incumbent on the sickness funds to be registered, provided the membership was at least 50. A new Benefit Societies Act, effective July 1, 1938, makes registration obligatory for all benefit societies and requires recognized sick-benefit societies to have not less than 100 members, or if the society provides for a daily cash benefit for a period of 90 days for one continuous sickness, not less than 500 members. Exemptions from these membership rules may be made by the supervisory authority when the circumstances warrant, but in such cases membership in a local fund may not be less than 50. Under the old law the supervisory authority could not refuse registration because of poor management, insufficient membership dues, or for other reasons. By the terms of the new law, an application for registration must be accompanied by an actuarial statement, and registration may be refused if it is found that the interests of members are not sufficiently safeguarded.

¹ This article is based on report by Hallett Johnson, American consul general, Stockholm, dated June 1, 1938, supplemented by data from Social Work and Legislation in Sweden, by the Royal Social Board, Stockholm, 1938; International Labor Office, Legislative Series, 1931—Sweden 6, Royal Order respecting recognized sick funds, June 26, 1931; and Industrial and Labor Information, Geneva, Sept. 26, 1938.

Type of System

Approved funds.—There are two types of subsidized sickness benefit funds—i. e., local funds and central funds. In principle, membership in both a local and a central fund is required. Membership in a local fund only is not permitted, but membership in a central fund only is allowed in certain towns and in districts for which no local fund has been established. The activities of a local fund are limited in general to a commune or a section of a commune, although two or more adjacent communes may be combined to form a single local fund. A central fund covers one or more provincial council areas or a town which does not have a provincial council. As a general rule there may be only one local and one central fund in the same area; however, there are exceptions to this rule as regards certain occupational and factory funds which were in operation when the new laws were passed. With the exception of the joint membership in a local and a central society required by law, membership in more than one Government-subsidized fund is not permitted.

The functions of a local fund include reimbursement for medical and hospital treatment, and a daily cash benefit for either 18 days or, in the case of funds with a membership of at least 500, 90 days for each case of sickness. The local funds assist the central funds, upon request, in the collection of membership fees and the supervision of the sick. The principal function of a central fund is to contribute, within certain limits, to the medical-aid insurance of indirectly associated members—that is, members of the local fund—and to be responsible for their insurance for hospital treatment and daily allowance after the expiration of the benefit period fixed by the fund. The central fund also is responsible for the insurance of the directly associated members who do not belong to a local fund and for the administration of maternity insurance and relief. When the number of direct members of a central fund in any parish reaches 100, it is required that they shall form a local fund if one does not already exist in that locality. Failure to form such a fund within 1 year will result in exclusion from membership in the central fund, if the number of direct members has not fallen below 100 in the meantime. In forming such a local society the central fund must transfer to it adequate funds.

Unsubsidized funds.—These funds are governed solely by the law relating to benefit societies. Under the 1938 law they must be registered and must have at least 100 members. In many respects they have more liberty than the subsidized societies but they also lack the advantages enjoyed by these societies. Subsidized or recognized funds are obliged to admit to membership all persons who satisfy the legal requirements, but the unsubsidized funds may restrict their membership. The recognized funds are required to extend maternity

aid but are not allowed to grant funeral benefit, while these benefits are optional with the unsubsidized funds. A considerable number of sick-relief societies have preferred to operate without the Government subsidy. This is particularly true as regards those of Government employees, as the Government subsidy is smaller for these employees than for other members and the benefits are also smaller.

Coverage

The primary condition for membership in a recognized sickness fund is residence within the geographic district of the society. Exemption is allowed to certain industrial and vocational funds as well as to the deaf-mute societies, some of which are national in scope or have members in various parts of Sweden. In order to be eligible for membership, an applicant must be in good health and without any physical disability which causes, or reasonably may be expected to cause, a considerable reduction in his working capacity or to require protracted medical treatment. All persons between the ages of 15 and 40 (45 if application is made within 12 months of the approval of a society as a subsidized fund) are entitled to membership in a fund in the area in which they reside if they satisfy the health requirements. The age of admission may be extended to 50 if the rules of the fund so provide. The majority of the funds, however, have fixed the age limit for admission at 40 years. An approved society may, with the approval of the Pensions Board, if it is a local fund, provide reimbursement for the cost of medical treatment for children of members under the age of 15.

There is no income limit for membership in a fund, but if the taxable income of a member exceeds 8,000 kronor he may be insured for the daily benefit only. Allowance is made in the law, however, for fluctuations in income above or below this limit, as it is provided that a temporary rise in income above 8,000 kronor shall result in withdrawal of the right to medical benefit but that it shall be restored if the income again falls below this amount.

If a member moves from the district of one fund to that of another, he is automatically transferred to the fund in his new place of residence without the payment of an initiation fee and becomes entitled to benefits corresponding to the class to which he was formerly entitled. If at the time of moving, however, he was receiving sickness benefit, he will not be admitted to the fund in his new place of residence until the end of the month in which he recovers or the benefit period expires.

The rules of a recognized fund may not place any restrictions on the right of members to withdraw from the fund. Failure of a member to pay his dues or other contributions called for by the society within 2 months after they are due results in forfeiture of membership, unless the board before the expiration of this period grants an extension to such a member. Foreigners residing in Sweden are not excluded

from membership in a recognized fund if they fulfill the membership conditions. If a member of an approved fund removes to another country, he is considered to have ceased to be a member of the fund. However, at the time the 1931 law went into effect it was provided that former members of the more important old societies might retain their membership without regard to geographic or other limitations. As a result there are still a number of members in foreign countries.

The law of 1931 authorized the conclusion of agreements with other countries for the transfer of members between the Swedish sick-benefit societies and those of the country concluding the agreement.

Contributions

Contributions by members of recognized funds vary in the different funds but are fixed at such an amount as, when combined with other sources of income (Government subsidy, interest, etc.), may be expected to be sufficient to cover the expenditures of the fund as well as to create an adequate reserve. The monthly dues paid for full insurance—that is, medical-treatment reimbursement for an unlimited period, a daily cash benefit during a minimum period of 2 years in the event of a consecutive period of ill-health—and for maternity benefit generally vary according to the amount of the daily benefit, as follows:

Daily allowance of—	Monthly contribution (kronor)	Daily allowance of—Continued	Monthly contribution (kronor)
1.00 krona.....	1. 00	4.00 kronor.....	4. 70
1.50 kronor.....	1. 70	5.00 kronor.....	5. 95
2.00 kronor.....	2. 15	6.00 kronor.....	7. 25
3.00 kronor.....	3. 40		

If a member is insured for the cash benefit alone, the contribution is 0.25 krona less per month; and if insured for medical-treatment reimbursement alone, the usual contribution is 0.35 to 0.40 krona a month, increased by 0.10 to 0.15 krona if the member's children under 15 years of age are insured for medical benefit.

Recognized sickness funds receive a State subsidy based on the number of members in the fund and on the amount expended on sickness and maternity benefit. The annual membership subsidy to a local and to a central fund usually amounts to 1.50 kronor each per member. For an indirectly associated member—that is, a member of both the local and central funds, who is not insured for daily allowance—the amount is only 1 krona to each fund. The subsidy for directly associated members of a central fund is 2 kronor per member not insured for daily cash benefit and 3 kronor for other members. The daily allowance subsidy is in general 50 öre for each day for which the cash benefit, up to at least 1 krona, has been paid or for which compensation has been granted for hospital treatment. This subsidy is not payable for members receiving compensation under the

workmen's compensation and industrial diseases acts nor for permanent Government employees who have received salary or other remuneration amounting to at least 1 krona. The maximum period for which a subsidy may be paid for a continuous period of sickness is 3 years. Sickness recurring within a period of 90 days is counted as a continuation of the original sickness.

The medical-aid subsidy amounts to one-half of the payments of the fund but the combined total for all approved funds within a central fund area may not exceed 3 kronor per member insured for such benefit, or 4 kronor for those members whose children are insured for the medical benefit. However, in the four northern provinces the maximum amounts are 5 and 6 kronor.

The maternity subsidy, which was formerly based on the daily allowance paid in these cases, amounting generally to 1 krona for every day for which an allowance of at least 2 kronor had been paid, was raised in 1937 to a lump sum of 75 kronor for each case in which benefit was allowed by the fund. The midwifery subsidy formerly paid was abolished at the end of 1937.

Contributions from local authorities are entirely voluntary, and vary greatly. The contribution may be a lump-sum payment, a contribution based on the number of members, or both. Employers also in some instances contribute to sickness funds to which their employees belong.

Benefits

Sickness.—Sickness benefit paid by a recognized fund is of two kinds—reimbursement for the cost of medical treatment, and a daily cash benefit. The law provides that all sickness-benefit societies shall provide both types of benefits, but certain classes of persons are entitled to one or the other of the benefits only. Thus, persons who are not engaged in a gainful occupation and married women may be insured for medical-attendance benefit only, while persons entitled under any act or agreement to receive medical attendance from another source and persons whose taxable income exceeds 8,000 kronor may be insured only for daily cash benefit. A recognized fund may grant medical benefit also to a member's children under the age of 15, but it is provided that a local sick fund may not do so without the consent of the supervisory authority.

The medical benefit is payable in all cases in which medical attention is required, and amounts to two-thirds of the expenditures for treatment, including the doctor's traveling expenses, if any. Repayment of these expenditures may be only for such treatment as may be given by any licensed physician and may not exceed the amount fixed in a schedule of fees determined by the Crown. In cases which require hospitalization a contribution toward hospital treatment is substituted for the medical-treatment benefit. The fund, however, is not required

to pay more than would have been paid for treatment in a public ward at a hospital run by the provincial council or the town in which the patient resides. If compensation is given for hospital treatment, an approved fund is entitled to reduce the daily cash benefit by an amount corresponding to the hospital charges, unless the patient has dependents in which case only half the daily allowance at the most may be deducted. Medical benefit for a member's minor children up to the age of 15 is voluntarily provided by a large number of funds. When special circumstances warrant, the Pension Board may relieve a society from the obligation of giving all or certain members medical-treatment reimbursement, but this must be replaced by some other kind of relief considered appropriate and reasonable.

In addition to their regular activities, six societies operate convalescent homes in which members may stay during convalescence for a comparatively low charge.

There is freedom of choice of a physician, but if more than one physician is consulted for the same sickness without good reason the fund is not liable for repayment for attendance except by the first physician called on the case. While members of approved societies are free to choose their physician, the certificates of such physicians need not be accepted by the society, and many funds retain a doctor to examine certificates and investigate doubtful cases or a nurse to visit homes and verify cases of illness and give ordinary nursing assistance.

The full daily cash benefit is payable for every sickness which causes loss of working capacity or for the cure of which the physician orders the sick person to abstain from work entirely. If the rules of a fund so provide, a reduced daily benefit may be paid in cases of reduction of working capacity though this must be by at least one-fourth.

The daily cash benefit is fixed in whole kronor increased by 50 öre and every sickness fund is required to insure its members at rates of at least 1, 2, 3, and 4 kronor. The maximum daily benefit is 6 kronor.

The length of the waiting period varies in the different funds, but it may not be less than 3 nor more than 7 days. Benefit is granted from the first day in cases of illness occurring within 90 days after the last day for which the daily benefit was paid to a member.

The minimum qualifying period for sickness benefit is 60 days after admission to a fund and the maximum, 120 days.

Maternity.—Every central fund provides maternity benefit to each woman member who immediately before her confinement has been a member of an approved fund for an uninterrupted period of at least 270 days. The maternity benefit is fixed at 110 kronor but may be higher with the permission of the Pension Board: Upon the presentation of a certificate of a doctor or midwife, an advance payment of 60

kronor may be made after the seventh month of pregnancy. When a woman entitled to maternity benefit receives treatment at a maternity hospital, the fund may withhold an amount corresponding to the cost of hospitalization according to a fixed schedule. This sum is paid directly to the hospital or to the woman if she shows she has paid the hospital. The maternity benefit is payable only to Swedish women, but the Crown has the right to conclude reciprocal treaties with other countries extending this benefit to women of other nationalities.

Penalties

Cash benefits may not be paid for feebleness due to old age which is not combined with an actual sickness, nor for sickness willfully induced or by an action for which a penalty is imposed upon the person concerned. Also, the benefit may not be paid when the sick person is in prison or on account of a criminal action is placed in a reformatory or a special institution for the sick or for drunkards in conformity with an order of a law court, or when he is a resident in a compulsory labor institution.

Approval of a sick fund may be withdrawn for failure to follow the rules laid down for the operation of these funds, and any member of a governing body or other person who knowingly gives inaccurate information in connection with an application for approval is liable to a fine. Failure to notify the supervisory authority when the membership of a fund falls below the prescribed number is also subject to a fine or prosecution.

Administration

The sickness funds are subject to State supervision which was formerly exercised by the Social Board but which was placed with the Pensions Board, January 1, 1938. A special bureau administers the system. The Government supervision of the funds includes the registration and acceptance of approved sickness funds, supervision and control of their activities, making any necessary adjustments, or annulling the acceptance of an approved fund when necessary. The supervising authority also gives advice and information to funds, makes decisions on matters that the law requires shall be referred to it for settlement or which require its sanction, and calculates and pays out the State subsidy.

The governing body of a central sick fund consists of not less than six members, the supervisory authority and the medical board each appointing one of these members on the recommendation of the fund. A medical practitioner with knowledge and experience of sickness-insurance questions shall be the member appointed by the medical board whenever this is possible. The supervisory authority appoints one of

the auditors of each central sick fund, and the central sick fund having jurisdiction appoints one of the auditors of each local fund. The executive officer of each central fund is elected at a general meeting of the members. Action taken at the general meeting is by representatives elected by the members of each local sick fund and by the members who do not belong to a local fund, proportional representation being given to the two groups.

Statistics of Operation

The latest available statistics of the operation of the sickness insurance funds in general are for the year 1936, but the Federation of Sickness Insurance Funds, an organization of the approved central funds, reported at a delegate meeting in August 1938 that the membership in the funds had increased from 1,120,000 at the beginning of the year to 1,200,000. To this number should be added 300,000 children receiving medical benefits under supplementary insurance contracted for by their parents with the funds. This number represents about 17 percent of the population.

In 1936, when the number of insured members was 1,008,000, the number of days' sickness for which a daily cash benefit or hospitalization was paid totaled 14,900,000. The number of maternity cases among the members of the societies was 14,200. In addition to these cases the funds acted as intermediaries for the payment of the Government maternity subsidy, which is paid to all women in need of relief—that is, if the taxable income does not exceed 3,000 kroner—in 54,500 cases. Under this limit, which was fixed in 1938, only 8 percent of all mothers will not be qualified to receive relief.

The receipts and disbursements of the sickness funds in 1935 and 1936 are shown in the following table:

Receipts and Expenditures of Sick-Benefit Funds in Sweden in 1935 and 1936

Item	Amount (in thousands)		Item	Amount (in thousands)	
	1936	1935		1936	1935
Total receipts.....	<i>Kronor</i> 45,000	<i>Kronor</i> 40,000	Total expenditures.....	<i>Kronor</i> 36,400	<i>Kronor</i> 32,400
Membership fees.....	28,000	26,000	Cash benefits.....	30,400	28,300
Government subsidies.....	12,000	10,600	Repayment of doctors' fees.....	2,900	1,800
Subsidies from local authorities.....	1,100	1,000	Repayment of hospital costs.....	1,700	1,100
Contributions by employers.....	100	100	Repayment of cost of medicines.....	100	100
Other, including interest.....	3,800	2,300	Cash maternity benefits.....	1,100	900
			Repayment to midwives and hospitals.....	200	200

WORK OF BRITISH UNEMPLOYMENT ASSISTANCE BOARD, 1937

THE number of persons on the register of the Unemployment Assistance Board in 1937 was larger than in the previous year, owing to the fact that the date on which the board took over all the remaining able-bodied unemployed persons in the transitional-payments class occurred on April 1, 1937. The board¹ was established for the purpose of providing assistance for unemployed persons who had exhausted their benefit rights through continued unemployment and were in receipt of extended or "transitional" benefit. The task was taken over in two stages, the "first appointed day" being January 7, 1935, and the "second appointed day," which was first set for March 1, 1935, being deferred until April 1, 1937, under the Unemployment Assistance (Temporary Provisions) Act passed in February 1935, generally known as the Standstill Act. The number of persons transferred to the board on the second appointed day was about 90,000. The report of the board for the year 1937² states that much progress was made during the year in bringing allowances into conformity with the general provisions of the regulations which came into force in November 1936.

During 1936 about 230,000 of the applicants received increased allowances under these regulations, and in the spring of 1937 there were over 100,000 applicants whose assessments under the regulations made the allowance payable less than under the so-called Standstill Act. By the close of the year this number had been reduced to about 30,000. In all but a few of these cases the excess was small. The power to continue the Standstill additions expired in May 1938, and with the progress made in 1937 it was expected that all adjustments would be completed by that time. The discretionary power to make additions to allowances to meet special circumstances was exercised over a wide field in the late autumn, because the coming of winter coincided with an abnormal increase in the price of some commodities. Additions to normal allowances were made in over 250,000 cases to meet the burden of increased prices and additional fuel and light.

The applicants include a large proportion of persons whose normal employment is in the lower wage classes. About half the male applicants normally earn less than 50s.³ a week. In about 6 percent, or over 30,000, of the cases the allowance is within 4s. of the person's normal wages. Since an unemployed man does not have to make certain expenditures necessary for an employed man, in these cases

¹ See Monthly Labor Review, October 1936 (p. 877) and October 1937 (p. 842).

² Great Britain. Unemployment Assistance Board. Report for the year ended Dec. 31, 1937. London, 1938.

³ Average exchange rate of pound sterling in 1937 = \$4.9440 (shilling = 24.7 cents, penny = 2.06 cents).

the applicant is as well off as he would be if employed. This problem, the chairman of the board says, is one which has far-reaching implications and raises questions of very serious social consequence which go beyond those which the board is in a position to solve by itself.

The board's applicants form a constantly changing group and, while during the year the maximum number with current applications on any one day was 590,000, the number of different applicants in the course of the year was 1,250,000. In December 1937 there were 581,437 applicants for allowances and the number of persons in the households, including the applicants themselves, was estimated to be 1,950,000. The total number of applicants in December was 16.9 percent below the number in December 1936 (603,734) if the 80,000 "second appointed day" cases, which had no counterpart in the 1936 figures, are excluded. The average weekly number of payments of allowances was 577,000, excluding the cases in which the payment was to supplement unemployment benefits, a reduction of 53,000 from the average number for the preceding year. Excluding payments supplementing unemployment benefits, the average weekly allowance was 24s. 3d. in 1937 as compared with 23s. 9d. in 1936.

A sample inquiry covering the duration of unemployment and its relation to age and sex of the applicants, showed that 52 percent of the males and 60 percent of the women were under 45 years of age. Of all the male applicants, 53.2 percent had been unemployed less than 1 year, 33.4 percent from 1 to 5 years, and 13.4 percent over 5 years. The corresponding percentages for females were 68.2, 26.1, and 5.7. In the long-period unemployment groups, applicants of the older ages predominated. Thus, nearly 63 percent of the men and 39.5 percent of the women who had been unemployed 3 years and longer were 45 years of age and over. Applicants for allowances are required to give their normal wages. The normal wages of 86.4 percent of the men were over 40s. a week, of which 39.3 percent were between 40s. and 50s.; 73 percent of the women earned normally less than 30s. a week and only 6.5 percent earned over 40s.

The work of the board in the field of training and maintaining the employability of applicants was extended during 1937. For the first time the board used its powers of granting general financial assistance to voluntary organizations providing training courses. These voluntary schemes included a subsistence-production project designed to assist older unemployed men whose prospects of reentering employment are remote. Progress was made in settling families on small holdings, and during the year there was a small increase in the acreage available for settlement. The number of group holdings also increased and, outside the "special areas" in which the movement had already been developed, the number of group holdings increased from 1,100

in 1936 to 1,650 in 1937. Close collaboration was maintained with the Ministry of Labor in its policy of industrial transference, and special attention was given to the family-removal scheme. The total number of industrial-transference cases of men, women, boys, and girls was 38,126; the number of household removals was 7,639, and of family removals, 589. During the year, recruitment to instructional centers was open to men between the ages of 18 and 45 in any part of the country, with special preference being given to the depressed areas. Admissions to the centers in 1937 totaled 20,588, or almost as many as in 1936, in spite of the fact that owing to the improvement in the industrial situation which brought with it a corresponding contraction in the field of selection, the total number of eligible and suitable men on the unemployment register dropped from 237,885 in December 1936 to 192,962 in December 1937. The men who successfully finished a course at a Government training center were practically sure of employment, as of the 10,761 men who completed courses during the year, 10,424 (97 percent) secured employment. The board was not officially associated with the selection of women for training for domestic service or for individual vocational courses until the late summer of 1937. In the last 4 months of the year nearly 13,000 persons were approached with a view to accepting such training, but only 1,650 were willing to do so. Although the men and women in whose cases the board cannot find any justification for the refusal of training are in a minority, it is said the tendency on the part of a certain number of applicants to refuse persistently to utilize the training schemes or to take any other steps to improve their condition presents a problem with which the board is seriously concerned.

Women in Industry

COMPARATIVE EARNINGS AND HOURS OF MEN AND WOMEN, MARCH 1938

AVERAGE earnings of women, on both a weekly and an hourly basis, were lower than those of men in 43 manufacturing industries during a representative pay-roll period in March 1938. In 25 of these industries women's earnings averaged less than \$15 a week and in one industry (knit cloth) the average was less than \$11. The lowest average week's earnings of men were \$15.39 in cotton mills. In 10 of the 43 industries an average of less than 40 cents an hour was paid to woman operatives. In only one industry (cotton textiles) did men earn less than 50 cents an hour.

These findings are taken from a report to the Secretary of Labor on a special analysis made by the Women's Bureau of employment and pay-roll records of 43 manufacturing industries in 12 States gathered by the Bureau of Labor Statistics. The manufacturing industries chosen for the analysis employed, altogether, three-fourths of all the woman workers in manufacturing. In 16 of these industries women constituted half or more of the labor force, and in at least 23 they formed over a third of the workers. The special analysis covered over 384,000 women in 43 manufacturing industries and over 24,000 in two nonmanufacturing industries. In half of these industries women constituted from 45 to over 90 percent of the workers covered by the reports to the Bureau of Labor Statistics.

The average hours worked and average hourly and weekly earnings of men and women in 43 women-employing industries in 12 large industrial States are given in the following table.

Average Hours Worked and Average Hourly and Weekly Earnings in Selected Industries in March 1938, by Industry and Sex

Industry	Women reported		Average week's earnings		Average hours worked ¹		Average hourly earnings ¹	
	Number	Percent of all reported employees	Men	Women	Men	Women	Men	Women
<i>Manufacturing</i>								
Textiles.....	102,183	45.3	\$20.24	\$13.21	34.3	31.0	Cents 59.1	Cents 42.6
Cotton goods.....	25,070	36.5	15.39	11.24	33.5	29.8	45.7	37.6
Cotton small wares.....	2,300	54.2	23.10	15.20	40.6	37.3	57.3	41.1
Knit goods.....	39,636	63.4	26.22	14.52	38.1	33.0	69.4	44.2
Hosiery ²	21,660	57.4	27.78	15.66	38.4	34.9	73.2	45.7
Outerwear ²	3,901	70.5	24.27	14.47	37.5	33.5	63.2	42.6
Underwear ²	12,959	75.6	21.43	12.16	37.3	30.2	57.8	39.9
Cloth ²	1,116	54.1	21.51	10.60	37.6	30.2	57.2	35.1
Silk and rayon.....	14,698	53.8	18.47	12.59	36.7	33.6	50.9	37.9
Woolen and worsted goods.....	12,965	41.0	20.49	12.80	31.4	26.1	65.6	49.7
Carpets, rugs, wool.....	3,844	29.1	19.62	13.09	29.1	25.6	67.3	45.1
Dyeing, finishing.....	3,670	20.5	23.01	17.04	35.8	32.9	65.3	44.9
Clothing ³	113,158	70.7	29.25	15.42	33.5	31.0	90.0	49.6
Men's clothing.....	52,564	65.2	25.33	13.18	32.8	30.1	79.6	44.2
Suits, overcoats, etc. ²	21,511	49.4	26.78	15.26	31.4	29.4	88.5	53.1
Cotton and work ²	11,673	81.8	23.71	11.70	36.6	29.2	63.7	39.9
Shirts, collars.....	19,380	84.8	20.73	11.67	36.7	32.1	59.8	37.4
Men's furnishings.....	4,295	86.5	24.65	13.24	37.3	33.9	71.2	39.8
Women's clothing.....	51,062	76.0	35.52	17.41	34.4	31.5	106.5	56.5
Undergarments ²	14,785	86.4	29.38	14.08	37.2	33.3	75.3	42.2
Coats, suits ²	3,057	32.8	45.91	26.68	31.4	28.4	145.3	94.0
Dresses, cotton ²	11,333	92.4	25.43	12.50	43.0	35.5	60.8	35.5
Dresses, other ²	15,449	73.3	36.03	20.23	31.1	28.6	112.0	69.5
Corsets, etc.....	6,428	86.4	26.78	15.16	39.6	33.6	67.8	43.6
Food:								
Confectionery.....	15,196	58.5	24.79	13.66	40.8	34.4	60.9	39.7
Meat packing, etc.....	5,982	14.4	29.40	19.19	41.1	36.6	71.9	52.0
Baking.....	9,701	22.8	29.04	15.72	43.9	36.9	66.5	41.7
Leather: Boots and shoes.....	21,225	46.4	22.52	14.51	35.7	35.9	62.8	40.8
Tobacco: Cigars, cigarettes.....	12,971	70.9	20.14	13.18	37.9	32.8	52.9	40.3
Paper and printing:								
Printing, publishing.....	14,852	16.6	36.12	17.82	37.5	34.6	94.8	51.5
Book and job.....	13,196	23.0	34.07	17.15	38.2	34.5	89.6	49.7
Newspaper, periodical.....	1,656	5.2	38.60	22.83	36.0	34.2	104.4	65.9
Paper and pulp.....	4,860	10.5	25.44	14.82	39.2	33.1	64.9	45.0
Paper boxes.....	6,670	61.6	23.74	13.50	39.2	34.0	60.8	39.8
Electrical.....	34,682	23.6	26.02	15.55	32.3	28.4	77.8	51.4
Electrical machinery, supplies.....	26,289	20.5	26.39	16.28	32.3	29.1	78.6	52.6
Radio, phonographs.....	8,393	45.0	26.21	12.83	38.8	29.9	68.0	43.1
Metal:								
Foundries, machine shops.....	5,635	4.1	24.97	17.88	33.9	30.8	73.6	54.4
Hardware.....	6,627	25.2	21.06	12.75	30.9	27.7	69.4	47.8
Stamped and enameled ware.....	3,415	19.5	24.79	14.78	36.7	31.9	68.4	47.2
Tin cans.....	1,946	28.5	25.90	16.17	39.4	32.8	63.9	48.0
Clocks, watches.....	2,755	44.1	25.25	15.12	35.8	33.3	70.6	44.9
Rubber goods.....	13,073	23.2	23.73	15.10	27.7	28.8	87.9	53.5
Auto tires.....	3,536	14.2	24.84	14.52	24.0	20.9	104.4	69.5
Rubber boots, shoes.....	4,801	50.6	24.09	15.94	34.6	33.2	69.6	48.0
Rubber goods, other.....	4,736	23.2	22.63	14.45	34.1	32.3	66.5	45.2
Wood: Furniture.....	2,699	6.4	20.64	14.59	35.4	32.4	58.2	45.3
Chemicals.....	4,656	33.5	27.07	16.11	35.2	36.3	71.5	44.3
Drug preparations.....	2,917	45.5	26.30	15.41	39.9	37.6	65.7	40.8
Rayon.....	1,739	23.3	28.83	18.65	35.7	34.5	80.8	54.0
Glass and pottery.....	7,182	18.4	24.20	14.03	33.5	33.1	72.3	45.8
Glass.....	4,706	16.3	23.60	13.48	32.3	30.9	73.2	43.7
Pottery.....	2,476	24.1	25.44	14.31	37.2	32.8	68.5	43.4
<i>Nonmanufacturing</i>								
Laundries.....	21,234	66.0	27.57	13.57	45.4	38.4	59.9	35.1
Dyeing and cleaning.....	2,828	44.0	24.71	13.92	42.8	36.2	58.4	39.0

¹ Computed from smaller number of employees than total, since man-hours not reported for all.

² Averages for this industry are unweighted.

³ Total exceeds details, because all industries not shown separately.

TRENDS IN THE EMPLOYMENT OF WOMEN, 1928-36

WHAT has been happening to employed women since the depression, and whether the proportion of women and men in industry as a whole and in particular industries has changed, are discussed in a recent bulletin of the United States Women's Bureau.¹ As data for the United States as a whole since 1930 were not available, employment data from 8 States—Illinois, Massachusetts, Michigan, New York, Ohio, Pennsylvania, Rhode Island, and Virginia—were brought together by the Women's Bureau as indicative of the more general trends. The women employed in these States represented, at the time of the 1930 census, almost 55 percent of all the woman workers in manufacturing and mechanical industries in the United States.

The general conclusion reached from a comparison of these data was that women formed a slightly larger proportion of the total employment in the latest years reported than in 1930. In some industry groups, however, the proportion was smaller, particularly in the food and the textile groups, both large employers of woman labor.

Employment in All Occupations

A comparison of employment in all occupations was possible for four States—Ohio, which regularly collects fairly complete data, and Michigan, Pennsylvania, and Rhode Island, where censuses had been taken. Comparing employment in 1930 with the latest year reported, total employment of both sexes combined had decreased since 1930, but women appeared to have fared better than men. In all the States except Rhode Island, women's employment either was not so far below the 1930 level as was men's employment, or was above that level. The greatest declines in men's employment were generally in industries in which women were not usually engaged, such as mining, heavy metal work, and the building trades, which indicated that men were not being replaced by women. Table 1 shows the percentage change in employment from 1930 to the latest year reported (1934, 1935, or 1936) and the percent women formed of all employees.

TABLE 1.—*Change in Employment and Proportion of Woman Employees in All Occupations Combined, 1930-36*

State	Latest year reported	Percent of change in employment, 1930 to latest year			Percent women were of all employees	
		All employees	Men	Women	1930	Latest year
Michigan.....	1935	-6.9	-8.0	-1.9	18.7	19.7
Ohio.....	1935	-1.8	-1.9	-1.4	24.8	24.9
Pennsylvania.....	1934	-6.2	-8.3	+ .8	22.9	24.6
Rhode Island.....	1936	-5.8	-5.4	-6.6	29.6	29.3

¹ U. S. Department of Labor. Women's Bureau. Trends in the Employment of Women, 1928-36, Washington, 1938. (Bull. No. 159.)

Employment in Manufacturing Industries

A comparison of index figures for manufacturing industries combined, for the 5 States (Illinois, Massachusetts, New York, Ohio, and Virginia) which regularly present such data by sex, disclosed that, in contrast to the showing for all occupations combined, employment of both men and women in manufacturing industries in the latest year available was greater than in 1930 in more than half of the cases reported. For neither men nor women, however, was employment in manufacturing as high as at the 1929 peak.

Although the employment of women did not decline so much from 1929 to the lowest level of the depression as did that of men, neither was the recovery in women's employment so great; New York was the only State where women's employment in the latest year reported approached closer to the 1929 level than did men's employment.

In the States for which the numbers employed were available, manufacturing employment for both men and women was greater than in 1930 in Ohio and Virginia (except for Negro women). In Michigan and Rhode Island, however, while employment of both sexes in manufacturing had declined more than in all occupations combined, women had been more fortunate than men, mainly because the industries which employed large numbers of women were not so hard hit as the industries in which the men were principally employed. The percent of change in employment in each State, and the proportion women formed of the total employment, in 1930 as compared with the latest year available, are shown in table 2:

TABLE 2.—Change in Employment and Proportion of Woman Employees in Manufacturing Industries, 1930-36

State and source of data	Latest year reported	Percent of change in manufacturing industries 1930 to latest year			Percent women were of all employees	
		All employees	Men	Women	1930	Latest year
State employment figures:						
Massachusetts.....	1934	-17.1	-17.1	-17.2	30.7	30.7
Ohio.....	1935	+6.4	+6.4	+6.2	17.3	17.2
Virginia:						
White.....	1936	+22.7	+20.4	+28.8	27.5	28.9
Negro.....	1936	+15.7	+24.4	-1.4	33.6	28.7
State and Federal census:						
Michigan.....	1935	-17.9	-18.2	-14.7	9.9	10.3
Rhode Island.....	1936	-12.5	-14.0	-8.7	28.3	29.5

The proportion of women in manufacturing industries as a whole had declined since 1930 in Ohio and Virginia (Negro workers), had risen in Michigan, Rhode Island, and Virginia (white workers), and had remained stationary in Massachusetts. The report states that "women appear to have lost out * * * for the textile group as a

whole, in the making of cotton goods, silk goods, bakery products, and chemical and allied products; they appear to have gained in proportion in women's clothing."

Employment in Nonmanufacturing Industries

Available data for certain service industries, salespersons in stores, telephone operators, and clerical workers, though scattered, showed employment increases in some cases and decreases in others, but the level of employment was almost always lower for women than for men. Women had lost ground in almost every instance in the proportion they formed of all workers, as may be seen from table 3.

TABLE 3.—Percent Women Were of all Employees in Nonmanufacturing Industries, 1930-36

Industry and State	Percent women were of all employees		Industry and State	Percent women were of all employees	
	1930	Latest year reported		1930	Latest year reported
Laundries and cleaning and dyeing:			Telegraph and telephone operation:		
Michigan.....	50.4	43.3	Michigan.....	55.0	52.3
Ohio.....	58.4	57.1	Ohio.....	57.4	54.3
Rhode Island.....	48.4	48.4	Rhode Island.....	61.2	54.0
Hotels and restaurants:			Store workers:		
Michigan.....	55.4	50.3	Michigan.....	22.9	20.2
Rhode Island.....	44.0	32.5	Ohio.....	50.5	48.7
Ohio:			Rhode Island.....	23.9	25.6
Hotels.....	49.6	45.1	Bookkeepers, stenographers, and office clerks:		
Restaurants.....	55.0	50.7	Ohio.....	48.5	48.9
Service workers:					
Ohio:					
Hospitals.....	76.9	77.1			
Office buildings.....	38.7	31.3			



EMPLOYMENT AND WAGES OF WOMEN IN PENNSYLVANIA HOTELS

WOMEN comprised approximately 44 percent of all employees in the lodging departments of hotels and in other lodging establishments in Pennsylvania at the beginning of 1938. Almost three-quarters of these women were employed in the housekeeping departments, chiefly as maids, the others being mostly office workers and telephone and elevator operators. In year-round hotels approximately 95 percent of the woman employees had full-time employment, less than 5 percent being employed part time and less than 1 percent as extras. Full-time woman workers who received no maintenance earned a median

weekly wage of \$11.44; for those who received full maintenance the median wages were \$6.84 per week. Tips were irregular and added little to the wages. These data are presented in a report by the Pennsylvania Department of Labor and Industry of an investigation of the hotel industry as of January 1938.¹ The study covered 324 establishments which employed women and were representative of the industry as to size and location. The employees included were chiefly those in the service and housekeeping occupations, office employees, and maintenance workers. Employees in the food and beverage departments of lodging establishments and those primarily employed in laundry work were not covered.

Employment of Women in Lodging Establishments

Most of the women employed in the lodging departments of lodging establishments were in commercial, residential, and seasonal hotels, though one-third of such hotels did not employ women in occupations connected with lodging. Tourist homes and rooming houses employed relatively few women. On the other hand, most of the Y. M. C. A.'s, Y. W. C. A.'s, clubs, and institutions providing lodgings employed women.

The principal occupation of these woman workers was as maids, almost three-quarters of the total number being employed in this and other occupations in the housekeeping departments. Practically all the other women were engaged in office work, as bookkeepers and auditors, clerks, secretaries and stenographers, cashiers, etc., or in the service occupations, such as telephone and elevator operators, check-room employees, etc.

In year-round hotels the average number of employees varied little from month to month, but in seasonal hotels there were wide variations in employment. The greater part of the employment was in the larger cities, 40 percent of the total employment being in Philadelphia and Pittsburgh.

Only 14 percent of the women and male minors employed in year-round hotels, in which the largest numbers of persons were employed, were Negroes. Three-quarters of the Negro employees were in housekeeping occupations and most of the remainder were in service occupations.

Wages and Hours of Woman Employees

In addition to cash wages, other remuneration, such as meals and lodging, and tips, formed a considerable part of the earnings of many woman workers in lodging establishments. In year-round and sea-

¹ Pennsylvania. Department of Labor and Industry. Bureau of Hours and Minimum Wages. Report to the Wage Board for Hotels and Other Lodging Establishments on Employment of Women and Minors in Lodging Establishments in Pennsylvania. Harrisburg, 1938. Mimeographed.

sonal hotels 32 and 99 percent, respectively, of the employees received some form of maintenance, and 21 and 45 percent, respectively, received tips.

The amount of tips received by these workers did not add substantially to their earnings, over three-fourths of those reporting the amount of tips received in the week ending January 15, 1938, stating that they received less than \$1. A comparison of the median cash earnings of full-time woman employees in year-round hotels who received tips and those who did not shows that the differences were small, as can be seen from the following:

Median earnings:	<i>Employees not receiving tips</i>	<i>Employees re- ceiving tips</i>
Annual.....	\$567	\$545
Weekly.....	11. 48	11. 36
Hourly.....	. 282	. 272

Maintenance, or meals and lodging, however, is quite a factor in wage payments, as, on the average, the lowest wages are paid those receiving the most maintenance. Meals and lodging are provided more frequently in small towns than in large towns.

The purchase and upkeep of uniforms formed the principal occupational expense of women in hotels, though in half of the establishments where uniforms were required the employers paid for them and for the laundering thereof. In establishments where the employees paid for their purchase and upkeep, the cost ranged from a little less than \$3 to almost \$60 per year.

YEAR-ROUND HOTELS

Annual earnings.—The median cash earnings of full-time woman employees in year-round hotels for whom annual earnings were reported were \$559 in 1937 for those who received no maintenance; \$518 for those who were furnished one meal a day; \$500 for those receiving two or three meals a day; and \$400 for those who were given full maintenance, including lodging. Over nine-tenths of the women who received no maintenance received less than \$800 a year and over three-tenths received less than \$500, although the report under review notes that preliminary figures on the cost of maintenance of a single woman alone, on a health and efficiency level, showed that \$1,040 was needed.

Median annual cash earnings in the different occupations for woman employees in year-round hotels who received no maintenance ranged from \$527 for maids to \$958 for office employees, which included women in professional and executive positions as well as stenographers, typists, and clerks. Three-eighths of the maids and elevator operators earned less than \$500. Table 1 shows median annual earnings in the various occupations and a percentage distribution of the women according to annual earnings.

TABLE 1.—Annual Cash Earnings of Full-Time Woman Employees¹ of Year-Round Hotels, Who Received No Maintenance, by Occupation, 1937

Occupation	Median earnings, 1937	Number of employees	Percent of employees with annual earnings of less than—					
			\$300	\$400	\$500	\$600	\$700	\$800
All occupations.....	\$559	726	3	10	31	63	83	91
Office.....	958	43	5	5	7	12	12	30
Front office.....	712	25	-----	4	8	16	48	80
Housekeeping.....	533	503	4	11	37	77	94	98
Housekeepers and inspectresses.....	700	21	-----	10	14	29	52	76
Maids.....	527	448	4	11	38	81	97	99
Other housekeeping.....	589	34	-----	9	26	53	76	88
Service.....	633	148	3	8	22	40	70	89
Checkroom.....	(²)	12	25	42	50	75	100	100
Elevator operators.....	550	55	2	11	38	64	96	100
Telephone operators.....	708	81	-----	1	7	19	48	79
Miscellaneous.....	(²)	7	-----	14	29	43	100	100

¹ Excluding food and beverage and laundry employees.
² Median not computed because of small number of cases.

Weekly earnings.—Median weekly earnings of woman workers in year-round hotels, as reported, ranged from \$6.84, where full maintenance was provided, to \$11.44, where cash wages only were paid. Over four-fifths of these women earned less than \$15 in the week.

By occupation, the median weekly earnings were highest for office employees (\$19.29) and lowest for maids (\$10.62). Over half of the maids earned less than \$11 and one-fifth less than \$9. Three-fourths of the office employees, two-thirds of the front-office employees, and one-half of the telephone operators and of the elevator operators earned \$15 or more a week.

Weekly earnings in the pay period reported, by occupation, are shown in table 2.

TABLE 2.—Weekly Cash Earnings of Full-Time Woman Employees¹ of Year-Round Hotels Who Received No Maintenance, by Occupation

Occupation	Median weekly earnings	Number of employees	Percent of employees with weekly earnings of less than—						
			\$5	\$7	\$9	\$11	\$13	\$15	\$17
All occupations.....	\$11.44	1,053	2	4	15	44	72	84	93
Office.....	19.29	50	-----	-----	-----	8	12	22	34
Front office.....	16.20	32	-----	-----	3	3	19	31	62
Housekeeping.....	10.78	763	2	4	18	54	85	96	99
Housekeepers and inspectresses.....	14.67	29	-----	-----	3	10	34	55	93
Maids.....	10.62	687	2	5	20	57	88	98	100
Other housekeeping.....	11.84	47	-----	2	4	34	74	87	98
Service.....	13.71	197	2	4	7	20	45	60	89
Checkroom.....	(²)	15	15	20	40	53	67	93	93
Elevator operators.....	12.30	78	1	5	8	31	60	68	99
Telephone operators.....	15.00	104	-----	-----	1	8	30	50	81
Miscellaneous.....	(²)	11	-----	-----	18	36	73	100	100

¹ Excluding food and beverage and laundry employees.
² Median not computed because of small number of cases.

Hourly earnings.—Median hourly cash earnings of full-time woman employees in year-round hotels, as reported, ranged from 17.2 cents

for those who received full maintenance to 28.1 cents for those who received cash wages only. Reports were received of cash wages as low as 10 cents an hour. Of those who received nothing but cash wages, over a quarter earned less than 24 cents an hour and only 4 percent earned over 40 cents. Earnings of less than 20 cents an hour were reported by 25 percent of those who received one meal per day, 38 percent of those who were given two or three meals a day, and 61 percent of those who received meals and lodging.

In the various occupations median hourly earnings varied, the lowest being 26.4 cents for maids and the highest—46.0 cents—for office employees. Three-fifths of the maids earned less than 28 cents per hour and very few earned 32 cents or more. All of the office and front-office employees earned 28 cents or more. Hourly earnings in the different occupations during the pay period mentioned are set forth in table 3:

TABLE 3.—Hourly Cash Earnings of Full-Time Woman Employees ¹ of Year-Round Hotels, Who Received No Maintenance, by Occupation

Occupation	Median hourly earnings (cents)	Number of employees	Percent of employees receiving hourly earnings of less than—					
			20 cents	24 cents	28 cents	32 cents	36 cents	40 cents
All occupations.....	28.1	629	5	26	50	85	92	96
Office.....	46.0	19	-----	-----	-----	11	26	42
Front office.....	35.4	17	-----	-----	-----	18	59	88
Housekeeping.....	26.8	495	6	32	57	95	98	99
Housekeepers and inspectresses.....	33.0	23	4	13	26	48	65	87
Maids.....	26.4	486	6	35	60	98	99	100
Other housekeeping.....	28.0	36	-----	11	50	89	100	100
Service.....	31.4	93	1	6	26	55	82	92
Checkroom.....	(²)	13	8	8	31	92	92	100
Elevator operators.....	32.3	24	-----	17	42	46	100	100
Telephone operators.....	32.0	56	-----	2	18	50	71	87
Miscellaneous.....	(²)	5	-----	20	80	100	100	100

¹ Excluding food and beverage and laundry employees.

² Median not computed because of small number of cases.

Hours of work.—Scheduled weekly hours of work for woman employees in year-round hotels were concentrated between 40 and 44, only 4 percent of such women having a schedule of less than 36 hours. Actual hours of work, as reported for 970 full-time woman workers, showed that 11 percent worked less than 36 hours, 76 percent worked from 36 to 44 hours, and 13 percent worked over 44 hours. The median hours worked were 42.7.

A spread of 13 hours in any one day was the maximum allowed for woman employees of hotels. From data reported for full-time woman employees it was found that 73 percent of such employees had a typical spread of from 8 to 9 hours and also that there were 73 percent whose longest spread was from 8 to 9 hours. Only 3 percent had a spread of 10 or more hours per day. Some occupational differences were found; for instance, a spread of 8 to 9 hours was worked by 90

percent of the elevator operators but by only 65 percent of the housekeepers and inspectresses.

There was little variation reported in actual hours worked in the various occupations, the median hours worked in each of the occupational groups being close to those for all occupations—42.6. Check-room girls formed the only group of which more than 25 percent worked less than 38 hours. Seventeen and eighteen percent of the housekeepers and of the telephone operators worked more than 44 hours per week, the percentages in the other groups ranging from 3 to 13.

SEASONAL HOTELS

Most of the seasonal hotels provided employment for the summer months only, though a very few were open all the year round and kept a few employees all the time. While the annual earnings in these hotels probably did not represent the total annual income of the majority of the employees, they did represent the earnings for a summer's work. Tipping was more prevalent in seasonal than in year-round hotels, about half of the women for whom reports were received having regularly received tips.

Annual earnings for 1937 were reported for only 74 full-time woman employees. Of these women 22 (18 maids and 4 telephone operators) earned less than \$50; 26 received from \$50 to \$99; and all but 2 of the others received less than \$250. The difference in these wages, the report states, may have been due to the length of time worked.

Data reported as to earnings per hour were extremely meager. Of 29 employees reported for, 18 had earnings of 13.3 cents per hour, all of the others having higher earnings.

Data as to weekly hours were also insufficient, 21 maids reporting working between 38 and 40 hours per week. The median spread in hours for full-time woman workers was 12.5 hours, 71 percent having a spread sometime during the week of 12 hours or more.

OTHER LODGING ESTABLISHMENTS

There was little employment in other types of lodging establishments. In the 216 tourist homes visited in the survey, only five full-time woman employees were reported, three of whom earned \$5 to \$16 a week and were given full maintenance. Cash earnings of 33 full-time woman workers in 10 Y. M. C. A.'s and Y. W. C. A.'s ranged from \$7 to \$25 or more per week, the median being about \$14.80. Most of them received no maintenance.

Some maintenance, as well as cash earnings, was received by many of the full-time employees of clubs. Weekly earnings of the 43 full-time woman employees of clubs for whom reports were received were as follows: 15 of the 16 who received two or three meals a day earned less than \$17 and 11 earned less than \$11; 11 of the 14 women receiving

no maintenance earned less than \$15; 13 others earned from \$7 to \$25 and more.

In eight institutions, mainly colleges providing dormitory accommodations for students, weekly earnings of the 48 full-time woman employees ranged from \$3 for 5 women to \$25 or more for 5 women, the median being about \$10.25. About half of these women also received full maintenance.

Of the 23 woman workers in rooming houses for whom reports were received, 10 received no maintenance, 6 of whom earned between \$9 and \$10 per week in cash. The other 13 women received weekly cash wages of from \$5 to \$13 and some maintenance.

Profit Sharing

PROFIT SHARING IN GREAT BRITAIN, 1937

PROFIT SHARING was being practiced in 1937 by 410 organizations in Great Britain and Northern Ireland. They had 415 plans in operation at the end of the year under which 264,300 employees were entitled to participate. There were 149 organizations which paid no profit-sharing bonus in 1937. The others made payments averaging £11 8s. 0d. per employee participating, or 6.1 percent of wages. These findings were disclosed by the annual survey made by the British Ministry of Labor.¹

The number and coverage of the plans in use in the 266 private-industry schemes are shown in table 1.

TABLE 1.—Coverage of Various Types of Profit-Sharing Plans of Industrial Organizations¹ in Great Britain in 1937

Type of plan	Number of plans	Total number of employees	Number of employees entitled to participate
All plans.....	266	385,400	223,000
Share issue plans (bonus paid in form of share capital of employing company, issued free or on especially favorable terms).....	46	111,300	21,800
Deposit plans (interest, varying with profits, paid on employee's deposits with firm).....	17	30,400	5,800
Other plans:			
Bonus paid in shares or invested in company's capital..	31	35,900	27,100
Bonus retained in provident, superannuation, etc., fund.	13	15,500	14,300
Bonus paid in cash or credited to savings or deposit account.....	95	117,300	93,400
Combinations of above plans, and method not known..	64	75,000	60,600

¹ Not including cooperative associations.

Of the 415 plans in operation 149 were those of cooperative associations and 266 were those of 261 private businesses. Among the cooperative associations 113 of the 149 plans provided for payment of the bonuses in cash; and among the other businesses 95 of the 266 plans provided for payment either in cash or as a deposit in a savings account to the credit of the employee. Among the industrial companies the next most common methods of payment of bonuses were those under which the bonuses were retained as part of the working capital of the employing company. Thus, 77 of the industrial plans provided for bonuses payable in shares, and 17 were designed to en-

¹ Great Britain. Ministry of Labor Gazette, July 1938 (p. 256).

courage the employees to make deposits with the company, by guaranteeing a fixed minimum rate of interest on these deposits and additional interest varying according to the company's profits for the year.

The number, coverage, and payments made under the schemes of the cooperatives and of private businesses are shown in table 2.

TABLE 2.—Coverage and Payments Under Profit-Sharing Plans in Great Britain

Type of organization	Number of organizations with plans	Plans in operation in 1937				
		Number	Employees entitled to participate	Bonuses paid ¹		
				Number of plans	Per capita average	Average addition to wages
All organizations.....	410	415	264,300	366	£. s. d. 11 8 0	Percent 6.1
Cooperative associations.....	149	149	41,300	148	5 17 10	4.8
Other businesses.....	261	266	223,000	218	12 10 7	6.4

¹ Including schemes under which no bonus was earned.

The largest number of plans were in merchandising, but the largest number of employees affected was in public utilities:

	Number of plans	Employees entitled to participate
Agriculture.....	62	1,300
Brick, pottery, glass, chemical, etc.....	17	17,100
Metal, engineering, and shipbuilding.....	32	43,100
Textile.....	23	16,200
Boot and shoe.....	14	1,600
Other clothing.....	4	5,000
Food and drink.....	26	23,500
Paper, printing, and publishing.....	41	9,300
Gas, water, and electricity supply.....	68	55,500
Merchants, warehousemen, and retail traders.....	83	44,900
Banking, insurance, and finance.....	12	29,900
Other businesses.....	33	16,900
Total.....	415	264,300

Industrial and Labor Conditions

WORKING CONDITIONS OF MAINTENANCE STAFFS ON FEDERAL HOUSING PROJECTS

WORKING conditions of maintenance and other employees on housing projects constructed with Federal funds are established by two different procedures, depending upon whether the dwellings are owned and administered by the Federal Government or leased or sold to local authorities.¹ If the Federal Government retains the management of dwellings the terms of employment of the maintenance and managerial staff are determined under civil-service rules, but if a property is taken over by the local housing authority the working conditions of all persons employed on the project must conform with those prevailing in the community for the same or similar kinds of employment. These principles are laid down in section 16 of the United States Housing Act of 1937 and are designed to protect labor standards.

Although the United States Housing Authority finds the problems confronting managers of federally and locally operated projects essentially the same, the methods of dealing with them are somewhat different. Not only does the employee on a federally operated project receive the wages fixed by the United States Civil Service Commission for Federal employees, but his working hours are similarly regulated, and he is entitled to compensation for injuries received in the performance of duty, under the Employees' Compensation Act of 1916. Persons employed on locally operated projects have no such Federal protection.

Maintenance and other employees on a Federal project are hired directly by the United States Housing Authority through the project manager. As Federal employees these workers are subject to payment at rates established by the Civil Service Commission. If work is done under contract, the wage rates must conform with the terms of the Bacon-Davis Act, if the contract is of a value of \$2,000 or over; if it is of lower value, the contractor is free to fix the scale of pay. This means that the Housing Authority is not responsible for wage conditions under either contract, but even so, it is stated, a project

¹ Public Act No. 412 (75th Cong., 1st sess.), United States Housing Act of 1937; and U. S. Housing Authority, press release No. 28364 H, 1938.

manager should make it his duty to discuss the rates with labor, if a conference is asked.

On projects turned over to local management, the wage rates of maintenance and other employees must be the local prevailing rates. Unless there is a State or local law providing for establishing rates, the United States Housing Authority must give final approval of the rates to be paid. To aid in these decisions managers are required to familiarize themselves with the existing laws and to keep the Authority office in Washington informed. The manager may also be called upon by the local housing authority to make the required study for establishing prevailing wages, when no State law or city ordinance provides minimum working standards. If a study is necessary it should cover wages paid in work of a comparable nature. For example, if an engineer or fireman is to be employed, information should be obtained regarding the rates of pay for such employees in hotels, apartment houses, or office buildings of a size comparable to that of the project. Recommendations should then be based on the factual data thus obtained. Hours of work are those established by the local housing authority, unless fixed by a State or local law.

It is likely that work other than that of ordinary maintenance will be required on every project at intervals. This will entail the making of special rates for jobs such as painting. To establish the pay scale an investigation must be made, and the resulting rate may be the union rate, if that prevails, but will conform to whatever rate is actually most often paid.

One of the most important tasks facing managers is stated to be the enforcement of the hours standards that are established. Other personnel questions will inevitably arise such as lay-off policy, discharge, and rehiring.



REQUIRED REST PERIODS FOR DOMESTIC SERVANTS IN CUBA

HOUSE OWNERS in Cuba, permanently employing one or more servants, cooks, chauffeurs, or nursemaids, are required to grant these servants 4 days of uninterrupted rest each month and to allow them 2 hours of rest during each day, according to a decree of October 15, effective October 19, 1938.¹ Two of the days must be Sundays or holidays, and the other two on any other day of the week, as agreed upon by the employer and servant. On their rest days servants are to enjoy the same advantages as when working, including meals when the employer or his family provides them in the house and other servants are available to substitute for those resting. For infractions

¹ Data are taken from reports of Willard L. Beaulac, American Chargé d'Affaires ad interim at Habana, September 2, 1938, and of George F. Scherer, American vice consul at Habana, October 25, 1938.

of the decree the head of the family is punishable, under the terms of the Social Defense Code, by 1 to 60 days' imprisonment or a fine of 1 to 60 quotas,² or both.

This decree replaces one of August 25, 1938, which, shortly after its promulgation, was suspended during investigation by a commission consisting of the Secretaries of Labor and of Justice. Action providing rest periods for domestic servants was taken to complete the decree of October 19, 1933,³ which temporarily excluded domestic servants from limitations on hours of work.



FEDERAL REGULATION OF WORKING CONDITIONS IN AUSTRALIA

MEASURES adopted by the Commonwealth of Australia to insure the establishment and maintenance of labor standards differ from those in most democratic countries in that the central Government takes an active part in fixing conditions of employment and is at the same time limited in its powers, owing to the rights reserved by the several federated States which make up the Commonwealth.⁴

Position of Labor

Organized labor was an influential factor in Australia during the gold rush of 1850-70, but in the following two decades its power waned and labor suffered a decisive defeat in 1890 in the shearers' and seamen's strikes. This defeat of organized workers determined the future course of Australian industrial relations. Before 1890 the unions negotiated directly and voluntarily with employers in the settlement of industrial disputes. When the Australian workers found that this method had failed, they reversed their earlier policy and determined to secure legislation that would give them the power to bargain on a basis of equality with employers, under a compulsory government system.

At first, efforts to place control of industrial relations under the government were confined to the States, as the Commonwealth had not yet been established. The necessary laws were enacted in Victoria in 1896, in South Australia and Western Australia in 1900, and in New South Wales in 1901. When the Commonwealth was formed in 1901, the constitution contained a clause according the

² A "quota" is based on 1 working day, the fines therefore are related to the wages for the corresponding number of working days, between the limits of 0.50 peso and 20 pesos.

³ International Labor Office, Geneva, Legislative Series, 1933, Cuba 4.

⁴ Data are from two reports from Elbert G. Mathews, American vice consul at Sydney, Australia, under date of September 27, 1938.

Federal Government power to direct industrial relations. Under this enabling legislation the Commonwealth Conciliation and Arbitration Act was adopted in 1904. It has been amended several times, the latest of which was in 1934. This law provides the legal basis of the regulatory system now in effect and here described.

Union membership is not compulsory under the act and it appears that a law requiring it would be beyond the powers of the Commonwealth. The arbitration legislation does, however, encourage and facilitate the formation of trade-unions. In making an award establishing standards of employment² the Commonwealth Conciliation and Arbitration Court may direct that, other things being equal, preference shall be given to organized workers. This power is not widely exercised and only when it appears that employers are discriminating against union members. It is estimated that over a third of the workers belonged to trade-unions at the end of 1936. The aggregate number of unionists at that time was officially reported as 814,809. Organization of employers is also encouraged under the terms of the act.

Registration of both employer and employee groups is permitted. To be eligible for registration, the employer or employers applying must each have had on their pay rolls an average of 100 persons in the 6 months before the application for registration is made. Similarly, any association of not less than 100 employees in any industry may be registered. Such recognized organizations may purchase, sell, lease, and mortgage real and personal property. They are obliged to fulfill certain requirements as to their rules if they are to become or remain registered. Registration may be canceled for cause.

Legality of Strikes

As originally enacted, the primary object of the arbitration law of 1904 was "to prevent lock-outs and strikes in relation to industrial disputes." Breach of the provision forbidding strikes and lock-outs was punishable by a heavy fine imposed on the side committing the offense. This prohibition was strengthened subsequently, but by amendment of 1930 all direct references to lock-outs and strikes were deleted.

Three provisions bearing on the legality of strikes remained in the act. An employee was forbidden to cease work because his employer belonged to an organization, was entitled to the benefit of an award or agreement, or exercised his rights under the act. Refusal to accept employment by a "substantial part" of the members of an organization bound by an award was outlawed. Officials of an organization were forbidden to advise, encourage, or incite the membership to

² The term "award" means the regulation of wages, hours, and conditions of employment established by an industrial tribunal. The word "determination" has the same meaning in Victoria and Tasmania.

refrain from accepting employment or from working in accordance with the terms of an award. It was further declared that any strike, the cause or extent of which contravened the first or second prohibition, became illegal.

The guaranty against stoppages was further strengthened by a ruling of the Conciliation and Arbitration Court. It provides that the rules of every organization shall require a majority vote by secret ballot before any strike is called. Any strike that is not so approved constitutes a breach of the rules and must be terminated by the officers.

A few awards of the Court contain a clause prohibiting strikes and lockouts. This prohibition applies only to disputes over matters covered by the award. It is usually provided that such an award is automatically suspended for the duration of a strike. With the exception of strikes contravening awards making specific provision outlawing stoppages, no interstate strike may be classed as illegal in itself. The indirect restrictions imposed by the act, already summarized, rarely apply except in cases where the striking employees are members of an organization bound by an award. If a contract exists, the stoppage constitutes an illegal act. If the Court is confronted with a protracted strike of this nature, the practice is to suspend or cancel the terms of the award conferring benefits on strikers. Cancellation of the registration of the organization is a last resort. As the purpose of the arbitration system is to settle differences peacefully, strikes are regarded as always morally if not legally wrong, and the Court will not make a new award or vary an existing one while the interested employees are on strike.

Constitutional Limitations on Commonwealth

The Constitution of the Commonwealth of Australia, like that of the United States, grants to the Federal Government certain specific powers, and all others are reserved to the States. In the field of labor relations, the Australian Constitution provides for Federal jurisdiction in the following case:

(xxxv) Conciliation and arbitration for the prevention and settlement of industrial disputes extending beyond the limits of any one State.

Thus the Commonwealth is empowered to deal with interstate disputes only, and all other differences must be settled within the State where they occur. This division of jurisdiction has inevitably resulted in some overlapping. Employees of a single plant may operate under different awards, depending upon whether the goods made move in interstate or intrastate commerce. Difficulties are being minimized as the State tribunals tend to base their awards on those of the Commonwealth Court and as plans are worked out jointly by the Commonwealth and State tribunals to delimit their

respective spheres of authority on a practical basis. The laws of Victoria and New South Wales provide that the basic wage fixed by the Commonwealth Court shall be adopted by State tribunals, and, in general, Commonwealth awards tend to set the standard for the States. The regulation of terms of employment for persons engaged in the public service is inherent in the sovereign powers of the Commonwealth. In addition the Commonwealth has a measure of control over transport labor and industrial relations in Federal Territories.

Decisions of the High Court of Australia since 1904 have done much to clarify the powers of the Commonwealth Court of Conciliation and Arbitration. The Commonwealth has jurisdiction where a dispute exists or may reasonably be expected to occur, provided the situation coexists in two or more States. This right does not extend to the legal, medical, and teaching professions, as the High Court has held that the terms "industry" and "industrial" connote a cooperation between labor and capital which does not exist in these three professions. Intervention, where permissible, must be based on recognized principles of conciliation or arbitration and must be limited to the questions in dispute and to the regulation of conditions affecting only the disputants.³ Any State law that conflicts with an award of the court is invalid to the extent of the conflict.

Settlement of Disputes

The primary instrument established by the Commonwealth Conciliation and Arbitration Act to settle industrial disputes is the Commonwealth Court of Conciliation and Arbitration. The present Court consists of a chief judge and three judges, any one of whom may exercise full powers of the Court except in making, interpreting, or varying an award altering standard hours, or the basic wage, or the principles upon which the basic wage is computed. Cases of the kind listed must be considered by the chief judge and not less than two judges. The Court has all the judicial powers usually exercised by courts of law and equity. The High Court has held that an award of the Conciliation and Arbitration Court is equivalent to a law of the Commonwealth. Appeals may, however, be taken to the High Court for decisions concerning the existence, actual or potential, of an alleged dispute, or the powers of the Conciliation and Arbitration Court under the act.

In addition to the Conciliation and Arbitration Court, the law makes provision for the appointment of three conciliation commissioners. These offices are at present vacant. A commissioner may

³ The High Court has in numerous cases held invalid the provision of the law enabling the Conciliation and Arbitration Court to declare an award a common rule for the industry in which such an award is made. However, in practice, this prohibition is inoperative if all employers and employees in an industry or occupation are parties to a dispute for which an award is made.

exercise the same powers as a single Judge of the Arbitration Court; Appeal from his awards may be taken to the Court if the awards deal with wages, hours, or any condition of employment likely to affect the public interest.

Under the act, conciliation committees, consisting of equal numbers of employer and employee representatives and a conciliation commissioner acting as chairman, may be appointed to consider specific disputes or to have jurisdiction over all disputes arising in a specific industry. If a majority reaches an agreement, the law specifies that it has the same force as an award of the Conciliation and Arbitration Court, but the High Court has held that this provision exceeds the powers of the Commonwealth under the constitution. This has resulted in making the terms of the law relative to conciliation committees invalid.

Not all disputes are necessarily settled by the Conciliation and Arbitration Court under a formal procedure. For example, employers and employees, provided at least one party is an organization, may enter into a written agreement for the prevention and settlement of industrial disputes by conciliation or arbitration. This agreement may be filed with the Industrial Registrar as an industrial agreement and is thereafter binding on all its signatories and is enforceable at law. No such agreement may remain in effect for over 5 years and there is a fixed procedure for termination. In all, there were 47 of these agreements in force on December 31, 1937.

The Court deals with cases of two types, namely: (1) In industries or occupations where no award has been made, or in which all the disputants are not parties to any one existing award, or in which the binding award has expired; and (2) those in which all parties are bound by the same unexpired award.

In cases of the first type the customary procedure is for employees to submit their claims to employers. The employers may reject the claims in whole or in part, whereupon a judge of the Court, acting in a conciliatory capacity, intervenes. He may summon both parties to a conference, which they are obliged to attend. The discussion is informal and if an agreement results it is certified by the judge, is filed with the Industrial Registrar, and has the force of an award. If the case is not settled, it goes to the Court for arbitration.

The Court may hear cases referred to it as described, in addition to those submitted by an organization, a Registrar, or a State industrial authority. The procedure followed, if the case is within the jurisdiction of the Commonwealth, is again to try to effect conciliation, but if this fails formal arbitration hearings are begun. Often, evidence is required beyond that voluntarily submitted. Attorneys do not usually appear. The award is based on facts disclosed. The duration of the award, which is stated, may not exceed 5 years, but is usually

2 or 3 years. Unless expressly provided, an award operates after its expiration until replaced by a new one.

In those industries already operating under an award, disputes also arise. This often results from the fact that not all parties are completely satisfied with the terms of an award when made. The terms are usually in the nature of a compromise, and experience leads the parties to seek modifications of disputed provisions. Demands may be made for interpretation, variation, suspension, or cancellation of certain provisions or, in extreme cases, for the suspension or cancellation of the entire award.

Cases may be brought before a specially created board of reference, composed of a chairman representing the Court and equal numbers of employer and employee members. A board of reference is empowered to determine cases involving an interpretation or minor variation of the terms of the existing award. Under the terms of reference usually agreed upon, parties to the dispute may appeal a board's decisions to the Commonwealth Arbitration Court, but the Court is reluctant to hear such appeals. However, any party to an award may apply to the Court for determination of disputes under existing awards. The Court is always ready to interpret an award and may vary it for good cause. It is unusual for the Court to cancel or suspend an award except as punishment for a breach of its terms. The procedure in hearing these cases is like that for others.

As the act establishes compulsory conciliation and arbitration of industrial disputes, it also provides penalties to insure that the facilities will be used and the awards observed. Fines are fixed in varying amounts for those who refuse to cooperate with the Court, noncompliance with awards by either party, and discrimination against employees who are trade-union members.

Regulation of Wages and Hours

No attempt is made to legislate minimum wages and maximum hours in Australia. The Conciliation and Arbitration Court is empowered to fix rates of wages and hours of work in pursuance of its general function of preventing and settling interstate industrial disputes by conciliation and arbitration. Court awards in effect regulate the terms of employment in many large man-employing industries. These awards indirectly influence the pay received by employees under awards of the States, but the States do not follow the terms of Commonwealth awards with respect to hours as closely.

Wage rates fixed by the court are intended to provide fair and reasonable compensation. There is no specific provision in the arbitration law for establishing basic wages, but under their power to prescribe the minimum wage rates the members of the Court have adopted a system whereby they fix a basic wage composed of two

parts—the “needs” basic wage and the “prosperity loading.” The “needs basic wage” is intended to provide a minimum standard for a family consisting of an able-bodied, adult male, unskilled laborer, his wife, and three children. To this is added a sum varying according to the prosperity of the State where the worker is employed. The needs basic wage is periodically adjusted as changes occur in the cost of living (as measured in the official retail-price index numbers). Variations in the “loading additions” depend upon the rise and fall of prosperity.

Both the basic wage and the loading addition vary in different localities, as neither cost of living nor prosperity are the same throughout the Commonwealth. In determining prosperity loadings the economic position of the industries is also taken into account. For example, railroad employees are allowed a lower prosperity loading than workers in certain other industries owing to the depressed condition of Australian railways.

In addition to basic wages the Court fixes secondary rates for certain categories of unskilled workers and semiskilled and skilled labor. The first step is to define the task to which a secondary wage shall apply.

Unskilled persons employed on specially disagreeable or laborious tasks, having only intermittent work, or working in remote localities, may be entitled to secondary wages which are higher than basic wages. Although a judgment of the High Court held that such an extra payment to unskilled labor is in fact a part of the basic wage, and the Conciliation and Arbitration Court conforms to this decision in its technical procedure, the secondary wages prescribed for unskilled workers are regarded as distinct from the basic wage.

The secondary wage granted semiskilled and skilled workers is intended to provide compensation for the degree of skill exercised. In determining these rates the Court takes into account the custom of the industry or occupation and the capacity of the industry to pay high wages, and is influenced by the power of the employees' organizations to enforce their demands.

Working hours are established by the Conciliation and Arbitration Court under its general powers. As is true of basic wages, there is no express provision in the law authorizing the Court to determine standard hours. The law does state that if the Court acts with respect to hours the decision must be made by the chief judge and two other judges.

Actually, the Court fixes working time in all of its awards. It has not pioneered in shortening hours but has followed prevailing custom. The 44-hour week is the prevailing maximum under awards, and in certain industries the 48-hour week is still prescribed. In certain

industries that are especially detrimental to health, weekly hours aggregating less than 44 have been established.

Although the 40-hour week is widely discussed in Australia, there seems little likelihood that it will become the standard in the near future. Labor favors the shorter workweek to help solve the problem of technological unemployment and as a means of broadening the domestic market for goods. The opposition believes the additional cost of a shorter week would impose too great a financial burden on industry, would increase the existing shortage of skilled labor, and would preclude any possibility of Australian-made products competing with cheap overseas goods. The problem is regarded as national in scope, and the States with the most progressive labor policies have not yet legislated the 40-hour week. Doubt exists that, under the constitution, the Commonwealth could directly legislate on this point. It is believed in some circles that to establish the 40-hour week it will be necessary for the several Australian States to pass concurrent legislation.

Productivity of Labor and Industry

PRODUCTIVITY IN THE BITUMINOUS-COAL INDUSTRY, 1936-37

PRELIMINARY returns for the bituminous-coal industry show that production and employment expanded slightly in 1937 as compared with 1936, and that the tonnage mechanically loaded increased almost 25 percent. Figures recently released by the National Bituminous Coal Commission ¹ also give detailed statistics of operations in 1936 for the first time. Output per man per day increased in 1936 over 1935, and large mines became more important in furnishing coal. Summary data for the industry are given in the accompanying table for 1935 and 1936 and for 1937 as far as available.

Salient Statistics of the Bituminous-Coal Industry, 1935, 1936, and 1937

Item	1935	1936	1937
Total production..... net tons.....	372,373,122	439,087,903	442,455,000
Total number of mines (over 1,000 net tons).....	¹ 6,315	¹ 6,875	(?)
Percent of output from mines producing 100,000 net tons and over.....	80.7	83.8	(?)
Average number of men employed.....	462,403	477,204	484,000
Underground.....	389,942	399,367	(?)
Surface.....	72,461	77,837	(?)
Average number of days of mine operation.....	179	199	(?)
Nominal length of established full-time week..... hours.....	35.1	35.1	(?)
Output per man per day..... net tons.....	4.50	4.62	(?)
Output per man per year..... do.....	805	920	(?)
Percent of underground output cut by machine.....	84.2	84.8	(?)
Quantity mechanically loaded..... net tons.....	47,177,224	66,976,872	83,500,000
Quantity mined by stripping..... do.....	23,647,292	28,125,857	(?)
Quantity cleaned by wet or pneumatic processes ³ do.....	39,511,176	53,332,040	(?)

¹ The increased number of mines reported in 1934 and subsequent years was due to more complete coverage of small mines.

² Not yet available.

³ Exclusive of central washeries operated by consumers.

According to the current estimates, subject to later revision, tonnage produced in 1937 increased 0.8 percent over 1936. Up to the middle of October, when the business recession began to affect output, production was running 8 percent ahead of 1936. Production in 1937 was 43 percent above that for 1932, the lowest annual figure during the depression, and 17 percent below that for 1929.

Employment increased 1.8 percent between 1936 and 1937, according to data compiled covering more than half the workers in the bi-

¹ U. S. Bituminous Coal Commission. Division of Research and Statistics. Bituminous Coal Tables, 1936-37. Washington, 1938.

tuminous industry. Reports covering 11 States, with over 60 percent of the bituminous-coal employees in the United States, indicate an average increase of 1.0 percent in the same period. At least part of this extended employment may be due to local share-the-work agreements, according to the report under review.

Mechanized mining has continued to increase. Manufacturers reported the installation of mechanical loading devices in great numbers in 1937, notwithstanding that sales of certain kinds of equipment lagged. Tonnage mechanically loaded increased from 66,976,872 to an estimated total of 83,500,000 tons. Illinois continued to lead in the tonnage so loaded, followed by West Virginia, Pennsylvania, Indiana, and Wyoming. Although the tonnage increases in Colorado, Utah, and Washington were not large, the extension of mechanization in 1937 was substantial on a percentage basis. Coal mined by stripping in 1936 increased 19 percent over the tonnage so produced in 1935. The indications are that returns for 1937 will show further increases in Illinois and Indiana.

Tonnage from mines annually producing 100,000 tons of coal or over increased from 80.7 percent of the total in 1935 to 83.8 percent in the following year.

Labor Laws and Court Decisions

LAWS REQUIRING PAYMENT OF WAGES AT SPECIFIED TIMES

THE frequency of the payment of wages of employees is usually determined by the contract of employment or by custom. In the United States, however, nearly all of the States have enacted legislation requiring the payment of wages at some specified time—weekly, monthly, or semimonthly.¹ The majority of the States specify that wages shall be paid at least semimonthly. Typical of New England legislation is the requirement that wages shall be paid weekly.

Although the provisions of the laws regulating the period of wage payment are fairly uniform, the decisions of the courts rest on such various grounds that no generalization can be made as to the degree of regulation which will be allowed. However, nearly all of the decisions were rendered years ago, and since that time many States have enacted laws the constitutionality of which has not been successfully challenged. Even in those States in which manifest declarations of unconstitutionality have been made, legislative action indicates a purpose to regulate the payment of wages, and in some instances constitutional amendments have been adopted to open the way for the enactment of such legislation.

The subject has received considerable attention at the several national conferences on labor legislation and also at the conventions of the International Association of Governmental Labor Officials. In 1936 these groups recommended the adoption of certain language for a proposed State wage-payment and wage-collection law,² and a semimonthly pay day was proposed. In giving the reasons for the adoption of this period, the report points out that—

Unless pay days come at frequent intervals, their value to the employees is diminished because the employees will have drawn their money in advance, at a discount, and when pay days do occur there are no cash settlements to be made. In actual practice the spacing of pay days, and the length of hold-over, varies somewhat among reputable concerns. Some employers pay weekly, others every 2 weeks, some semimonthly. Employers of large numbers of piece workers find it difficult or impossible to settle up to, and including, the day of payment. The suggested language is especially designed to eliminate the undesirable practice of

¹ No legislation in District of Columbia, Florida, Idaho, Philippine Islands, and Washington.

² Copies of draft may be obtained from the Division of Labor Standards, U. S. Department of Labor, Washington, D. C.

withholding wages for unreasonably long periods of time, while at the same time permitting the employer some latitude in arranging his pay days and in making up his pay roll.

Review of Pertinent Court Decisions

The constitutionality of this type of legislation received judicial approval as early as 1892, in the State of Rhode Island, in the case of *State v. Brown & Sharpe Manufacturing Co.* (25 Atl. 246). In this case the court pointed out that it was common knowledge that corporations, on account of their corporate powers of aggregating capital, were the richest and strongest bodies in the State, while their employees, on the other hand, were often "the weakest and least able to protect themselves, frequently being dependent upon their current wages for their daily bread." Again, the court reasoned that if the employees receive credit they must pay for it, and "in proportion to their inability to pay cash and the risk in trusting them, they have to pay for the time indulgence they obtain." The court pointed out that many corporations, in order to save expense, made up their pay rolls 12 or 13 times a year, and even less often "when corporate means were cramped," in consequence of which the "employees were obliged to wait for their pay, and the longer they had to wait the less it was worth to them."

The wage payment laws may be of general application, or may be restricted to persons or corporations, or to certain classes of persons or corporations. In Iowa the legislation has been limited to employees engaged in coal mining and railroading. Other States have restricted the coverage to employers with a certain number of employees. For the most part the laws have secured recognition only after considerable hesitancy on the part of some of the courts. Objection to such legislation in most instances has been the alleged interference with the freedom of contract.

It was decided by the Supreme Court of California³ that a law requiring monthly pay days restricted the constitutional right of the employer and employee to contract freely as to terms and times of payment. On the other hand, the New York Court of Appeals upheld the constitutionality of a New York act on the ground that the State had an interest in the well-being of its citizenry, which was served by the frequent payment of wages. Thus, workmen with small incomes may be better able to make cash purchases of the necessities of life. On account of the economic inequality existing between employers and their employees, it was considered by the court to be desirable for a law to be enacted that would in part equalize the situation.⁴ While the court held the statute invalid as to individuals and partnerships, it was nevertheless applicable to corporations.

³ *Johnson v. Goodyear Mining Co.* ((1899), 59 Pac. 304).

⁴ *New York Central, etc., R. Co. v. Williams* ((1910), 92 N. E. 404).

In 1914 the Supreme Court of the United States upheld the constitutionality of the New York statute (*Erie R. Co. v. Williams*, 233 U. S. 685). The Court, in its opinion, declared that the provision of the New York labor law requiring semimonthly payment of wages in certain specified industries, including railroads, did not violate the due-process-of-law clause and, as applicable to a railroad company incorporated in the State, did not impair the obligation of the charter contract. It was held also that the law was not a direct burden on interstate commerce, but, instead, a valid exercise of the police power of the State.

Considerable doubt has existed as to whether these laws are operative without the request of the employee. In a few States the legislation specifically allows the employer and the workman to make contracts extending the period of payment. The Supreme Court of Arkansas in 1910, in the case of *Arkansas State Co. v. State* (125 S. W. 1001), construed the law of that State as valid, in its application to corporations, but declared that the statute would be violated only by the failure or refusal of the employer to pay the wages after a demand for payment had been made. However, the provision does not apply if by intimidation or coercion the workman was prevented from making the demand.

As recently as 1936 a California court held⁵ that the right of an employer to hire labor and the right of an employee to sell his labor may not be abridged except under the police power of the State for the purpose of promoting the health, safety, morals, and general welfare of the people. It was therefore held that the statute requiring payment of wages semimonthly did not prohibit a contract under which employees of a lumber factory were to be paid only as money was collected from sales of lumber, since the contract was not injurious to the general welfare.

In 1887 a statute was enacted in Indiana which provided that the wages of minors and certain other employees should be paid every 2 weeks, and by an act passed in 1889 it was provided that all contracts which waived this right were unlawful. The Supreme Court of Indiana in 1890 sustained as valid the provision forbidding contracts waiving the employee's right to demand payments at the times and in the medium designated (*Hancock v. Yaden*, 23 N. E. 253.) Another statute of the State requiring weekly payment of all wages was held to be a statutory fixing of the terms of a contract in violation of the guaranty of freedom of contract. The court said that the law placed wage earners under a quasi guardianship which was degrading to them as citizens (*Republic Iron & Steel Co. v. State* (1903), 66 N. E. 1005). The court also observed that the statute gave the parties no right to waive the provisions of the law. In 1906 the statute en-

⁵ *Ex parte Moffett* (55 Pac. (2d) 584).

acted in 1887 requiring semimonthly payment of wages was upheld by the Supreme Court of Indiana (*Seeleyville Coal and Mining Co. v. McGlosson*, 77 N. E. 1044). The court held in this case that the incorporation of the words "if demanded" in the act deprived it of a compulsory quality, so that it was not an abridgment of the right of contract. The court declared that the legislature might "reasonably or to a limited extent regulate the payment of wages."

Another statute was construed by the Indiana Supreme Court in 1907 (*Toledo, St. L. & W. R. Co. v. Long*, 82 N. E. 757). An act was passed in 1885 by which every company, corporation, or association was required, in the absence of a written contract to the contrary, to make full settlement with its employees engaged in manual or mechanical labor at least once in every calendar month. The court held the law unconstitutional on the ground that it imposed burdens on corporations and not on individuals, and thus constituted class legislation.

In Michigan, a law that provided a penalty in the form of liquidated damages of 10 percent of the wages for each day payment was not made, was held unconstitutional in 1920 (*Davidow v. Wadsworth Mfg. Co.*, 178 N. W. 776). The court declared that the penalty was excessive, confiscatory, and unreasonable, and that the act was invalid as "class legislation of the most objectionable kind." Apparently the entire act was not declared unconstitutional for in 1937 (Act No. 119) the original semimonthly wage-payment law was amended to include dry-cleaning establishments and petroleum and natural gas-drilling operations.

The decisions of the various courts show divergent attitudes. The Arkansas law was upheld on the ground that it was applicable only to corporations; so, likewise, was the New York law. The Indiana court, on the other hand, as we have seen, objected to such a classification. Again, the provisions of the State constitutions do not agree with regard to the power reserved by the legislature to regulate the activities of corporations, and a different view is taken by the courts as to what is a fair and just application of that power. In some jurisdictions the courts have considered that the police power of the State was sufficient to authorize the legislature to declare a policy applicable not only to corporate employers, but to individuals and partnerships as well. In considering legislation in 1895 the Massachusetts Legislature referred to the supreme court of the State a question as to its power to enact a law establishing a weekly pay day for private individuals and partnerships, such as already existed with regard to corporations. The court replied that the power existed, since freedom of contract was not absolute, and that the powers of the legislature under the State constitution are as broad "as they shall judge to be for the good and welfare of this Commonwealth."⁶ In this case it was stated

⁶ *In re House Bill No. 1230* (40 N. E. 713).

that the earlier law applicable to corporations had been enacted, not in the exercise of the reserve power of the legislature to amend the charters, but by virtue of the police power resident in it as expressing the policy of the State. The act subsequently enacted was upheld as constitutional in *Commonwealth v. Dunn* (1898), 49 N. E. 110).

It was held in Missouri in 1912 that the police power of the State was sufficient to authorize the legislature to enact a law regulating the payment of wages by corporations. The State supreme court declared that the legislation was valid, not on the ground of the reserve power of the legislature, but because it was regarded as of benefit to employees of corporations. It was said also that the application of the law to corporations alone was not indicative of an unfair discrimination, but that the basis for this type of legislation was the difference between individual employers and corporations whose interests were always represented by agents.⁷ In an earlier case the Missouri court declined to discuss the constitutionality of a law of limited application, and held that the statute governed in the absence of a contract establishing the time of payment (*Burnetta v. Coal Co.* (1904), 79 S. W. 136).

In determining the validity of laws requiring the payment of wages at specified periods, the courts have not stressed to any great extent the economic needs of workers and the differences between individual and corporate employers. In 1911, a semimonthly-payment law of Maryland was held unconstitutional by the court of appeals of that State. The court declared that the statute was an arbitrary interference with private business, and was invalid as it was not shown that its enactment was necessary to protect public health, safety, morals, or the general welfare (*State v. Potomac Valley Coal Co.*, 81 Atl. 686).

In Tennessee the supreme court found a different basis for declaring unconstitutional the penal provision of a semimonthly-payment law. The penalty of a fine for failing to comply with the act entailed a liability to imprisonment if the fine was not paid, it was said, and hence this would result in imprisonment for debt in violation of the State constitution. Since the statute was one to enforce the payment of contract wages at stated periods under the penalty prescribed, the court held that the act was unconstitutional (*State v. Prudential Coal Co.* (1914), 170 S. W. 56). A similar view was taken the same year by the Court of Appeal of California, in the case of *Ex parte Crane*, 145 Pac. 733. On the other hand, a Louisiana statute was held constitutional by the supreme court of that State against the contention that it might result in imprisonment for debt. The court in this State said that the law requiring semimonthly payment of wages was constitu-

⁷ *State v. M. P. R. Co.* (147 S. W. 118).

tional, and that the legislative power to impose a penalty for its violation necessarily followed (*State v. McCarroll* (1915), 70 So. 448).

The scope of the various acts is generally indicated by the use of the terms "employee," or "wages," though some laws also use the word "salary." Other statutes are broader, covering "wage workers, skilled or unskilled in manual, mechanical, or clerical labor," or "every employee engaged in its business," with also the words "wages or salaries." The New York law requires weekly payment to "each employee." In a decision rendered in 1915 in New York it was held that, because of the definition of the word "employee" in the labor law, the statute applied only to "a mechanic, workingman, or laborer, who works for another for hire" (*People v. Interurban Rapid Transit Co.*, 154 N. Y. S. 627).

Many of the early laws requiring the payment of wages at specified periods applied only to certain corporations or occupations, such as mining, quarrying, manufacturing, or transportation. The tendency in recent years, however, has been for such statutes to apply either to all occupations, or to all corporations doing business in the State. The laws generally do not cover domestic or agricultural employments.

Summary of State Laws

The following table gives the States having legislation requiring the payment of wages at specified times, as well as the employments covered and the penalties prescribed for violations.

State Laws Requiring Payment of Wages at Specified Times

Jurisdiction	Citation	Coverage	Time of payment	Penalties for violations
Alabama.....	Acts of 1931, No. 525 (p. 636).	Public-service corporations employing 50 or more persons engaged in transportation.	Semimonthly.	Misdemeanor. Fine of \$25 to \$250 for each offense.
Alaska.....	Comp. L 1933, secs. 2142, 2143.	Every person or corporation.	Monthly.....	Misdemeanor. Fine of not exceeding \$1,000.
Arizona.....	Rev. Code, 1928, sec. 4876 (as amended 1933, ch. 33; 1935, ch. 84). See Sup. (1936) to Rev. Code, 1928.	The State and political subdivisions thereof, every person, firm, partnership, association or corporation under contract with the State, and every company and corporation employing labor.	Semimonthly.	Misdemeanor. Fine of \$50 to \$300 for each offense.
Arkansas.....	Digest, 1937, secs. 9117, 9118.	All corporations doing business in State.	.....do.....	Misdemeanor. Fine of \$50 to \$500 for each offense.
California.....	Deering's G. L. 1937, Act 4741. Deering's Labor Code, 1937, secs. 204, 205, 210, 217.	Counties of first and second class. All private employments.	.....do. ¹..........do. ²	Misdemeanor. \$10 may be recovered in civil action for each offense, by Division of Labor Statistics and Law Enforcement.
Colorado.....	Stat. Ann. 1935, ch. 97, secs. 200, 201.	All private and quasi-public corporations.	.....do.....	5 percent of wages due as liquidated damages.

See footnotes at end of table.

State Laws Requiring Payment of Wages at Specified Times—Continued

Jurisdiction	Citation	Coverage	Time of payment	Penalties for violations
Connecticut.....	Gen. Stat. 1930, sec. 145 (as amended 1937, ch. 119a). (1937 Sup. to Gen. Stat., sec. 543d.)	Employees of State capitol.	Weekly.....	5 percent of wages due as liquidated damages.
	Idem, secs. 5205 (as amended, 1933, ch. 279). (Cum. Sup., 1931, 1933, 1935, sec. 1606c); 5206.	Every person, firm, or corporation operating a factory, workshop, or manufacturing, mechanical, or mercantile establishment or a mine, quarry, railroad or street railway, telephone, telegraph, express or water company, or engaged in the erection, repair or removal of a building or structure or the construction or repair of a railroad, street railway, road or bridge, or any sewer, gas, water or electric-light works, pipes, or lines.	-----do. ³ -----	Fine of not more than \$200 or imprisoned for not more than 30 days, or both, for each offense.
Delaware-----	Rev. Code, 1935, sec. 3643.	All contractors or subcontractors doing State, county, or municipal work.	-----do. ¹ -----	
District of Columbia.		No provision.....	-----do-----	
Florida-----		-----do-----		
Georgia-----	Code, 1933, secs. 66-102, 66-9901.	Every person, firm, or corporation including steam and electric railroads (but not including farming, sawmill, and turpentine industries), employing wage earners, skilled or unskilled, engaged in manual, mechanical, or clerical labor, including all employees, except officials, superintendents, or other heads or subheads of departments, who may be employed by the month or year at stipulated salaries.	Semimonthly.	Fine of not more than \$200.
Hawaii-----	Rev. L. 1935, sec. 93.	Employees engaged in constructing or repairing roads, bridges, or streets for the Territory.	-----do-----	
	Idem, sec. 116.....	All contractors on public works.	Weekly ⁴	Misdemeanor. Fine of not more than \$500.
	Idem, sec. 2852 (as amended, 1935, Ser. B-69); 1937, Ser. B-66.	County officers and employees.	Semimonthly..	
Idaho-----		No provision.....		
Illinois-----	Rev. Stat. 1935, ch. 48, pars. 18, 19.	Every corporation engaged for pecuniary profit in any enterprise or business within the State.	Semimonthly.	Misdemeanor. Fine of from \$25 to \$100 for each offense.
Indiana-----	Burn's Ann. Stat. 1926, secs. 9336, 9337.	Every corporation, association, company, firm or person engaged in mining coal, ore, or other mineral, or quarrying stone or in manufacturing iron, steel, lumber, staves, heading, barrels, brick, tile, machinery, agricultural or mechanical implements or any article of merchandise.	Weekly ⁵	Employee may recover \$1 per day additional, but not exceeding double the amount due.

See footnotes at end of table.

State Laws Requiring Payment of Wages at Specified Times—Continued

Jurisdiction	Citation	Coverage	Time of payment	Penalties for violations
Indiana	Acts of 1933, ch. 47.	Every person, firm, corporation, or association doing business in State.	Semimonthly.	Liquidated damages of 10 percent for each day the amount due remains unpaid, but not exceeding double the amount due.
Iowa	Code, 1935, sec. 1322.	Coal mines	do. ⁶	Employee may recover \$1 per day additional, not exceeding amount due, for each day payment is refused.
	Idem., secs. 7990, 7991.	Railroads	do.	Misdemeanor. Fine of \$25 to \$100 for each offense.
Kansas	Gen. Stat. 1935, secs. 44-301, 44-302, 44-304.	All corporations doing business in State. ⁷	do.	Liquidated damages of 5 percent, per month, of wages due.
Kentucky	Carroll's Stat., 1936, secs. 576a-1, 576a-2.	Every corporation for pecuniary profit engaged in any enterprise or business within State.	do.	Misdemeanor. Fine of from \$25 to \$100.
	Idem., secs. 2738r-1, 2738r-3.	All persons, associations, companies and corporations with 10 or more employees in mining work or mining industry.	do.	Misdemeanor. Fine of \$50 to \$100 for each offense.
Louisiana	Dart's Gen. Stat. 1932, secs. 4358, 4359.	Every corporation, company, association, oil company, mining company, partnership, or individual person, engaged in manufacturing or engaged in boring for oil and in mining operations, employing 10 or more employees; and every public service corporation.	do.	Misdemeanor. Fine of \$25 to \$250 or imprisonment for not less than 10 days, or both, for each day's violation.
Maine	Rev. Stat. 1930, ch. 54, sec. 39 (as amended 1935, chs. 11, 147; 1937, ch. 193).	Every corporation, person or partnership, engaged in a manufacturing mechanical, mining, quarrying, mercantile, restaurant, street-railway, telegraph, or telephone business; in any of the building trades; upon public works, or in the construction or repair of street railroads, roads, bridges, sewers, gas, water or electric-light pipes or lines; every incorporated express or water company; and every steam-railroad company or corporation.	Weekly ⁸	Fine of \$10 to \$50.
Maryland	Ann. Code, 1924, art. 23, sec. 151.	Every association or corporation engaged in mining, manufacturing, operating an electric railroad, street-railway, telegraph, telephone, or express company.	Semimonthly	Misdemeanor. Fine of not more than \$200 for each offense.
Massachusetts	Gen. L. 1932, ch. 149, sec. 148 (as amended, 1932, ch. 101; 1935, ch. 350; 1936, ch. 160).	Every person having employees in his service; the Commonwealth, its instrumentalities, and every county, city, and town.	Weekly ⁹	Fine of \$10 to \$50 or imprisonment for not more than 2 months, or both.
Michigan	Comp. L. 1929, secs. 8499, 8502, 8503.	Every employer of labor, except employers of farm labor, domestic labor, and employees of the State or any subdivision thereof.	Semimonthly	Misdemeanor. Fine of not to exceed \$100.

See footnotes at end of table.

State Laws Requiring Payment of Wages at Specified Times—Continued

Jurisdiction	Citation	Coverage	Time of payment	Penalties for violations
Michigan-----	Idem, secs. 8505 (as amended 1937, No. 119), 8507.	Every manufacturing, mercantile, dry-cleaning, street-railway, telegraph, telephone, railroad, express, mining, petroleum and natural-gas drilling, operation and development, electric-light, gas and water company or corporation doing business in State, and every contractor, person, or copartnership in State, engaged in any manufacturing business, in any of the building trades, in the dry-cleaning business, in operating quarries, in petroleum and natural-gas drilling, operation and development, in and upon public works, in construction or repair of railroads, street railways, roads, bridges, or sewers.	Semimonthly.	
Minnesota-----	Mason's Stat. 1927, secs. 4139, 4140.	All public-service corporations.	-----do-----	Specified costs in addition to amount due.
	Supp. (1936) to Mason's Stat., 1927, sec. 4140-1.	Every person, firm, corporation or association employing any person to labor on any project of a transitory nature, such as the construction, paving, repair or maintenance of roads or highways, sewers or ditches, clearing land or the production of forest products, or any other work which requires employee to change place of abode.	Every 15 days.	
Mississippi-----	Code, 1930, secs. 4654, 4655.	Every corporation, company, association, partnership, and individual person engaged in manufacturing, with 50 or more employees, and public-service corporations.	Semimonthly.	Misdemeanor. Fine of \$25 to \$250 for each offense.
Missouri-----	Rev. Stat. 1929, secs. 4608, 4609.	All corporations doing business in State.	-----do-----	Misdemeanor. Fine of \$50 to \$500 for each offense.
	Idem, sec. 13214....	All manufacturers, including plate-glass manufacturing.	-----do-----	Liable in double amount due.
	Idem, secs. 13215-13217.	Railroads-----	Monthly-----	Misdemeanor. Liable in double amount due ¹⁰ Fine of \$25 to \$300 for each offense.
	Idem, sec. 13620....	All persons or corporations operating mines, stone or granite quarries.	Semimonthly..	Liable in double amount due.
Montana-----	Rev. Codes, 1935, secs. 3084, 3085.	Every employer of labor, except agricultural labor.	-----do-----	5 percent of wages due, as liquidated damages.
Nebraska-----	Comp. Stat. 1929, sec. 74-574.	Railroads-----	-----do-----	\$25 for each violation to be recovered in civil action.
Nevada-----	Comp. L. 1929, secs. 2775 (as amended 1937, ch. 31); 2780 (as amended 1931, ch. 152); 2781.	All persons engaged in private employment.	-----do-----	Misdemeanor. \$50 to \$300 recovered in civil action prosecuted by district attorney at instance of labor commissioner.

See footnotes at end of table.

State Laws Requiring Payment of Wages at Specified Times—Continued

Jurisdiction	Citation	Coverage	Time of payment	Penalties for violations
New Hampshire.	Pub. L. 1926, ch. 176, secs. 25 (as amended 1935, ch. 69); 27, 28 (as amended 1935, chs. 69, 102).	Every person, firm, or corporation engaged in operation of a manufacturing, mechanical, or mercantile establishment; or mining, quarrying, stonecutting; or in cutting, harvesting, and driving pulpwood and timber; or in railroad, telegraph, telephone, express or aqueduct business; or in erection, repair, or removal of any building or structure; or in construction or repair of any railroad, road, bridge, sewer, gas, water, or electric-light works, pipes or lines; and every municipal corporation employing more than 10 persons at one time.	Weekly ¹¹	Fine of \$10 to \$50 or imprisonment not more than 2 months for each offense.
New Jersey.....	Rev. Stat. 1937, secs. 34: 11-2, 34: 11-3. Idem, secs. 34: 11-4, 34: 11-6.	Railroads..... Every person, firm, association, or partnership doing business in State and every corporation organized in State.	Semimonthly . Every 2 weeks.	\$25 to be recovered in civil suit. Fine of \$50 for first offense and \$100 for each subsequent offense, to be recovered by and in name of department of labor.
New Mexico.....	Acts of 1937, ch. 109.	Every employer except employers of domestic labor in private homes or employers engaged in agriculture or in livestock industry.	Semimonthly .	Misdemeanor. Fine of \$25 to \$50 or imprisonment for 10 to 90 days or both, for each offense.
New York.....	Cahill's Consol. L. 1930, ch. 32, secs. 196 (as amended 1935, ch. 619); 198 (as amended 1934, ch. 745); ch. 41, sec. 1272 (as amended 1934, ch. 745). Idem, ch. 57, sec. 2a (as amended 1935, ch. 192).	Every corporation or joint-stock association operating a steam surface railroad or every person carrying on business thereof by lease or otherwise. Officers and employees of State.	.....do ¹²..........do.....	\$50 to be recovered by commissioner of labor in a civil action. Also misdemeanor, fine of \$100 to \$10,000.
North Carolina...	Code, 1935, sec. 6558.	Railroads employing persons in shops, round-houses or repair shops. ¹³	.....do.....	
North Dakota....	Sup. (1913-25) to Comp. L. 1913, secs. 4802a1, 4802a2.	Railroads.....	.....do.....	Additional costs.
Ohio.....	Page's Gen. Code, 1932, secs. 12946-1, 12946-2, 12947.	Every individual, firm, company, copartnership, association, or corporation doing business in State, employing 5 or more regular employees.	.....do.....	Fine of \$25 to \$100.
Oklahoma.....	Stat. 1931, secs. 10875, 10877.	Every corporation, association, company, firm, or person engaged in mining coal, ore, or other minerals or quarrying stone, or in manufacturing iron, steel, lumber, staves, headings for barrels, brick, tile and tile machinery, agricultural or mechanical implements or any article of merchandise.	.....do.....	Fine of \$50 to \$200 for each offense.

See footnotes at end of table.

State Laws Requiring Payment of Wages at Specified Times—Continued

Jurisdiction	Citation	Coverage	Time of payment	Penalties for violations
Oregon.....	Code, 1930, secs. 49-502, 49-503.	Every person, firm, or corporation owning or operating any mine, smelter, mining mill, sawmill, logging concern, mercantile establishment or manufactory, or doing a contracting business.	Monthly.....	Misdemeanor. Fine of not more than \$500.
Pennsylvania....	Purdon's Stat. 1936, tit. 43, secs. 251-253.	Every person, firm, or corporation employing persons other than at an annual salary.	Semimonthly ¹⁴	Misdemeanor. Fine of not exceeding \$100.
Philippines..... Puerto Rico.....	Acts of 1931, No. 17 (as amended, 1938, No. 3).	No provision. All private employments.	Weekly.....	Misdemeanor (first offense). Subsequent offenses, fines of not less than \$50 or imprisonment for 30 days. Fine of \$100 to \$1,000.
Rhode Island....	Gen. L. 1923, ch. 248, secs. 93 (as amended 1931, ch. 1783), 94. Acts of 1936, ch. 2361.	Every corporation other than religious, literary, or charitable corporations, and every incorporated city, but not including towns. All contractors of public works authorized by State or any city or town therein.	.....do..... do.....	
South Carolina...	Code, 1932, secs. 1316, 1317. Idem, sec. 1717....	Textile manufacturers.... Shop employees of railroad corporations.	.....do..... Semimonthly ¹⁵	Misdemeanor. Fine of \$100 to \$200 for each offense. Fine of \$25 to \$100.
South Dakota....	Comp. L. 1929, secs. 9719-A, 9719-B.	Railroads.....	.....do.....	Do.
Tennessee.....	Code, 1932, secs. 6713, 6714 (as amended 1935, ch. 57), 6719 (as amended 1937, ch. 153), 6720.	All employments in concerns where 5 or more persons are employed, except those under direct management, supervision, and control of United States, the State, any county, incorporated city or town, or other municipal corporation or political subdivision of State or any office or department of State or general government.	.....do.....	Misdemeanor. Fine of \$25 to \$100 for each offense.
Texas.....	Vernon's Stat. 1936, arts. 5155, 5157, 5159 (p. 967).	Each manufacturing, mercantile, mining, quarrying, railroad, street railway, canal, oil, steamboat, telegraph, telephone, and express company, employing 1 or more persons, and every water company not operated by a municipal corporation and every wharf company, and every other corporation engaged in any business within State, or any person, firm, or corporation engaged upon any public works for State or any county or municipality.	.....do.....	\$50 for each offense, to be recovered by suit instituted at direction of commissioner of labor statistics.
Utah.....	Acts of 1937, ch. 60.	All private employers, except those engaged in farm, dairy, agricultural, viticultural, or horticultural pursuits, or stock or poultry raising, banks, mercantile houses, and domestic service.	.....do ¹⁶	\$10 for each offense, and each day of failure to pay wages due at specified time raises a separate forfeiture. Also misdemeanor, fine of \$25 to \$50 for each offense. ¹⁷

See footnotes at end of table.

State Laws Requiring Payment of Wages at Specified Times—Continued

Jurisdiction	Citation	Coverage	Time of payment	Penalties for violations
Vermont.....	Pub. L. 1933, secs. 6613, 6614, 6617.	Every mining, quarrying, manufacturing, mercantile, telephone, telegraph, railroad, or other transportation corporation, and every incorporated express, water, electric-light or power company.	Weekly.....	\$50 to be recovered in tort action by State's attorney.
Virginia.....	Code, 1930, sec. 1818.	All persons, firms, companies, corporations, or associations operating railroad shops, maintaining railroad and steamship offices, mining coal, ore, or other minerals, or mining and manufacturing them, or either of them, or manufacturing iron or steel, or both, or any other kind of manufacturing.	Semimonthly ¹⁵	
Washington.....		No provision.....		
West Virginia.....	Code, 1931, ch. 21, art. 5, sec. 1.	Railroads.....	Semimonthly.....	\$25 for each offense, to be recovered in civil suit.
	Idem, ch. 21, art. 5, sec. 3 (as amended 1937, ch. 131).	Every person, firm, or corporation, except railroads.	Once every 2 weeks.	
Wisconsin.....	Code, 1937, sec. 103.39.	Every person, firm, or corporation engaged in any enterprise or business for pecuniary profit, except hospitals or sanatoriums, logging operations, farm labor, or domestic service.	Semimonthly.....	Misdemeanor. Fine of \$25 to \$100 or imprisonment from 10 to 90 days, or both, for each offense. In addition, violators liable to pay increased wages not to exceed \$50.
Wyoming.....	Rev. Stat. 1931, secs. 23-173, 23-174.	Coal miners and laborers employed in or about any coal mines.	.....do.....	Fine of \$25 to \$100 for each offense.
	Idem, secs. 63-114 to 63-116.	Every person, firm, or corporation operating any railroad, mine, refinery, and work incidental to prospecting for, or production of oil and gas, or other factory, mill, or workshop.	.....do. ¹⁴	Misdemeanor. Fine of \$25 to \$100 or imprisonment not more than 90 days, or both.

¹ Where compensation is based on a daily rate of payment.

² In agricultural, viticultural, and horticultural pursuits, in stock or poultry raising, and in household domestic service, and when employees are boarded by the employer, the compensation is payable monthly.

³ Each corporation which pays weekly to its employees 80 percent of their estimated wages, and pays in full once each month, is exempt from requirement of paying in full weekly.

⁴ Applies to all laborers whose rate of pay is \$5 or less per day.

⁵ If requested.

⁶ On demand.

⁷ Does not apply to State or municipal corporations.

⁸ The State and its instrumentalities, every county, city, and town are required to pay compensation weekly, unless the employee requests in writing to be paid in a different manner. These provisions do not apply to an employee engaged in cutting and hauling logs and lumber, nor to an employee of a cooperative corporation or association if he is a stockholder therein, unless he requests such corporation to pay him weekly.

⁹ Department of public utilities may in certain cases authorize a railroad corporation or a parlor or sleeping-car corporation to pay the wages of any of its employees less frequently. Employees in agricultural work or domestic service may be paid monthly. Employees of State, etc., may be paid less frequently, if they so request. This provision does not apply to employees of a publicly supported or charitable hospital, or to employees of a cooperative association in which they are shareholders, unless the employees request that they be paid weekly. It also does not apply to casual employees.

¹⁰ The provision for doubling the sum due was held unconstitutional by circuit court, but not decided by Supreme Court. (See *Shull v. Ry. Co.*, 221 Mo. 140; 119 S. W. 1086.)

¹¹ Does not apply to municipal officers whose services are paid for by the day, nor to teachers employed by school districts.

¹² Every person carrying on a business by lease or otherwise must pay wages weekly.

¹³ Does not apply to repair shops with less than 10 employees.

¹⁴ Unless otherwise stipulated in contract of hiring.

¹⁵ Does not apply to railroads owning, leasing, or operating less than 35 miles in the State.

¹⁶ If hired on yearly salary basis, compensation may be paid monthly.

¹⁷ Refusal to pay the amount due and payable when demanded or falsely denying the amount thereof, or that the same is due, with intent to secure a discount on the indebtedness, with intent to annoy, harass, oppress, hinder, delay or defraud, or hiring additional employees without advising them of wage claims due and unpaid or advising of unsatisfied judgments, shall, in addition to any other penalty imposed by this act, constitute a misdemeanor and be punishable by a fine of from \$50 to \$100.

¹⁸ In the case of excelsior mills or sawmills, wages must be paid monthly.

RECENT COURT DECISIONS OF INTEREST TO LABOR

Recovery of Minimum Wage

IN AN action brought by hotel waitresses to recover minimum wages due, it was decided by the Supreme Court of Washington that where such waitresses were employed 3½ hours a day, 7 days a week, it was proper to allow them the weekly wage rate as established by the industrial welfare commission. It was held, however, that it would be inequitable to allow also overtime pay for Sunday labor. The order of the industrial welfare commission established a minimum wage of \$14.50 per week in the public housekeeping industry and prohibited employment for more than 6 days a week. It also provided a minimum daily wage of \$2.50 "per day of 8 hours" or a minimum hourly rate of 35 cents per hour.

In upholding the decision of the lower court, the supreme court declared that the hourly rate might have applied, as the employment was for less than 8 hours in any one day. "The court, however, took the position most favorable to the appellants, and, although the appellants worked but 24½ hours per week instead of 48, applied the weekly rate." The court observed that to have made further allowances for Sunday work would have been to grant full weekly pay for 21 hours' work and an overtime allowance in addition for Sunday work. "That could not be considered as overtime under the circumstances, and we think the trial court was right in holding that nothing in the law or the order gave him the right to deal with a violation of the 6-day-week requirement" (*Ferber v. Wisen*, 82 Pac. (2d) 139).

Unemployment Compensation Act Applicable to Barbers

Barbers operating under "oral lease agreements" are engaged in "employment" within the unemployment compensation law, according to a decision of the Supreme Court of Washington. The agreements provided that the barbers were to pay the owner of the shop 40 percent of their gross receipts for the use of chairs, but during the absence of a barber other barbers were permitted to use his chair.

The court did not consider it necessary to determine whether the common-law relation of master and servant existed between the barbers and the owner of the shop, as "the parties are brought within the purview of the unemployment compensation act by a definition more inclusive than that of master and servant." In applying the statutory definition of employment to the facts of the case, the court said that "the operatives in the respondent's shop are not, in fact, free from the control or direction" of the owner, and that they "are not engaged in an independently established trade, occupation, profession, or business of the same nature as that involved in their con-

tract of service." For these reasons, the court declared that "the so-called oral lease agreements are, in fact, contracts of service within the meaning of the act" (*McDermott v. State*, 82 Pac. (2d) 568).

Mushroom Culture not Agricultural Labor

In connection with the payment of contributions under the unemployment compensation act of the State, the Supreme Court of Colorado declared in a recent case that employees of a corporation which operated mushroom-raising plants were not engaged in agricultural labor. The company operated two plants in which mushrooms were gathered and marketed every day and it processed and packaged them on the premises where they were grown. The employees had reasonably steady employment.

In holding that the corporation was not engaged in agriculture and therefore was subject to the provisions of the unemployment compensation act, the court observed that agriculture has been defined as the "art or science of cultivating the ground, especially in fields or large quantities." The court also quoted with approval from a definition of the industrial commission of the State in which it was declared that unless the "processing, packing, packaging, transportation, or marketing is carried on as an incident to ordinary farming operations," the labor employed is not agricultural labor. While the place where the mushrooms were grown was called a farm, it was not a farm, the court declared, as that term ordinarily is employed. "The farmer's crops are seasonal, he employs few laborers, and usually for relatively short periods." It was the view of the court that "the never-ceasing output of the company's plants or farms and the year-round need of the same labor, distinguish its activity from that of the ordinary farmer" (*Great Western Mushroom Co. v. Industrial Commission*, 82 Pac. (2d) 751).

Payment of Workmen's Compensation in Case of No Dependents

The provisions of the workmen's compensation law of Idaho, which require the payment by the employer of \$1,000 into the State treasury whenever an employee is accidentally killed, leaving no dependents, was held to be constitutional by the State supreme court. The court declared that the law is not violative of the due-process clause of the Federal Constitution and is not discriminatory.

In upholding the statute, the court pointed out that it was the intention of the legislature that compensation should be paid by the employer or his surety for every employee killed by accident while engaged in the course of his employment. "We know of no reason," the court said, "why the State may not be made a beneficiary under such a law as well as the persons designated as dependents." In

answer to the contention that the provision penalizes the employer who employs workmen having no dependents, the court expressed the view that it would have the contrary effect. "It would tend to discourage any employer, who might be sufficiently penurious to do so, from seeking to employ workmen who in fact have no dependents; because, if this statute did not exist, there would be no compensation paid to anyone in any such cases where no dependents exist." The court added that even in such a case, the employer would "get off with much less expense than in the case of the death of one having dependents" (*State v. Workmen's Compensation Exchange*, 81 Pac. (2d) 1101).

Cooperation

CONSUMERS' COOPERATIVES IN 1937

Summary

REPORTS to the Bureau of Labor Statistics indicate that the expansion shown by consumers' cooperatives in 1936 continued in 1937. The increases registered in the early months of 1937 were large enough in volume to more than offset the effects of the business recession of the last half of the year. Among the wholesale associations, practically all showed increases in sales, net earnings, and patronage refunds. No general survey was made by the Bureau of Labor Statistics covering the retail associations, but reports received for a fairly large sample—about 300 associations—indicate larger sales, net earnings, and patronage refunds, as well as considerable increases in membership. Almost all of the wholesale associations and about four-fifths of the retail organizations reporting had improved their financial status during the year. Greater gains were made by the associations handling petroleum products than by the store associations.

Large numbers of new associations continued to be formed in both 1937 and 1938—their number considerably exceeding those that went out of business. In a number of places small associations merged to form one large organization, and the Bureau has a report from one locality where three competing farm organizations united to sponsor the formation of a single cooperative.

Of the established associations, many expanded their activities during 1937, adding new lines of goods or opening new units. In an increasingly large number of places the local organizations have become agents for the writing of life, personal accident, and automobile insurance in the associations recognized or organized by the cooperative movement. A number of local associations also have agencies for the sale of various makes of automobiles and trucks.

A new regional wholesale was formed in California in 1937; and one in Idaho, formed in 1936, began operations in 1937. In 1938 the Cooperative Unity Alliance, the communist wholesale in Wisconsin, decided to go out of business. In April the wholesale created in Washington in 1936, to serve the self-help groups, became a consumers' organization serving local consumers' associations. As a

result of the formation of new associations or the decision of established associations to handle consumers' goods, at the end of 1938 there were 22 regional wholesales dealing in such goods, as compared with 20 at the end of 1936. Two joint (interregional) wholesales formed by regional associations were organized in 1938 to distribute, respectively, women's clothing and farm machinery.

The eleventh biennial congress of the Cooperative League of the U. S. A. was held in October 1938. The League is the national educational body for the consumers' cooperative movement in the United States. Into it are federated the regional leagues and the majority of the cooperative wholesales. Retail associations hold membership in the national League by virtue of their membership in the regional leagues or wholesales. At the 1938 meeting it was reported that the 160 delegates present represented 1,770 local associations with some 965,000 members. It was also stated that during the past 9 years no member of the League had failed.

Medical care.—Cooperative health associations were reported to have been formed or to be in process in 1937 in Idaho, Maryland, New York, Utah, and Northern Wisconsin. In all except Wisconsin the plans called for individual membership but in that State the association is to be on the federated plan, with the local retail cooperatives as members, their membership therein resulting in making the services available (at regular monthly rates) to their members.

Medical-care cooperatives in a number of places came under the fire of the medical profession. In Oklahoma where a cooperative hospital has been functioning since 1929, in spite of medical opposition, an initiative petition signed by 66,000 people was filed with the State secretary of state in September 1937; the purpose of this petition was to obtain a vote in the general election on a measure specifically authorizing the formation of cooperative medical associations. After a hearing on two protests filed against the petition, the secretary of state ruled that the petition was sufficient. From this ruling appeal was taken to the Oklahoma Supreme Court which has not yet rendered a decision. In Washington, D. C., a suit was brought against the cooperative medical association, charging it with illegal practice of medicine and with providing insurance, although not under the insurance statutes. The verdict was in favor of the cooperative, but another suit was brought by three physicians of the District. This case has not yet been decided. The whole question of the relationship of the medical associations and cooperative associations is being studied by the Federal Department of Justice.

To foster the development of cooperative medical associations a Bureau of Cooperative Medicine was formed in the Cooperative League of the U. S. A. Under its guidance a number of new medical associa-

tions were formed in 1937 and 1938. The medical associations have in turn federated into the Association of Medical Cooperatives to serve the cooperative associations in this field and protect their interests.

Education.—In the field of education in cooperative philosophy and methods may be noted the creation, by the Cooperative League, of the Rochdale Institute to serve as a training school for prospective educators, managers, and employees; and the holding of a national recreation institute and of many local institutes combining recreation with instruction. A law was passed in North Dakota in 1937 requiring high schools to offer an elective course in cooperation; and a State appropriation was made in Minnesota for the preparation of study material on cooperation. A survey made by the Cooperative League of the U. S. A. showed that 18 colleges were giving courses on the cooperative movement and 131 others were including the subject in general courses in marketing, economics, and sociology.¹

Laws and court decisions.—By act of the Minnesota Legislature in 1937 the State income-tax law was amended to exempt only farmers' cooperatives from payment of the tax. This brought the law into conformity with the provisions of the Federal law. Previously all genuine cooperatives in the State were exempt. Under the amended act, nonfarmer consumers' cooperative associations must pay a tax of 7 percent on that part of the net surplus (above \$1,000 exemption) on the year's trading that is placed in the reserves.²

A decision that will undoubtedly affect the handling of consumers' goods by farmers' cooperatives in Virginia was rendered by the supreme court of that State on October 7, 1938.³ The Virginia cooperative marketing act provides for an annual license fee of \$10 but exempts from other license taxes or levies on capital stock or reserves those cooperative organizations which market farm products or purchase farm supplies. The court ruled that "farm supplies" did not cover such commodities as groceries, hardware, drugs, and other household goods, and that an organization dealing in them "should properly be taxed as a general merchant, to the extent, at least, of its unauthorized sales." It is reported that some of the farm organizations will seek to have the act amended, to remove this restriction, in the 1940 legislature.

Labor relations.—Unionization of employees of cooperative associations went forward at an increased tempo in 1937 and 1938, and the cooperative movement has begun to take stock of its relations with its employees and with organized labor in general. At the eleventh biennial congress of the Cooperative League held in October 1938, the

¹ Consumers' Cooperation (New York), February 1938.

² Acts of 1937, ch. 49.

³ *Rockingham Cooperative Farm Bureau, Inc. v. City of Harrisonburg*, 198 S. E. 908.

resolutions passed included the following, setting forth the views of the cooperatives as regards their relations with organized labor:

Whereas (1) the cooperative movement believes in maintaining proper labor standards, (2) upholds the right of labor to collective bargaining, (3) recognizes the values to be obtained through a harmonious and effective promotion of consumers' cooperation in the ranks of organized workers as consumers. Be it therefore

Resolved, That the delegates of the convention of the Cooperative League of the U. S. A. recognize the principle of organization and collective bargaining for their employees, and call on organized labor to recognize the unique function of the cooperative movement in building an economic structure controlled by consumers in their own interest and further recognize its responsibility to maintain relations with cooperative associations which will not place them at a disadvantage with their private competitors or prevent their performing effectively in the interest of workers who are all consumers.

A 1-week strike of cooperative employees at Cloquet, Minn., occurred in August 1938 in protest against a proposal to increase working hours or decrease wages, in order to bring the conditions in the cooperative into line with those in private stores under union contract in Duluth. A compromise agreement was arrived at, retaining the 48-hour week and the previous minimum wage, but modifying the union-shop provision so as to make union membership optional for any new employees hired. The same contract is reported to have been signed by the union, an A. F. of L. affiliate, with the chief private merchants in Cloquet.

The Cooperative Workers' Union which had been formed in 1930, disbanded at the end of 1937. Its place was, however, taken by a new organization under the same name, whose members were the employees of the two large associations in Waukegan and North Chicago, Ill.

Retail Associations

Although the Bureau of Labor Statistics made no general statistical survey of consumers' cooperatives for 1937, reports were received from some 300 local associations covering their operations during that year. These included buying clubs, restaurant associations, and associations operating stores, gasoline service stations, and creameries. Although this is a relatively small sample, comparison of their operating figures with those of the same associations for the year 1936 does provide some indication of the general trend in cooperative development in the 2 years.

For all of the associations combined, 1937 showed an improvement over 1936 as regards membership, sales, net earnings, capital, assets, and net worth. The rates of increase ranged from 7.8 percent for net earnings to 16.7 percent for amount of business. Eighty percent of the associations took in new members during the course of the year. With the business recession, sales fell off in the last months of the year,

but in nearly seven-eighths of the associations the gains registered early in the year were more than sufficient to overcome this decrease; only slightly over one-eighth of the reporting associations had smaller sales in 1937 than in 1936. About four-fifths of the associations improved their financial status during the year, with capital, assets, and net worth all showing increases.

TABLE 1.—Comparison of Operations of Retail Cooperatives in 1937 With Those in 1936

Item	Average per association			Percent of associations with—		
	1937	1936	Percent of change	Increase	Decrease	No change
Number of members.....	475	417	13.9	80.4	15.9	3.7
Amount of business.....	\$133,159	\$114,060	16.7	86.9	13.1	.....
Net earnings.....	6,852	6,358	7.8	62.3	37.7	.....
Share capital.....	25,473	23,095	10.3	84.7	15.3	.....
Total assets.....	53,558	49,151	9.0	82.0	18.0	.....
Net worth.....	41,762	38,543	8.4	79.7	20.3	.....

The petroleum associations registered greater gains than the store associations. Their business increased 24.4 percent as compared with 14.8 percent for the stores, and their net earnings rose 18.8 percent as compared with 1.1 percent for the stores.

That the associations reporting are the larger organizations is indicated by the fact that, as shown in the table, their average membership in 1936 was 417 as compared with a general average for the whole movement, in 1936, of 258; and their average sales in 1937 were \$114,060, as compared with \$81,106. One of the petroleum associations included has 16 service stations, 2 bulk plants, and 3 super-service stations; it is reported to handle about 75 percent of all the petroleum products used in the county.

It was reported for Nebraska ⁴ that about 70 percent of the associations in that State whose accounts were audited by the Farmers Union State Exchange were able to show net earnings on the 1937 business. This, in view of the drouth and the plague of grasshoppers suffered in that State, was regarded as "a very remarkable showing." All of the petroleum associations and a large proportion of the stores showed a net gain for 1937.

At the 1937 meeting of the Grange Cooperative Wholesale (Seattle, Wash.) it was reported that all of its member associations had shown increases in sales over 1936, and that nearly all had had "substantial increases" in membership.

Many associations extended their activities during 1937 and 1938, adding new lines of merchandise or opening new units. Among these were the Peoples' Cooperative Society in Superior, Wis., which opened its third retail store, an automobile-repair garage, and an electrical-

⁴ Nebraska Union Farmer (Omaha), February 9, 1938.

appliance department. The North Shore Consumers' Cooperative, at Evanston, Ill., completed an arrangement with the city's plan for hospital care, whereby its members became eligible for membership in the plan. This association, which already had a store, gas station, credit union, and bicycle-rental service, added laundry service in 1938. The Waukegan Cooperative Trading Co., in 1938 added \$28,000 in improvements to its dairy, bakery, and gasoline station; it also operates seven retail stores and an electrical-appliance department. The Farmers Union Cooperative Association at Brewster, Nebr., with a general store (also selling petroleum products) added a barber shop—the first venture of this kind to come to the attention of the Bureau.

Wholesales and Other Federations

All of the wholesale associations in the United States which handled consumers' goods in 1937 were circularized by the Bureau in order to obtain data on their operations for that year. Data were obtained for the interregional wholesale in Indiana, for all of the 22 regional associations in operation at the end of 1937, and for all of the 10 district associations.

As indicated in the following tables, all of the regional associations and nearly all of the district associations increased their sales in 1937. Not one of the associations sustained a loss on the year's operations. The increasing interest of the local cooperatives and their members in quality of goods was reflected in the action taken by the wholesales in 1938, when the buyers from the wholesales met and voted to adopt a system of uniform, factual labels for "co-op label" goods.

During 1937 the Grange Cooperative Wholesale was reorganized on an entirely cooperative basis. The State was divided into 8 districts, and under the new arrangement the board of directors consists of a director elected from each district, and one representative of the Washington State Grange.

New branch warehouses were opened in 1937 by the Central Cooperative Wholesale (Superior, Wis.), Consumers' Cooperative Association (North Kansas City, Mo.), and Eastern Cooperative Wholesale; and in 1938 by Pacific Supply Cooperative (Walla Walla, Wash.). The 1937 meeting of the Cooperative Wholesale (Chicago) authorized the establishment of a branch warehouse at Pontiac, to serve associations in southern Michigan.

It will be noted from table 2 that the Range Cooperative Federation, a district organization with headquarters at Virginia, Minn., has expanded into a number of new lines. This organization was originally created as a center of exchange of information and experience of the local associations in the Mesabi Range District, and to do educa-

tional work for them. Gradually it evolved into a productive and service association in lines that need larger-scale operation than is possible in a local association. Practically all of the local associations in that district operate general stores, carrying food and nearly all the other items needed in the household and on the farm. To these services the federation adds dairy products, petroleum products and automobile tires and accessories, automobiles, farm machinery, butter and sausage which it manufactures itself, insurance, trucking service, automobile repair, and burial service.

So successful has this federation been that local associations in several other districts in the North Central States have either created new federations or have reorganized existing ones, to function along lines similar to the Range Federation. Thus, in Michigan the Northland Cooperative Federation was created in 1938 to coordinate the educational and business activities of the cooperatives in the Marquette district. It superseded the Marquette Cooperative Federation (which then went out of existence). The new federation took over, as one of its departments, the Northland Cooperative Oil Association (a district organization owned by four local associations), and also the management of the two cooperative parks—the Marquette District and the Farmers' Lake parks—each of which formerly operated as a separate organization. Other activities in contemplation include the hauling of freight by truck, burial service, making of butter and sausage, sale of farm machinery and parts, building material, coal, feed, and fertilizer. It is proposed also to hire a full-time educational director, and to finance the work initially by contributions from member associations based upon their 1937 sales. Several associations were reported to have voted to make such a contribution.

In the "Arrowhead" district around Duluth, Minn., 23 local associations in 1936 formed the Arrowhead Cooperative Federation. Some 35 producer and consumer cooperatives in the Red River Valley in the same State in July 1938 formed the Red River Cooperative Federation whose primary function is educational but which is expected gradually to undertake other services.

The idea of county-wide cooperative councils composed of representatives from cooperative associations of all types, to act as a medium of exchange of experience and ideas, is also gaining wider acceptance. Several counties in both Minnesota and Wisconsin already have such councils. In Minnesota a State committee for cooperative planning was appointed by the Governor in April 1938. The function of this committee will be to foster the formation of county cooperative councils and district federations.

It is reported also that in various places student cooperatives have formed councils or federations to act as central clearing houses of

information, experience, and education. Such a council was formed early in 1938 by the organizations at Wisconsin University.

The Northern States Women's Cooperative Guild, an educational association whose purpose is to arouse women's interest in the cooperative movement, increased the number of its local clubs from 62 at the end of 1936 to 68 at the end of 1937. With the exception of three (at Mullan, Idaho, and North Chicago and Waukegan, Ill.), all of these were locals in Michigan, Minnesota, and Wisconsin. The guild has also been active in promoting and financing summer institutes and camps for children and young people, but a large part of its program is devoted to cultural activities.

The Chicago Cooperative Federation was reorganized on a functional basis and its name was changed to Chicago Cooperative Union. Late in the spring of 1938 the union took over as a department the formerly independent clothing association, Consumers Cooperative Clothiers. The Cooperative Produce Association, through which the local associations in the Chicago district carried on joint purchasing of fruits and vegetables, had previously been taken over, in a similar way. Other duties of the union will include such educational, purchasing, and merchandising activities as the local associations wish to carry on jointly.

WHOLESALE SERVICES

The lines of goods handled by the various reporting organizations in 1937 are noted in table 2. New lines or services were added in several cases.

Table 2 classifies the wholesales into regional (i. e., with a trading territory of one or more States), interregional (i. e., serving regional wholesales), and district (serving local associations in a territory less than State-wide in scope). As the names of the regional associations indicate, most of them function in one State only. The Cooperative Wholesale in Illinois, however, serves urban cooperatives in Illinois, Indiana, southern Michigan, and parts of Ohio; the Midland serves associations in Minnesota and Wisconsin; the Farmers' Union Central Exchange, associations in Minnesota, Wisconsin, and the Dakotas; the Eastern Cooperative Wholesale, associations in Connecticut, New Hampshire, New Jersey, and New York; the Central Cooperative Wholesale, associations in Minnesota, northern Wisconsin, and northern Michigan. Consumers' Cooperative Association (Missouri) reported in 1938 that, with the addition of Wyoming, it is now serving associations in 10 States (Colorado, the Dakotas, Iowa, Kansas, Missouri, Nebraska, Oklahoma, Utah, and Wyoming).

TABLE 2.—Lines of Goods Handled by Wholesale Cooperative Associations, and Other Services Provided, 1937

[Italics represent new lines added during year]

Type of association, State, and city	Name of wholesale	Goods handled	Goods manufactured	Other services
<i>Interregional</i>				
Indiana: Indianapolis.	United Cooperatives, Inc. ¹	Petroleum products; <i>auto tires and accessories</i> , service-station and bulk-plant equipment.	Lubricating oil.	
<i>Regional</i>				
Idaho: Shoshone...	Grange Cooperative Association.	Petroleum products.....	-----	
Illinois: Chicago.....	The Cooperative Wholesale.	Groceries, <i>other household goods</i> , motor oil, auto tires and accessories, electrical appliances.	-----	Educational.
Do.....	Illinois Farm Supply Co.	Petroleum products, auto tires and tubes, paints, and solvents.	-----	
Indiana: Indianapolis.	Indiana Farm Bureau Cooperative Association.	Household supplies, fuel, petroleum products, auto tires and accessories, electrical appliances, lumber and building material, <i>plumbing supplies</i> , farm supplies and machinery.	Lubricating oil.	Auditing, insurance, printing.
Iowa: Waterloo....	Cooperative Service Co.	Petroleum products.....	-----	
Massachusetts: Fitchburg.	United Cooperative Farmers.	Dairy products, petroleum products, auto tires and accessories, hardware, lumber and building material, farm supplies and machinery.	-----	
Michigan: Lansing.	Farm Bureau Services.	Fuel, dairy products, petroleum products, auto tires and accessories, farm supplies.	-----	Supervision of management of local, if requested.
Minnesota: Minneapolis....	Midland Cooperative Wholesale.	Fuel, petroleum products, auto tires, tubes and batteries, electrical appliances, paint, steel and wire, bulk-station equipment.	Lubricating oil.	Educational; merchandising advice.
South St. Paul.	Farmers' Union Central Exchange.	Petroleum products, auto tires, and accessories, flour, hardware, <i>electrical appliances</i> , farm supplies and machinery, oil-station equipment.	-----do-----	Educational; auto repair; auditing.
St. Paul.....	Minnesota Farm Bureau Service Co.	Petroleum products, farm supplies.	-----	
Missouri: North Kansas City.	Consumers' Cooperative Association.	Groceries, <i>women's clothing</i> , petroleum products, auto tires and accessories, electrical appliances, lumber and building material, paint, farm supplies and machinery, <i>service-station equipment</i> .	Lubricating oil, axle grease, fly spray, paint.	Educational; auditing; collective purchase of employee bonds; <i>advertising and merchandising service</i> .
Nebraska: Hemingford....	Farmers' Union Cooperative Oil Association.	Petroleum products.....	-----	
Omaha.....	Farmers' Union State Exchange.	Groceries, meats, clothing, shoes, dry goods, fuel, dairy products, household supplies, stationery, students' supplies, petroleum products, auto tires and accessories, hardware, electrical appliances, farm supplies and machinery.	<i>Wagon boxes, feeds.</i>	Educational; auditing.
New York: New York.	Eastern Cooperative Wholesale.	Groceries, motor oil, auto tires and accessories.	-----	Educational.
Ohio: Columbus...	Farm Bureau Cooperative Association.	<i>Women's clothing</i> , fuel, petroleum products, auto tires and accessories, paint, electrical appliances, lumber and building material, farm supplies and machinery, raw materials, twine.	<i>Fertilizer and feed.</i>	Educational; auditing.

¹ Name originally Farm Bureau Oil Co.; changed to present name in 1936.

TABLE 2.—Lines of Goods Handled by Wholesale Cooperative Associations, and Other Services Provided, 1937—Continued

Type of association, State, and city	Name of wholesale	Goods handled	Goods manufactured	Other services
<i>Regional—Contd.</i>				
Pennsylvania: Harrisburg.	Pennsylvania Farm Bureau Cooperative Association.	Fuel, petroleum products, auto tires and accessories, hardware, <i>electrical appliances, lumber and building material</i> , farm supplies.	Feed, fertilizer.	Educational; auditing.
Texas: Amarillo....	Consumers Cooperatives, Associated.	Fuel oil, petroleum products, auto tires and accessories, electrical appliances, washing machines, refrigerators, farm supplies, windmills.	-----	-----
Washington: Seattle.....	Grange Cooperative Wholesale.	Groceries and meats, limited lines of clothing and shoes, fuel, household goods, petroleum products, auto tires and accessories, students' supplies, farm supplies and machinery, hardware, <i>electrical appliances, building material</i> .	Feed.....	Auditing.
Walla Walla....	Pacific Supply Cooperative.	Petroleum products, auto tires and accessories, farm supplies.	-----	-----
Wisconsin: Superior.....	Central Cooperative Wholesale.	Groceries (including <i>fresh fruits</i>) and meat, clothing, <i>shoes</i> , bakery goods, household goods, students' supplies, petroleum products, auto tires and accessories, hardware, electrical appliances, lumber and building material, farm supplies.	Bakery goods, coffee-roasting, feed.	Educational; auditing; merchandizing service.
Madison.....	Wisconsin Cooperative Farm Supply Co. ²	Petroleum products, farm supplies.	Fertilizer....	-----
Superior.....	Cooperative Unity Alliance. ³	Groceries, clothing, bakery products, dry goods, household-supplies, hardware, petroleum products, farm supplies, building material.	-----	-----
<i>District</i>				
Michigan: Bruce Crossing.	H-O-B Cooperative Oil Association.	Petroleum products, auto tires and accessories.	-----	-----
Rock.....	Northland Cooperative Oil Association.	-----do-----	-----	-----
Minnesota: Cloquet.....	Trico Cooperative Oil Association.	Fuel oil, petroleum products, auto tires and accessories.	-----	-----
Kettle River...	C-A-P Cooperative Oil Association.	Petroleum products, auto tires and accessories, electrical appliances, farm machinery.	-----	-----
Virginia.....	Range Cooperative Federation. ⁴	Dairy products, <i>petroleum products, auto tires and accessories, automobiles, farm machinery</i> .	Sausage, butter.	Automobile repair service; insurance; trucking; burial service.
Wisconsin: Appleton.....	Fox River Valley Cooperative Wholesale.	Petroleum products, auto tires and accessories, paint, farm supplies.	-----	-----
Ashland.....	A & B Cooperative Oil Association.	Petroleum products, auto tires and accessories.	-----	-----
Hurley.....	Iron Cooperative Oil Association.	Petroleum products.....	-----	-----
Maple.....	Cooperative Services.	Petroleum products, electrical appliances, farm supplies and machinery, lumber and building material, explosives.	-----	Seed cleaning.
Prentice.....	Price County Cooperative Oil Association.	Petroleum products.....	-----	-----

² Reorganized and name changed (from Farm Bureau Federation Cooperative) in 1936.³ Name changed in 1937 (from Workers and Farmers Cooperative Unity Alliance).⁴ Took over Range Cooperative Oil Association July 1, 1937.

MEMBERSHIP AND RESOURCES

An increase of 144 member associations (8.0 percent) was reported by the 22 regional associations furnishing data for both 1936 and 1937. Their paid-in share capital increased 16.7 percent and their total assets 25.6 percent between 1936 and 1937. Of 17 regional associations in operation and reporting, both years, 8 were operating retail branches but the number operated declined from 68 to 60. In Indiana, local associations in three places took over in 1937 stores formerly operated as retail branches of the wholesale.

The nine district associations in operation both years reported an increase of five member associations (6.9 percent), 29.4 percent in share capital, and 26.6 percent in total assets.

Altogether the regional associations were serving 1,941 local member organizations, and 276 unaffiliated associations were also making some of their purchases through the wholesale. The 10 district associations were serving 94 member associations and 10 nonmember organizations; most of the members of the district associations are also members of the regional associations in their territory.

TABLE 3.—Membership and Resources of Cooperative Wholesale Associations, 1937

Association and State	Year of organization	Affiliated associations		Retail branches of wholesale		Paid-in share capital	Total assets
		1936	1937	1936	1937		
<i>Interregional</i>							
Indiana: United Cooperatives, Inc.....	1930	9	9			\$148,500	\$340,985
<i>Regional</i>							
Idaho: Grange Cooperative Association, Inc.....	1936		10	(*)	7	(1)	(1)
Illinois:							
The Cooperative Wholesale.....	1936	36	40			4,558	24,553
Illinois Farm Supply Co.....	1927	62	64			125,472	715,193
Indiana: Indiana Farm Bureau Cooperative Association.....	1921	88	90	3		484,200	1,375,500
Iowa: Cooperative Service Co.....	1935	7	9			(1)	(1)
Massachusetts: United Cooperative Farmers.....	1927	11	11	3	3	7,212	46,631
Michigan: Farm Bureau Services.....	1920	118	114	12	11	(1)	(1)
Minnesota:							
Farmers Union Central Exchange.....	1927	240	240	9	6	279,061	752,314
Midland Cooperative Wholesale.....	1926	148	210	(1)	(1)	207,570	591,632
Minnesota Farm Bureau Service Co.....	1928	30	21	(1)	(1)	(1)	(1)
Missouri: Consumers' Cooperative Association.....	1929	342	363	18	17	99,922	719,301
Nebraska:							
Farmers' Union State Exchange.....	1914	275	275	22	21	305,220	688,076
Farmers' Union Cooperative Oil Association.....		18	24			(1)	(1)
New York: Eastern Cooperative Wholesale.....	1928	14	47			10,389	96,548
Ohio: Farm Bureau Cooperative Association.....	1933	83	82		1	297,350	813,566
Pennsylvania: Pennsylvania Farm Bureau Cooperative Association.....	1934	10	12			38,800	91,161
Texas: Consumers Cooperatives, Associated.....	1931	52	52			18,090	87,077
Washington:							
Grange Cooperative Wholesale.....	1919	40	54	1	1	(1)	(1)
Pacific Supply Cooperative.....	1933	67	72	(1)	(1)	(1)	(1)
Wisconsin:							
Central Cooperative Wholesale.....	1917	107	110			200,247	524,144
Cooperative Unity Alliance.....	1931	36	36			(1)	(1)
Wisconsin Cooperative Farm Supply Co.....	1923	13	5	(1)	(1)	(1)	(1)
Total, regional.....		1,797	1,941	68	67	2,078,091	6,525,696

¹ No data.

* Not in operation in 1936.

TABLE 3.—Membership and Resources of Cooperative Wholesale Associations, 1937—Con.

Association and State	Year of organization	Affiliated associations		Retail branches of wholesale		Paid-in share capital	Total assets
		1936	1937	1936	1937		
<i>District</i>							
Michigan:							
H-O-B Cooperative Oil Association.....	1932	7	7			\$7,241	\$17,435
Northland Cooperative Oil Association.....	1930	2	4	1	(1)	9,260	20,044
Minnesota:							
Trico Cooperative Oil Association.....	1929	14	15			16,400	55,412
C-A-P Cooperative Oil Association.....	1929	10	10			5,100	28,599
Range Cooperative Federation.....	1933	15	18			22,484	88,181
Wisconsin:							
Fox River Valley Cooperative Wholesale.....	1936		17			(1)	(1)
A & B Cooperative Oil Association.....	1930	8	7			1,850	14,871
Iron Cooperative Oil Association.....	1930	6	6			2,736	6,379
Cooperative Services.....	1928	5	5			13,400	54,262
Price County Cooperative Oil Association.....	1934	5	5			2,030	10,712
Total, district.....		72	94	1		80,501	295,895

¹ No data.

BUSINESS OPERATIONS

A wholesale business of more than \$53,000,000 was reported for 1937, of which nearly 51 millions was done by the regional associations, almost 1½ millions was done by the district associations, and the remainder was done by the interregional association. Data for sales are available for both 1936 and 1937 for all the reporting associations. All but one of the regional associations ¹¹ and all but one of the district associations increased their business in 1937 as compared with 1936. In fact, the largest sales in their history were recorded in 1937 for seven of the regional associations ¹² and seven of the district associations. ¹³ The business of the regional associations showed an increase of 16.6 percent from 1936 to 1937, that of the district associations 31.6 percent, and that of the interregional organization 38.0 percent. ¹⁴

Not one of the reporting associations showed a loss in 1937. For the associations for which data are available for net earnings for both years covered in table 4, an increase of 20.6 percent was reported by the regional associations and 17.6 percent by the district associations.

The regional associations reporting for both years as to patronage refunds returned 13.9 percent more in 1937 than in 1936; for the district associations there was an increase of 18.7 percent.

¹¹ The sales of Consumers' Cooperative Association (Missouri) showed an apparent decrease in 1937, but because of the change in its fiscal year the 1937 figure represents only 8 months' operations. Comparing the same 8-month period in both years, that of 1937 showed a 14.1 percent increase over 1936.

¹² In Illinois, Minnesota (Midland), New York, Ohio, Pennsylvania, Washington (Grange), and Wisconsin (C. C. W.).

¹³ H-O-B, Trico, C-A-P, Range, A & B, Cooperative Services, and Price County.

¹⁴ The U. S. Department of Commerce estimated that for all wholesale trade, the volume of business in 1937 was 11.5 percent more than that of 1936.

TABLE 4.—Business Operations of Cooperative Wholesale Associations, 1936 and 1937

Association and State	Amount of business ¹		Net earnings		Patronage refunds	
	1936	1937	1936	1937	1936	1937
<i>Interregional</i>						
Indiana: United Cooperatives, Inc.-----	\$468,067	\$646,000	(²)	\$120,000	(²)	\$120,000
<i>Regional</i>						
Idaho: Grange Cooperative Association-----		42,768		(²)		(²)
<i>Illinois:</i>						
The Cooperative Wholesale-----	³ 35,276	107,799	³ 916	⁴ 1,121		⁴ 1,009
Illinois Farm Supply Co. ⁵ -----	6,291,506	7,694,151	274,942	324,189	233,701	285,794
Indiana: Indiana Farm Bureau Cooperative Association-----	5,187,457	6,644,624	131,336	174,736	93,291	100,264
Iowa: Cooperative Service Co. ⁶ -----	40,096	42,759	(²)	(²)	(²)	(²)
Massachusetts: United Cooperative Farmers-----	⁷ 647,941	⁷ 762,672	9,048	3,828	4,500	⁸ 3,939
Michigan: Farm Bureau Services-----	⁷ 3,310,170	⁷ 3,331,083	70,757	(²)	(²)	(²)
<i>Minnesota:</i>						
Farmers' Union Central Exchange-----	{ ³ 3,783,991	{ 4,439,612	{ 85,241	{ 84,540	{ (²)	{ 63,394
Midland Cooperative Wholesale-----	{ ⁸ 351,492	{ ⁸ 292,068	{ 71,574	{ 64,601	{ 48,601	{ 58,673
Minnesota Farm Bureau Service Co-----	{ 397,232	{ 546,320	{ (²)	{ (²)	{ (²)	{ (²)
Missouri: Consumers' Cooperative Association-----	{ ³ 3,397,809	{ 2,861,703	{ 71,151	{ 100,789	{ 39,810	{ 69,447
Nebraska:	{ ⁸ 358,487	{ ⁸ 228,414				
Farmers' Union Cooperative Oil Association-----	126,991	270,069	(²)	8,567	(²)	(²)
Farmers' Union State Exchange-----	{ 1,721,221	{ 1,817,763	{ 62,903	{ 59,109	{ 40,847	{ 43,535
New York: Eastern Cooperative Wholesale-----	⁸ 1,050,494	⁸ 1,156,222	10,617	2,910		1,546
Ohio: Farm Bureau Cooperative Association-----	285,512	533,134	¹⁰ 1,617	2,910		1,546
Pennsylvania: Pennsylvania Farm Bureau Cooperative Association-----	6,781,144	8,455,916	162,577	205,108	94,492	65,652
Texas: Consumers Cooperatives, Associated-----	511,887	940,090	11,700	36,788	(²)	21,761
Washington:	324,121	334,037	19,461	18,473	18,338	16,258
Grange Cooperative Wholesale-----	1,807,443	2,250,000	(²)	(²)	16,000	(²)
Pacific Supply Cooperative-----	2,250,000	2,096,106	(²)	117,000	(²)	(²)
<i>Wisconsin:</i>						
Central Cooperative Wholesale-----	2,845,741	3,356,551	56,710	76,910	44,461	58,159
Cooperative Unity Alliance-----	261,375	287,418	3,714	(²)	2,832	(²)
Wisconsin Cooperative Farm Supply Co. ¹¹ -----	249,790	¹² 200,669	2,609	(²)		(²)
Total, regional-----	{ ⁴ 43,648,269	{ 50,940,470	{ 1,033,022	{ 1,278,969	{ 636,873	{ 789,431
	{ ⁸ 1,401,986	{ ⁸ 1,448,200				
<i>District</i>						
<i>Michigan:</i>						
H-O-B Cooperative Oil Association-----	60,424	92,567	3,764	6,412	2,924	4,872
Northland Cooperative Oil Association-----	64,680	64,531	(²)	2,351	(²)	(²)
<i>Minnesota:</i>						
Trico Cooperative Oil Association ¹³ -----	171,996	223,897	17,673	25,107	16,034	25,107
C-A-P Cooperative Oil Association-----	99,077	136,621		15,307		(²)
Range Cooperative Federation ¹⁴ -----	397,332	552,422	17,893	17,863	17,726	17,000
<i>Wisconsin:</i>						
Fox River Valley Cooperative Wholesale-----		93,972		(²)	(²)	(²)
A & B Cooperative Oil Association ¹⁵ -----	56,606	64,964	2,976	3,500	2,976	3,000
Iron Cooperative Oil Association-----	23,005	37,625	1,658	1,793	(²)	1,168
Cooperative Services-----	135,821	156,301	8,187	6,438	6,828	5,017
Price County Cooperative Oil Association-----	37,853	48,493	2,091	2,671	1,450	¹⁶ 1,900
Total, district-----	1,046,794	1,471,393	54,242	81,522	47,938	58,064

¹ Wholesale sales unless otherwise noted.² No data.³ 9 months' operation.⁴ 10 months' operation.⁵ Data are for fiscal year ending Aug. 31.⁶ Data are for fiscal year ending Apr. 30.⁷ Wholesale and retail combined.⁸ Retail sales.⁹ Fiscal year changed, to end Aug. 31; 1937 figures are, therefore, for 8 months ending with that date.¹⁰ Loss.¹¹ Reorganized and name changed (from Wisconsin Farm Bureau Federation Cooperative) in 1936.¹² 6 months' operation.¹³ Data are for fiscal year ending June 30.¹⁴ Range Federation absorbed Range Cooperative Oil Association, July 1937.¹⁵ Data are for fiscal year ending May 31.¹⁶ Approximate.^{*} Includes a small amount of patronage refunds for previous periods, paid in 1937.

DISPOSAL OF NET EARNINGS

Increasingly the wholesale associations are adopting the plan of paying at least part of the patronage refunds in shares, in order to build up needed capital. Some organizations have also adopted a deferred-refund plan. Under such a plan the refunds are credited to the account of the local but are placed in the wholesale's surplus for a specified period. In a wholesale with a 5-year deferred-refund plan, for instance, the local association will receive in cash in 1942 the amount earned by its patronage in 1937. In the meantime the wholesale has the extra funds for use in the business. Generally, interest at a specified rate is paid on these retained funds.

In 1937 the annual meeting of the Nebraska Farmers' Union State Exchange decided that 50 percent of the patronage refunds should be used for the expansion of the business.

In Wisconsin the auditors recommended to the annual meeting of the Central Cooperative Wholesale that "one-half of the net income *** be placed in a members' equity reserve, with each society's share of the reserve allocated according to (its) purchases" and that the remainder be paid to them, in cash if their full limit of shares (\$10 per local member) had been reached and in shares if it had not.

PRODUCTION

Data as to value of goods produced are available for only a few associations. The associations in Indiana, Massachusetts, Minnesota (Farmers' Union Central Exchange), Missouri, and Wisconsin had a combined output of lubricating oils, grease, paint, feeds, bakery goods, and coffee valued at \$1,204,174, and the Range Cooperative Federation produced sausage and butter worth \$142,000.

Labor Organizations

C. I. O. BECOMES CONGRESS OF INDUSTRIAL ORGANIZATIONS

WITH the adoption of a constitution and the election of officers for the ensuing year at its first constitutional convention held at Pittsburgh, November 14-19, the Committee for Industrial Organization (C. I. O.) was converted into an independent federation of national and international unions under the name of the Congress of Industrial Organizations (C. I. O.). The objects of the Congress of Industrial Organizations as outlined in article II of the constitution are:

(1) To bring about the effective organization of the working men and women of America regardless of race, creed, color, or nationality, and to unite them for common action into labor unions for their mutual aid and protection;

(2) To extend the benefits of collective bargaining and to secure for the workers means to establish peaceful relations with their employers, by forming labor unions capable of dealing with modern aggregate of industry and finance;

(3) To maintain determined adherence to obligations and responsibilities under collective bargaining and wage agreements;

(4) To secure legislation safeguarding the economic security and social welfare of the workers of America, to protect and extend our democratic institutions and civil rights and liberties, and thus to perpetuate the cherished traditions of our democracy.

The convention was attended by 519 delegates representing 32 national and international unions, 9 national organizing committees, 23 State industrial union councils, 124 city and county industrial union councils, and 161 local industrial unions. The number of workers in these unions was stated to be approximately 4,000,000.

The work of the convention was divided into three distinct parts: The report of Chairman John L. Lewis on the work of the C. I. O. prior to the convention; adoption of a constitution and the election of officers for the ensuing year; and the adoption of resolutions stating the attitude and position of the Congress of Industrial Organizations with regard to the outstanding national labor and socio-economic problems and outlining in a general way the work and policies to be pursued by the Congress of Industrial Organizations.

Report of Chairman

The chairman's report dealt primarily with the development of the C. I. O. from the fall of 1935 to the present date. A considerable

portion of the report was devoted to the relations between the C. I. O. and the A. F. of L., giving the C. I. O. version of the several meetings between the representatives of the A. F. of L. and the C. I. O. for the purpose of establishing unity in the labor movement.

In reporting to the convention on the relations between the A. F. of L. and the C. I. O., the Committee on Officers' Reports took into consideration also the President's message to the convention, on November 12, which in part read as follows:

The wage earners of the United States have made great progress in recent years in regard to wages, hours of labor, general working conditions, and economic security. This has been made possible through their cooperation with other great groups of Americans in formulating and carrying out a progressive program to elevate labor standards in the public interest. If the great gains already made are to be consolidated for the benefit of workers as well as management, it is essential that there be cooperation among the wage-earning groups and because of this, I venture to express the hope, as I did also to the American Federation of Labor convention delegates, that every possible door to access to peace and progress in the affairs of organized labor in the United States be left open.

Continued dissension can only lead to loss of influence and prestige to all labor. On the other hand, collective bargaining will be furthered by a united labor movement making for cooperation, and labor peace which will be in the interest of all Americans.

After considerable discussion, the convention adopted the following resolution pertaining to peace in the labor movement:

The C. I. O. states with finality that there can be no compromise with its fundamental purposes and aim of organizing workers into powerful industrial unions, nor with its obligation to fully protect the rights and interests of all its members and affiliated organizations. The C. I. O. accepts the goal of unity in the labor movement and declares that any program for the attainment of such goal must embrace as an essential prelude these fundamental purposes and principles.

Constitution of Congress of Industrial Organizations

The structure of the newly established Congress of Industrial Organizations is in many respects similar to that of the American Federation of Labor. It is composed of affiliated national and international unions, national organizing committees which have the status of national unions, and local industrial unions chartered directly by the congress. In addition, State, city, and county industrial councils are organized with functions corresponding in most respects to those of city centrals and State federations of labor.

The officers of the congress are a president, two vice presidents, and a secretary, all elected at the convention for a period of 1 year. No salaries are provided for these officers, under the assumption that they will be elected from among the officers of the affiliated unions and will thus be compensated for their services by their own organization.

The convention also created an executive board composed of one member from each affiliated national and international union and organizing committee. Each such affiliate is to nominate one of its duly qualified officers for membership on the executive board. In addition, the president, vice presidents, and secretary of the C. I. O. are members of the board by virtue of their office. Headquarters are to be maintained at Washington, D. C.

Each national and international union and each national organizing committee is required to pay a monthly per capita tax of 5 cents per member. Each local industrial union chartered directly by the Congress of Industrial Organizations is required to pay a per capita tax of 50 cents per member per month as well as one-half of the initiation fee received by the industrial union from its members. The executive board may, however, exempt any national or international union, organizing committee, and local industrial union from the payment of the per capita tax due for any month, for members in good standing who are unemployed due to strike, lock-out, or other involuntary cause.

The executive board is empowered to direct the affairs of the C. I. O. between conventions. It may establish bureaus and departments and create such committees as are necessary for the proper handling of the affairs of the organization. The executive board also has the power to investigate any situation involving an affiliate, if it believes that such affiliate is conducting its affairs and activities contrary to the provisions of the constitution, and to make recommendations to the affiliate involved and report on the situation to the convention of the C. I. O.

Decisions of the executive board are to be made by a majority vote of its members. However, any member may demand a roll-call vote on any question before the executive board and in such event each member of the executive board is entitled to cast as many votes as there are members in his organization. In a roll-call vote the officers of the congress have no vote except that the president is entitled to cast the deciding vote in the case of a tie.

The executive board must hold at least two regular sessions each year. Special meetings may be convened by the president or when requested by a majority of the members of the board. Between sessions of the executive board the power to direct the affairs of the C. I. O. rests with the president. He also has the right to interpret the meaning of the constitution subject to review by the executive board. The president is given the authority, subject to approval of the board, to appoint, direct, suspend, or remove such organizers, representatives, agents, and employees as he may deem necessary.

OFFICERS OF THE C. I. O.

The officers for the 1938-39 term are as follows:

President: John L. Lewis, president, United Mine Workers of America.

Vice presidents:

Philip Murray, chairman, Steel Workers Organizing Committee.

Sidney Hillman, president, Amalgamated Clothing Workers.

Secretary: James Carey, president, United Electrical, Radio, and Machine Workers of America.

Executive board:

Aluminum Workers of America—N. A. Zonarich.

Architects, Engineers, Chemists & Technicians—Lewis Alen Berne.

Automobile Workers of America—Homer Martin.

Cannery, Agricultural Packing & Allied Workers—Donald Henderson.

Amalgamated Clothing Workers of America—Jacob S. Potofsky.

Communications Association of America—Mervyn Rathborne.

National Die Casting Workers—George Peacock.

Electrical, Radio & Machine Workers of America—Julius Emspak.

United Federal Workers of America—Jacob Baker.

United Fishermen's Union of the Pacific—Joseph Jurich.

Fur Workers Union, International—Ben Gold.

United Furniture Workers of America—Morris Muster.

Flat Glass Workers—Paul W. Fuller.

Gas, Byproducts, Coke and Chemical Workers—

Inlandboatmen's Union of the Pacific—C. W. Deal.

Iron, Steel and Tin Workers Amalgamated—B. Frank Bennett.

Longshoremen's and Warehousemen's Union—Harry R. Bridges.

Marine Engineers' Beneficial Association—Samuel J. Hegan.

Marine and Shipbuilding Workers of America—John Green.

National Maritime Union of America—Joseph Curran.

Mine, Mill and Smelter Workers—Reid Robinson.

United Mine Workers of America—Thomas Kennedy.

American Newspaper Guild—Heywood Broun.

Office and Professional Workers of America—Lewis Merrill.

Oil Workers International Union—H. C. Fremming.

Quarry Workers International Union—John C. Lawson.

Retail and Wholesale Employers of America—Sam Wolchok.

United Rubber Workers of America—S. H. Dalrymple.

United Shoe Workers of America—Powers Hapgood.

State, County and Municipal Workers of America—Abram Flaxer.

Transport Workers Union of America—Michael J. Quill.

Woodworkers of America, International—Harold Pritchett.

Distillery Workers' Organizing Committee—Clint Golden.

Farm Equipment Workers' Organizing Committee—Grant W. Oakes.

Optical Workers Organizing Committee—

Packinghouse Workers' Organizing Committee—Don Harris.

Steel Workers' Organizing Committee—Van A. Bittner.

Textile Workers' Organizing Committee—Emil Rieve.

Toy and Novelty Workers' Organizing Committee—Anthony H. Esposito.

Utility Workers' Organizing Committee—Allan Haywood.

Resolutions of the C. I. O.

A considerable number of the 87 resolutions adopted by the convention dealt with the work of the separate affiliates and the C. I. O. as a whole.

With regard to collective bargaining in general, the convention adopted a series of resolutions condemning the use of the National Guard and anti-labor conspiracy laws in connection with strikes, and strongly commended the work of the La Follette Civil Liberties Committee in disclosing the spy systems and other methods used by employers in discriminating against workers joining a labor union.

The convention went on record in a provision in the constitution and by a special resolution favoring the absolute adherence by all organizations of the C. I. O. to their collective agreements, as follows:

Resolved, That it is the unshakable policy of the C. I. O. and its affiliate organizations to adhere to their contractual obligations to the letter and in spirit and the C. I. O. undertakes to throw its full weight and influence into the balance to effect such adherence.

The two resolutions on the National Labor Relations Act may also be classified within the group pertaining to collective bargaining. The first resolution stated that although the C. I. O. has criticized and will continue to criticize certain unsound decisions of the Board which it believes are in conflict with the letter of the act and not in harmony with its purposes, the C. I. O. is opposed to any change in the text of the National Labor Relations Act and urges the Congress of the United States to avoid interference with the work of the Board and to double its appropriations in order to expedite decisions on the numerous cases presented to the board. The second resolution urged Federal legislation providing for compulsory collective bargaining in all contracts financed directly or through loans made by the Federal Government and any of its agencies.

In the field of Federal legislation, the C. I. O. resolved to endorse whole-heartedly the program of President Roosevelt's Committee on National Health and urged immediate action on the recommendations made by that committee. It adopted seven separate resolutions, each dealing with specific problems of social security which in the main endorsed extension of the program covered by the Social Security Act.

In the field of political action the convention adopted a special resolution, instructing the executive board to take appropriate steps to coordinate political and legislative activities of each of its affiliates and to cooperate with progressive groups in support of a constructive program of economic security and social welfare of the American people.

TRADE-UNION MEMBERSHIP IN GREAT BRITAIN
AND NORTHERN IRELAND, 1936-37

TRADE-UNION membership in Great Britain and Northern Ireland increased more than 10 percent in 1937 as compared with the preceding year. In a report analyzing the latest statistics of labor organizations the Ministry of Labor Gazette¹ notes that the number of unions decreased in this same period. The 39 unions which had a membership of over 25,000 persons each together accounted for 72 percent of the total enrollment. Of the estimated total of 5,851,000 organized workers, 1,224,000 were transport, other than railway service, and general labor; 800,000 were metal, machine, and conveyance workers; and 709,000 were engaged in mining and quarrying.

Information on trade-unions was obtained from the Chief Registrar of Friendly Societies and from the Registrar of Friendly Societies for Northern Ireland. This material was supplemented by returns supplied directly to the Ministry of Labor by unregistered organizations. The statistics compiled relate to unions of salaried and professional workers as well as of manual workers. Unions with members in Great Britain and Northern Ireland but having headquarters elsewhere are excluded. The Ministry of Labor states that the figures for 1937 are provisional and subject to slight revision, and that the analysis, by sex, is in some cases based on estimates and not exact. The table following shows, by industry, the number of trade-unions in 1937, the membership in 1936 and 1937, and the percent of change in membership in the year. In classifying membership the Ministry of Labor Gazette states that the total for each union has necessarily been included in the group with which the majority of its members are believed to be connected.

The increase in total membership of all unions from 5,305,239 at the end of 1936 to 5,850,748 in 1937 is the largest recorded for any year since 1919. The cumulative increase for the 3 years 1935, 1936, and 1937 restored the membership to a total in excess of that recorded after the slump of 1921-22. In the 1 year from 1936 to 1937 the male membership increased 10 percent and the female, 11.7 percent. Unions having 100,000 members or over accounted for 48.9 percent of the total membership in 1937. Taken together, these large organizations had 2,858,000 members.

Practically all the classes of unions showed an increase in membership during 1937 as compared with 1936. The increase was very marked in the pottery and glass group, amounting to about 73 percent. Increases were above the general average in the metal, engineering, and shipbuilding industries, and the tailoring and other clothing,

¹ London, October 1938 (pp. 382, 383, and 403).

other transport and general labor, commerce and distribution, and Government groups.

Trade-Union Statistics for Great Britain and Northern Ireland, 1936 and 1937

Industry group ¹	Number of unions at end of 1937	Membership at end of—		Percent of change in membership
		1937	1936	
All industries ²	1, 033	5, 850, 748	5, 305, 239	+10.3
Agriculture, horticulture, ³ etc.....	1	40, 767	33, 535	+21.6
Coal mining.....	93	704, 081	673, 881	+4.5
Other mining and quarrying.....	7	5, 197	5, 093	+2.0
Pottery and glass.....	16	34, 422	19, 863	+73.3
Metals, machines, conveyances, etc:				
Iron, steel, tinplate, etc., manufacturing.....	3	105, 627	88, 188	+19.8
Engineering, iron founding, shipbuilding, other metal working, and vehicle building.....	90	694, 212	596, 988	+16.3
Textiles:				
Cotton.....	164	267, 712	265, 401	+ .9
Wool, worsted, and shoddy.....	24	11, 921	11, 760	+1.4
Flax and jute.....	19	20, 652	20, 900	-1.2
Hosiery.....	6	16, 504	16, 129	+2.3
Bleaching, dyeing, finishing etc.....	25	97, 932	94, 070	+4.1
Other textiles.....	27	20, 238	20, 778	-2.6
Clothing:				
Boot and shoe.....	6	97, 068	95, 272	+1.9
Tailoring and other clothing.....	14	97, 825	80, 350	+21.7
Food, drink, and tobacco.....	8	33, 716	31, 320	+7.7
Woodworking and furniture manufacture: ⁴				
Furniture.....	8	32, 466	28, 336	+14.6
Other.....	20	32, 286	30, 425	+6.1
Paper, printing, etc.....	26	214, 119	203, 368	+5.3
Building, public-works contracting, etc.:				
Bricklayers and masons.....	5	69, 671	64, 837	+7.5
Carpenters and joiners.....	1	129, 214	120, 823	+6.9
Painters and decorators.....	5	52, 423	49, 096	+6.8
Builders' laborers.....	4	11, 584	10, 690	+8.4
Other.....	17	58, 103	52, 730	+10.2
Other manufacturing industries ⁵	24	21, 552	18, 638	+15.6
Transport and general labor:				
Railway service.....	8	483, 250	451, 797	+7.0
Water transport.....	13	80, 904	76, 704	+5.5
Other transport (road, dock, etc.) and general labor.....	19	1, 143, 450	975, 430	+17.2
Commerce, distribution, and finance:				
Commerce and distribution.....	13	263, 726	235, 205	+12.1
Banking, insurance, etc.....	21	93, 304	88, 657	+5.2
National and local government ⁶	275	580, 058	516, 251	+12.4
Teaching.....	25	249, 090	247, 320	+ .7
Entertainments and sports.....	11	30, 353	26, 863	+13.0
Miscellaneous ⁷	35	57, 321	54, 541	+5.1

¹ The total membership shown for all trade-unions includes the membership of branches in Eire and overseas (numbering about 76,000 in 1937, of whom 36,000 were engineers and other metal workers and 9,000 were railway servants), but wholly excludes the membership of unions whose headquarters are situated outside Great Britain and Northern Ireland. The totals include a number of persons who are members of more than one union, and are therefore counted more than once in the figures. The duplication is almost entirely in the "National and local government" and the "Teaching" groups. While precise figures are not ascertainable, it is estimated that the duplication in the total figures does not exceed 25,000.

² The figures for industrial groups are exclusive of the membership of certain large unions the membership of which is spread over a variety of industries; the whole membership of these unions is included above under "Other transport and general labor" or "Commerce and distribution."

³ A considerable number of agricultural workers belong to a general labor union which is classified under "Other transport and general labor."

⁴ Excluding carpenters and joiners, who are classified under "Building."

⁵ Chemicals, leather, rubber, brushes, musical instruments, etc.

⁶ The figures exclude members of teachers' and transport unions, for which see "Teaching" and "Transport and general labor."

⁷ Including unions of clerks, chemists, foreman, etc., when not classifiable by industry.

At the end of 1937 the gross total membership of federations of trade-unions was 2,886,000. This was a slight increase over 1936 and continued the trend begun in 1935 after a long period when the total number of federations was decreasing from a maximum membership of 10,731,000 in 1920. The decrease in the number of federations was largely owing to amalgamations.

Industrial Disputes

TREND OF STRIKES

ACCORDING to preliminary estimates there was an increase of 25 percent in the number of strikes occurring in October 1938 as compared with the previous month. Only about 56 percent as many workers were involved in the October strikes, however, as in the September disputes. This was due to the fact that there were no extremely large strikes beginning in October while in September several large ones began, such as the truck-drivers' strike in the New York area from September 15 to October 3, the department-store strike in San Francisco which began early in September and continued throughout the month of October, and the short stoppage at the Briggs Manufacturing Co. in Detroit, Mich., from September 14 to 17.

The number of man-days idle because of strikes in October was roughly the same as that for September—about 1,000,000. Much of the idleness in October was due to strikes which began in preceding months but continued into October.

As compared with October a year ago, preliminary figures indicate that in October 1938 there were only 75 percent as many strikes, 74 percent as many workers involved, and 85 percent as many man-days of idleness.

The figures given for September and October 1938 are based on newspaper reports and other information available as this goes to press and are subject to change as more definite 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.

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Trend of Strikes, 1933 to October 1938¹

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
1937.....	-----	4,740	-----	-----	-----	1,860,621	-----	28,424,857
1937								
January.....	100	171	271	132	139	108,621	214,268	2,720,281
February.....	139	211	350	204	146	99,335	226,329	1,491,268
March.....	146	614	760	510	250	290,324	358,155	3,288,979
April.....	250	535	785	512	273	221,572	394,178	3,377,223
May.....	273	604	877	547	330	325,499	445,170	2,982,735
June.....	330	610	940	582	358	281,478	474,954	4,998,408
July.....	358	472	830	533	297	143,678	353,682	3,007,819
August.....	297	449	746	451	295	143,033	238,828	2,270,380
September.....	295	361	656	393	263	88,967	160,241	1,449,948
October.....	263	320	583	378	205	67,242	127,109	1,181,914
November.....	205	262	467	265	202	68,929	118,632	981,697
December.....	202	131	333	213	120	21,943	60,518	674,205
1938								
January.....	120	151	271	155	116	34,865	55,386	470,138
February.....	116	171	287	167	120	52,198	76,310	502,623
March.....	120	236	356	204	152	52,308	100,858	733,496
April.....	152	241	393	232	161	78,270	107,906	791,155
May.....	161	266	417	260	157	80,693	120,724	1,122,413
June.....	157	191	348	214	134	50,604	90,806	792,901
July.....	134	170	304	174	130	45,927	77,551	669,583
August.....	130	203	333	212	121	45,919	74,090	725,647
September.....	121	190	311	186	125	90,000	120,000	975,000
October ¹	125	240	365	220	145	50,000	100,000	1,000,000

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.

ANALYSIS OF STRIKES IN AUGUST 1938¹

STRIKE activity in the month of August 1938 took a slight turn upward, although the number of new strikers was not as great as last spring. Detailed information was obtained by the Bureau for 203 strikes beginning in August, in which about 46,000 workers were involved. There were 130 strikes which continued into August from preceding months, making a total of 333 in progress during some part of the month. About 74,000 workers were involved in these strikes, and more than 725,000 man-days of idleness resulted from the 333 strikes in August.

Of the 203 strikes beginning in August, there were 26 in the textile industries, 24 in trade (wholesale 4 and retail 20), 21 in building and

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.

construction, 19 in the food industries, and 17 on W. P. A. projects. The strikes in these industries account for more than half of the total number. There were more than 5,500 workers involved in agricultural and fishery strikes (shrimp fishermen in Louisiana for the most part), a similar number on W. P. A. projects, and slightly more than 5,000 in the textile industries. Each of four other industry groups had slightly more than 3,000 workers involved in new strikes during August, namely, trade (3,261), transportation and communication (3,246), domestic and personal service (3,245), and iron and steel (3,003). The greatest number of man-days of idleness because of strikes in August occurred in the following industry groups: Mining (94,000), principally because of a strike of anthracite miners in Pennsylvania which began in July and was still in progress at the end of August; textiles (91,000) where there were several fairly large strikes in progress during the month; trade (86,000) in which the largest was that against wholesale warehouses in San Francisco which began in July and had not been settled by the end of August; agriculture and fishing (80,000), mainly because of the strike of shrimp fishermen in Louisiana referred to above; and machinery manufacturing (73,000) where the largest strike was that of Philco radio workers in Philadelphia, Pa., which began in May and extended through the entire month of August.

TABLE 1.—*Strikes in August 1938, by Industry*

Industry	Beginning in August		In progress during August		Man-days idle during August
	Number	Workers involved	Number	Workers involved	
All industries.....	203	45,919	333	74,090	725,647
Iron and steel and their products, not including machinery..	11	3,003	17	4,882	28,744
Bolts, nuts, washers, and rivets.....			1	87	2,001
Cutlery (not including silver and plated cutlery), and edge tools.....			1	644	4,508
Plumbers' supplies and fixtures.....	2	55	2	55	540
Steam and hot-water heating apparatus and steam fittings.....	1	1,357	1	1,357	4,071
Stoves.....	2	674	2	674	4,946
Structural and ornamental metal work.....	3	423	5	1,476	3,702
Tools (not including edge tools, machine tools, files, and saws).....			1	89	1,068
Wire and wire products.....	2	469	2	469	7,595
Other.....	1	25	2	31	313
Machinery, not including transportation equipment.	3	770	14	5,613	72,911
Electrical machinery, apparatus, and supplies.....			1	169	3,380
Foundry and machine-shop products.....	1	32	5	423	5,669
Machine tools.....			1	252	4,032
Radios and phonographs.....	1	513	3	2,817	48,168
Other.....	1	225	4	1,952	11,662
Transportation equipment.	2	1,358	4	2,234	21,296
Automobiles, bodies and parts.....	2	1,358	3	1,790	18,632
Other.....			1	444	2,664
Nonferrous metals and their products.	1	62	5	798	11,483
Lighting equipment.....			1	57	798
Silverware and plated ware.....			1	86	860
Smelting and refining—copper, lead, and zinc.....			1	193	4,439
Stamped and enameled ware.....			1	400	5,200
Other.....	1	62	1	62	186
Lumber and allied products.	14	2,225	21	3,865	41,986
Furniture.....	6	1,073	7	1,328	15,716
Millwork and planing.....	1	40	2	311	2,790
Sawmills and logging camps.....	3	612	6	870	10,465
Other.....	4	500	6	1,356	13,025

TABLE 1.—Strikes in August 1938, by Industry—Continued

Industry	Beginning in August		In progress during August		Man-days idle during August
	Number	Workers involved	Number	Workers involved	
Stone, clay, and glass products.....	5	954	8	1,388	15,052
Brick, tile, and terra cotta.....	2	373	4	632	7,103
Glass.....	2	570	2	570	5,364
Marble, granite, slate, and other products.....	1	1	1	175	2,530
Pottery.....	1	11	1	11	55
Textiles and their products.....	26	5,036	42	8,393	90,802
Fabrics:					
Carpets and rugs.....	1	1	1	277	554
Cotton goods.....	1	291	3	962	16,135
Silk and rayon goods.....	2	290	4	496	5,175
Woolen and worsted goods.....	1	272	2	934	13,715
Other.....	5	426	7	515	2,797
Wearing apparel:					
Clothing, men's.....	1	62	2	106	982
Clothing, women's.....	10	1,690	12	1,844	8,461
Hats, caps, and millinery.....	1	350	2	460	4,630
Shirts and collars.....	1	700	1	700	10,500
Hosiery.....	1	18	2	533	7,815
Knitgoods.....	3	937	4	948	6,076
Other.....			2	618	13,962
Leather and its manufactures.....	5	526	9	1,011	11,508
Boots and shoes.....	2	195	3	583	6,426
Leather.....	1	16	2	80	1,680
Other leather goods.....	2	315	4	348	3,402
Food and kindred products.....	19	2,464	29	3,059	18,525
Baking.....	7	761	12	1,125	10,126
Beverages.....	1	23	2	31	699
Canning and preserving.....	5	1,167	6	1,281	5,046
Confectionery.....	1	113	1	113	226
Slaughtering and meat packing.....	3	237	5	307	1,613
Sugar refining, cane.....	1	155	1	155	430
Other.....	1	8	2	47	385
Tobacco manufactures.....	2	303	3	943	15,919
Cigars.....			1	640	12,160
Other.....	2	303	2	303	3,759
Paper and printing.....	2	287	5	546	1,602
Paper and pulp.....	1	221	1	221	663
Printing and publishing:					
Book and job.....	1	66	4	325	939
Chemicals and allied products.....			5	469	6,815
Druggists' preparations.....			1	100	1,500
Paint and varnishes.....			1	42	126
Petroleum refining.....			2	301	5,163
Other.....			1	26	26
Rubber products.....	4	2,166	7	2,454	13,149
Other rubber goods.....	4	2,166	7	2,454	13,149
Miscellaneous manufacturing.....	8	2,238	13	2,461	14,811
Electric light, power, and manufactured gas.....	1	1,362	1	1,362	9,534
Furriers and fur factories.....	4	130	4	130	449
Other.....	3	746	8	969	4,328
Extraction of minerals.....	2	1,172	7	4,737	93,932
Coal mining, anthracite.....	2	1,172	3	3,814	82,922
Coal mining, bituminous.....			3	853	9,540
Metalliferous mining.....			1	70	1,470
Transportation and communication.....	12	3,246	16	3,388	33,066
Water transportation.....	2	49	5	181	705
Motor transportation.....	4	294	5	304	923
Electric railroad.....	1	1,111	1	1,111	15,554
Taxicabs and miscellaneous.....	5	1,792	5	1,792	16,784
Trade.....	24	3,261	43	7,776	85,610
Wholesale.....	4	225	9	2,763	26,505
Retail.....	20	3,036	34	5,013	59,105
Domestic and personal service.....	10	3,245	17	4,527	13,365
Hotels, restaurants, and boarding houses.....	5	145	10	850	6,770
Laundries.....	4	3,076	5	3,626	5,770
Dyeing, cleaning, and pressing.....	1	24	2	51	825
Professional service.....	3	64	4	70	388
Recreation and amusement.....	2	42	3	48	102
Professional.....	1	22	1	22	286
Building and construction.....	21	2,090	31	3,205	29,367
Buildings, exclusive of P. W. A.....	11	749	16	1,091	10,575
All other construction (bridges, docks, etc., and P. W. A. buildings).....	10	1,341	15	2,114	18,792
Agriculture and fishing.....	9	5,692	10	6,042	79,527
Agriculture.....	7	1,392	8	1,742	13,727
Fishing.....	2	4,300	2	4,300	65,800
W. P. A., relief, and resettlement projects.....	17	5,581	17	5,581	15,715
Other nonmanufacturing industries.....	3	176	6	648	9,674

About half of the 203 strikes beginning in August were in four States: New York (40), Pennsylvania (30), New Jersey (16), and California (15). The greatest number of workers involved were in Pennsylvania (8,185), California (6,525), New York (4,738) and Louisiana (4,261). The four last-named States also had the largest number of man-days of idleness because of strikes during the month. In fact, about 60 percent of the total man-days idle during August were in these four States.

Two of the strikes beginning in August extended into two or more States. One of these was the strike on the Chicago, North Shore & Milwaukee Railroad in Illinois and Wisconsin, which began about the middle of August and was still in effect at the end of the month. The other was a short strike of truck drivers against a trucking firm with terminals in Illinois, Indiana, and Missouri.

TABLE 2.—*Strikes in August 1938, by States*

State	Beginning in August		In progress during August		Man-days idle during August
	Number	Workers involved	Number	Workers involved	
All States.....	203	45,919	333	74,090	725,647
Alabama.....	1	6	6	884	18,607
Arizona.....	1	112	1	112	784
Arkansas.....	1	50	1	50	150
California.....	15	6,525	25	10,127	66,112
Colorado.....	3	535	3	535	2,015
Connecticut.....	3	244	4	521	1,726
District of Columbia.....	1	29	3	57	205
Florida.....	1	18	1	18	396
Georgia.....	2	320	2	320	1,820
Illinois.....	10	2,756	15	3,409	24,235
Indiana.....	4	781	6	1,495	16,501
Iowa.....	3	35	6	1,820	6,868
Kansas.....	1	100	1	100	300
Kentucky.....	4	548	5	856	6,222
Louisiana.....	2	4,261	2	4,261	70,525
Maine.....	.....	.....	1	388	4,656
Maryland.....	2	86	3	159	2,089
Massachusetts.....	11	1,769	13	1,956	13,271
Michigan.....	5	2,899	8	3,252	23,316
Minnesota.....	4	330	4	330	1,598
Missouri.....	6	636	10	1,848	28,136
Montana.....	1	288	4	581	10,463
Nebraska.....	1	18	2	64	1,260
New Jersey.....	16	1,269	21	1,554	13,219
New Mexico.....	1	175	1	175	700
New York.....	40	4,738	71	9,460	102,254
Ohio.....	10	2,704	20	4,095	29,669
Oklahoma.....	.....	.....	1	80	80
Oregon.....	1	325	6	1,414	12,801
Pennsylvania.....	30	8,185	47	14,680	189,834
Rhode Island.....	.....	.....	1	200	600
South Carolina.....	.....	.....	1	175	2,530
Tennessee.....	7	2,393	9	2,551	22,951
Texas.....	4	74	7	162	1,321
Utah.....	2	66	2	66	209
Virginia.....	.....	.....	1	255	5,100
Washington.....	3	206	5	343	2,715
West Virginia.....	1	217	2	326	3,045
Wisconsin.....	4	1,800	8	3,017	20,384
Interstate.....	2	1,361	4	2,394	16,980

There was an average of 226 workers involved in each of the 203 strikes beginning in August. About 55 percent of the strikes involved

fewer than 100 workers each, 40 percent involved from 100 to 1,000 each, and in each of 10 strikes 1,000 or more workers were involved. None of the strikes beginning in August involved as many as 5,000 workers.

TABLE 3.—*Strikes Beginning in August 1938, 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
All industries.....	203	34	77	68	14	10
<i>Manufacturing</i>						
Iron and steel and their products, not including machinery..	11	1	3	6	—	1
Machinery, not including transportation equipment.....	3	—	1	1	1	—
Transportation equipment.....	2	—	—	1	1	—
Nonferrous metals and their products.....	1	—	1	—	—	—
Lumber and allied products.....	14	—	—	6	1	—
Stone, clay, and glass products.....	5	2	7	1	1	—
Textiles and their products.....	26	4	8	11	3	—
Leather and its manufactures.....	5	1	1	3	—	—
Food and kindred products.....	19	4	6	8	1	—
Tobacco manufactures.....	2	1	—	1	—	—
Paper and printing.....	2	—	1	1	—	—
Rubber products.....	4	—	1	2	—	1
Miscellaneous manufactures.....	8	2	3	1	1	1
<i>Nonmanufacturing</i>						
Extraction of minerals.....	2	—	—	1	1	—
Transportation and communication.....	12	2	5	2	1	2
Trade.....	24	8	7	8	—	1
Domestic and personal service.....	10	2	7	—	—	1
Professional service.....	3	—	3	—	—	—
Building and construction.....	21	4	12	4	1	—
Agriculture and fishing.....	9	—	3	5	—	1
W. P. A., relief, and resettlement projects.....	17	1	7	5	2	2
Other nonmanufacturing industries.....	3	2	—	1	—	—

In slightly more than half of the strikes beginning in August the major issues were union-organization matters—recognition, closed shop, discrimination, etc. About 30 percent of the total workers involved were in these strikes. In 30 percent of the strikes, which included 41 percent of the workers involved, the major issues were wages and hours; 8 percent were in protest against wage decreases. About 19 percent of the strikes, including 28 percent of the total workers, were over other issues, including jurisdictional and rival union questions, and specific grievances over such questions as seniority rights, employment of outside workers rather than local men, change in method of wage payment, and objections to certain supervisors.

TABLE 4.—Major Issues Involved in Strikes Beginning in August 1938

Major issues	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
All issues.....	203	100.0	45,919	100.0
Wages and hours.....	61	30.0	18,911	41.2
Wage increase.....	37	18.1	11,147	24.2
Wage decrease.....	16	7.9	6,325	13.8
Wage increase, hour decrease.....	5	2.5	1,151	2.5
Wage decrease, hour increase.....	1	.5	31	.1
Hour decrease.....	2	1.0	257	.6
Union organization.....	103	50.7	13,997	30.5
Recognition.....	14	6.9	1,521	3.3
Recognition and wages.....	18	8.9	2,414	5.3
Recognition, wages, and hours.....	24	11.8	3,270	7.1
Closed shop.....	30	14.9	5,956	13.0
Discrimination.....	9	4.4	265	.6
Other.....	8	3.9	571	1.2
Miscellaneous.....	39	19.2	13,011	28.3
Sympathy.....	1	.5	160	.3
Rival unions or factions.....	5	2.5	1,145	2.5
Jurisdiction.....	3	1.5	985	2.1
Other.....	29	14.2	10,621	23.2
Not reported.....	1	.5	100	.2

Of the 333 strikes in progress during August, 212 were terminated during the month. About 39 percent of these strikes lasted less than 1 week, another 38 percent lasted from a week to a month, 16 percent lasted from 1 to 3 months, and 14 strikes (7 percent) had been in progress for 3 months or more. Practically all of these 14 cases were small strikes against individual firms, none of them involving as many as 500 workers.

TABLE 5.—Duration of Strikes Ending in August 1938

Industry group	Total	Number of strikes with duration of—					
		Less than 1 week	1 week and less than ½ month	½ and less than 1 month	1 and less than 2 months	2 and less than 3 months	3 months or more
All industries.....	212	82	49	32	29	6	14
<i>Manufacturing</i>							
Iron and steel and their products, not including machinery.....	8		5		2		1
Machinery, not including transportation equipment.....	7		1		3	2	1
Transportation equipment.....	3		2				1
Nonferrous metals and their products.....	4	1		1	1		1
Lumber and allied products.....	13	4	1	4	4		
Stone, clay, and glass products.....	5	1	2	1			1
Textiles and their products.....	28	8	10	4	5		1
Leather and its manufactures.....	6	1		3	1		1
Food and kindred products.....	21	10	4	2	2		3
Tobacco manufactures.....	2	1		1			
Paper and printing.....	3	1	1			1	
Chemicals and allied products.....	4			2		1	1
Rubber products.....	4	2	1	1			
Miscellaneous manufactures.....	7	2	3	1			1
<i>Nonmanufacturing</i>							
Extraction of minerals.....	2			1	1		
Transportation and communication.....	9	7	1	1			
Trade.....	25	10	5	5	4	1	
Domestic and personal service.....	8	4	2		2		
Professional service.....	3	2	1				
Building and construction.....	23	11	5	3	2	1	1
Agriculture and fishing.....	8	3	3	1	1		
W. P. A., relief, and resettlement projects.....	15	13	2				
Other nonmanufacturing industries.....	4	1		1	1		1

About 46 percent of the strikes ending in August were settled through negotiations directly between employers and union officials. Forty-five percent of the total workers involved were included in these strikes. Government conciliators and labor boards assisted in settling about 37 percent of the strikes, including nearly 38 percent of the workers involved. In most of these cases the workers were represented by their union officials during negotiations. Twelve percent of the strikes, including 7 percent of the total workers involved, were terminated without formal settlements. These were mostly cases in which the striking employees returned to work without settlements of the disputed issues or they lost their jobs entirely when employers replaced them with new workers, went out of business, or moved to other localities.

TABLE 6.—*Methods of Negotiating Settlements of Strikes Ending in August 1938*

Negotiations toward settlements carried on by—	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	212	100.0	40,476	100.0
Employers and workers directly.....	7	3.3	2,316	5.7
Employers and representatives of organized workers directly.....	97	45.7	18,123	44.9
Government conciliators or labor boards.....	78	36.8	15,230	37.6
Private conciliators or arbitrators.....	4	1.9	2,038	5.0
Terminated without formal settlement.....	26	12.3	2,769	6.8

About 40 percent of the strikes ending in August resulted in the workers obtaining substantially all that had been demanded. These strikes, which were successful from the workers' point of view, included 30 percent of the total workers involved. About 38 percent of the strikes, including 55 percent of the workers involved, resulted in partial gains or compromise settlements for the workers; and 18 percent of the strikes, including 10 percent of the workers involved, brought them little or no gains. (See table 7.)

TABLE 7.—*Results of Strikes Ending in August 1938*

Results	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	212	100.0	40,476	100.0
Substantial gains to workers.....	84	39.6	12,149	30.0
Partial gains or compromise.....	80	37.7	22,094	54.6
Little or no gains to workers.....	37	17.5	4,016	9.9
Jurisdiction, rival union, or faction settlements.....	8	3.8	1,367	3.4
Indeterminate.....	3	1.4	850	2.1

The strikes over union-organization issues were more successful, as a rule, from the viewpoint of the workers involved, than those in which wages and hours were the major issues. Of the wage-and-hour strikes, about 32 percent were substantially won by the workers, 48

percent were settled on a compromise basis, and 20 percent were lost. The corresponding figures for the union-organization strikes were 48 percent won, 33 percent compromised, and 19 percent lost.

In terms of number of workers involved, the greater degree of success in the union-organization strikes was even more noticeable. Of the workers involved in the wage-and-hour strikes, only 24 percent substantially won their demands, 59 percent obtained compromise settlements, and 17 percent gained little or nothing. In the union-organization strikes, 52 percent of the workers involved obtained substantially all that had been demanded, 40 percent obtained compromise settlements, and only 8 percent gained little or nothing.

TABLE 8.—Results of Strikes Ending in August 1938 in Relation to Major Issues Involved

Major issues	Total	Strikes resulting in—				
		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.....	212	84	80	37	8	3
Wages and hours.....	77	25	37	15		
Wage increase.....	39	11	18	10		
Wage decrease.....	28	9	15	4		
Wage increase, hour decrease.....	6	2	4			
Wage decrease, hour increase.....	2	1		1		
Hour decrease.....	2	2				
Union organization.....	90	43	30	17		
Recognition.....	12	6	4	2		
Recognition and wages.....	16	8	7	1		
Recognition, wages, and hours.....	20	12	5	3		
Closed shop.....	27	10	10	7		
Discrimination.....	9	4	4	1		
Other.....	6	3		3		
Miscellaneous.....	45	16	13	5	8	3
Sympathy.....	5	3				2
Rival unions or factions.....	7				7	
Jurisdiction.....	1				1	
Other.....	31	13	13	4		1
Not reported.....	1			1		
Number of workers involved						
All issues.....	40,476	12,149	22,094	4,016	1,367	850
Wages and hours.....	15,495	3,675	9,095	2,725		
Wage increase.....	5,596	1,590	3,010	996		
Wage decrease.....	8,415	1,759	4,958	1,698		
Wage increase, hour decrease.....	1,190	63	1,127			
Wage decrease, hour increase.....	37	6		31		
Hour decrease.....	257	257				
Union organization.....	12,734	6,643	5,133	958		
Recognition.....	1,005	375	601	29		
Recognition and wages.....	3,101	1,427	1,662	12		
Recognition, wages, and hours.....	1,489	685	728	76		
Closed shop.....	6,215	3,768	1,841	606		
Discrimination.....	435	116	301	18		
Other.....	489	272		217		
Miscellaneous.....	12,247	1,831	7,866	333	1,367	850
Sympathy.....	1,002	277				725
Rival unions or factions.....	1,117				1,117	
Jurisdiction.....	250				250	
Other.....	9,779	1,554	7,866	233		125
Not reported.....	100			100		

ACTIVITIES OF UNITED STATES CONCILIATION SERVICE, OCTOBER 1938

THE United States Conciliation Service, in October, disposed of 369 situations involving 298,291 workers. The services of this agency were requested by the employees, employers, and other interested parties.

There were 170 labor disputes, involving 260,030 workers, which were in the form of strikes, threatened strikes, lock-outs, and controversies. The remaining 199 situations, involving 38,261 workers, were services rendered, such as requests for information, adjustments of complaints, conferences regarding labor conditions, etc.

Activities of the Service were utilized by employees and employers in 41 States and District of Columbia (table 1), and covered 35 major industrial fields, such as automobile, building trades, foods, iron and steel, textiles, etc. (table 2).

TABLE 1.—*Situations Disposed of by U. S. Conciliation Service, Classified by Industries, October 1938*

Industry	Disputes		Other situations		Total	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
All industries.....	170	260,030	199	38,261	369	298,291
Agriculture.....	4	11,997	2	2	6	11,999
Automobile.....	12	2,701	4	4	16	2,705
Building.....	19	31,598	21	22	40	31,620
Chemical.....	3	501	2	2	5	503
Communications.....	1	15,000	1	1	2	15,001
Domestic and personal.....	16	4,557	7	39	23	4,596
Food.....	20	7,469	13	363	33	7,832
Iron and steel.....	9	1,804	6	66	15	1,870
Leather.....	1	100	3	60	4	160
Lumber:						
Furniture.....	4	2,066	3	632	7	2,698
Other.....	4	120	2	2	6	122
Machinery.....	8	5,676	6	8	14	5,684
Maritime.....	8	85,270	11	32,084	19	117,354
Mining.....	1	3,000	4	4	5	3,004
Paper and printing.....	3	301	7	16	10	317
Petroleum.....			4	16	4	16
Professional.....			1	1	1	1
Public utilities.....	1	6,000			1	6,000
Rubber.....	3	1,285	2	3	5	1,288
Stone, clay, and glass.....	5	1,241	7	10	12	1,251
Textile:						
Cotton.....	4	2,650	7	1,578	11	4,228
Other.....	17	5,726	20	1,785	37	7,511
Motion pictures.....	2	42	1	1	3	43
Tobacco.....	5	10,982	1	2	6	10,984
Trade.....	3	392	5	5	8	397
Transportation.....	15	59,321	15	33	30	59,354
Unclassified.....	2	231	44	1,522	46	1,753

TABLE 2.—Situations Disposed of by U. S. Conciliation Service, Classified by States, October 1938

State	Disputes		Other situations		Total	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
All States.....	170	260,030	199	38,261	369	298,291
Alabama.....	5	979	3	3	8	982
Arizona.....	3	696	1	1	4	697
Arkansas.....	1	1	1	1	1	1
California.....	6	80,833	25	33,119	31	113,952
Colorado.....	2	10,200	1	1	3	10,201
Connecticut.....	1	1	1	9	1	9
District of Columbia.....	9	287	32	157	41	444
Florida.....	4	9,719	1	1	4	9,719
Georgia.....	3	574	2	3	5	577
Illinois.....	3	1,490	11	60	14	1,550
Indiana.....	5	1,548	7	19	12	1,567
Iowa.....	5	2,194	1	1	5	2,194
Kansas.....	1	37	2	201	3	238
Kentucky.....	1	807	3	6	4	813
Louisiana.....	3	820	2	11	5	831
Maryland.....	2	950	1	1	2	950
Massachusetts.....	4	1,055	4	91	8	1,146
Michigan.....	3	7,217	4	4	7	7,221
Minnesota.....	6	2,606	4	53	10	2,659
Missouri.....	7	4,942	3	3	10	4,945
Montana.....	1	170	1	1	2	171
New Hampshire.....	1	1	3	210	3	210
New Jersey.....	12	7,810	10	11	22	7,821
New Mexico.....	1	1,586	1	1	1	1,586
New York.....	9	68,015	22	891	31	68,906
North Carolina.....	4	915	7	1,036	11	1,951
North Dakota.....	1	1	2	2	2	2
Ohio.....	12	3,176	18	39	30	3,215
Oklahoma.....	3	841	1	1	4	842
Oregon.....	1	275	3	3	4	278
Pennsylvania.....	25	11,258	8	9	33	11,267
Rhode Island.....	1	1,000	3	1,750	4	2,750
South Carolina.....	5	3,400	1	1	5	3,400
Tennessee.....	4	1,022	4	552	8	1,574
Texas.....	5	2,292	4	4	9	2,296
Virginia.....	7	1,777	1	1	7	1,777
Washington.....	7	29,503	3	3	10	29,506
West Virginia.....	1	36	2	5	3	41
Wisconsin.....	1	1	2	2	2	2

Cost of Living

CHANGES IN COST OF LIVING IN THE UNITED STATES, SEPTEMBER 15, 1938

THE cost of living for families of wage earners and lower-salaried workers in the 32 large cities of the United States surveyed by the Bureau of Labor Statistics was 0.7 percent lower on September 15, 1938, than it was on June 15.

This decrease was due largely to a drop in the cost of food during the quarter, although the average cost of clothing, rent, housefurnishing goods, and the items in the miscellaneous group were also below the June level. Fuel and light costs reflected the seasonal increase which commonly occurs in most cities at this time of year.

The Bureau of Labor Statistics' index of the cost of all goods purchased by wage earners and lower-salaried workers in the 32 cities covered, based on costs in 1923-25 as 100, was 82.7 on September 15, as compared with 83.3 on June 15. Living costs in these cities averaged 2.7 percent lower than a year ago and 17.0 percent below the peak point in December 1929. They were 11.1 percent higher than at the low point of June 1933.

Living costs declined in 25 of the 32 cities during the 3-month period ended September 15. Five cities reported decreases of more than 1 percent. These were Minneapolis, 1.9 percent; Denver and Detroit, 1.8 percent; Scranton, 1.7 percent; and Indianapolis, 1.1 percent. In these cities, the largest declines in food costs were reported. Of the seven cities which reported increased living costs, none showed an advance greater than 0.6 percent.

Food costs, which are surveyed in 51 cities, averaged 1.9 percent lower on September 15 than on June 15. These costs decreased 2.3 percent on the average between the middle of June and the middle of August, then rose 0.4 percent during the next month, resulting in a net drop of 1.9 percent for the 3-month period. Fruits and vegetables, which averaged 16.8 percent lower in the 51 cities, were the largest contributors to the decrease in total food costs. Cereals and bakery products declined steadily over the quarter. Eggs, which customarily rise at this season, were 29.6 percent above their June average.

Food costs were lower at the end of the quarter in 23 of the 32 cities from which data on total living costs are obtained. In five cities—

Minneapolis, Scranton, Detroit, Denver, and Indianapolis—the cost of the foods purchased by wage earners and lower-salaried workers declined as much as 4 percent. In four of the nine cities in which food costs increased, the advance was more than 1 percent.

Clothing costs on September 15 were 0.7 percent lower on the average than on June 15, reflecting decreased costs in 29 of the 32 cities. Men's, boys', and women's shoes, men's suits and women's coats were below previous price levels, accounting to a large extent for the decrease in the total cost of clothing. In Detroit where the largest decrease, 1.6 percent occurred, a decline in the cost of almost all clothing items was noted. In each of the three cities reporting higher clothing costs, the advance was negligible.

Sixteen of the 32 cities reported lower rentals, 15 showed higher rentals, and 1, Jacksonville, showed no change during the quarter. Of the cities with decreased rental costs, only Detroit, with 1.4 percent, showed a drop of more than 1 percent. None of the increases was as much as one-half of 1 percent.

Fuel and light costs averaged 1.5 percent higher at the end of the quarter, with 25 cities sharing in the upward movement. With the advent of the colder weather, prices of coal went up in most cities. In Philadelphia, where fuel costs increased 4.6 percent, bituminous-coal prices were reported to be more than 8 percent higher in September than in June. In Atlanta, where a 4.4 percent increase occurred, bituminous-coal prices had also risen. Of the six cities in which decreased fuel and light costs were noted, only Houston (3.7 percent) and Denver (1.8 percent) reported fuel and light costs lower by more than 1 percent. In Denver, where most of the coal used is produced locally, bituminous-coal prices dropped. Prices for wood, the major source of household fuel in Houston, were reported at almost 8 percent below June prices in that city.

Housefurnishing goods averaged 1.4 percent lower in September than in June, due largely to a drop in prices for rugs and suites of furniture. Rug prices decreased in every city except Portland, Oreg. In that city, the only one to show an increased cost for this group of items, the increase in rug prices together with higher prices for sheets and towels were responsible for the 0.2 percent increase in the cost of housefurnishing goods.

The cost of the miscellaneous group of goods and services changed very little in most cities, declining on the average by 0.1 percent. Decreases were reported in 24 cities and increases in 8. The decrease of 1.4 percent reported for Mobile was for the most part the result of a decline in the cost of laundry service. In Minneapolis the cost of the miscellaneous group of items dropped 1.1 percent. Lowered admission prices to motion pictures were the chief cause. These

two cities were the only cities to show a decrease of more than 1 per cent, while no city reported an increase of more than 0.3 per cent.

Percentage changes in the cost of goods purchased by wage earners and lower-salaried workers from June 15, 1938, to September 15, 1938, are shown in table 1 for 32 large cities of the United States, by groups of items.

TABLE 1.—Percentage Change From June 15, 1938, to September 15, 1938, 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.....	-0.7	¹ -1.9	-0.7	-0.1	+1.5	-1.4	-0.1
New England:							
Boston.....	-2	+1	-1.0	-2	+2.2	-2.5	-2
Portland, Maine.....	-5	-1.5	(²)	-1	+5	-7	-2
Middle Atlantic:							
Buffalo.....	-6	-2.3	-2	+1	+1.1	-1.2	(²)
New York.....	(³)	+5	-9	+1	+1	-1.5	-1
Philadelphia.....	-8	-2.7	-8	+1	+4.6	-1.7	-1
Pittsburgh.....	-3	-1.1	-3	+2	+1.0	-7	-1
Scranton.....	-1.7	-5.4	(²)	-8	+2.6	-7	+3
East North Central:							
Chicago.....	-1.0	-2.9	-8	+1	+2.3	-2.4	-4
Cincinnati.....	-1.0	-2.8	-5	-3	+1.4	-1.4	-2
Cleveland.....	-6	-1.5	-5	-3	+5	-1.2	-1
Detroit.....	-1.8	-5.1	-1.6	-1.4	+2.3	-1.0	(³)
Indianapolis.....	-1.1	-4.0	-6	+1	+1.7	-5	(²)
West North Central:							
Kansas City.....	-1.0	-2.6	-2	-1	+2	-2.6	-1
Minneapolis.....	-1.9	-5.8	-7	+4	+1.6	-6	-1.1
St. Louis.....	-7	-2.3	-2	-1	+3.2	-8	(³)
South Atlantic:							
Atlanta.....	-3	-1.1	-1.0	-8	+4.4	-1.7	+3
Baltimore.....	-2	-4	-9	+1	+2.3	-1.6	(³)
Jacksonville.....	+1	+9	-5	(⁴)	-6	-4	-1
Norfolk.....	+1	+1.2	-1.0	(²)	+7	-5	(²)
Richmond.....	+5	+1.7	-4	+4	+3.1	-2.0	-1
Savannah.....	-5	-1.1	-8	(³)	-4	-2	(³)
Washington, D. C.....	-2	+1	-1.1	-4	+1.9	-1.5	(²)
East South Central:							
Birmingham.....	(²)	-2	-7	-3	+3.9	-5	(²)
Memphis.....	-3	-3	-1.2	(³)	+8	-1.0	-1
Mobile.....	-9	-1.1	-6	(³)	+1.2	-1.0	-1.4
West South Central:							
Houston.....	(²)	+1.1	-1.4	+1	-3.7	-1	+1
New Orleans.....	+6	+2.2	-8	+3	-5	-1.8	-1
Mountain: Denver.....	-1.8	-4.5	-9	+1	-1.8	-1.6	-3
Pacific:							
Los Angeles.....	-4	-1.4	(²)	-3	-1	-5	(²)
Portland, Ore.....	-9	-3.3	-2	+1	+1.0	+2	(³)
San Francisco.....	+1	+8	-6	+2	(⁴)	-1.3	(³)
Seattle.....	-8	-2.3	-4	-4	+3	-1.6	(²)

¹ Includes 51 cities.

² Increase less than 0.05 percent.

³ Decrease 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 September 15, 1937, to September 15, 1938, 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	Percentage change from—			
	June 1920 to Sept. 15, 1938	December 1929 to Sept. 15, 1938	June 1933 to Sept. 15, 1938	Sept. 15, 1937 to Sept. 15, 1938
Average: 32 large cities.....	-31.8	-17.0	+11.1	-2.7
New England:				
Boston.....	-32.0	-18.2	+8.2	-4.2
Portland, Maine.....	-32.7	-15.7	+7.6	-3.5
Middle Atlantic:				
Buffalo.....	-31.0	-17.8	+9.1	-3.2
New York.....	-28.7	-16.9	+7.9	-2.8
Philadelphia.....	-30.6	-17.5	+10.1	-2.1
Pittsburgh.....	-31.3	-17.5	+12.9	-2.6
Scranton.....	-33.7	-20.6	+6.4	-4.2
East North Central:				
Chicago.....	-31.9	-20.1	+12.6	-2.0
Cincinnati.....	-31.3	-17.3	+10.3	-3.1
Cleveland.....	-28.8	-12.2	+14.2	-1.2
Detroit.....	-36.9	-17.4	+21.9	-2.8
Indianapolis.....	-36.1	-17.2	+11.7	-2.6
West North Central:				
Kansas City.....	-37.4	-15.2	+8.4	-3.2
Minneapolis.....	-31.5	-15.2	+12.4	-2.4
St. Louis.....	-33.2	-18.0	+10.8	-2.9
South Atlantic:				
Atlanta.....	-38.9	-17.9	+12.1	-4.6
Baltimore.....	-28.3	-13.9	+11.4	-1.9
Jacksonville.....	-35.7	-16.9	+12.1	-3.1
Norfolk.....	-35.4	-16.0	+11.3	-2.8
Richmond.....	-33.7	-15.3	+10.3	-3.9
Savannah.....	-37.6	-18.3	+8.2	-3.0
Washington, D. C.....	-29.0	-12.0	+11.4	-3.0
East South Central:				
Birmingham.....	-39.1	-19.7	+14.9	-2.8
Memphis.....	-34.1	-15.7	+11.4	-1.7
Mobile.....	-35.1	-18.7	+10.4	-2.9
West South Central:				
Houston.....	-33.6	-16.8	+14.5	-2.3
New Orleans.....	-28.6	-15.4	+11.1	-1.8
Mountain: Denver.....	-33.9	-14.3	+11.2	-3.5
Pacific:				
Los Angeles.....	-29.5	-16.7	+12.1	-1.5
Portland, Oreg.....	-35.0	-13.4	+14.1	-3.4
San Francisco.....	-25.3	-11.9	+12.4	-4
Seattle.....	-31.0	-12.9	+11.1	-2.1

Indexes on 1923-25 Base

Indexes of the average cost of all 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.¹ These indexes, from 1913 through September 15, 1938, for the 32 cities combined, are shown in table 3. The accompanying chart presents these data in graphic form.

¹ Indexes of food costs based on costs in 1923-25 as 100 are computed monthly for 51 cities (including the 32 cities in this report). Percentage changes from month to month are calculated for 7 additional cities. These data will be sent upon request.

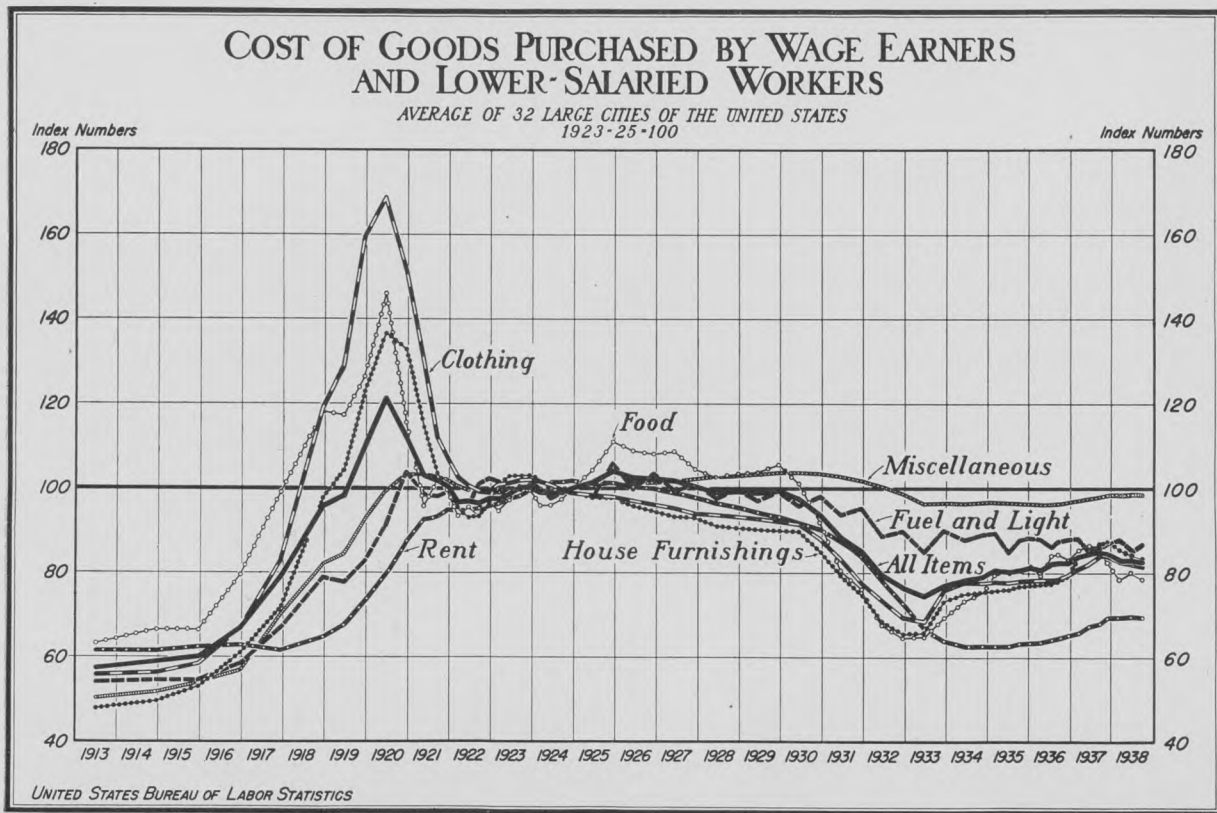


TABLE 3.—Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers in 32 Large Cities Combined, 1913 Through September 15, 1938

[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.....	98.7	97.7	101.1	97.3	98.7	102.8	99.1
September.....	99.9	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	95.9	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
November 15.....	79.1	75.3	77.8	62.7	89.0	75.5	96.7
1935—March 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
October 15.....	80.7	80.2	78.0	63.3	87.7	77.0	96.6
1936—January 15.....	81.3	81.6	78.3	63.5	88.3	77.0	96.6
April 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
September 15.....	82.4	84.3	78.6	64.6	87.4	78.2	96.5
December 15.....	82.4	82.9	79.6	65.4	87.8	79.2	96.8
1937—March 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
September 15.....	85.0	85.8	84.0	68.1	86.0	86.7	98.1
December 15.....	84.5	82.6	84.0	69.3	87.3	87.5	98.6
1938—March 15.....	83.0	78.6	82.8	69.4	88.0	85.4	98.5
June 15.....	83.3	80.2	82.3	69.7	85.5	84.6	98.7
September 15.....	82.7	78.7	81.7	69.6	86.8	83.4	98.6

¹ Covers 51 cities since June 1920.

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 (monthly, most years) 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	58.2	64.6	56.1	61.4	54.3	49.0	51.2
1915	58.8	63.9	57.4	61.9	54.5	51.3	52.8
1916	63.2	71.7	62.9	62.6	56.6	57.2	55.5
1917	74.4	92.4	75.6	62.1	63.0	66.9	64.2
1918	87.2	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	97.0	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	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.

Table 5 presents September 15, 1938, 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, September 15, 1938

[Average 1923-25=100]

City	All items	Food	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
Average: 32 large cities.....	82.7	78.7	81.7	69.6	86.8	83.4	98.6
New England:							
Boston.....	82.9	76.2	86.1	75.4	85.5	81.3	98.4
Portland, Maine.....	84.6	78.1	82.4	76.4	80.0	90.7	103.3
Middle Atlantic:							
Buffalo.....	83.6	75.8	80.4	73.7	97.3	90.9	98.5
New York.....	84.3	81.2	79.4	77.4	84.5	78.2	99.6
Philadelphia.....	82.5	80.0	78.9	69.1	82.2	81.6	97.7
Pittsburgh.....	82.6	78.8	81.2	70.4	100.7	83.9	96.1
Scranton.....	80.7	73.0	83.0	71.9	75.0	86.1	97.4
East North Central:							
Chicago.....	79.7	80.1	74.7	60.6	94.0	74.1	100.2
Cincinnati.....	86.3	79.6	81.7	77.4	96.9	92.9	101.1
Cleveland.....	85.8	80.5	85.0	69.3	100.7	79.8	104.2
Detroit.....	80.0	77.3	82.0	67.5	78.5	82.0	95.0
Indianapolis.....	81.5	78.1	79.8	65.7	84.7	87.9	93.7
West North Central:							
Kansas City.....	81.8	79.9	81.5	61.6	79.5	78.2	100.1
Minneapolis.....	83.9	82.3	79.7	71.9	90.8	87.7	96.5
St. Louis.....	83.2	83.9	82.0	58.4	87.2	89.8	101.4
South Atlantic:							
Atlanta.....	80.0	71.7	84.9	65.3	72.5	88.6	95.7
Baltimore.....	86.5	83.8	81.6	76.3	82.8	84.8	104.3
Jacksonville.....	79.9	77.5	80.7	59.6	87.4	81.7	90.7
Norfolk.....	84.5	75.6	88.3	64.7	80.6	86.9	104.0
Richmond.....	83.5	71.9	90.1	73.3	83.0	91.2	99.2
Savannah.....	80.8	77.6	84.4	63.8	83.9	86.3	91.4
Washington, D. C.....	87.0	80.7	82.9	87.4	83.6	88.9	99.9
East South Central:							
Birmingham.....	77.2	68.5	87.5	59.8	81.1	81.3	93.0
Memphis.....	81.5	75.1	87.4	63.0	88.8	93.3	94.9
Mobile.....	82.6	74.5	89.5	66.9	71.3	89.2	98.1
West South Central:							
Houston.....	82.0	77.3	76.6	73.9	73.4	93.7	94.6
New Orleans.....	83.7	83.5	81.5	72.7	75.0	93.5	92.0
Mountain: Denver.....	82.8	81.9	78.2	64.3	77.9	89.3	100.0
Pacific:							
Los Angeles.....	78.3	71.2	86.4	55.3	81.5	82.4	95.0
Portland, Oreg.....	82.9	78.2	81.8	62.3	85.7	85.1	100.1
San Francisco.....	88.3	82.0	92.4	73.8	78.7	89.5	106.4
Seattle.....	86.8	77.7	89.0	71.1	97.6	91.2	101.2

¹Includes 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 September 15, 1938, on the 1923-25 base. It is planned to publish these indexes for each group of items in each December report, and to publish only the indexes of the cost of all goods in the March, June, and September reports. If indexes by groups of items are needed for any one of the 32 cities, the Bureau of Labor Statistics will be glad to furnish them.

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 September 15, 1938

[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	88.4	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
November 15	82.0	84.4	79.9	82.1	79.6	77.8	80.6	73.5
1935—March 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
October 15	82.9	85.0	81.6	83.4	80.9	79.6	82.8	76.1
1936—January 15	83.0	85.3	82.5	84.2	81.9	79.9	83.2	76.7
April 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
September 15	83.5	85.7	83.3	84.4	82.1	80.8	83.2	78.4
December 15	83.3	85.8	83.8	84.3	82.5	80.8	83.7	78.5
1937—March 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
September 15	86.5	87.7	86.4	86.7	84.3	84.9	84.2	81.3
December 15	84.5	86.4	86.5	86.5	83.2	83.5	82.9	80.8
1938—March 15	82.4	85.0	85.0	84.0	82.4	82.4	82.0	79.4
June 15	83.0	85.1	84.1	84.3	83.1	82.9	82.1	80.5
September 15	82.9	84.6	83.6	84.3	82.5	82.6	80.7	79.7

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	99.8	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	83.3	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
November 15	82.2	78.8	71.9	76.5	79.2	79.6	79.4	77.1
1935—March 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
October 15	84.5	81.5	75.9	79.1	80.1	81.3	81.2	79.6
1936—January 15	85.2	81.7	76.7	79.8	80.2	82.6	82.1	79.9
April 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
September 15	87.4	84.3	79.0	81.8	82.9	84.5	83.8	81.5
December 15	86.2	83.8	78.8	81.5	82.0	84.7	82.9	81.3
1937—March 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
September 15	89.1	86.9	82.3	83.6	84.5	86.0	85.8	83.9
December 15	88.3	87.0	83.3	83.1	83.2	85.9	84.8	82.3
1938—March 15	86.8	86.0	81.9	81.9	82.0	84.8	83.5	80.5
June 15	87.2	86.3	81.5	82.4	82.6	85.6	83.8	80.3
September 15	86.3	85.8	80.0	81.5	81.8	83.9	83.2	80.0

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 September 15, 1938—Con.

Date	South Atlantic—Continued						East South Central	
	Balti- more	Jackson- ville	Norfolk	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	73.1
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
November 15	82.9	77.2	82.9	81.7	79.4	83.9	73.4	78.8
1935—March 15	83.9	77.8	83.7	82.9	80.0	85.3	73.4	79.5
July 15	84.5	78.6	83.3	82.7	80.2	85.6	73.9	78.6
October 15	84.9	78.9	84.1	83.6	81.2	86.3	75.3	78.7
1936—January 15	85.6	79.4	84.9	83.6	81.2	86.7	75.0	79.4
April 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
September 15	86.4	80.1	85.2	85.5	81.0	87.4	76.5	81.1
December 15	86.4	80.4	85.7	86.0	81.1	87.6	76.4	81.5
1937—March 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
September 15	88.2	82.4	86.9	86.9	83.3	89.7	79.5	82.9
December 15	87.7	82.0	86.3	85.4	82.8	88.8	79.0	82.9
1938—March 15	86.3	80.0	85.1	84.0	81.4	87.1	77.6	81.7
June 15	86.7	79.8	84.4	83.1	81.2	87.2	77.2	81.7
September 15	86.5	79.9	84.5	83.5	80.8	87.0	77.2	81.5

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	81.8	79.2
1934—June	79.1	75.8	79.1	77.8	72.1	75.5	82.5	79.6
November 15	81.0	78.3	81.0	79.0	74.2	77.2	84.4	80.9
1935—March 15	82.2	79.3	82.0	81.2	75.5	78.8	84.8	82.1
July 15	81.7	78.2	81.9	81.2	74.6	78.8	83.2	82.2
October 15	82.1	79.4	81.4	80.8	74.8	79.3	84.0	82.2
1936—January 15	81.7	80.3	81.7	81.5	75.4	80.7	84.5	83.6
April 15	81.0	79.5	80.8	81.1	74.7	80.8	84.0	83.2
July 15	82.7	80.9	82.2	83.0	75.2	82.0	84.5	84.1
September 15	82.2	81.5	82.6	83.4	76.3	81.9	84.8	84.5
December 15	82.1	81.9	83.0	83.1	77.1	82.5	84.9	84.8
1937—March 15	84.2	83.2	84.0	85.0	79.8	85.0	86.8	87.3
June 15	84.9	82.8	84.2	85.9	79.4	85.6	87.5	88.1
September 15	85.1	84.0	85.2	85.8	79.5	85.9	88.6	88.6
December 15	84.1	83.9	84.4	85.4	79.2	85.0	89.2	88.5
1938—March 15	83.5	82.6	83.9	84.0	78.1	84.3	87.8	87.6
June 15	83.4	82.0	83.2	84.4	78.6	83.7	88.2	87.5
September 15	82.6	82.0	83.7	82.8	78.3	82.9	88.3	86.8

Description of the Indexes

A summary discussion of the method of preparing these indexes and of their uses in showing temporal changes in the cost of goods and services purchased by wage earners and lower-salaried workers in each of 32 large cities of the United States and in these cities combined is presented in the March and July 1938 issues of the *Monthly Labor Review*. In that discussion, it is pointed out that the only comparison between cities that can be drawn from the Bureau's indexes is a comparison of the extent of change in living costs in different cities over given periods. Thus, the index of the cost of all items as of September 15, 1938, based on costs in 1923-25 as 100, was 87.0 in Washington and 78.3 in Los Angeles. A comparison of these two indexes indicates that on September 15, 1938, living costs in Los Angeles were 21.7 percent lower than the average for the years 1923-25, but that in Washington costs on this date were only 13.0 percent lower. This comparison does not indicate that costs on September 15, 1938, were 11 percent higher in Washington than in Los Angeles. In order to secure figures showing a comparison of actual living costs between cities, expenditures serving as the weights for items priced in the different cities would have to be representative of identical levels of living. Differences between the average costs from which the indexes are computed in different cities are due to differences in standards and in purchasing habits in those cities as well as to varying prices for goods of given grades. Differences between the indexes of costs from time to time in the various cities at any particular date are due entirely to differences in the percentage of change in living costs in each city.

**COST OF LIVING IN FOREIGN COUNTRIES¹**

THE principal index numbers of the cost of living (official and unofficial) published in the different countries are given in the following table. A brief discussion of these indexes is presented in earlier issues of the *Monthly Labor Review*.

¹ Table from *International Labor Review*. Geneva, October 1938, p. 561.

TABLE 7.—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; ^a=food; ^b=heating and lighting; ^c=clothing; ^d=rent; ^e=miscellaneous]

Country-----	Argentina	Australia	Austria	Belgium	Brazil	Bulgaria	Burma	Canada	Chile	China		
	Towns and localities----	Buenos Aires	30	Vienna	59	Rio de Janeiro	12-67	Rangoon	60	Santiago	Peiping	Shanghai	Tientsin
Original base (=100)-----	Oct. 1933	1923-27	July 1914	1921	1928-29	1914	1931	1926	Mar. 1928	1927	1926	1926
Composition of index-----	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-d
1929-----	100	100	100	100	100	100	(³)	100	100	100	100	100
1930-----	101	95	100	104	91	92	(³)	99	99	103	113	103
1931-----	87	85	96	93	88	80	100	90	98	90	117	98
1932-----	78	81	97	84	88	73	98	82	104	86	110	91
1933-----	83	78	95	83	87	68	91	78	130	76	99	80
1934-----	78	80	95	79	94	64	87	79	130	75	98	78
1935-----	83	81	95	80	99	60	89	79	132	81	99	86
1936-----	91	83	95	85	114	57	88	81	144	94	105	98
1937-----	93	85	95	92	-----	58	89	83	162	-----	122	-----
1937—Mar-----	92	* 84	95	90	119	58	89	82	152	105	108	108
June-----	95	* 85	95	90	* 122	58	89	83	164	98	110	104
Sept-----	92	* 85	94	95	-----	59	88	84	171	-----	137	-----
Dec-----	93	* 86	94	95	-----	60	92	84	165	-----	155	-----
1938—Mar-----	92	* 86	94	94	-----	60	88	84	165	-----	139	-----
June-----	94	* 87	94	94	-----	60	87	84	171	-----	132	-----
Sept-----	-----	-----	* 94	* 93	-----	* 61	* 87	* 84	* 170	-----	* 146	-----

Country-----	Colombia	Costa Rica	Czechoslovakia	Danzig	Denmark	Egypt	Estonia	Finland	France	Germany	Great Britain and N. Ireland	
	Towns and localities----	Bogota	San Jose	Prague	Danzig	100	Cairo	Talinn	36	Paris	45	72	509
Original base (=100)-----	Feb. 1937	1936	July 1914	July 1913	1931	Jan. 1913- July 1914	1913	1935	1914	1930	1913-1914	July 1914
Composition of index-----	a-e	a-e	a-e	a-e	a-e	a, c-e	a-e	a-e	a-e	a-e	a-e	a-e
1929-----	(³)	(³)	100	100	100	100	100	(³)	100	(³)	100	100
1930-----	(³)	(³)	98	95	95	98	89	(³)	105	100	96	96
1931-----	(³)	(³)	93	88	89	91	86	(³)	102	97	88	90
1932-----	(³)	(³)	92	80	89	87	80	(³)	95	91	78	88
1933-----	(³)	(³)	91	77	93	83	75	(³)	94	87	77	85
1934-----	(³)	(³)	90	76	96	84	74	(³)	93	83	79	86
1935-----	(³)	(³)	92	85	99	86	75	100	87	73	80	87
1936-----	(³)	100	93	93	100	86	84	100	91	86	81	90
1937-----	100	106	94	97	104	85	89	105	111	102	81	94
1937—Mar-----	-----	107	94	97	103	85	88	* 106	* 104	* 97	81	92
June-----	-----	107	95	98	104	84	89	* 106	* 109	* 99	81	95
Sept-----	98	109	95	98	105	85	89	* 109	* 113	* 104	81	96
Dec-----	104	108	95	98	106	85	92	* 108	* 118	* 110	81	97
1938—Mar-----	110	108	97	97	106	86	95	* 107	* 124	* 113	81	94
June-----	121	107	98	97	105	87	94	* 106	* 124	* 115	82	97
Sept-----	-----	* 105	* 98	* 98	-----	* 87	* 95	-----	-----	-----	* 82	* 95

See footnotes at end of table.

TABLE 7.—Indexes of Cost of Living for Specified Periods for the United States and Certain Foreign Countries—Continued

[Series recalculated by International Labor Office on base 1929=100; a=food; b=heating and lighting; c=clothing; d=rent; e=miscellaneous]

Country.....	Greece	Hungary	India		Indo-China	Iran	Ireland	Italy	Japan			Latvia
Towns and localities....	44	Budapest	Bombay	Ahmedabad	Saigon	7	105	50	24	13	Tokyo	Riga
Original base (=100).....	Dec. 1914	1913	July 1933-June 1934	Aug. 1926-July 1927	1925	Mar. 21, 1936-Mar. 20, 1937	July 1914	June 1928	July 1937	July 1914	July 1914	1930
Composition of index.....	a-e	a-d	a-d	a-e	a, d, e	a-e	a-e	a-e	a-e	a-e	a-c, e	a-e
1929.....	100	100	-----	100	100	(3)	100	100	(3)	(3)	100	(3)
1930.....	88	91	-----	90	107	(3)	97	97	(3)	(3)	86	100
1931.....	100	86	-----	77	93	(3)	91	87	(3)	98	75	91
1932.....	106	83	-----	78	81	(3)	89	83	(3)	100	75	79
1933.....	114	77	100	74	75	(3)	86	80	(3)	103	80	76
1934.....	116	76	10 99	73	69	(3)	87	76	(3)	106	82	72
1935.....	117	78	100	73	69	(3)	89	77	(3)	110	84	73
1936.....	121	82	101	73	70	100	91	83	(3)	113	88	73
1937.....	131	87	106	78	83	115	97	91	100	118	96	79
1937—Mar.....	130	87	104	75	83	110	95	87	99	116	94	72
June.....	132	87	105	78	83	113	95	92	99	117	94	84
Sept.....	131	88	108	79	84	118	97	95	102	119	98	82
Dec.....	132	88	107	77	88	128	98	103	103	120	101	81
1938—Mar.....	131	88	107	73	89	135	98	98	107	124	106	81
June.....	128	87	105	73	93	134	97	98	109	126	109	93
Sept.....	87	105	-----	-----	-----	-----	4 98	-----	-----	6 110	-----	6 93

Country.....	Lithuania	Luxemburg	Netherlands	Netherlands Indies		New Zealand	Norway	Palestine	Peru	Poland	Portugal
Towns and localities....	104	9	Amsterdam	Java and Madura	Batavia	4-25	31	3	Lima	Warsaw	Whole country
Original base (=100).....	1913	1914	Oct. 1923-Sept. 1924	1913	Jan. 1929	1926-1930	July 1914	Jan. 1922	1913	1928	June 1914
Composition of index.....	a-e	a-c, e	a-e	a, b, e	a-e	a-e	a-e	a, b, e	a, c-e	a-e	a, b, e
1929.....	100	100	100	100	100	100	100	100	100	100	100
1930.....	89	102	96	97	-----	98	97	89	96	92	95
1931.....	83	91	90	65	-----	90	92	80	90	82	84
1932.....	71	79	84	48	-----	84	90	82	86	74	83
1933.....	61	79	83	39	-----	79	89	79	83	67	83
1934.....	57	76	83	39	-----	81	89	80	85	62	83
1935.....	50	74	81	41	10 52	83	91	79	86	60	84
1936.....	51	75	79	38	49	86	93	84	90	58	86
1937.....	56	79	82	44	52	92	100	88	96	62	89
1937—Mar.....	56	77	80	41	-----	90	97	88	95	62	89
June.....	56	80	82	43	51	91	100	85	97	62	88
Sept.....	56	81	83	46	53	93	102	87	97	62	88
Dec.....	56	81	83	47	53	95	103	85	98	62	86
1938—Mar.....	57	81	82	46	53	94	103	86	98	60	86
June.....	57	82	84	44	52	94	104	83	99	60	86
Sept.....	57	82	83	-----	52	94	104	83	99	60	86
Sept.....	57	82	83	-----	52	94	104	83	99	60	86

See footnotes at end of table.

TABLE 7.—Indexes of Cost of Living for Specified Periods for the United States and Certain Foreign Countries—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-----	Pun- jab	Ru- ma- nia	South- ern Rho- desia	Spain	Swe- den	Swit- zer- land	Tur- key	Union of South Africa	United States B. L. S.	Yugoslavia	
	Lahore	Bucha- rest	6	Madrid	49	34	Istan- bul	9	32-51	Bel- grade	³ (Croa- tia and Sla- vonian)
Original base (=100)-----	1931- 1935	1929	1914	1914	July 1914	June 1914	Jan.- June 1914	1914	1923-25	1926	July 1914
Composition of index-----	a-e	a, b	a, b, d	a, b, e	a-e	a-e	a-e	a-e	a-e	a-c, e	a-e
1929-----	(²)	100	100	100	100	100	100	100	100	100	100
1930-----	(²)	88	100	103	97	98	92	98	98	98	92
1931-----	(²)	73	96	107	94	93	87	94	89	87	85
1932-----	(²)	62	92	103	92	86	85	90	80	81	77
1933-----	(²)	56	87	100	91	81	76	88	76	79	66
1934-----	(²)	53	87	102	91	80	75	89	79	75	61
1935-----	100	57	86	99	92	80	69	88	81	74	60
1936-----	115	61	86	-----	93	81	70	88	82	74	61
1937-----	¹⁰ 128	67	87	-----	95	85	71	91	85	78	65
1937—Mar-----	-----	62	87	-----	95	85	71	90	84	74	64
June-----	-----	65	87	-----	95	85	69	91	85	78	66
Sept-----	-----	70	87	-----	97	85	70	91	85	79	65
Dec-----	-----	74	88	-----	97	86	71	94	85	83	69
1938—Mar-----	108	74	88	-----	97	85	72	94	83	84	69
June-----	-----	77	89	-----	98	85	-----	94	84	-----	71
Sept-----	-----	⁶ 74	-----	-----	-----	⁷ 84	-----	⁶ 94	83	-----	⁶ 71

¹ Table from International Labor Review, October 1938 (p. 562-564).
² Except for series in italics, which are on original base, or recalculated on nearest possible year to 1929.
³ No indexes computed.
⁴ Quarterly averages computed in February, May, August, and November.
⁵ May.
⁶ July.
⁷ August.
⁸ Indexes computed as of January, April, July, and October.
⁹ New or revised series beginning this year.
¹⁰ Average calculated for a period less than 1 year.

Minimum Wages and Maximum Hours

WAGE DETERMINATIONS FOR WORK ON PUBLIC CONTRACTS, OCTOBER 1938

THE accompanying tabular statement summarizes the major provisions of the four wage determinations made by the Secretary of Labor, pursuant to the Walsh-Healey Public Contracts Act, between July and October 1938. No tolerances for special classes of workers were prescribed in any of the four determinations. Determinations made under this law prior to July were summarized in the Monthly Labor Review for July 1938. By the end of October there had been 18 determinations of industry-wide coverage.¹

Results of Public Contracts Act

In a report of progress under the Public Contracts Act, issued early in October 1938, the Secretary of Labor stated that about 4,800,000 employees were engaged in manufacturing establishments where low-paid employees benefited by the terms of determinations.² In all, 10,366 contracts had been made for goods on which minimum labor standards were effective. Each contract was for an amount in excess of \$10,000, as prescribed by the law, and together they represented a total expenditure of \$575,394,433. The cost of establishing minimum-wage standards and enforcement of labor provisions under the statute amounted to \$73.89 per \$100,000 in contracts.

Studies of approximately 75 industries employing about 5 million workers had been made. The Secretary also reported about 42 hearings were held covering industries employing 1,150,000 workers in order to secure information necessary for the determination of minimum wages. Such hearings dealt with a wide variety of industries, including aircraft, cement, clothing, and other textiles, different kinds of explosives, food, glass, granite, and leather products. Labor and management had the opportunity of participating directly in

¹ The determinations made prior to July 1938 totaled 14 of industry-wide coverage. In addition the Secretary of Labor established rates for the men's work clothing industry, but this determination was superseded by one for the cotton-garment industry, providing the same rates of pay but prescribing temporary tolerances for learners, aged, and handicapped workers. The terms of the cotton-garment determination were extended to two other branches of the industry and that for the men's hat and cap industry was extended to the sailor-hat industry. Thus the Secretary issued 18 determinations in all, prior to July, but 4 only served to extend the coverage of the 14 industry-wide determinations. All of these earlier determinations are listed in the Monthly Labor Review article mentioned above.

² U. S. Department of Labor. Office of the Secretary. Press release No. 476, October 9, 1938.

establishing standards and advising on the probable effect of the wage provisions adopted. Both groups assisted materially in deciding on the scope and definitions of industries, determining the need of special investigations, and the method and technique to be followed in cases where a survey of conditions seemed necessary. All interested parties were afforded the opportunity of bringing evidence before the Public Contracts Board at public hearings before determinations were made.

Analysis of Minimum-Wage Determinations of the Secretary of Labor Pursuant to the Walsh-Healey Public Contracts Act, July-October 1938

[For earlier determinations see Monthly Labor Review, July 1938, p. 112]

Industry and date effective	Commodities included	Minimum-wage determination
Luggage and saddlery (July 27, 1938). ¹	Luggage: Trunks, suitcases, bags, brief cases, hat boxes, and related products, regardless of the material from which they are made. Saddlery includes only mail satchels or pouches.	(1) 40 cents an hour or \$16 a week (40 hours) in the Northeast and Far West. ² (2) 37½ cents an hour or \$15 a week (40 hours) in remaining 26 States and the District of Columbia. Wages may be arrived at on either a time or piece-work basis.
Wool carpet and rug (Oct. 15, 1938). ³	Wool carpets and rugs (exclusive of rag rugs).	40 cents an hour or \$16 a week (40 hours). Wages may be arrived at on either a time or piece-work basis. No differentials.
Fireworks (Oct. 15, 1938) ⁴ -----	(1) Commercial fireworks division: Commercial fireworks (but not including the assembly of fireworks exhibitions and the actual display of fireworks). (2) Fusee division: Fusees, flares, and ship and railroad torpedoes (but not including safety fusees and squibs).	(1) Commercial fireworks division 31¼ cents an hour or \$12.50 a week (40 hours). (2) Fusee division: 37½ cents an hour or \$15 a week (40 hours). Wages may be arrived at on either a time or piece-work basis. No differentials.
Tag (Oct. 31, 1938) ⁵ -----	Shipping and system tags, merchandise and marking tags, pin tags.	33 cents an hour or \$13.20 a week (40 hours). Wages may be arrived at on either a time or piece-work basis. No differentials.

¹ Minimum wages for the luggage industry based on minimum rates established by union wage agreements which cover, varying with the locality, from approximately 75 to 95 percent of the employees in the industry. Wage data for the saddlery industry insufficient for making a wage determination affecting products other than mail satchels or pouches.

² Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, Pennsylvania, New Jersey, Maryland, Delaware, Washington, Oregon, California, Idaho, Nevada, Arizona, Montana, Wyoming, Utah, Colorado, New Mexico.

³ Minimum wages based on high proportion of workers employed in plants having union agreements providing for a minimum hourly wage of 40 cents.

⁴ Minimum wages based on a field survey by the Bureau of Labor Statistics.

⁵ 95 percent of the industry, by volume, has signed "Tag Industry Agreement," which provides for a minimum wage of 33 cents an hour. The Tag Institute presented a wage survey covering practically all employees in the industry as of March 1938.

Minimum wages established, at the time when the Secretary of Labor made this progress report, ranged from 32½ cents to 67½ cents per hour. As a result of systematic inspection of plants producing goods for Government use, the Department of Labor has in most cases secured direct and voluntary payment by employers of amounts owing to employees for work done under the minimum-wage provisions. In some instances it has been necessary to hold hearings in order to establish the facts of a violation. The enforcement activities have resulted in the collection of about \$60,000 from employers for payment to employees. This sum is in addition to the restitution voluntarily paid by employers without formal proceedings.

Wages and Hours of Labor

UNION SCALES OF WAGES AND HOURS IN THE PRINTING TRADES, JUNE 1, 1938 ¹

THE average hourly wage rate for all the printing-trades members in the 72 cities covered in the survey made by the Bureau of Labor Statistics on June 1, 1938, was \$1.186. The average hourly rate for members in the book and job industry was \$1.131, and for those in the newspaper industry \$1.288. Over 70 percent of the union members for whom comparable reports were received had higher hourly rates on June 1, 1938, than on May 15, 1937. The average full-time week for union members in book and job trades was 39.7 hours on June 1, 1938. For the newspaper trades the average was 38.5.

Scope and Method of Study

Union scales of wages and hours in the printing trades have been collected by the Bureau of Labor Statistics each year since 1907. The early studies included 39 cities. The coverage has been gradually extended until, in the period from 1934 to 1937, 70 cities were included. Two additional cities, Jackson, Miss., and Phoenix, Ariz., were covered in the current survey. The 72 cities covered in 1938 were located in 40 States and the District of Columbia.²

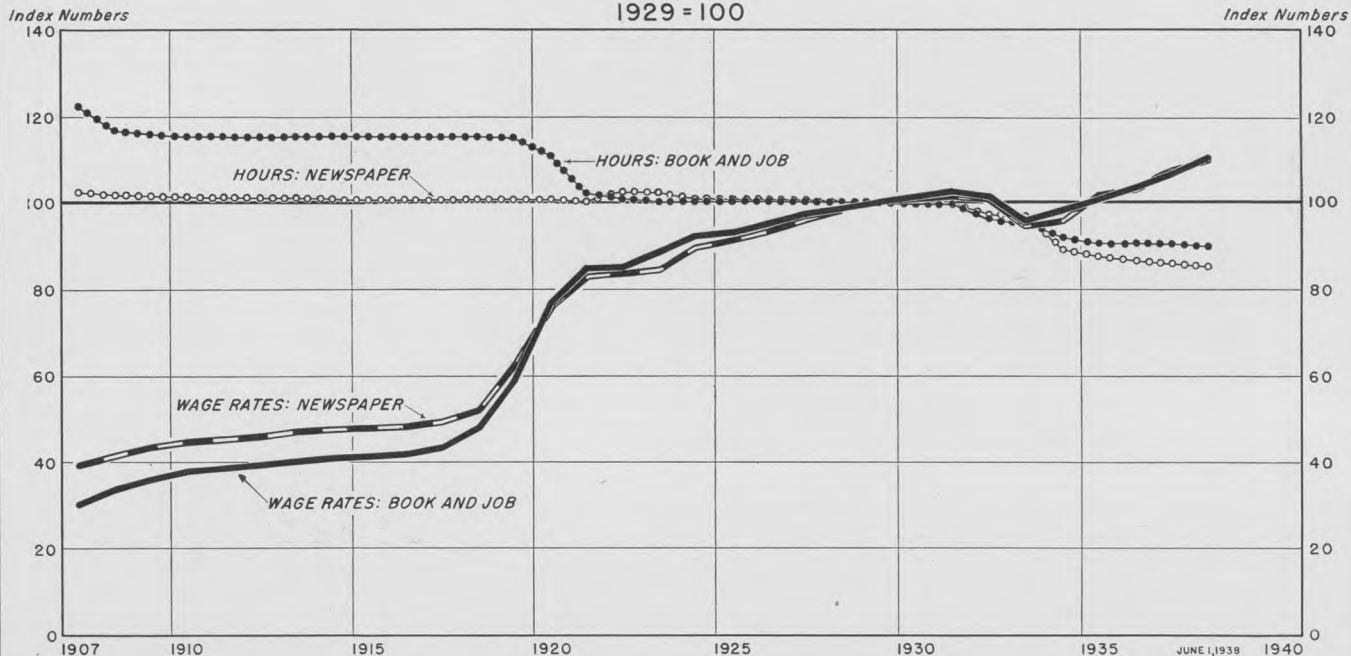
¹ Prepared in the Bureau's Industrial Relations Division.

² Alabama: Birmingham.
Arizona: Phoenix.
Arkansas: Little Rock.
California: Los Angeles, San Francisco
Colorado: Denver.
Connecticut: New Haven.
District of Columbia.
Florida: Jacksonville.
Georgia: Atlanta.
Illinois: Chicago, Moline, Peoria, Rock Island.
Indiana: Indianapolis, South Bend.
Iowa: Davenport, Des Moines.
Kansas: Wichita.
Kentucky: Louisville.
Louisiana: New Orleans.
Maine: Portland.
Maryland: Baltimore.
Massachusetts: Boston, Springfield, Worcester.
Michigan: Detroit, Grand Rapids.
Minnesota: Duluth, Minneapolis, St. Paul.
Mississippi: Jackson.
Missouri: Kansas City, St. Louis.

Montana: Butte.
Nebraska: Omaha.
New Hampshire: Manchester.
New Jersey: Newark.
New York: Buffalo, New York City, Rochester.
North Carolina: Charlotte.
Ohio: Cincinnati, Cleveland, Columbus, Dayton,
Toledo, Youngstown.
Oklahoma: Oklahoma City.
Oregon: Portland.
Pennsylvania: Erie, Philadelphia, Pittsburgh,
Reading, Scranton, York.
Rhode Island: Providence.
South Carolina: Charleston.
Tennessee: Memphis, Nashville.
Texas: Dallas, El Paso, Houston, San Antonio.
Utah: Salt Lake City.
Virginia: Norfolk, Richmond.
Washington: Seattle, Spokane.
West Virginia: Charleston.
Wisconsin: Madison, Milwaukee.

UNION SCALES OF WAGES AND HOURS IN THE PRINTING TRADES

MAY 15
1929 = 100



U. S. BUREAU OF LABOR STATISTICS

The date of the 1938 survey was changed from May 15, as in previous years, to June 1. This change was made in view of the fact that a very considerable number of unions customarily negotiate their agreements as of June 1 each year. The period included in the computation of changes in scales of wages and hours for the present study, therefore, extends from May 15, 1937, to June 1, 1938, or slightly over a year. The reports from unions which negotiated 1-year agreements between May 15 and June 1, 1937, therefore, cover two wage and hour settlements instead of one, as would normally be the case. However, since there were only a few such instances, the report may safely be treated as comparable with those covering an exact yearly period.

The collection of the data was made by agents of the Bureau who personally visited 434 union officials. There were listed, altogether, 2,037 effective rates, covering 62,400 members in book and job trades and 34,632 members in newspaper trades.

Changes of crafts covered.—Mailers have been included in the study for the first time this year. Data for this craft were obtained not only as of June 1, 1938, but also for May 15, 1937. It was thus possible to include them in the tabulations of changes in rates and hours between 1937 and 1938. In the newspaper section the journeyman pressmen and the men in charge have been treated separately in this study. Previously both had been included as pressmen.

Apprentices and foremen.—A young person working in the trade for a definite number of years, for the purpose of learning the trade, and receiving instruction as an element of compensation, is considered an apprentice. Scales for apprentices are not shown here.

No rates are given for strictly supervising foremen or for individuals paid unusual rates because of some personal qualification as distinct from the usual trade qualifications.

Union rates and prevailing rates.—It should be remembered that the rates quoted are for union members and for jobs worked on a union-contract basis. Union strength varies in the different cities and trades. Where practically all the workers of a particular trade belong to the local union, the union rate quoted is equivalent to the prevailing rate in the community. If only a few of the craftsmen belong to the union, the union rate may not be the actual prevailing rate. No attempt was made in this study to discover what proportions of all workers in each occupation, in each city, were members of their respective unions.

Averages.—The averages for each trade given in this report are weighted according to the number of members in the various local unions. Thus the averages reflect not only the specific rates provided for in union agreements but also the number of persons presumably benefiting from these rates.

Index numbers.—In the series of index numbers, the percent of change from year to year is based on averages computed from identical unions that reported for both years. The membership weights in both of the averages used in each year-to-year comparison are those reported for the second year. The index for each year is computed by multiplying the index for the preceding year by the ratio of the averages so obtained. The index numbers were revised on this basis in 1936 in order to eliminate the influence of changes in union membership which obscure the real changes in wages and hours.³

Trend of Union Wage Rates and Hours

The average hourly wage rate for union members in the printing trades increased 3.1 percent between May 15, 1937, and June 1, 1938. The wage-rate indexes for both the book and job and the newspaper trades continued the upward trend that has prevailed in every year, except 1932 and 1933, since 1907. The newspaper index, which had the greater advance during the preceding year, rose somewhat less (2.6 percent) than the book and job index (3.5 percent) during the period covered by the present survey. During the 5-year period since 1933, when the last declines were recorded, the book and job index advanced 15.2 percent and the newspaper index 16.2 percent. The complete series of index numbers since 1907 appears in table 1.

Hours of work.—There has been little change in the average hours worked in the printing trades since 1934. Reports from identical unions indicated a decline of 0.4 percent between May 15, 1937, and June 1, 1938. The new index for the book and job trades is 89.9 and for the newspaper trades 85.3, averages for 1929 being equivalent to 100.

TABLE 1.—Indexes of Union Scales of Hourly Wage Rates and Weekly Hours in the Printing Trades, 1907 to 1938

[1929=100.0]

Year	Book and job		Newspaper		Year	Book and job		Newspaper	
	Wage rate	Hours	Wage rate	Hours		Wage rate	Hours	Wage rate	Hours
1907	30.0	122.4	39.2	102.3	1923	88.3	100.2	84.4	102.2
1908	33.3	116.8	41.3	101.8	1924	92.0	100.2	89.5	100.8
1909	35.7	115.8	43.1	101.5	1925	92.9	100.3	91.1	100.5
1910	37.6	115.4	44.6	101.3	1926	95.0	100.1	93.1	100.7
1911	38.6	115.4	45.2	101.3	1927	97.3	100.1	95.9	100.4
1912	39.3	115.3	46.0	101.1	1928	98.7	100.1	98.3	100.2
1913	40.0	115.3	47.0	101.0	1929	100.0	100.0	100.0	100.0
1914	40.9	115.3	47.5	100.8	1930	101.8	99.9	101.0	99.8
1915	41.1	115.3	47.8	100.7	1931	102.5	99.9	101.3	99.8
1916	41.7	115.3	48.0	100.6	1932	101.4	96.1	101.1	97.3
1917	43.2	115.3	49.2	100.6	1933	95.8	95.1	94.5	96.8
1918	47.8	115.3	51.6	100.6	1934	98.4	91.8	95.8	89.1
1919	58.9	115.2	62.2	100.8	1935	100.6	90.4	101.6	87.6
1920	76.9	110.9	76.1	100.7	1936	103.5	90.5	103.1	86.5
1921	84.7	102.1	82.8	100.4	1937	106.7	90.3	107.0	85.7
1922	85.0	100.8	83.5	102.4	1938	110.4	89.9	109.8	85.3

³ The method of revision is described in U. S. Bureau of Labor Statistics Bull. No. 626: Union Scales of Wages and Hours in the Building Trades, May 15, 1936.

Average Union Wage Rates, 1938

The average hourly wage rate for all the printing-trades members in the cities covered was \$1.186 on June 1, 1938. For all those in the book and job trades the average was \$1.131 and for newspaper workers it was \$1.288. (See table 2.)

Rates for the book and job members ranged from 30 cents per hour for unskilled bindery women in Scranton to \$2 per hour for machine operators on Hebrew text in New York City. Nearly three-fourths (74.2 percent) of the book and job members had scales ranging above \$1 per hour, and over half (58.7 percent) had scales of \$1.10 per hour or higher. Most of those having scales of \$1.40 and over were electrotypers, machine tenders, photoengravers, and cylinder pressmen. Those receiving under \$1, amounting to 25.8 percent of the total, included all of the bindery women, over 50 percent of the press assistants and feeders, nearly half of the platen pressmen, 32 percent of the bookbinders, and slightly over 17 percent of the mailers. None of the other trades reported any important percentage of their membership at scales of under \$1 per hour.

The photoengravers, for whom the lowest scale reported was \$1.25 per hour, and the electrotypers had rates of \$1.40 or better for over half of their membership. A majority of the machine operators (61.9 percent), about 40 percent of the machine tenders and hand compositors, and about 30 percent of the cylinder pressmen had rates between \$1.30 and \$1.40. Two-thirds of the mailers were receiving \$1.10 per hour or more; over two-thirds of the bookbinders and one-half of the platen pressmen were reported at \$1 scales or higher. The electrotypers reported 43.8 percent of their members at scales between \$1.60 and \$1.70, and the photoengravers 31.3 percent at scales between \$1.80 and \$1.90. Although the proportion of the membership having the top rates in these trades was comparatively large, the number of cities in which such rates occurred was very limited. Only in Chicago (\$1.60) and New York City (\$1.65) did the electrotypers have rates exceeding \$1.45 per hour, while the photoengravers had scales exceeding \$1.60 only in Newark (\$1.86) and New York City (\$1.80).

Rates of the union members in the newspaper trades ranged from 60 cents per hour for mailers on day shift in Houston and Peoria, and for both day and night mailers in Nashville, to \$2.667 per hour for machine operators, working nights on Hebrew text papers, in New York City.

Almost 60 percent of the newspaper members had scales of \$1.20 and over, although the greatest concentration (22.7 percent) had scales between \$1.10 and \$1.20. Only 6.4 percent of the members had rates of less than \$1, these being largely mailers who reported 73.4 percent of their day-working members and 22.6 percent of their

work, photoengravers reported hourly rates of \$1.813 in Chicago, \$1.875 in Newark, and \$2 in New York City. The latter included one-third of the entire membership. For the compositors, machine operators, and machine tenders, the median for day workers was between \$1.20 and \$1.30 per hour, and the median for night work between \$1.30 and \$1.40. For the journeyman pressmen and stereotypers the day median was between \$1.10 and \$1.20, and that for their night workers between \$1.20 and \$1.30. Over half the day pressmen in charge had scales of \$1.20 or higher, while the median for night workers was between \$1.40 and \$1.50 per hour. The mailers had the lowest medians among the newspaper trades, that for day-working members falling between 90 cents and \$1, and for night members between \$1 and \$1.10.

NIGHT WAGE-RATE DIFFERENTIALS

On the average, night workers in all the newspaper trades were receiving 11 cents per hour more than day workers at the same occupations in the same city. (See table 3.) For specific trades the average differentials ranged from 8 cents per hour for hand compositors to 19.6 cents for photoengravers.

TABLE 3.—Differentials Between Union Day and Night Wage Rates in Newspaper Printing Trades, June 1, 1938

Trade or occupation	Average differential per hour ¹	Percent of night workers whose wage-rate differentials (in cents) in comparison to day work, were—												
		0	Up to 4	4 and under 6	6 and under 8	8 and under 10	10 and under 12	12 and under 14	14 and under 16	16 and under 20	20 and under 24	24 and under 28	28 and under 32	32 and over
All newspaper trades.....	\$0.110	2.8	3.0	8.0	37.0	7.5	7.0	14.1	5.2	3.4	2.2	2.3	4.7	2.8
Compositors, hand.....	.080	.5	-----	7.8	59.5	10.2	10.8	5.6	5.4	-----	-----	-----	-----	.2
Machine operators.....	.081	.6	-----	9.7	63.2	8.4	9.0	4.3	4.0	-----	-----	-----	-----	.8
Machine tenders (machinists).....	.084	2.3	-----	9.9	39.8	9.1	28.9	4.7	5.3	-----	-----	-----	-----	-----
Mailers.....	.105	4.4	9.9	7.3	5.5	3.2	3.7	56.9	8.8	-----	.3	-----	-----	-----
Photoengravers.....	.196	-----	-----	1.5	4.3	-----	4.4	20.2	-----	.9	33.8	34.7	-----	-----
Pressmen (journeymen).....	.162	6.5	5.2	5.3	5.6	7.6	1.2	15.4	5.7	17.3	-----	.3	29.9	-----
Pressmen in charge.....	.164	11.7	5.9	6.1	4.2	6.4	1.5	14.7	2.0	16.6	4.2	-----	.2	26.5
Stereotypers.....	.134	8.3	11.2	14.6	12.8	6.0	.9	11.9	7.7	2.7	-----	1.6	-----	22.3

¹ Since some cities did not have both day and night workers, and are thus excluded from table 3, the average differentials shown in this table are not the same as the differences between the averages for day and night work shown in table 2.

The actual differentials in 1938 ranged from zero to 66.7 cents. Nearly half of the night workers had differentials of 8 cents or more per hour over the day scales. The most frequently occurring differentials, however, amounted to between 6 and 8 cents per hour, applying to 37 percent of the night workers. Both the compositors and machine operators had a majority of their night members receiving 6 to 8 cents more than their day workers. The mailers, photoengravers, pressmen, and pressmen in charge all had differentials

ranging above 12 cents per hour for more than half their night-working members. For the stereotypers the median differential was between 8 and 10 cents per hour.

The maximum differentials reported were for Hebrew-text compositors and machine operators, amounting to 64.4 cents per hour in Chicago and 66.7 cents in New York City. Other differentials exceeding 32 cents per hour were reported for pressmen in charge in New York City (32.4 cents) and Toledo (33.1 cents), and for stereotypers in Newark (38.7 cents) and New York City (33.1 cents).

OVERTIME RATES

Time and one-half was predominantly reported as the initial overtime rate. The only other penalty rate reported in any book and job trade was double time, for bindery women in Chicago.

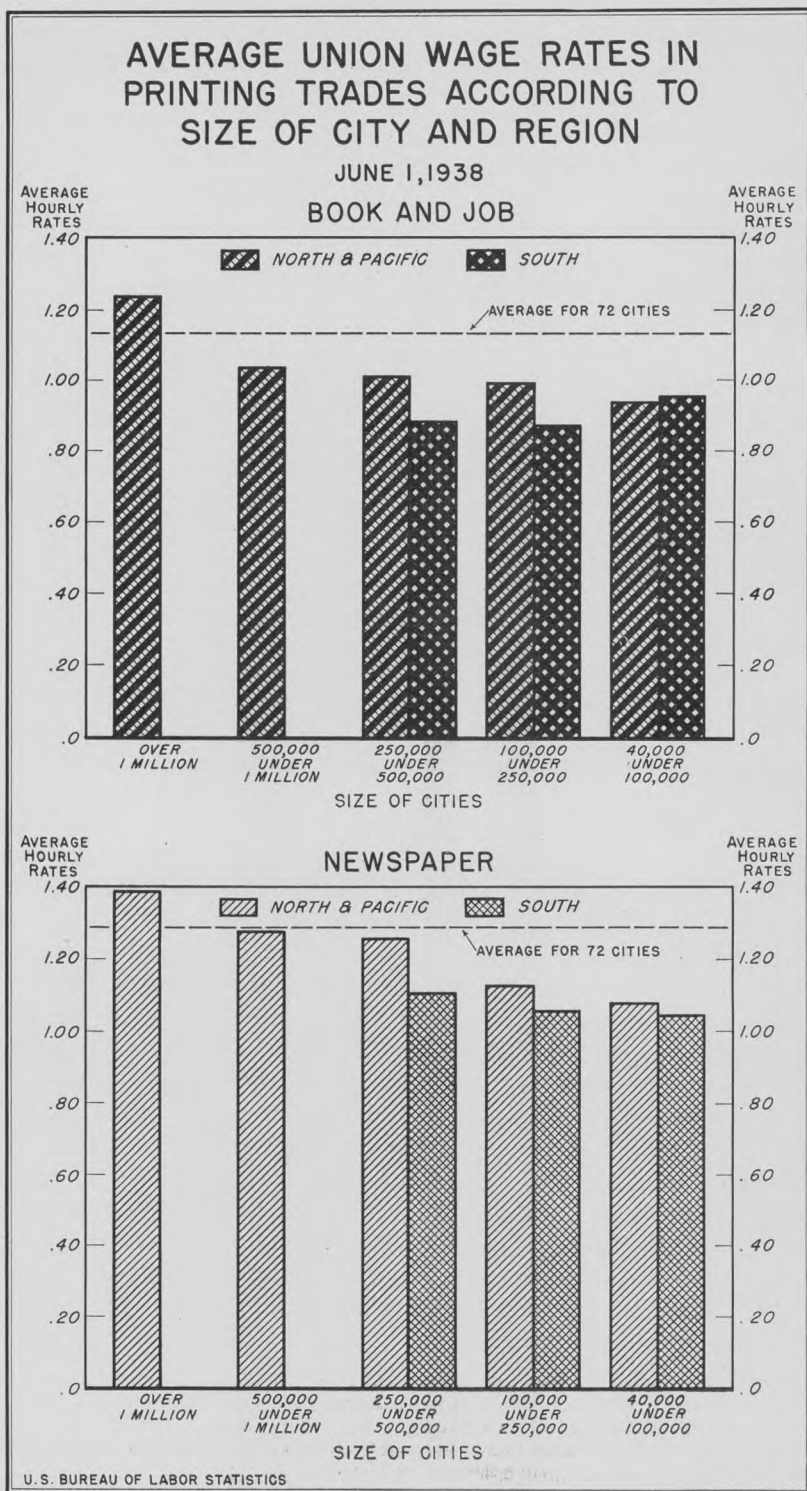
Among the newspaper trades there were 1,005 quotations which specified time and one-half, 6 that specified other penalty scales, and 14 which indicated that the agreements made no provision for any overtime penalty rate.

Average Rates in Each City, 1938

Averages of the combined book and job rates and of the combined newspaper rates, according to city size, are presented in table 4. The averages used were weighted according to the number of members in each local union covered by the reported rates. Thus the averages reflect not only the specific rates provided in the union agreements but also the number of persons presumably benefiting from these rates.⁴ Not all the trades had effective union scales in all the cities. This was especially true among the bindery women, bookbinders, electrotypers, machine tenders, mailers, and photoengravers—occupations which either did not exist or were not organized in a number of the smaller cities. The averages, however, do represent all the effective union scales in each city. As it may be assumed that the types of printing done in cities of comparable size will in general be similar, these averages should be comparable within the city size groups.

The averages for all cities in each size group varied directly with the city size in both the book and job and the newspaper sections. In the book and job section the cities of over 1,000,000 population (group 1) averaged 20.3 cents higher than cities with populations of 500,000 to 1,000,000 (group 2). Cities in group 2 averaged 4.1 cents higher than those in group 3; cities in group 3 averaged 2.1 cents higher than those in group 4; and cities in group 4 averaged 2.8 cents higher than those in group 5.

⁴ Although a comparison of average rates between cities where averages include the influence of the membership factor may be somewhat misleading where membership is unusually large or small in comparison to the same trade in other cities, a weighted average of this kind is obviously more realistic than a simple average of specific rates. In the latter case, a wage rate in a trade including half a dozen members would be given the same importance as a trade including several hundred members.



In the newspaper section the differences in the city-size averages were: 11.6 cents between groups 1 and 2; 4.9 cents between groups 2 and 3; 11.9 cents between groups 3 and 4; and 4.8 cents between groups 4 and 5.

New York City had the highest average in both the book and job (\$1.292) and the newspaper (\$1.541) sections. Chicago had the second highest average in the book and job section (\$1.248), but its newspaper average (\$1.325) was exceeded by those of Cleveland (\$1.356), Newark (\$1.355), Washington (\$1.340), Boston (\$1.337), and Providence (\$1.335).

The relative positions of the cities in group 1, with respect to their averages, varied only slightly between the book and job and the newspaper sections. In the other groups, however, there was considerable variation. San Francisco led the group 2 cities in the book and job averages, but was fourth in the newspaper section; Toledo was first in group 3, book and job, but was sixth in the newspaper section; Youngstown dropped from first place in the book and job averages to second in the newspaper averages for group 4 cities; and Madison moved from the top in the book and job section to fourth position in the newspaper averages for group 5 cities.

TABLE 4.—Average Hourly Wage Rates of Union Members in the Printing Trades, by Cities and by Classified Population, June 1, 1938

BOOK AND JOB

City and population group	Average hourly rate	City and population group	Average hourly rate
1. Over 1,000,000:		3. 250,000 to 500,000—Continued.	
New York, N. Y.	\$1.292	Atlanta, Ga.	\$0.911
Chicago, Ill.	1.248	Birmingham, Ala. ....	.869
Average for group	1.237	Minneapolis and St. Paul, Minn. ¹ ..	.866
Detroit, Mich.	1.138	New Orleans, La. ....	.835
Philadelphia, Pa.	1.093	Louisville, Ky. ....	.821
Los Angeles, Calif.	1.037	Memphis, Tenn. ....	.741
2. 500,000 to 1,000,000:		4. 100,000 to 250,000:	
San Francisco, Calif.	1.148	Youngstown, Ohio.	1.166
Pittsburgh, Pa.	1.124	El Paso, Tex.	1.117
Cleveland, Ohio.	1.114	Rock Island (Ill.) district ² ..	1.108
Average for group	1.034	Springfield, Mass.	1.102
St. Louis, Mo.	1.001	Peoria, Ill.	1.060
Buffalo, N. Y. ....	.994	Erie, Pa.	1.059
Baltimore, Md. ....	.982	Dayton, Ohio.	1.049
Boston, Mass. ....	.957	Omaha, Nebr.	1.046
Milwaukee, Wis. ....	.922	New Haven, Conn.	1.036
3. 250,000 to 500,000:		South Bend, Ind.	
Toledo, Ohio.	1.187	Norfolk, Va.	1.000
Seattle, Wash.	1.164	Duluth, Minn. ....	.986
Rochester, N. Y.	1.154	Average for group .....	.972
Newark, N. J.	1.151	Spokane, Wash. ....	.939
Cincinnati, Ohio.	1.077	Reading, Pa. ....	.938
Indianapolis, Ind.	1.077	Salt Lake City, Utah. ....	.923
Columbus, Ohio.	1.025	Wichita, Kans. ....	.922
Portland, Ore.	1.022	Oklahoma City, Okla. ....	.920
Providence, R. I.	1.008	Des Moines, Iowa. ....	.918
Houston, Tex.	1.005	Grand Rapids, Mich. ....	.916
Dallas, Tex.	1.001	Scranton, Pa. ....	.909
Average for group .....	.993	Worcester, Mass. ....	.890
Washington, D. C. ....	.984	San Antonio, Tex. ....	.885
Kansas City, Mo. ....	.984	Nashville, Tenn. ....	.858
Denver, Colo. ....	.969	Jacksonville, Fla. ....	.807
		Richmond, Va. ....	.801

¹ Since a number of unions having Twin City jurisdiction were unable to divide their membership between Minneapolis and St. Paul for weighting (see Scope and Method on p. 1360) a joint average is shown for the 2 cities.

² Includes Davenport, Iowa, and Moline, Ill.

TABLE 4.—Average Hourly Wage Rates of Union Members in the Printing Trades, by Cities and by Classified Population, June 1, 1938—Continued

BOOK AND JOB—Continued			
City and population group	Average hourly rate	City and population group	Average hourly rate
5. 40,000 to 100,000:		5. 40,000 to 100,000—Continued.	
Madison, Wis.	\$1.156	York, Pa.	\$0.888
Phoenix, Ariz.	1.048	Charleston, S. C. ....	.885
Butte, Mont. ....	.996	Little Rock, Ark. ....	.866
Charleston, W. Va. ....	.989	Portland, Maine. ....	.850
Charlotte, N. C. ....	.980	Manchester, N. H. ....	.813
<i>Average for group</i> .....	.944	Jackson, Miss. ....	.807
NEWSPAPER			
1. Over 1,000,000:		4. 100,000 to 250,000:	
New York, N. Y.	\$1.541	Scranton, Pa.	\$1.285
<i>Average for group</i>	1.593	Youngstown, Ohio.	1.265
Chicago, Ill.	1.325	Dayton, Ohio.	1.221
Detroit, Mich.	1.278	Reading, Pa.	1.202
Los Angeles, Calif.	1.226	Erie, Pa.	1.198
Philadelphia, Pa.	1.186	Des Moines, Iowa.	1.181
2. 500,000 to 1,000,000:		Jacksonville, Fla.	1.145
Cleveland, Ohio.	1.356	Omaha, Nebr.	1.138
Boston, Mass.	1.337	Duluth, Minn.	1.134
Milwaukee, Wis.	1.310	Worcester, Mass.	1.123
<i>Average for group</i>	1.277	<i>Average for group</i>	1.109
San Francisco, Calif.	1.249	Grand Rapids, Mich.	1.095
Pittsburgh, Pa.	1.244	Norfolk, Va.	1.089
Buffalo, N. Y.	1.234	Rock Island (Ill.) district ¹	1.089
St. Louis, Mo.	1.212	San Antonio, Tex.	1.087
Baltimore, Md.	1.186	El Paso, Tex.	1.086
3. 250,000 to 500,000:		Springfield, Mass.	1.085
Newark, N. J.	1.355	Peoria, Ill.	1.084
Washington, D. C.	1.340	Salt Lake City, Utah.	1.082
Providence, R. I.	1.335	Richmond, Va.	1.070
Columbus, Ohio.	1.323	New Haven, Conn.	1.060
Cincinnati, Ohio.	1.306	Oklahoma City, Okla.	1.056
Toledo, Ohio.	1.289	Spokane, Wash.	1.010
Seattle, Wash.	1.266	South Bend, Ind. ....	.990
Indianapolis, Ind.	1.249	Wichita, Kans. ....	.965
<i>Average for group</i>	1.228	Nashville, Tenn. ....	.954
Minneapolis and St. Paul, Minn. ¹	1.212	5. 40,000 to 100,000:	
Portland, Oreg.	1.190	Charleston, W. Va.	1.222
Houston, Tex.	1.180	Butte, Mont.	1.181
Dallas, Tex.	1.146	Phoenix, Ariz.	1.155
Denver, Colo.	1.145	Madison, Wis.	1.139
Kansas City, Mo.	1.133	Manchester, N. H.	1.064
Louisville, Ky.	1.107	<i>Average for group</i>	1.061
Atlanta, Ga.	1.100	Charlotte, N. C.	1.036
Rochester, N. Y.	1.095	Portland, Maine.	1.000
Memphis, Tenn.	1.085	Little Rock, Ark. ....	.994
Birmingham, Ala.	1.065	Charleston, S. C. ....	.882
New Orleans, La. ....	.886	Jackson, Miss. ....	.880

¹ Since a number of unions having Twin City jurisdiction were unable to divide their membership between Minneapolis and St. Paul for weighting (see Scope and Method on p. 1360) a joint average is shown for the 2 cities.

² Includes Davenport, Iowa, and Moline, Ill.

Regional Differences in Wage Rates, 1938

There is no city in the South with a population of over 500,000. Consequently, any comparison between the regions of average wage rates in cities of comparable size must be confined to cities of groups 3, 4, and 5. (See table 5.)

In city population groups 3 and 4 the averages of all printing trades in the northern and Pacific cities were higher than the averages for comparable size southern cities. In group 5, however, the southern

cities had a slightly higher average, nine-tenths of a cent. Two factors contributed to the variation in the relationship of the averages for the smaller cities: First, the newspaper membership for both regions was approximately equal, but while the northern and Pacific cities had over 40 percent more book and job members than newspaper members, the southern cities had 30 percent fewer book and job members than newspaper members. This resulted in a much heavier proportionate weighting of the newspaper rates (which generally average higher than book and job rates), in the average for all trades in southern cities. Secondly, the book and job average for group 5 southern cities was higher than that for northern and Pacific cities, because of the fact that no bindery women or bookbinders, the lowest paid printing crafts, were reported in southern cities of this size, and to the concentration of over 40 percent of the southern book and job membership in Phoenix, which had the highest average of all southern cities in group 5.

The averages for all printing trades in the North and Pacific region varied directly with the population groups. The average for group 5 cities of the South, however, was higher than the southern averages in either group 3 or 4, due to the effect of the relative membership in the various trades described above.

The book and job averages for all cities combined and for the North and Pacific cities all varied directly with the population group. The group 4 average for southern cities was lower than that for group 3, but the group 5 average exceeded both, due to the lack of bookbinders and bindery women and to the influence of the relatively high rates and large membership in Phoenix. In both group 3 and group 4 the North and Pacific average was higher than the southern average. In group 5, however, this relationship was reversed.

The averages for all newspaper trades showed a uniform variation according to population of the city. Within each region the averages varied directly with the population groups, and within each population group the average for North and Pacific cities was higher than that for cities of the South.

In general, the averages for the separate trades varied directly in relation to both the population of the city and the region. Most of the exceptions to direct variation according to city population in the North and Pacific region were between group 2 and group 3 and group 4 and group 5 cities.

Only in one book and job and two newspaper classifications in group 4, and in one book and job classification in group 5, were the trade averages for southern cities higher than the averages for comparable size cities of the North and Pacific region.

TABLE 5.—Average Hourly Wage Rates of Union Members in the Printing Trades, by Region and Size of City, June 1, 1938

Trade	Cities having a population of—1										
	Over 1,000,000 (group 1) North and Pacific	500,000 to 1,000,000 (group 2) North and Pacific	250,000 to 500,000 (group 3)			100,000 to 250,000 (group 4)			40,000 to 100,000 (group 5)		
			All regions	North and Pacific	South	All regions	North and Pacific	South	All regions	North and Pacific	South
All printing trades.....	\$1.282	\$1.125	\$1.089	\$1.107	\$0.995	\$1.041	\$1.059	\$0.983	\$1.001	\$0.998	\$1.007
Book and job.....	1.237	1.034	.993	1.010	.884	.972	.995	.873	.944	.939	.956
Bindery women.....	.567	.530	.512	.522	.435	.490	.503	.444	.472	.472	-----
Bookbinders.....	1.020	1.079	1.043	1.070	.899	.903	.903	.906	1.049	1.049	-----
Compositors, hand.....	1.307	1.128	1.108	1.129	.996	1.032	1.049	.962	.967	.947	1.003
Electrotypers.....	1.576	1.169	1.223	1.231	1.101	1.184	1.192	1.030	(²)	(²)	-----
Machine operators.....	1.353	1.163	1.130	1.151	1.039	1.040	1.049	1.005	1.002	1.005	.996
Machine tenders (machinists).....	1.375	1.182	1.222	1.246	1.024	1.093	1.093	-----	1.150	(²)	1.150
Mailers.....	1.064	1.229	1.017	1.017	-----	.932	(²)	(²)	-----	-----	-----
Photoengravers.....	1.649	1.420	1.438	1.452	1.327	1.375	1.378	1.302	1.306	(²)	1.256
Press assistants and feeders.....	1.062	.842	.780	.804	.577	.763	.802	.582	.641	.688	.558
Pressmen, cylinder.....	1.352	1.141	1.101	1.140	.913	1.085	1.120	.931	.965	.992	.917
Pressmen, platen.....	1.231	.952	.919	.936	.798	.859	.884	.764	.840	.844	.837
Newspaper.....	1.393	1.277	1.228	1.257	1.109	1.109	1.129	1.057	1.061	1.080	1.042
Compositors, hand:											
Day work.....	1.452	1.320	1.243	1.271	1.133	1.112	1.125	1.072	1.042	1.071	1.013
Night work.....	1.527	1.402	1.329	1.370	1.176	1.169	1.198	1.113	1.107	1.158	1.072
Machine operators:											
Day work.....	1.463	1.313	1.265	1.290	1.140	1.110	1.124	1.057	1.055	1.081	1.028
Night work.....	1.529	1.381	1.358	1.383	1.206	1.175	1.199	1.116	1.112	1.151	1.086
Machine tenders (machinists):											
Day work.....	1.462	1.310	1.250	1.281	1.172	1.130	1.146	1.084	1.053	1.056	1.050
Night work.....	1.562	1.395	1.334	1.382	1.215	1.175	1.208	1.122	1.140	1.160	1.115
Mailers:											
Day work.....	.983	.947	.885	.902	.736	.788	.790	.785	.832	(²)	(²)
Night work.....	1.080	1.039	.892	.902	.841	.889	.921	.851	.689	.689	-----
Photoengravers:											
Day work.....	1.663	1.463	1.427	1.450	1.205	1.350	1.355	1.333	(²)	-----	(²)
Night work.....	1.895	1.608	1.589	1.636	1.280	1.523	1.522	1.528	-----	-----	-----
Pressmen (journeymen):											
Day work.....	1.147	1.135	1.114	1.132	1.036	1.006	1.013	.988	1.035	1.069	.950
Night work.....	1.406	1.250	1.170	1.209	1.079	1.089	1.115	1.039	1.088	1.125	1.032
Pressmen in charge:											
Day work.....	1.302	1.243	1.214	1.234	1.113	1.132	1.144	1.099	1.092	1.169	(²)
Night work.....	1.584	1.328	1.282	1.306	1.206	1.184	1.182	1.186	1.143	1.214	(²)
Stereotypers:											
Day work.....	1.219	1.202	1.125	1.155	1.037	1.045	1.059	1.000	1.023	1.050	.960
Night work.....	1.438	1.303	1.172	1.223	1.080	1.087	1.122	1.026	1.066	1.094	1.024

1 No cities of over 500,000 in the South.

2 Insufficient quotations to compute an average for this classification.

*Changes Between 1937 and 1938*⁵

Increases in wage rates were reported in over 57 percent of all the 1938 quotations for the printing trades which were comparable with 1937. Only 5 quotations—less than 1 percent—were lower than the comparable quotations for 1937, while 42 percent remained unchanged. (See table 6.) Over 70 percent of the total membership had higher hourly wage rates in 1938 than in 1937. Nearly 30 percent had no change and less than one-tenth of 1 percent experienced reductions in hourly scales.

The combined newspaper trades had a slightly higher proportion of quotations showing increases than did the book and job trades—59.9 percent as compared with 55.6 percent. The book and job increases, however, affected almost 76 percent of the total membership, while those for the newspaper trades included slightly over 60 percent of the total membership.

The book and job machine tenders led all the other trades in the proportionate number of increases, having rate increases in 72.7 percent of their comparable quotations. All of the trades except the book and job mailers and photoengravers reported increases in more than half of their comparable quotations.

Since the number of members covered by particular quotations may vary from one to several hundred, the proportion of union members affected by the changes varied considerably from the proportion of changes in quotations. Among the book and job trades, increases were reported for 94.2 percent of the machine tenders' members; for 83 or more percent of the electrotypers, machine operators, and press assistants and feeders; and for over 75 percent of the bindery women, hand compositors, and platen pressmen. Bookbinders, with increases for 63.1 percent of their members, had the lowest membership proportion affected by increases among the book and job trades.

Among the newspaper trades the proportion of members affected by increases generally ranged lower than in the book and job group. The night stereotypers and both the day and the night photoengravers, however, reported increases for approximately three-fourths of their members. In none of the newspaper trades were less than 50 percent of the members reported as receiving rate increases.

⁵ Certain anomalies enter into a comparison of average rates between 2 years when such averages reflect not only the actual rates provided for in the agreements but the number of union members for that year in each local union covered by the reported trades. By and large, it would be expected that a general increase in actual rates would be accompanied by a corresponding increase in the average rate paid to union members, but if union membership increases most (or decreases least) in the lower-paid crafts or in areas with less-than-average rates, the change in the average of the rates paid to all union members may not increase correspondingly or may even show a decrease. Conversely, the average rate may increase in spite of a downward swing in actual rates, if union membership declines sufficiently in the lower-paid crafts or in areas where lower-than-average rates are paid.

Because the averages do not accurately reflect changes from year to year, no table comparing 1937 and 1938 averages is included in this report. For the trends of actual union rates, the table of indexes (table 1) should be consulted; it is so computed as to eliminate the effect of fluctuating memberships at various rates.

TABLE 6.—Number of Changes in Union Wage-Rate Quotations and Percent of Members Affected, June 1, 1938, as Compared with May 15, 1937

Trade	Number of quotations comparable with 1937	Number of quotations showing—			Percent of members affected by—		
		Increase	Decrease	No change	Increase	Decrease	No change
All printing trades.....	1,908	1,102	5	801	70.4	(1)	29.6
Book and job.....	944	525	1	418	75.9	(1)	24.1
Bindery women.....	57	34	-----	23	75.6	-----	24.4
Bookbinders.....	113	68	-----	45	63.1	-----	36.9
Compositors, hand.....	72	43	-----	29	76.2	-----	23.8
Electrotypers.....	55	33	1	21	83.7	0.7	15.6
Machine operators.....	82	50	-----	32	83.8	-----	16.2
Machine tenders (machinists).....	33	24	-----	9	94.2	-----	5.8
Mallers.....	12	3	-----	9	73.3	-----	26.7
Photoengravers.....	55	14	-----	41	66.0	-----	34.0
Press assistants and feeders.....	159	82	-----	77	83.0	-----	17.0
Pressmen, cylinder.....	190	108	-----	82	73.3	-----	26.7
Pressmen, platen.....	116	66	-----	50	76.6	-----	23.4
Newspaper.....	964	577	4	383	60.2	(1)	39.8
Day work.....	504	300	3	201	57.8	(1)	42.2
Night work.....	460	277	1	182	63.0	(1)	37.0
Compositors, hand:							
Day work.....	81	52	1	28	54.3	(1)	45.7
Night work.....	75	49	-----	26	56.4	-----	43.6
Machine operators:							
Day work.....	88	52	1	35	59.4	(1)	40.6
Night work.....	81	50	-----	31	65.0	-----	35.0
Machine tenders (machinists):							
Day work.....	69	44	-----	25	69.5	-----	30.5
Night work.....	64	43	-----	21	61.5	-----	38.5
Mallers:							
Day work.....	24	16	-----	8	58.3	-----	41.7
Night work.....	23	16	-----	7	58.4	-----	41.6
Photoengravers:							
Day work.....	43	22	-----	21	78.1	-----	21.9
Night work.....	40	19	-----	21	74.5	-----	25.5
Pressmen, web (journeymen):							
Day work.....	72	38	-----	34	50.2	-----	49.8
Night work.....	63	33	-----	30	63.6	-----	36.4
Pressmen in charge, web:							
Day work.....	60	33	1	26	55.9	.3	43.8
Night work.....	53	29	-----	24	61.5	-----	38.5
Stereotypers:							
Day work.....	67	43	-----	24	66.5	-----	33.5
Night work.....	61	38	1	22	75.3	.2	24.5

¹ Less than 1/10 of 1 percent.

The great majority of the wage-rate increases were less than 15 percent, although there were 19 quotations which showed increases of 20 percent and over, the highest an increase of 31 percent in the scale for day machine operators on German-text newspapers in Chicago. (See table 7.)

Slightly more than half of the increases amounted to less than 5 percent. Over two-thirds of all the members who had increases, however, were covered by these quotations. Approximately 32 percent of the increases, that is, about 23 percent of the members having raises, received from 5 to 10 percent increases. The 121 quotations showing increases of between 10 and 15 percent reported about 8.5 percent of the total membership benefited by raises, while 1 percent of the membership with raises was included in the 31 quotations showing advances of 15 percent and over.

The bindery women, hand compositors, mailers, photoengravers, and the press assistants and feeders among the book and job trades each had more increases amounting to 5 percent and over than of under 5 percent. Only the bindery women and the mailers, however, reported more members as being affected by raises of 5 percent and over than by those of under 5 percent.

The three typographical trades—compositors, machine operators, and machine tenders—were the only crafts in the newspaper group which did not report half or more of their increases as being for at least 5 percent. However, the photoengravers on day work were the only newspaper workers for whom the majority of members receiving increases had their scales advanced by as much as 5 percent.

TABLE 7.—Number of Increases in Union Wage-Rate Quotations, by Percent of Increase, June 1, 1938, as Compared with May 15, 1937

Trade	Number of quotations showing increases of—					Percent of members affected by increases of—				
	Less than 5 percent	5 and under 10 percent	10 and under 15 percent	15 and under 20 percent	20 percent and over	Less than 5 percent	5 and under 10 percent	10 and under 15 percent	15 and under 20 percent	20 percent and over
All printing trades.....	598	352	121	12	19	47.4	16.0	6.0	0.2	0.8
Book and job.....	284	154	61	10	16	51.1	15.9	7.4	.3	1.2
Bindery women.....	11	16	6	—	1	26.5	32.7	14.7	—	1.7
Bookbinders.....	38	14	13	2	1	41.1	8.7	11.4	.6	1.3
Compositors, hand.....	20	14	6	1	2	56.1	14.8	2.8	.4	2.1
Electrotypers.....	18	9	5	1	—	55.4	7.7	20.4	.2	—
Machine operators.....	26	16	6	1	1	71.4	9.3	2.4	.1	.6
Machine tenders (machinists).....	16	5	2	—	1	85.1	5.3	3.6	—	.2
Mailers.....	—	2	—	—	1	—	72.3	—	—	1.0
Photoengravers.....	6	6	2	—	—	42.7	21.7	1.6	—	—
Press assistants and feeders.....	37	30	9	2	4	45.0	19.5	17.3	.2	1.0
Pressmen, cylinder.....	77	21	6	2	2	58.3	10.9	2.0	.5	1.6
Pressmen, platen.....	35	21	6	1	3	63.5	10.0	2.4	(1)	.7
Newspaper.....	314	198	60	2	3	40.2	16.3	3.6	(1)	.1
Day work.....	159	107	30	1	3	34.0	19.8	3.9	(1)	.1
Night work.....	155	91	30	1	—	47.2	12.5	3.3	(1)	—
Compositors, hand:										
Day work.....	32	15	4	—	1	38.5	12.6	3.1	—	.1
Night work.....	31	14	4	—	—	44.1	10.2	2.1	—	—
Machine operators:										
Day work.....	32	15	4	—	1	40.0	16.0	3.2	—	.2
Night work.....	31	15	4	—	—	51.7	11.4	1.9	—	—
Machine tenders (machinists):										
Day work.....	26	13	4	—	1	50.0	16.5	2.8	—	.2
Night work.....	28	12	3	—	—	46.9	12.9	1.7	—	—
Mailers:										
Day work.....	7	6	3	—	—	30.1	20.4	7.8	—	—
Night work.....	8	4	4	—	—	50.8	2.7	4.9	—	—
Photoengravers:										
Day work.....	10	7	5	—	—	12.6	52.6	12.9	—	—
Night work.....	9	6	3	1	—	43.6	16.7	13.8	.4	—
Pressmen, web:										
Day work.....	17	17	4	—	—	26.0	20.8	3.4	—	—
Night work.....	14	14	5	—	—	41.7	18.4	3.5	—	—
Pressmen in charge:										
Day work.....	16	14	2	1	—	30.8	21.6	2.6	.9	—
Night work.....	15	11	3	—	—	42.3	16.6	2.6	—	—
Stereotypers:										
Day work.....	19	20	4	—	—	33.6	30.4	2.5	—	—
Night work.....	19	15	4	—	—	52.4	19.7	3.2	—	—

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

Union Hours, 1938

The average full-time week for all the union members in the printing trades in the cities studied was 39.3 hours on June 1, 1938. Members working on newspapers averaged 38.5 hours per week, as compared with 39.7 hours for the book and job members. The weekly scales most frequently specified were 40 hours, which applied to 63.5 percent of the total membership, and 37½ hours, which applied to 20.8 percent of the membership. Only 6.3 percent of the total membership had agreements which provided workweeks of over 40 hours. (See table 8.)

In the book and job group, 85.1 percent of the members were working under 40-hour scales. Only 4.2 percent of the book and job members were allowed over 40 hours a week without overtime. Every book and job trade except the photoengravers reported a majority of their members as having 40-hour scales. The photoengravers, who had the shortest average week (37.6 hours) among the book and job trades, had a 35-hour week for 31.3 percent of their members, a 37½-hour week for 33.8 percent of their members, and a 40-hour week for 34.0 percent of their members. The shortest full-time week, 32 hours (Chicago), and the longest full-time week, 48 hours (Spokane), among the book and job group, were both reported by the electrotypers. The bindery women and the bookbinders had the largest percentages of members whose agreements called for over 40 hours per week, 14.8 percent and 18.1 percent under 44-hour scales, respectively.

In the newspaper industry 47.7 percent of the members had a weekly scale of 37½ hours and 24.6 percent a 40-hour scale. The day workers, who averaged 39 hours per week as compared with 37.9 for the night workers, had 42.5 percent of their membership under 37½-hour scales and 33.7 percent under 40-hour scales. A 37½-hour week was in effect for 53.4 percent of the night workers; 14.6 percent had a 40-hour week; and 10.7 percent a 35-hour week.

None of the typographical trades in the newspaper group had any members working under scales in excess of 40 hours per week. A majority of their members were reported as having 37½-hour scales. The machine operators had the shortest average week of all the newspaper trades, 37.4 hours. A majority of both day and night photoengravers had a 37½-hour workweek, although 36.6 percent of the day workers and 14.5 percent of the night workers in this trade had 40-hour scales.

The mailers, pressmen, pressmen in charge, and stereotypers each reported a wide range of hour scales. These were the only trades having 48-hour scales for any substantial proportion of their membership. The mailers had 21.9 percent, the pressmen 15 percent, the pressmen in charge 16.1 percent, and the stereotypers 16.5 percent of

their respective day-working members under 48-hour scales. Relatively few of the night-shift members had the longer hours, however. In contrast to the substantial percentages of day workers at the higher scales, there were scales of less than 37½ hours per week for 10.7 percent of the night mailers, 43.8 percent of the night pressmen, 41 percent of the night pressmen in charge, and 35.3 percent of the night stereotypers.

The distribution of the printing-trades union members according to the full-time weekly hours provided in their agreements for the cities included in the survey is shown in table 8.

TABLE 8.—Percentage Distribution of Union Members in Printing Trades, by Hour Scales, June 1, 1938

Trade	Average hours per week	Percent of members whose hours per week were—									
		Under 35	35	Over 35 and under 37½	37½	Over 37½ and under 40	40	Over 40 and under 44	44	Over 44 and under 48	48
All printing trades.....	39.3	1.6	4.6	2.3	20.8	0.9	63.5	1.5	3.2	0.2	1.4
Book and job.....	39.7	1.2	3.1	.5	5.8	.1	85.1	-----	4.2	-----	(1)
Bindery women.....	40.5	-----	-----	-----	3.3	.1	81.8	-----	14.8	-----	-----
Bookbinders.....	40.7	-----	-----	-----	2.6	.1	79.2	-----	18.1	-----	-----
Compositors, hand.....	39.9	-----	-----	-----	4.1	-----	95.4	-----	.5	-----	-----
Electrotypers.....	37.7	25.1	-----	9.0	-----	-----	63.2	-----	2.7	-----	(1)
Machine operators.....	39.9	-----	.6	.3	3.4	-----	95.4	-----	.3	-----	-----
Machine tenders (machinists).....	39.2	-----	8.3	-----	14.2	-----	77.2	-----	.3	-----	-----
Mailers.....	40.1	-----	-----	2.8	.9	-----	90.5	-----	5.8	-----	-----
Photoengravers.....	37.6	-----	31.3	-----	33.8	.6	34.0	-----	.3	-----	-----
Press assistants and feeders.....	40.0	-----	-----	-----	1.4	-----	97.8	-----	.8	-----	-----
Pressmen, cylinder.....	40.0	-----	-----	-----	2.2	-----	96.7	-----	1.1	-----	-----
Pressmen, platen.....	40.0	-----	-----	-----	4.4	-----	93.5	-----	2.1	-----	-----
Newspaper.....	38.5	2.2	7.3	5.4	47.7	2.5	24.6	4.1	1.6	.6	4.0
Day work.....	39.0	1.8	4.2	4.1	42.5	3.5	33.7	2.2	.2	.7	7.1
Night work.....	37.9	2.5	10.7	6.9	53.4	1.4	14.6	6.3	3.1	.5	.6
Compositors, hand.....	37.7	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Day work.....	37.8	1.4	5.3	6.3	58.4	6.3	22.3	-----	-----	-----	-----
Night work.....	37.6	.4	7.5	4.0	70.7	2.0	15.4	-----	-----	-----	-----
Machine operators.....	37.4	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Day work.....	37.4	5.6	10.2	8.3	50.1	5.8	20.0	-----	-----	-----	-----
Night work.....	37.4	2.6	8.1	6.2	66.2	1.9	15.0	-----	-----	-----	-----
Machine tenders (machinists).....	37.7	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Day work.....	37.8	.6	4.9	4.3	63.6	8.6	18.0	-----	-----	-----	-----
Night work.....	37.6	.3	8.3	3.7	71.4	1.7	14.6	-----	-----	-----	-----
Mailers.....	40.1	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Day work.....	41.0	.6	-----	3.1	20.7	-----	53.7	-----	-----	-----	21.9
Night work.....	39.4	-----	7.5	3.2	48.7	-----	13.7	-----	26.4	-----	.5
Photoengravers.....	38.2	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Day work.....	38.5	-----	-----	.2	61.7	-----	36.6	-----	1.5	-----	-----
Night work.....	37.8	-----	1.5	.7	81.6	1.2	14.5	.5	-----	-----	-----
Pressmen, web (journeymen).....	39.8	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Day work.....	40.9	-----	.1	-----	25.0	-----	48.7	9.1	.2	1.9	15.0
Night work.....	38.2	.2	27.9	15.7	10.0	.3	12.0	33.0	-----	-----	.9
Pressmen in charge, web.....	39.7	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Day work.....	40.8	-----	.2	-----	28.4	-----	48.2	4.4	.3	2.4	16.1
Night work.....	38.3	.2	26.6	14.2	13.5	.2	14.0	30.4	-----	-----	.9
Stereotypers.....	39.4	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Day work.....	40.7	-----	1.8	-----	27.7	2.8	46.9	1.2	.3	2.8	16.5
Night work.....	37.7	21.9	3.4	10.0	29.6	1.6	17.6	3.7	.3	7.1	4.8

¹ Less than ¼ of 1 percent.

Changes in Hour Scales Between 1937 and 1938

Changes in scales of hours were comparatively few between 1937 and 1938. For the entire printing industry there were only 125 quotations showing decreases in weekly hours and 8 showing increases. The increases affected less than one-tenth of 1 percent of the total union membership and the decreases 5.9 percent of the membership.

In the book and job group there were 43 decreases and 5 increases in hourly scales which, combined, affected only 6.5 percent of the membership. The photoengravers were the only book and job trade to have decreases in as many as 9 percent of the comparable quotations. The 5 decreases in weekly hours in this trade affected 32.8 percent of their total comparable membership, however. The only other book and job trade having a significant proportion of its members affected by changes in weekly hours was that of the electrotypers, with shorter hours in 1938 than in 1937 for 20.6 percent of its members.

A greater number of hour changes occurred in the newspaper trades, 82 decreases and 3 increases, although the percentage of total members affected (4.7 percent) was smaller than in the book and job group. The photoengravers reported 58.6 percent of their day-working members and 28.4 percent of their members on night shifts as having had their hours reduced during the year. The stereotypers had reductions in hours for 16.6 percent of their members on day shifts and for 10.3 percent of those on night shifts. Decreased hour scales were effective for 4.9 percent and 6.1 percent, respectively, of the pressmen and pressmen in charge on day shifts, and for 5.1 and 4.4 percent, respectively, of those working nights. None of the typographical classifications showed as much as 1 percent of the membership as having changed hour scales, while the mailers reported no changes for any of their members.

TABLE 9.—Number of Changes in Union Hour Quotations and Percent of Members Affected June 1, 1938, as Compared with May 15, 1937

Trade	Number of quotations comparable with 1937	Number of quotations showing—			Percent of members affected by—		
		Increase	Decrease	No change	Increase	Decrease	No change
All printing trades.....	1,908	8	125	1,775	(1)	5.9	94.1
Book and job.....	944	5	43	896	(1)	6.6	93.4
Bindery women.....	57		2	55		3.8	96.2
Bookbinders.....	113		3	110		3.4	96.6
Compositors, hand.....	72		3	69		2.2	97.8
Electrotypers.....	55	3	3	49	0.5	20.6	78.9
Machine operators.....	81		3	78		2.6	97.4
Machine tenders (machinists).....	34		1	33		1.8	98.2
Mailers.....	12			12			100.0
Photoengravers.....	55		5	50		32.8	67.2
Press assistants and feeders.....	159		8	151		2.4	97.6
Pressmen, cylinder.....	190	1	8	181	.1	2.9	97.0
Pressmen, platen.....	116	1	7	108	.2	3.3	96.5
Newspaper.....	964	3	82	879	(1)	4.7	95.3
Day work.....	504	1	44	459	(1)	5.9	94.1
Night work.....	460	2	38	420	(1)	3.4	96.6
Compositors, hand:							
Day work.....	81		2	79		.2	99.8
Night work.....	75			75			100.0
Machine operators:							
Day work.....	88		2	86		.4	99.6
Night work.....	81			81			100.0
Machine tenders (machinists):							
Day work.....	69		1	68		.2	99.8
Night work.....	64			64			100.0
Mailers:							
Day work.....	24			24			100.0
Night work.....	23			23			100.0
Photoengravers:							
Day work.....	43	1	9	33	.6	58.6	40.8
Night work.....	40	1	6	33	.2	28.4	71.4
Pressmen, web (journeymen):							
Day work.....	72		7	65		4.9	95.1
Night work.....	63		10	53		5.1	94.9
Pressmen in charge, web:							
Day work.....	60		8	52		6.1	93.9
Night work.....	53		9	44		4.4	95.6
Stereotypers:							
Day work.....	67		15	52		16.6	83.4
Night work.....	61	1	13	47	.2	10.3	89.5

¹ Less than 1/10 of 1 percent.

WAGES AND HOURS IN STREET AND SEWER CONSTRUCTION ¹

A GENERAL survey of wage rates and hours in three major branches of the construction industry was undertaken in 1936 by the Bureau of Labor Statistics in cooperation with the Works Progress Administration. The three branches studied were building construction, street and road construction, and sewer and water-line construction. The results of the survey of building construction have already been published.² The present article gives the results for the other two branches, together with certain comparisons of all three branches.

Field agents of the Bureau secured the basic data from the pay rolls of the contractors or from the pay rolls of the appropriate public agencies when the work was done directly by street and road departments or by sewer and water departments, the workers being paid from city or Federal funds.

Information as to union status of the workers was secured from the employer. While information secured in this way may not give a precise picture of the extent of unionization, it is believed to be substantially accurate.

The building-construction study was conducted in 105 cities. The study of wages and hours in street and road construction was conducted in 41³ of these 105 cities, and that of sewer and water-line construction in 40 cities.⁴

Comparison of Wages and Hours in Three Branches of Construction Industry

A comparison of the wages and hours worked in building construction, street and road construction, and sewer and water-line construction revealed marked differences among them.

¹ Prepared by Edward P. Sanford, under the direction of Herman B. Byer, chief of the Division of Construction and Public Employment.

² Monthly Labor Review, August 1937, pp. 281-300: Wage Rates and Hours of Labor in the Building Trades; and Monthly Labor Review, October 1937, pp. 791-799: Hours of Labor in the Building Trades, 1936.

³ The cities covered were: Akron, Ohio; Atlanta, Ga.; Baltimore, Md.; Boston, Mass.; Brockton, Mass.; Casper, Wyo.; Charleston, W. Va.; Chicago, Ill.; Dallas, Tex.; Detroit, Mich.; Elizabeth, N. J.; Fargo, N. Dak.; Flint, Mich.; Gary, Ind.; Green Bay, Wis.; Greensboro, N. C.; Jackson, Miss.; Little Rock, Ark.; Los Angeles, Calif.; Louisville, Ky.; Minneapolis, Minn.; Montgomery, Ala.; New Orleans, La.; New York, N. Y.; Philadelphia, Pa.; Phoenix, Ariz.; Portland, Maine; Portland, Ore.; Providence, R. I.; Rochester, N. Y.; Sacramento, Calif.; St. Louis, Mo.; St. Petersburg, Fla.; Salt Lake City, Utah; San Antonio, Tex.; San Francisco, Calif.; Schenectady, N. Y.; Sioux City, Iowa; Syracuse, N. Y.; Tacoma, Wash.; and Wichita, Kans.

⁴ The cities covered were: Akron, Ohio; Atlanta, Ga.; Baltimore, Md.; Boston, Mass.; Brockton, Mass.; Casper, Wyo.; Chicago, Ill.; Dallas, Tex.; Detroit, Mich.; Elizabeth, N. J.; Fargo, N. Dak.; Flint, Mich.; Gary, Ind.; Green Bay, Wis.; Greensboro, N. C.; Jackson, Miss.; Little Rock, Ark.; Los Angeles, Calif.; Louisville, Ky.; Minneapolis, Minn.; Montgomery, Ala.; New Orleans, La.; New York, N. Y.; Philadelphia, Pa.; Phoenix, Ariz.; Portland, Maine; Portland, Ore.; Providence, R. I.; Rochester, N. Y.; Sacramento, Calif.; St. Louis, Mo.; St. Petersburg, Fla.; Salt Lake City, Utah; San Antonio, Tex.; San Francisco, Calif.; Schenectady, N. Y.; Sioux City, Iowa; Syracuse, N. Y.; Tacoma, Wash.; and Wichita, Kans.

A larger proportion of all employees in street and road construction consisted of unskilled and semiskilled workers than was the case in building construction. This is not surprising when the nature of the work in street and road construction is considered. These two classes accounted for 83.9 percent of all workers in street and road construction; for 43.2 percent of all building construction employees; for 83.5 percent of workers in sewer and water-line construction. Also a larger proportion of employees in street and road construction were engaged on projects financed from Public Works Administration funds than in building construction—44.4 percent as compared with 29.8 percent. This factor had an influence on both wage rates and hours of labor, tending to stabilize wages and reduce hours.

Only 8 occupations were found to occur in all three classes of construction. These are given in table 1. In 2 of the 8 occupations the highest rates were found in building construction (bricklayers \$1.304, and engineers hoisting 2 or more drums \$1.343). In 5 of the occupations the highest rates were found in sewer and water-line construction (carpenters, \$1.104; cement finishers, \$1.208; common laborers, 60.3 cents; reinforcing-steel workers, \$1.19; and truck drivers, 72.7 cents). In one occupation, that of mixer operators, the highest rate was found in street and road construction (\$1.025).

TABLE 1.—Average Hourly Rate in 8 Identical Occupations in 3 Branches of the Construction Industry, 1936

Occupation	Building trades	Sewer and water-line	Street and road
Bricklayers.....	\$1.304	\$1.207	\$1.147
Carpenters.....	1.048	1.104	1.047
Cement finishers.....	1.119	1.208	1.042
Engineers, hoisting 2 or more drums.....	1.343	1.338	1.282
Laborers, common.....	.516	.603	.547
Mixer operators.....	.871	1.006	1.025
Reinforcing-steel workers.....	1.089	1.190	1.131
Truck drivers.....	.637	.727	.666

There were wide differences in the number of union members in the three classes of construction. In building construction, 126,014 of the 186,145 workers covered, or 67.7 percent, were said to belong to unions, and 60,131, or 32.3 percent, were nonunion workers. In sewer and water-line construction, 10,326 of the 25,252 workers covered, or 40.9 percent, were said to belong to unions, and 14,926, or 59.1 percent, were not union members. In street and road construction, 9,601 of the 28,875 workers covered, or 33.3 percent, were reported as belonging to unions, and 19,274, or 66.7 percent, were not union members. A factor influencing these ratios is, of course, the number of unskilled and semiskilled workers included. How-

ever, unionization of skilled journeymen showed the same wide variations in each class of construction. In building construction, 105,662 skilled workers were studied; of these 80,558, or 76.2 percent, were reported to be union members and 25,104, or 23.8 percent, were nonunion workers. In sewer and water-line construction, 4,158 skilled journeymen were scheduled, of whom 1,776, or 42.7 percent, were said to be union members and 2,382, or 57.3 percent, were nonunion workers. In street and road construction, 4,635 skilled journeymen were scheduled; of these 2,211, or 47.7 percent, were said to be union members and 2,424, or 52.3 percent, were nonunion workers. These figures indicate that skilled workers in building construction are 33.5 percent better organized than workers in sewer and water-line construction, and 28.5 percent better organized than workers in street and road construction.

In each of the three branches of the construction industry studied the rates paid to white workers exceeded those paid to Negro workers. The most marked difference occurred in the rates for skilled workers where the difference ranged from 35.2 cents in sewer and water-line construction to 36.5 cents in building construction. The difference in the rates paid to Negro and white workers was much less in the semiskilled and unskilled occupations. The greatest difference for semiskilled jobs was 15.8 cents in street and road construction and for unskilled, 18.6 cents in sewer and water-line construction.

TABLE 2.—*Difference in Wage Rates Paid to White and Negro Workers in the 3 Branches of the Construction Industry, by Degree of Skill, 1936*

Branch of industry	Skilled workers			Semiskilled workers			Unskilled workers		
	White	Negro	Difference	White	Negro	Difference	White	Negro	Difference
Building construction.....	\$1.156	\$0.791	\$0.365	\$0.714	\$0.575	\$0.139	\$0.572	\$0.431	\$0.141
Sewer and water-line construction....	1.028	.676	.352	.850	.758	.092	.632	.446	.186
Street and road construction.....	1.078	.714	.364	.748	.590	.158	.579	.413	.166

A greater number of workers in street and road construction had full-time hours of more than 48 per week than was noted in building construction or in sewer and water-line construction. In street and road construction 8.1 percent of all workers had a full-time week of more than 48 hours; in the building trades, 2.6 percent; and in sewer and water-line construction, 3.9 percent.

Street and Road Construction

AVERAGE HOURLY WAGES

Data as to street and road construction were obtained for 486 projects, valued at \$70,001,000. Of these projects 364, or 74.9 per-

cent, consisted of new street and road construction, and 122, or 25.1 percent, consisted of street and road maintenance and repair. On the pay rolls, which were largely for October, November, and December 1936, 33,743 employees were listed, but only 28,875, or 85.6 percent, were in the occupations selected for study, and information concerning wages and hours was obtained for this number.

TABLE 3.—Union and Nonunion Wages in Selected Occupations in Street and Road Construction, 1936

Occupation	Number of employees			Average wage rate per hour		
	Total	Union	Non-union	Total	Union	Non-union
All occupations.....	28,875	9,601	19,274	\$0.702	-----	-----
Air-compressor operators.....	142	61	81	.931	\$1.185	\$0.739
Asphalt heaters and dryers.....	89	3	86	.634	1.350	.609
Blacksmiths.....	14	3	11	.832	1.000	.786
Blasters.....	36	7	29	.698	1.082	.605
Bricklayers:						
Manhole and sewer.....	18	14	4	1.486	1.768	.500
Paving.....	533	236	297	1.127	1.440	.879
Not elsewhere classified.....	15	11	4	1.502	1.648	1.103
Bridgemen (structural steel).....	513	469	44	1.324	1.349	1.065
Carpenters, rough (form builders).....	1,003	619	384	1.017	1.124	.845
Carpenters, not elsewhere classified.....	347	182	165	1.137	1.224	1.040
Carpenters' helpers.....	139	90	49	.660	.721	.547
Cement finishers.....	660	321	339	1.042	1.272	.824
Concrete puddlers, asphalt rakers, etc.....	2,015	766	1,249	.725	.918	.607
Concrete workers, not elsewhere classified.....	862	488	374	.709	.735	.675
Crane operators.....	44	19	25	1.164	1.389	.993
Curb setters.....	237	120	117	1.014	1.283	.737
Engineers, hoisting 2 or more drums.....	94	72	22	1.282	1.339	1.096
Firemen.....	199	84	115	.773	.923	.664
Form setters, steel and wood.....	286	132	154	.828	1.010	.673
Form setters, not elsewhere classified.....	18	1	17	.912	1.000	.907
Grader operators and elevating-grader operators.....	499	82	417	.761	1.117	.691
Helpers, not elsewhere classified.....	2,099	688	1,411	.690	.806	.633
Jackhammer operators (including drillers).....	247	139	108	.741	.814	.648
Laborers, common.....	13,304	3,279	10,025	.547	.750	.480
Mixer operators (less than 5-bag capacity).....	70	23	47	.956	1.382	.748
Mixer operators (5-bag capacity and over).....	133	51	82	1.061	1.352	.880
Pile-driver operators.....	106	39	67	1.163	1.341	1.060
Pipe layers (terra cotta and steel).....	32	7	25	.697	.922	.634
Pipe layers' helpers.....	5	-----	5	.625	-----	.625
Pump operators.....	7	4	3	.686	.713	.650
Reinforcing-steel setters.....	318	210	108	1.131	1.235	.930
Roller operators.....	402	147	255	1.050	1.403	.847
Shorers (including bracers, bottom men, and sheathers).....	(1)	-----	-----	-----	-----	-----
Shovel operators.....	326	147	179	1.263	1.468	1.095
Teamsters, without team.....	276	27	249	.514	.536	.512
Tractor operators.....	572	193	379	.875	1.148	.737
Trench-machine operators.....	(1)	-----	-----	-----	-----	-----
Truck drivers.....	3,203	858	2,345	.666	.859	.596
Welders, acetylene and electric.....	8	7	1	1.253	1.324	.750

¹ Less than 5 employees; data included in total.

For these 28,875 workers the average hourly rate of wages paid was 70.2 cents (table 3). The average hourly rate is obviously affected by the relatively large number of semiskilled and unskilled workers reported. The average rate of all skilled workers in street and road construction was \$1.072 (table 6). The highest average hourly rate on street and road construction was paid to journeyman bricklayers, other than manhole and sewer, and paving (\$1.502). Manhole and sewer bricklayers received \$1.486, and paving bricklayers received

\$1.127, but the average rate for all bricklayers combined was \$1.147. Bridgemen (structural-steel workers) were the only other workers who received an average hourly rate in excess of \$1.30.

The occupations receiving \$1 or more per hour in street and road construction were bricklayers (three types), bridgemen, carpenters (two types), cement finishers, crane operators, curb setters, engineers hoisting two or more drums, operators of mixers with five-bag capacity or over, pile-driver operators, reinforcing-steel setters, roller operators, shovel operators, and welders.

Classified hourly earnings.—Of the 28,875 workers covered in this study, 5,038, or 17.4 percent, received average wages of \$1.00 or more per hour; 6,156, or 21.3 percent, received less than 50 cents per hour; and 18,059, or 62.5 percent, received less than 75 cents per hour.

The lowest average hourly rate paid for any occupation was 51.4 cents to teamsters. No average hourly rate in street and road construction was less than 50 cents per hour, though individual rates paid to nonunion common laborers were as low as 20 cents per hour.

TABLE 4.—Number and Percent of Employees in Street and Road Construction Receiving Each Classified Rate per Hour, 1936

Classified rate per hour	Number	Simple per centage	Cumulative per centage	Classified rate per hour	Number	Simple per centage	Cumulative per centage
All employees	28, 875	100.0	100.0	\$0.97½ and under \$1.02½	1, 481	5.1	87.7
Under \$0.22½	303	1.1	1.1	\$1.02½ and under \$1.07½	66	.2	87.9
\$0.22½ and under \$0.27½	498	1.7	2.8	\$1.07½ and under \$1.12½	317	1.1	89.0
\$0.27½ and under \$0.32½	1, 107	3.8	6.6	\$1.12½ and under \$1.17½	421	1.5	90.5
\$0.32½ and under \$0.37½	808	2.8	9.4	\$1.17½ and under \$1.22½	505	1.7	92.2
\$0.37½ and under \$0.42½	1, 185	4.1	13.5	\$1.22½ and under \$1.27½	599	2.1	94.3
\$0.42½ and under \$0.47½	2, 220	7.7	21.2	\$1.27½ and under \$1.32½	45	.2	94.5
\$0.47½ and under \$0.52½	4, 060	14.1	35.3	\$1.32½ and under \$1.37½	109	.4	94.9
\$0.52½ and under \$0.57½	4, 304	4.5	39.8	\$1.37½ and under \$1.42½	619	2.1	97.0
\$0.57½ and under \$0.62½	1, 674	5.8	45.6	\$1.42½ and under \$1.47½	57	.2	97.2
\$0.62½ and under \$0.67½	3, 021	10.5	56.1	\$1.47½ and under \$1.52½	381	1.3	98.5
\$0.67½ and under \$0.72½	1, 737	6.0	62.1	\$1.52½ and under \$1.57½	115	.4	98.9
\$0.72½ and under \$0.77½	2, 525	8.7	70.8	\$1.57½ and under \$1.62½	7	(1)	98.9
\$0.77½ and under \$0.82½	675	2.3	73.1	\$1.62½ and under \$1.67½	257	.9	99.8
\$0.82½ and under \$0.87½	425	1.5	74.6	\$1.67½ and under \$1.72½	27	.1	99.9
\$0.87½ and under \$0.92½	765	2.7	77.3	\$1.72½ and under \$1.77½	34	.1	99.9
\$0.92½ and under \$0.97½	1, 528	5.3	82.6	\$1.77½ and over	34	.1	100.0

¹ Less than ¼ of 1 percent.

Differences between union and nonunion wage rates in street and road construction.—Wide differences occurred within occupations between average hourly wage rates paid to union and to nonunion workers in street and road construction. An unusually wide spread was found among bricklayers (manhole and sewer)—\$1.268; but this figure is not particularly significant because so few nonunion workers were reported. When bricklayers were treated as one occupation, it was found that the spread was 58.9 cents per hour. With this minor

exception, the widest spread was found among the asphalt heaters and driers (74.1 cents per hour), and the next among mixer operators (less than 5-bag capacity)—63.4 cents. The least difference was among the teamsters (2.4 cents per hour).

Wage-rate differences within occupations.—Union membership is a factor in wage rates paid and wage differences within occupations. Of the 28,875 workers for whom information was obtained, 9,601, or 33.3 percent, were said by their employers to belong to unions and 19,274, or 66.7 percent, were nonunion workers. The largest proportion of union members (61.7 percent) was in the occupation of carpenters, rough (form builders); the smallest proportion (16.4 percent) was in the occupation of grader operators and elevating-grader operators.

Racial differences in wage rates.—Of the 28,875 workers in street and road construction for whom information was obtained, 3,250, or 11.3 percent, were Negroes and 433, or 1.5 percent, were "other" races, largely Mexican (table 5). In building construction 11.8 percent of all workers were Negroes. Of the 4,635 skilled workers in street and road construction 4,556, or 98.3 percent, were white; 78, or 1.7 percent, were Negro. Of the 10,929 semiskilled workers, 9,986, or 91.4 percent, were white; 868, or 7.9 percent, were Negro; and 75, or 0.7 percent, were "other" races. Of the 13,311 unskilled workers, 10,650, or 80 percent, were white; 2,304, or 17.3 percent, were Negro; and 357, or 2.7 percent, were "other" races.

TABLE 5.—Number and Percent of White, Negro, and Other Workers in Street and Road Construction, by Degree of Skill, 1936

Degree of skill	All workers		White workers		Negro workers		Other workers	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total.....	28,875	100.0	25,192	100.0	3,250	100.0	433	100.0
Skilled.....	4,635	16.1	4,556	18.1	78	2.4	1	.2
Semiskilled.....	10,929	37.8	9,986	39.6	868	26.7	75	17.3
Unskilled.....	13,311	46.1	10,650	42.3	2,304	70.9	357	82.5

Of the 3,250 Negro workers, 78, or 2.4 percent, were reported as working on skilled jobs; 868, or 26.7 percent, were reported as working on semiskilled jobs, and 2,304, or 70.9 percent, were reported as working on unskilled jobs.

Wages paid to Negro workers in street and road construction were substantially less than those paid to white workers (table 6). White skilled workers received an average hourly rate of \$1.078, and Negro skilled workers 71.4 cents; white semiskilled workers received 74.8 cents an hour and Negro semiskilled workers 59.0 cents, a difference

of 15.8 cents per hour; white unskilled workers received 57.9 cents per hour, and Negro unskilled workers received 41.3 cents, a difference of 16.6 cents per hour.

TABLE 6.—Average Hourly Wage Rates of White, Negro, and Other Workers in Street and Road Construction, by Degree of Skill, 1936

Degree of skill	All workers	White workers	Negro workers	Other workers
Skilled.....	\$1.072	\$1.078	\$0.714	\$0.550
Semiskilled.....	.734	.748	.590	.626
Unskilled.....	.547	.579	.413	.451

FULL-TIME HOURS OF LABOR

In view of the fact that 44.4 percent of all the employees in street and road construction were working on P. W. A. projects, it is not surprising to find 43.6 percent of these workers with a full-time workweek of 30 hours (table 7). For the next largest group (26.3 percent) the hours of labor were 40 per week; for 4.4 percent the hours were 44 per week; and for 16.7 percent the hours were 48 per week.

For all employees in street and road construction the full-time week of 70.2 percent was 40 hours or less, and for 29.8 percent it was over 40 hours per week.

Differences in full-time hours of labor by broad occupational groups and union status.—In street and road construction it was found that union workers had a shorter full-time workweek than nonunion workers in each of the three groups, skilled, semiskilled, and unskilled, but the variations were not so sharp.

Of all skilled workers 75.8 percent had a full-time workweek of 40 hours or less (85.6 percent of the union and 66.9 percent of the nonunion workers). Of all semiskilled workers 71.9 percent had a full-time workweek of 40 hours or less (82.8 percent of the union and 65.3 percent of the nonunion workers). Of all the unskilled workers, 66.8 percent had a full-time workweek of 40 hours or less (71 percent of the union and 65.4 percent of the nonunion workers).

Among those workers whose full-time hours of labor were 30 there were also variations between the number of union and nonunion workers of each degree of skill who had these hours. Of the skilled workers 46.3 percent had a full-time workweek of 30 hours (51.2 percent of the union and 41.8 percent of the nonunion workers). Of the unskilled workers, 42 percent had a full-time workweek of 30 hours (47 percent of the union and 40.4 percent of the nonunion workers):

TABLE 7.—Number and Percent of Workers in Street and Road Construction Working Classified Full-Time Hours, by Union Status and Degree of Skill, 1936

Weekly hours of work	All employees						Skilled workers					
	Total		Union		Nonunion		All skilled		Union		Nonunion	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All employees.....	28, 875	100.0	9, 601	100.0	19, 274	100.0	4, 635	100.0	2, 211	100.0	2, 424	100.0
30.....	12, 584	43.6	4, 797	50.0	7, 787	40.4	2, 146	46.3	1, 132	51.2	1, 014	41.8
Over 30, under 36.....	86	.3	1	(0)	85	.4	11	.2	---	---	11	.5
40.....	7, 594	26.3	2, 826	29.4	4, 768	24.7	1, 357	29.3	761	34.4	596	24.6
44.....	1, 280	4.4	88	.9	1, 192	6.2	158	3.4	9	.4	149	6.2
Over 44, under 48.....	178	.6	68	.7	110	.6	5	.1	---	---	5	.2
48.....	4, 801	16.7	1, 794	18.7	3, 007	15.6	702	15.2	282	12.8	420	17.3
Over 48, under 54.....	780	2.7	---	---	780	4.0	76	1.6	---	---	76	3.1
54, under 60.....	1, 194	4.1	27	.3	1, 167	6.1	134	2.9	27	1.2	107	4.4
60 and over.....	378	1.3	---	---	378	2.0	46	1.0	---	---	46	1.9
Weekly hours of work	Semiskilled workers						Unskilled workers					
	All semi-skilled		Union		Nonunion		All unskilled		Union		Nonunion	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All employees.....	10, 929	100.0	4, 107	100.0	6, 822	100.0	13, 311	100.0	3, 283	100.0	10, 028	100.0
30.....	4, 841	44.3	2, 123	51.7	2, 718	39.8	5, 597	42.0	1, 542	47.0	4, 055	40.5
Over 30, under 36.....	75	.7	1	(1)	74	1.1	---	---	---	---	---	---
40.....	2, 941	26.9	1, 276	31.1	1, 665	24.4	3, 296	24.8	789	24.0	2, 507	25.0
44.....	586	5.4	55	1.3	531	7.8	536	4.0	24	.7	512	5.1
Over 44, under 48.....	96	.9	68	1.7	28	.4	77	.6	---	---	77	.8
48.....	1, 911	17.5	584	14.2	1, 327	19.5	2, 188	16.4	928	28.3	1, 260	12.6
Over 48, under 54.....	138	1.3	---	---	138	2.0	566	4.3	---	---	566	5.6
54, under 60.....	258	2.3	---	---	258	3.8	802	6.0	---	---	802	8.0
60 and over.....	83	.7	---	---	83	1.2	249	1.9	---	---	249	2.5

¹ Less than 1/10 of 1 percent.

Sewer and Water-Line Construction

AVERAGE HOURLY WAGES

Data on sewer and water-line construction were obtained from the pay-roll records for 265 projects valued at \$73,370,000. From these pay rolls the wages and hours of 25,252 workers were recorded. The projects examined were 153 sanitary sewers, including sewage-disposal plants; 15 storm sewers; 79 water lines, including pumping stations; and 18 sewer and water maintenance projects.

For the 25,252 workers on sewer and water-line construction the average hourly rate of wages paid was 75.1 cents (table 8). Occupational differences in average hourly rates were wide. The highest-paid workers in sewer and water-line construction were bridgemen (structural-steel workers), who received an average rate of \$1.440 per hour; next came the blasters with \$1.437 per hour. Other workers

with an average of \$1.30 per hour, or more, were carpenters, crane operators, engineers, pile-driver operators, and shovel operators. The lowest average rate was 45.6 cents per hour paid to teamsters, all of whom were nonunion men; this was the only occupation that averaged less than 50 cents per hour, though individual rates paid to nonunion common labor were as low as 20 cents per hour.

Classified hourly earnings.—Of the 25,252 workers covered in this study 5,625, or 22.3 percent, received average rates of \$1 per hour or more. On the other hand, 4,435, or 17.6 percent, received less than 50 cents per hour, and 15,003, or 59.4 percent, received less than 75 cents per hour.

TABLE 8.—Union and Nonunion Wages in Selected Occupations in Sewer and Water-Line Construction, 1936

Occupation	Number of employees			Average wage rate per hour		
	Total	Union	Non-union	Total	Union	Non-union
All occupations.....	25,252	10,326	14,926	\$0.751	-----	-----
Air-compressor operators.....	200	107	93	1.091	\$1.413	\$0.720
Asphalt heaters and dryers.....	10	-----	10	.750	-----	.750
Blacksmiths.....	46	6	40	.791	1.175	.733
Blasters.....	34	23	11	1.437	1.683	.924
Bricklayers (manhole and sewer).....	232	99	133	1.206	1.467	1.012
Bricklayers (paving).....	(1)	-----	-----	-----	-----	-----
Bridgemen (structural steel).....	155	121	34	1.440	1.523	1.144
Carpenters, not elsewhere classified.....	223	159	64	1.332	1.432	1.083
Carpenters, form builders.....	746	451	295	1.041	1.174	.836
Carpenters' helpers.....	141	30	111	.584	.896	.500
Cement finishers.....	131	77	54	1.208	1.365	.983
Concrete puddlers, asphalt rakers, etc.....	37	37	-----	.801	.801	-----
Concrete workers, not elsewhere classified.....	1,050	755	295	.840	.913	.653
Crane operators.....	176	101	75	1.357	1.530	1.124
Engineers (hoisting 2 or more drums).....	299	210	89	1.338	1.483	.996
Firemen.....	147	85	62	.808	.923	.649
Form setters, steel and wood.....	245	132	113	.915	1.024	.788
Form setters, not elsewhere classified.....	(1)	-----	-----	-----	-----	-----
Grader operators.....	121	58	63	1.166	1.455	.900
Helpers, not elsewhere classified.....	2,151	938	1,213	.805	.886	.742
Jackhammer operators (including drillers).....	860	634	226	1.208	1.394	.688
Laborers, common.....	12,788	4,457	8,331	.603	.818	.488
Mixer operators (less than 5-bag capacity).....	27	9	18	.694	.840	.621
Mixer operators (5-bag capacity and over).....	77	42	35	1.115	1.303	.888
Pile-driver operators.....	51	48	3	1.365	1.388	1.000
Pipe layers (terra cotta and steel).....	1,762	329	1,433	.718	1.061	.639
Pipe layers' helpers.....	805	138	667	.539	.624	.522
Pump operators.....	165	35	130	.780	.842	.764
Reinforcing-steel setters.....	313	227	86	1.190	1.375	.701
Shorers (bracers, sheathers).....	538	203	335	.795	1.022	.657
Shovel operators.....	213	144	69	1.311	1.424	1.076
Teamsters, without team.....	21	-----	21	.456	-----	.456
Tractor operators.....	115	78	37	1.031	1.184	.708
Trench-machine operators.....	159	40	119	1.085	1.317	1.007
Truck drivers.....	1,128	516	612	.727	.873	.604
Welders, acetylene and electric.....	80	32	48	1.237	1.383	1.140
Others.....	(1)	-----	-----	-----	-----	-----

¹ Less than 5 employees; data included in total.

In some of the selected occupations there were wider variations within occupations, and an occasional rate paid that was higher than any rate paid to building-construction workers. Rates as high as \$2.50 and \$2.75 per hour were paid to employees in extrahazardous occupations, such as blasters in tunnel construction and bridgemen.

TABLE 9.—Number and Percent of Employees in Sewer and Water-Line Construction Receiving Each Classified Rate per Hour, 1936

Classified rate per hour	Number	Simple per-centage	Cumu-lative per-centage	Classified rate per hour	Number	Simple per-centage	Cumu-lative per-centage
All employees-----	25, 252	100.0	100.0	\$0.97½ and under \$1.02½----	1, 097	4.3	81.6
				\$1.02½ and under \$1.07½----	289	1.1	82.7
Under \$0.22½-----	47	.2	.2	\$1.07½ and under \$1.12½----	999	4.0	86.7
\$0.22½ and under \$0.27½----	126	.5	.7	\$1.12½ and under \$1.17½----	302	1.2	87.9
\$0.27½ and under \$0.32½----	442	1.8	2.5	\$1.17½ and under \$1.22½----	516	2.0	89.9
\$0.32½ and under \$0.37½----	448	1.8	4.3	\$1.22½ and under \$1.27½----	282	1.1	91.0
\$0.37½ and under \$0.42½----	1, 730	6.9	11.2	\$1.27½ and under \$1.32½----	76	.3	91.3
\$0.42½ and under \$0.47½----	1, 587	6.3	17.5	\$1.32½ and under \$1.37½----	414	1.6	92.9
\$0.47½ and under \$0.52½----	3, 802	15.0	32.5	\$1.37½ and under \$1.42½----	364	1.4	94.3
\$0.52½ and under \$0.57½----	728	2.9	35.4	\$1.42½ and under \$1.47½----	9	(¹)	94.3
\$0.57½ and under \$0.62½----	1, 572	6.2	41.6	\$1.47½ and under \$1.52½----	658	2.6	96.9
\$0.62½ and under \$0.67½----	2, 746	10.9	52.5	\$1.52½ and under \$1.57½----	50	.2	97.1
\$0.67½ and under \$0.72½----	1, 740	6.9	59.4	\$1.57½ and under \$1.62½----	4	(¹)	97.1
\$0.72½ and under \$0.77½----	1, 919	7.6	67.0	\$1.62½ and under \$1.67½----	399	1.6	98.7
\$0.77½ and under \$0.82½----	444	1.8	68.8	\$1.67½ and under \$1.72½----	12	(¹)	98.7
\$0.82½ and under \$0.87½----	1, 082	4.3	73.1	\$1.72½ and under \$1.77½----	89	.4	99.1
\$0.87½ and under \$0.92½----	459	1.8	74.9	\$1.77½ and over-----	217	.9	100.0
\$0.92½ and under \$0.97½----	603	2.4	77.3				

¹ Less than ¼ of 1 percent.

Wage rates paid to common laborers.—Rates paid to common laborers (who comprised 50.6 percent of all workers studied) varied from 20 cents to \$1.35 an hour, depending on the locality of the project and the hazards of the job. Unskilled Negro ditch diggers in the South received the lowest rates. Workers classified as common laborers on contractors' pay rolls, but who were able to assist skilled workers, received rates ranging from 40 to 75 cents per hour. When the work was extra hazardous, e. g., in tunnel construction, on bridges, or in blasting operations, these employees received the high rates of 75 cents to \$1.35 per hour. Common laborers in construction of sewer and water lines received an aggregate average hourly rate of 60.3 cents; union laborers received 81.8 cents, and nonunion laborers 48.8 cents per hour.

Occupational differences.—The occupations where the average hourly rate was between \$1 and \$1.29 per hour were welders, cement finishers, and jackhammer operators, manhole and sewer bricklayers, reinforcing-steel setters (rodmen), grader operators, mixer operators on machines of 5-bag capacity and over, air-compressor operators, trench-machine operators, carpenters (form builders), and tractor operators. Of all employees scheduled, 1,128, or 4.5 percent, were truck drivers whose average hourly rate of pay was 72.7 cents.

Differences between union and nonunion wage rates in sewer and water-line construction.—Wide differences were found within occupations between average hourly wage rates paid to union and nonunion workers in sewer and water-line construction. The widest range was in the occupation of blasters (union rate \$1.683; nonunion rate 92.4 cents per hour—a difference of 75.9 cents.) Next in line were the jackhammer operators, with a difference of 70.6 cents; then came the

air-compressor operators, with a difference of 69.3 cents, and reinforcing-steel setters, with a difference of 67.4 cents per hour. The least difference (7.8 cents) was in the occupation of pump operators.

Racial differences.—Of the 25,252 workers covered in sewer and water-line construction, 22,876, or 90.6 percent, were white; 2,202, or 8.7 percent, were Negro, and 174, or 0.7 percent, were "other" races. Only 1.9 percent of the workers covered on skilled occupations were Negroes (table 10).

TABLE 10.—*Number and Percent of White, Negro, and Other Workers in Sewer and Water-Line Construction, by Degree of Skill, 1936*

Degree of skill	All workers		White workers		Negro workers		Other workers	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
Total.....	25,252	100.0	22,876	90.6	2,202	8.7	174	0.7
Skilled.....	4,158	100.0	4,071	97.9	79	1.9	8	.2
Semiskilled.....	8,141	100.0	7,604	93.4	526	6.5	11	.1
Unskilled.....	12,953	100.0	11,201	86.5	1,597	12.3	155	1.2

Of the Negro workers, 3.6 percent were reported working on skilled jobs; 23.9 percent were on semiskilled jobs, and 72.5 percent were on unskilled jobs. Even in the southern cities, where 27.4 percent of all workers were Negroes, only 2.1 percent were reported as working on skilled jobs; 13.9 percent on semiskilled jobs; and 84.0 percent on unskilled jobs.

The rates paid to Negro workers in sewer and water-line construction were substantially lower than those of white workers (table 11). The greatest difference occurred in the rates of skilled workers. The average hourly rate paid to white skilled workers was found to be \$1.028 per hour; to Negro workers it was 67.6 cents per hour—a difference of 35.2 cents per hour. The rate paid to white semiskilled workers was 85.0 cents per hour, and to Negro semiskilled workers 75.8 cents—a difference of 9.2 cents per hour. The rate paid to white unskilled workers was 63.2 cents, and to Negro unskilled workers the rate was 44.6 cents—a difference of 18.6 cents per hour.

TABLE 11.—*Average Hourly Wage Rates of White, Negro, and Other Workers in Sewer and Water-Line Construction, by Degree of Skill, 1936*

Degree of skill	All workers	White workers	Negro workers	Other workers
Skilled.....	\$1.020	\$1.028	\$0.676	\$0.538
Semiskilled.....	.844	.850	.758	.491
Unskilled.....	.606	.632	.446	.359

FULL-TIME HOURS OF LABOR

A large number of workers in sewer and water-line construction were engaged on projects financed from Public Works Administration funds; thus, 53.1 percent of all workers scheduled were working the 30-hour week specified for such work. For the next largest group (26.1 percent) the full-time hours of labor were 40 per week, and for the next largest group (9 percent) the full-time hours of labor were 48 per week.

For all employees combined, the full-time workweek of 83.3 percent was 40 hours or less, and 16.7 percent had a full-time week of more than 40 hours.

Differences in full-time hours of labor by broad occupational groups and union status.—Of all skilled workers 85.1 percent had a full-time workweek of 40 hours or less (96.6 percent of the union and 76.3 percent of the nonunion workers); 74.3 percent of the unskilled nonunion workers had these full-time hours of labor.

Among those workers whose full-time hours of labor were 30 per week (53.1 percent of all workers) there was wide variation between the number of union and nonunion members in each degree of skill. The 30-hour week was being worked as follows: Among the skilled workers, by 61.1 percent of the union members and 45.2 percent of the nonunion men; among the semiskilled workers, by 66.9 percent of the unionists and 49.9 percent of the nonunion workers; and among the unskilled workers, by 65.4 percent of the unionists and 41.8 percent of the nonunion workers.

TABLE 12.—Number and Percent of Workers in Sewer and Water-Line Construction Working Classified Full-Time Hours, by Union Status and Degree of Skill, 1936

Weekly hours of work	All employees						Skilled workers					
	Total		Union		Nonunion		All skilled		Union		Nonunion	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All employees.....	25, 252	100.0	10, 326	100.0	14, 926	100.0	4, 158	100.0	1, 776	100.0	2, 382	100.0
30.....	13, 389	53.1	6, 741	65.3	6, 648	44.6	2, 162	52.1	1, 084	61.1	1, 078	45.2
Over 30, under 36.....	449	1.8	46	.4	403	2.7	76	1.8	6	.3	70	2.9
36, under 40.....	570	2.3	-----	-----	570	3.8	43	1.0	-----	-----	43	1.8
40.....	6, 601	26.1	3, 008	29.2	3, 593	24.1	1, 254	30.2	626	35.2	628	26.4
44.....	917	3.6	15	.1	902	6.0	214	5.1	3	.2	211	8.9
Over 44, under 48.....	62	.2	11	.1	51	.3	2	(¹)	-----	-----	2	.1
48.....	2, 269	9.0	505	4.9	1, 764	11.8	340	8.2	57	3.2	283	11.9
Over 48, under 54.....	786	3.1	-----	-----	786	5.3	29	.7	-----	-----	29	1.2
54, under 60.....	199	.8	-----	-----	199	1.3	38	.9	-----	-----	38	1.6
60 and over.....	10	(¹)	-----	-----	10	.1	-----	-----	-----	-----	-----	-----

¹ Less than $\frac{1}{10}$ of 1 per cent.

TABLE 12.—Number and Percent of Workers in Sewer and Water-Line Construction Working Classified Full-Time Hours, by Union Status and Degree of Skill, 1936—Continued

Weekly hours of work	Semiskilled workers						Unskilled workers					
	All semi-skilled		Union		Nonunion		All unskilled		Union		Nonunion	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
All employees.....	8,141	100.0	4,058	100.0	4,083	100.0	12,953	100.0	4,492	100.0	8,461	100.0
30.....	4,751	58.4	2,716	66.9	2,035	49.9	6,476	50.0	2,941	65.4	3,535	41.8
Over 30, under 36.....	111	1.4	40	1.0	71	1.7	262	2.0	-----	-----	262	3.1
36, under 40.....	100	1.2	-----	-----	100	2.4	427	3.3	-----	-----	427	5.0
40.....	1,965	24.1	1,062	26.2	903	22.1	3,382	26.1	1,320	29.4	2,062	24.4
44.....	293	3.6	-----	-----	293	7.2	410	3.2	12	.3	398	4.7
Over 44, under 48.....	21	.3	11	.3	10	.2	39	.3	-----	-----	39	.5
48.....	744	9.1	229	5.6	515	12.6	1,185	9.1	219	4.9	966	11.4
Over 48, under 54.....	88	1.1	-----	-----	88	2.2	669	5.2	-----	-----	669	7.9
54, under 60.....	65	.8	-----	-----	65	1.6	96	.7	-----	-----	96	1.1
60 and over.....	3	(1)	-----	-----	3	.1	7	.1	-----	-----	7	.1

¹ Less than 1/10 of 1 percent.

ANNUAL EARNINGS IN NAVY AND PRIVATE SHIPYARDS ¹

THE average annual earnings in navy yards of all employees working 12 months in 1935 were \$1,909. These employees, the most stable part of the labor force, constituted 63.6 percent of the total number scheduled. Those who had work during 9 months or more during the year, embracing 73.3 percent of the total labor force, averaged \$1,861 in annual earnings. As there have been no changes in normal weekly hours and rates of pay since 1935, and little change in the steadiness of employment, data for 1938 would probably not be much different from those shown above.

Considering only those who worked during all 12 months in 1935, the average annual earnings were \$2,792 for supervisory employees, \$2,542 for planning and estimating employees, \$2,519 for drafting employees, \$2,047 for skilled workers, \$1,415 for semiskilled workers, \$1,212 for unskilled workers, and \$875 for apprentices. The corresponding figures for those whose work extended during 9 months and over were \$2,770, \$2,483, \$2,466, \$2,006, \$1,384, \$1,192, and \$797.

In private shipyards on the Atlantic coast, the average annual earnings for all employees who worked throughout the year 1935 amounted to \$1,500, and for those who worked 9 months or more they were \$1,383. The corresponding averages for navy yards on the Atlantic coast were \$1,834 and \$1,790. The higher averages in the navy yards were due to considerably higher hourly earnings, longer weekly hours, and more liberal provisions for annual and sick leave with pay, as well as probably greater steadiness of employment. Since 1935, however, private shipyards have increased their hourly earnings and weekly hours, granted vacations with pay to some employees, and provided more stable employment. In other words, although there is still a difference in favor of navy as against private shipyards, the figure is considerably less than that in 1935.

Nature of Data Obtained

During the latter part of 1936, the Bureau made a survey of wages, hours, and working conditions in private and naval shipyards, the data obtained being for a pay-roll period in the month of August of that year. The results of that survey were published in the September, October, and November 1938 issues of the *Monthly Labor Review*. In connection with the August 1936 survey, the Bureau also collected information on annual earnings and number of pay-roll periods worked for the calendar year 1935.

¹ Prepared by J. Perlman, O. R. Mann, and D. L. Helm, of the Bureau's Division of Wage and Hour Statistics.

The most satisfactory figures for annual earnings are the totals of the amounts earned by each individual in all establishments in which he worked during the year. The time and expense involved in interviewing all employees, to obtain this information, make this procedure prohibitive. Moreover, since in most instances the worker keeps no record of his earnings during the year, the figures would be subject to errors in the estimates based on memory.

The figures upon which this article is based, on the other hand, have certain limitations:

(1) They cover only the total earnings in 1935 of each employee from a single establishment, namely the one in which he worked at the time of the survey in August 1936. However, this limitation may be partly overcome by classifying the employees covered according to the number of months worked at that plant in 1935. The time classifications used here cover employees whose work extended during (a) 12 months, (b) 9 months and over, (c) 6 months and over, and (d) any part of the year. Those who worked throughout the year are the most stable employees, but those who worked in the same establishment 9 but less than 12 months may also be considered part of the permanent labor force, as the opportunities for such persons to obtain work in other plants are relatively small. Thus, for these two classes it is fairly certain that the annual earnings emanate almost entirely from the industry in question. Less reliance can be placed on the data for those whose work extended during 6 months and over and least for those who worked any part of the year.

(2) The data for a given establishment cover only those employees working in 1935 who appeared on the pay roll during the month of August 1936. As a result, the survey does not include employees working any part of 1935, who left the employ of the plant during 1935 or the first 7 months of 1936.² However, an experiment has shown that the inclusion of all who worked in 1935 does not materially affect the results.

(3) The number of months during which an employee worked by no means indicates the actual number of hours worked by him during the year. The amount of time worked during a pay-roll period varies in the shipbuilding industry, especially with the shifting of occupations as different parts of a vessel are completed. Thus, an employee is credited here with having worked during a pay-roll period even if he worked only a very short time. In other words, the number of pay-roll periods (which were later translated into months) over which work was spread can be used largely for the purpose of classifying the employees according to the extent to which they may be considered regular workers in a plant.

² This procedure was followed by the Bureau in order to eliminate the necessity of using a separate schedule and punch card for the annual data, which would also make it difficult to correlate the latter information with that covering wages and hours during August 1936.

(4) In 1935 neither employment nor pay rolls in private shipyards were up to normal, but it should be remembered that they had been on the increase since the low point in 1933.³ It should also be noted that both navy and private shipyards were engaged in 1935 primarily in the building of naval vessels. A rising trend in employment and pay rolls was probably also found in the navy yards, because of the expanding naval program of the United States Government.

*Navy Yards*⁴

The data obtained included annual earnings, number of pay-roll periods worked, annual leave (vacations), and sick leave. In 1935, all Government employees, as well as those in navy yards, were allowed 15 days of annual leave with pay. They were also allowed up to 30 days of sick leave with pay. Information was obtained from the navy yards at Portsmouth (N. H.), New York (Brooklyn), Philadelphia, Norfolk, Charleston, Mare Island (San Francisco, Calif.) and Puget Sound (Bremerton, Wash.). Information on number of pay-roll periods worked, however, was not available in ready form for the New York and Mare Island navy yards. No annual figures were obtained for the navy yard in Boston.

Employment in navy yards is relatively stable, as table 1 indicates. Of the total number of employees covered in the August 1936 survey in all navy yards except Boston, New York, and Mare Island, who worked any part of 1935, 63.6 percent were employed throughout the year and 73.3 percent during 9 months and over.

The most stable employees in the navy yards are the supervisory workers, 95.2 percent of whom were employed throughout the year and 99.1 percent for 9 months or more. The planning and estimating employees came next, while strangely enough the unskilled workers occupied third position. They were followed by the drafting employees and skilled workers. The least stable part of the labor force was

³ The following figures, compiled by the Bureau's Division of Employment Statistics and covering the entire shipbuilding industry, show the situation as regards employment and pay rolls since 1923, using 1923-25 as a base or 100.

	<i>Employment</i>	<i>Pay rolls</i>
1923.....	114.5	112.8
1924.....	93.2	94.9
1925.....	92.3	92.3
1926.....	97.4	100.9
1927.....	101.3	108.3
1928.....	79.5	85.0
1929.....	101.3	109.7
1930.....	107.3	113.5
1931.....	83.0	76.8
1932.....	66.7	54.1
1933.....	56.8	42.1
1934.....	74.6	58.9
1935.....	82.4	68.8
1936.....	103.9	95.5
1937.....	111.0	113.2

⁴ See article on "Earnings and Hours in United States Navy Yards," in October 1938 Monthly Labor Review (p. 854).

composed of the semiskilled workers and apprentices. Of the semi-skilled workers, 56.2 percent were employed throughout the year and 65.8 percent for 9 months or more. The respective figures for apprentices were 44.2 and 70.5 percent.

TABLE 1.—Percentage Distribution of Navy Yard Employees¹ by Length of Work Period and by Occupational Group, 1935²

Group of employees	Length of period over which work was extended			
	12 months	9 months and over	6 months and over	Any part of the year
All employees.....	63.6	73.3	82.6	100.0
Drafting employees.....	70.7	78.0	80.0	100.0
Planning and estimating employees.....	82.4	90.4	92.2	100.0
Supervisory employees.....	95.2	99.1	99.4	100.0
Skilled workers.....	63.0	73.0	82.3	100.0
Semiskilled workers.....	56.2	65.8	77.4	100.0
Unskilled workers.....	72.1	79.4	92.0	100.0
Apprentices.....	44.2	70.5	76.0	100.0

¹ Not including those at New York and Mare Island.

² Covers only those employees working any part of 1935 who appeared on the pay roll in August 1936.

All employees whose work extended over 12 months in all navy yards covered above (i. e., except New York and Mare Island) averaged \$1,909 in 1935. (See table 2.) Of their total number, only 5.9 percent earned less than \$1,200, and 11.2 percent received \$2,400 and over (table 3). Hence, there were 82.9 percent paid between \$1,200 and \$2,400, one-third of the total (33.9 percent) earning between \$1,200 and \$1,800 and nearly one-half (49.0 percent) between \$1,800 and \$2,400.

The average annual earnings of all employees whose work was spread over 9 months or more amounted to \$1,861. Of the total number in this class, 8.1 percent earned under \$1,200 and 9.9 percent \$2,400 and over. More than one-third (35.5 percent) were paid between \$1,200 and \$1,800 and 46.5 percent received between \$1,800 and \$2,400, so that a total of 82.0 percent were found in the classes between \$1,200 and \$2,400.

For all workers employed during 6 months and over, the average annual earnings were \$1,768. Of this group, 15.1 percent were paid less than \$1,200 and 8.8 percent \$2,400 and over, thus leaving 76.1 percent earning between \$1,200 and \$2,400.

Lastly, the average annual earnings of all employees who worked any part of the year were \$1,556.

In terms of annual earnings, the highest paid groups of the navy-yard workers were the supervisory, planning and estimating, and drafting employees. For those whose work extended throughout the year, the average annual earnings were \$2,792 for supervisory, \$2,542 for planning and estimating, and \$2,519 for drafting employees. Taking the workers who were employed 9 months and over, the respective averages were \$2,770, \$2,483, and \$2,466. It should be remembered,

however, that each of these averages covers a number of occupations, which vary considerably in hourly earnings and consequently in annual earnings. This is indicated by the fact that more than one modal concentration appears in the distributions of annual earnings for each of these groups.

TABLE 2.—Average Annual Earnings of Employees in Navy Yards in 1935

Kind of employees	Employees whose work extended over—				
	12 months	9 months and over	6 months and over	Any part of the year	Any part of the year— All navy yards covered in survey, including New York and Mare Island
	All navy yards covered in survey except New York and Mare Island				
<i>Number of employees</i>					
All employees.....	9, 837	11, 331	12, 766	15, 461	24, 286
Drafting employees.....	382	421	432	540	974
Planning and estimating employees.....	276	303	309	335	474
Supervisory employees.....	517	538	540	543	907
Skilled workers.....	5, 789	6, 707	7, 567	9, 193	14, 375
Semiskilled workers.....	1, 911	2, 238	2, 633	3, 402	5, 208
Unskilled workers.....	853	918	1, 063	1, 156	1, 900
Apprentices.....	129	206	222	292	448
<i>Average annual earnings</i>					
All employees.....	\$1, 909	\$1, 861	\$1, 768	\$1, 556	\$1, 561
Drafting employees.....	2, 519	2, 466	2, 442	2, 427	2, 308
Planning and estimating employees.....	2, 542	2, 483	2, 462	2, 407	2, 492
Supervisory employees.....	2, 792	2, 770	2, 766	2, 756	2, 712
Skilled workers.....	2, 047	2, 006	1, 913	1, 671	1, 670
Semiskilled workers.....	1, 415	1, 384	1, 297	1, 077	1, 065
Unskilled workers.....	1, 212	1, 192	1, 128	1, 064	1, 131
Apprentices.....	875	797	770	642	685

Skilled workers who were employed throughout the year averaged \$2,047. Of this group, hardly any received less than \$1,200, about one-sixth (16.3 percent) between \$1,200 and \$1,800, nearly four-fifths (78.2 percent) between \$1,800 and \$2,400, and 5.4 percent between \$2,400 and \$3,000. The skilled employees whose work extended during 9 months and over averaged \$2,006. The distribution for this class was less than 1 percent under \$1,200, one-fifth (21.0 percent) between \$1,200 and \$1,800, nearly three-fourths (73.7 percent) between \$1,800 and \$2,400, and 4.7 percent between \$2,400 and \$2,800.

Semiskilled workers who were employed during 12 months had an average of \$1,415, or over \$600 less than that reported for skilled workers. Of the semiskilled employees, all but 1.6 percent earned between \$1,000 and \$1,800, 90.0 percent received between \$1,200 and \$1,600, and slightly more than one-half (50.9 percent) were paid between \$1,400 and \$1,600. The average annual earnings of the semiskilled employees whose work extended during 9 months and over amounted to \$1,384. As regards the distribution, all but 3.6 percent

were paid between \$1,000 and \$1,800, and 84.2 percent earned between \$1,200 and \$1,600.

Unskilled workers who were employed throughout the year showed an average of \$1,212, or about \$200 less than that for semiskilled workers. For the unskilled employees, 13.0 percent earned between \$600 and \$1,000, and 9.8 percent were paid between \$1,400 and \$1,600, the remainder (77.2 percent) receiving between \$1,000 and \$1,400. Nearly one-half (48.8 percent) earned between \$1,200 and \$1,400. The unskilled employees whose work extended during 9 months and over averaged \$1,192. Of this group, 16.6 percent earned between \$400 and \$1,000, 8.9 percent between \$1,400 and \$1,600, and 74.5 percent between \$1,000 and \$1,400.

The skilled, semiskilled, and unskilled workers are each seemingly more homogeneous groups than the other groups of navy-yard employees. This may be seen from the fact that the distributions covering the former are in most instances concentrated largely in one group.

The lowest annual earnings were reported for apprentices, as those who were employed during 12 months averaged only \$875. Outside of 1.5 percent, their individual annual earnings ranged from \$600 to \$1,400, with the primary concentration (55.4 percent) in the class of \$800 and \$1,000. For apprentices whose work extended during 9 months and over, the average annual earnings were \$797. Outside of 1.9 percent, the spread for this group was also from \$600 to \$1,400. The distribution of the latter, however, differs from that of the former in that the largest concentration (50.3 percent) appears in the class of \$600 and \$800. This shift is probably due to the taking on of a number of first-year apprentices in the early part of 1935, who had become second-year apprentices at the time the survey was made in August 1936.

TABLE 3.—Percentage Distribution of Navy-Yard Employees According to Annual Earnings in Yards Covered in 1935

Annual earnings	Percent of employees whose work extended over specified period							
	All employees				Drafting employees			
	12 months	9 months and over	6 months and over	Any part of the year ¹	12 months	9 months and over	6 months and over	Any part of the year ¹
Under \$200.....				3.7				0.8
\$200 and under \$400.....		(²)	0.2	3.6				.7
\$400 and under \$600.....	(²)	0.1	.6	5.2				2.3
\$600 and under \$800.....	0.6	1.3	3.1	5.4				1.0
\$800 and under \$1,000.....	1.8	2.2	4.6	5.2		0.2	0.7	1.6
\$1,000 and under \$1,200.....	3.5	4.5	6.6	6.6		.5	.7	1.4
\$1,200 and under \$1,400.....	12.9	13.2	13.8	11.4	1.0	2.4	3.0	3.6
\$1,400 and under \$1,600.....	15.0	14.9	14.2	12.0	8.4	9.5	9.3	8.7
\$1,600 and under \$1,800.....	6.0	7.4	6.8	5.6	15.5	14.7	14.8	10.9
\$1,800 and under \$2,000.....	10.7	11.5	10.2	7.5	9.9	9.5	9.5	9.7
\$2,000 and under \$2,200.....	25.3	23.1	20.6	14.5	3.7	4.1	4.1	4.8
\$2,200 and under \$2,400.....	13.0	11.9	10.5	10.5	6.0	5.7	5.6	6.7
\$2,400 and under \$2,600.....	4.8	4.3	3.8	4.1	14.4	14.9	14.6	15.2
\$2,600 and under \$2,800.....	2.3	2.0	1.8	1.7	3.4	3.3	3.4	4.2
\$2,800 and under \$3,000.....	1.3	1.2	1.0	1.0	11.5	10.5	10.2	7.5
\$3,000 and over.....	2.8	2.4	2.2	2.0	26.2	24.7	24.1	20.9
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

See footnotes at end of table.

TABLE 3.—Percentage Distribution of Navy-Yard Employees According to Annual Earnings in Yards Covered in 1935—Continued

Annual earnings	Percent of employees whose work extended over specified period							
	Planning and estimating employees				Supervisory employees			
	12 months	9 months and over	6 months and over	Any part of the year ¹	12 months	9 months and over	6 months and over	Any part of the year ¹
Under \$200.....				0.2				
\$200 and under \$400.....				.4				
\$400 and under \$600.....				.7				
\$600 and under \$800.....				.4				0.1
\$800 and under \$1,000.....				.4				.3
\$1,000 and under \$1,200.....			0.3	.4	0.2	0.2	0.2	1.0
\$1,200 and under \$1,400.....		0.3	1.3	.9				2.1
\$1,400 and under \$1,600.....		2.3	2.6	1.9	.4	.4	.4	1.2
\$1,600 and under \$1,800.....	1.1	3.0	3.2	2.1	1.3	1.3	1.6	1.6
\$1,800 and under \$2,000.....	12.7	13.5	13.3	9.1	3.5	3.7	3.7	4.2
\$2,000 and under \$2,200.....	6.9	6.6	6.5	4.8	5.6	7.0	7.1	5.2
\$2,200 and under \$2,400.....	10.1	10.3	10.0	10.3	14.9	15.1	15.0	14.0
\$2,400 and under \$2,600.....	19.2	18.1	17.8	17.8	13.9	14.3	14.2	14.1
\$2,600 and under \$2,800.....	26.4	24.4	24.0	28.0	23.8	23.1	23.0	20.4
\$2,800 and under \$3,000.....	17.1	15.6	15.2	18.0	6.8	6.5	6.5	8.7
\$3,000 and over.....	6.5	5.9	5.8	4.6	29.6	28.4	28.3	27.1
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Annual earnings	Skilled workers				Semiskilled workers			
Under \$200.....				2.9				8.0
\$200 and under \$400.....				2.9		(²)	0.1	6.6
\$400 and under \$600.....			0.1	4.4		0.1	1.6	8.9
\$600 and under \$800.....			.3	3.8	0.2	.5	6.4	8.4
\$800 and under \$1,000.....	(²)	0.1	1.8	4.5	.7	2.3	7.7	5.7
\$1,000 and under \$1,200.....	0.1	.5	4.5	6.6	5.3	9.4	9.4	6.0
\$1,200 and under \$1,400.....	1.6	2.7	5.6	4.7	39.1	38.6	33.0	21.2
\$1,400 and under \$1,600.....	6.8	8.0	8.7	6.6	50.9	45.6	38.8	32.3
\$1,600 and under \$1,800.....	7.9	10.3	9.5	7.6	3.1	2.8	2.4	2.3
\$1,800 and under \$2,000.....	16.3	17.7	15.7	11.3	.6	.6	.5	.4
\$2,000 and under \$2,200.....	41.9	38.0	33.6	23.7	.1	.1	.1	.2
\$2,200 and under \$2,400.....	20.0	18.0	16.0	16.0				
\$2,400 and under \$2,600.....	5.0	4.3	3.9	4.4				(²)
\$2,600 and under \$2,800.....	.3	.4	.3	.5				
\$2,800 and under \$3,000.....	.1	(²)	(²)	.1				
\$3,000 and over.....				(²)				
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Annual earnings	Unskilled workers				Apprentices			
Under \$200.....				2.2				4.9
\$200 and under \$400.....			0.6	1.6		1.0	6.7	18.7
\$400 and under \$600.....		0.5	3.4	5.0	0.7	.4	.9	8.2
\$600 and under \$800.....	2.4	3.9	8.8	8.2	26.2	50.3	47.6	32.1
\$800 and under \$1,000.....	10.6	12.2	14.8	10.4	55.4	37.7	34.9	23.4
\$1,000 and under \$1,200.....	28.4	27.3	24.0	15.3	3.1	1.9	1.8	3.8
\$1,200 and under \$1,400.....	48.8	47.2	40.7	47.8	13.0	8.2	7.7	7.8
\$1,400 and under \$1,600.....	9.8	8.9	7.7	9.3				.9
\$1,600 and under \$1,800.....				(²)	.8	.5	.4	.2
\$1,800 and under \$2,000.....				.2				
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

¹ Includes New York and Mare Island, which reported annual earnings but not the amount of time worked during the year.

² Less than 1/10 of 1 percent.

Private Shipyards ⁵

Annual data were obtained from 7 of the 8 private shipyards on the Atlantic coast covered in the August 1936 survey.

As pointed out previously, both employment and pay rolls in the entire private shipbuilding industry showed, on the whole, a steady rise throughout 1935 and 1936. Nevertheless, a goodly proportion of the labor force in the 7 yards covered here was stable during that period. Taking the total number of workers covered in August 1936 in these yards, who worked any part of 1935, 44.8 percent were employed over 12 months and 69.5 percent during 9 months and over.

TABLE 4.—Percentage Distribution of Employees in Private Shipyards and Navy Yards on Atlantic Coast, by Length of Work Period and by Occupational Group, 1935 ¹

Kind of employees	Length of period over which work was extended							
	Private shipyards				Navy yards			
	12 months	9 months and over	6 months and over	Any part of the year	12 months	9 months and over	6 months and over	Any part of the year ²
All employees ³	44.8	69.5	80.4	100.0	60.6	70.3	80.4	100.0
Drafting employees.....	57.3	77.0	83.0	100.0	66.3	72.9	75.5	100.0
Supervisory employees ⁴	71.4	93.2	95.9	100.0	94.1	98.9	99.2	100.0
Skilled workers.....	47.9	72.3	82.8	100.0	60.1	70.1	80.1	100.0
Semiskilled and unskilled workers.....	36.7	62.3	74.9	100.0	58.1	67.4	80.0	100.0
Apprentices.....	31.6	57.4	74.2	100.0	47.8	67.1	74.9	100.0

¹ Covers only those employees working any part of 1935 who appeared on the pay roll in August 1936.

² Exclusive of New York Navy Yard.

³ Exclusive of masters and planning and estimating employees.

⁴ Exclusive of masters.

As in the case of navy yards, the persons having the longest period of employment in private shipyards in 1935 were the supervisory employees. Thus, 71.4 percent of their number worked throughout the year and 93.2 percent during 9 months and over. Following the supervisory employees, the order for the remaining occupational groups was drafting employees, skilled workers, semiskilled workers, with the unskilled workers and apprentices having the least employment. For unskilled workers, 32.3 percent were employed throughout the year and 56.1 percent during 9 months and over. The respective figures for apprentices were 31.6 and 57.4 percent.

The average annual earnings of all employees whose work extended over 12 months amounted to \$1,500 (table 5). According to the distribution in table 6, only 3.3 percent of the workers received less than \$800, with 11.0 percent being paid \$2,000 and over. This leaves 85.7 percent whose earnings ranged all the way from \$800 to \$2,000. Between these limits, it will be seen that one-fourth of the total (25.3

⁵ See article on "Earnings and Hours in Private Shipyards, 1936 and 1937," in September 1938 Monthly Labor Review (p. 500).

percent) were paid between \$800 and \$1,200, one-third (33.3 percent) between \$1,200 and \$1,600, and over one-fourth (27.1 percent) between \$1,600 and \$2,000.

The picture is somewhat different if the analysis is extended to all employees whose work was spread during 9 months and over. The average earnings for this group was \$1,383. Looking at the distribution, it is noted that 8.2 percent earned under \$800, and an equal proportion (8.4 percent) received \$2,000 and over. Within this range, over three-tenths (31.3 percent) were paid between \$800 and \$1,200, and a similar proportion (31.7 percent) between \$1,200 and \$1,600, and one-fifth (20.4 percent) between \$1,600 and \$2,000. In other words, 83.4 percent earned between \$800 and \$2,000.

TABLE 5.—Average Annual Earnings of Employees in Private Shipyards and Navy Yards on the Atlantic Coast in 1935

Kind of employees	Private shipyard employees whose work extended during—				Navy yard employees whose work extended during—				
	12 months	9 months and over	6 months and over	Any part of the year	12 months	9 months and over	6 months and over	Any part of the year, New York Navy Yard—	
								Ex-cluded	In-cluded
<i>Number of employees</i>									
All employees ¹	7,493	11,609	13,431	16,707	6,964	8,073	9,235	11,483	16,054
Drafting employees.....	256	344	371	447	279	307	318	421	765
Supervisory employees ²	880	1,149	1,183	1,233	353	371	372	375	566
Skilled workers.....	3,772	5,699	6,528	7,882	4,283	4,995	5,705	7,125	9,803
Semiskilled and unskilled workers.....	2,365	4,017	4,832	6,448	1,950	2,261	2,685	3,355	4,634
Apprentices.....	220	400	517	697	99	139	155	207	286
<i>Average annual earnings</i>									
All employees ¹	\$1,500	\$1,383	\$1,295	\$1,096	\$1,834	\$1,790	\$1,692	\$1,468	\$1,465
Drafting employees.....	2,246	2,159	2,084	1,779	2,528	2,488	2,455	2,454	2,299
Supervisory employees ²	2,082	1,997	1,965	1,900	2,587	2,568	2,566	2,552	2,504
Skilled workers.....	1,593	1,499	1,419	1,233	1,999	1,956	1,858	1,595	1,581
Semiskilled and unskilled workers.....	1,112	1,030	961	760	1,285	1,260	1,180	1,004	1,004
Apprentices.....	873	826	743	602	883	818	776	654	660

¹ Exclusive of masters and planning and estimating employees.

² Exclusive of masters.

The annual earnings of all workers who were employed during 6 months and over averaged \$1,295. Somewhat less than one-sixth (15.9 percent) received under \$800, but only 7.3 percent were paid \$2,000 and over. Over three-tenths (31.5 percent) earned between \$800 and \$1,200, over one-fourth (27.7 percent) between \$1,200 and \$1,600, and over one-sixth (17.6 percent) between \$1,600 and \$2,000.

Including all employees who worked any part of the year, the average is \$1,096. About one-third (32.3 percent) received less than \$800, and only 5.8 percent earned \$2,000 and over. This leaves a little over three-fifths (61.9 percent) receiving between \$800 and

\$2,000, with the largest concentration, embracing less than one-half of the total (47.7 percent), occurring between \$800 and \$1,600.

TABLE 6.—Percentage Distribution of Employees in Private Shipyards and Navy Yards on Atlantic Coast, by Annual Earnings in 1935

Annual earnings	Percent of employees whose work extended during—							
	12 months		9 months and over		6 months and over		Any part of the year	
	Private ship-yards	Navy yards	Private ship-yards	Navy yards	Private ship-yards	Navy yards	Private ship-yards	Navy yards ¹
<i>All employees</i> ²								
Under \$200.....					(³)		7.3	4.5
\$200 and under \$400.....			(³)	(³)	0.7	0.2	8.2	4.1
\$400 and under \$600.....	0.1		1.2	0.1	4.5	.9	7.1	5.8
\$600 and under \$800.....	3.2	0.8	7.0	1.4	10.7	3.7	9.7	5.9
\$800 and under \$1,000.....	10.1	2.1	13.9	2.7	15.0	5.1	12.1	5.9
\$1,000 and under \$1,200.....	15.2	5.0	17.4	6.0	16.5	8.2	13.3	8.4
\$1,200 and under \$1,400.....	15.0	16.5	15.8	16.5	13.9	16.7	11.2	13.2
\$1,400 and under \$1,600.....	18.3	11.6	15.9	11.8	13.8	11.2	11.1	9.3
\$1,600 and under \$1,800.....	17.2	6.6	13.2	7.9	11.4	7.1	9.1	5.8
\$1,800 and under \$2,000.....	9.9	11.9	7.2	12.8	6.2	11.2	5.1	8.2
\$2,000 and under \$2,200.....	4.6	29.3	3.5	26.4	3.1	23.1	2.4	15.7
\$2,200 and under \$2,400.....	2.4	9.0	1.8	8.0	1.5	7.0	1.3	7.1
\$2,400 and under \$2,600.....	1.2	3.0	.9	2.7	.8	2.4	.6	2.9
\$2,600 and under \$2,800.....	1.0	1.4	.7	1.2	.6	1.0	.5	1.0
\$2,800 and under \$3,000.....	.6	.6	.6	.6	.5	.5	.4	.6
\$3,000 and over.....	1.2	2.2	.9	1.9	.8	1.7	.6	1.6
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
<i>Drafting employees</i>								
Under \$200.....							6.3	.9
\$200 and under \$400.....						.3	7.8	.8
\$400 and under \$600.....						1.0	2.5	1.6
\$600 and under \$800.....	.4		1.4		1.9		2.4	.8
\$800 and under \$1,000.....	1.9		2.4		2.7	.6	2.7	1.8
\$1,000 and under \$1,200.....	7.5		8.7	.7	9.7	1.0	8.3	1.7
\$1,200 and under \$1,400.....	3.1	.7	4.1	1.6	5.4	2.5	4.5	3.5
\$1,400 and under \$1,600.....	5.1	10.4	5.5	11.1	6.0	10.7	4.9	9.3
\$1,600 and under \$1,800.....	6.2	13.6	7.5	12.7	8.0	12.9	6.7	10.2
\$1,800 and under \$2,000.....	9.4	9.4	9.3	9.1	8.7	9.1	7.1	10.4
\$2,000 and under \$2,200.....	7.8	3.2	8.5	3.6	7.8	3.8	6.5	4.4
\$2,200 and under \$2,400.....	13.7	6.1	12.2	5.8	11.3	5.6	9.4	7.5
\$2,400 and under \$2,600.....	13.3	13.9	11.6	15.0	10.8	14.5	9.0	16.1
\$2,600 and under \$2,800.....	11.3	4.0	9.3	3.9	8.6	4.1	7.1	4.3
\$2,800 and under \$3,000.....	8.6	10.4	8.7	9.5	8.1	9.1	6.7	6.8
\$3,000 and over.....	11.7	28.3	10.5	27.0	9.7	26.1	8.1	19.9
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
<i>Supervisory employees</i> ⁴								
Under \$200.....							1.1	
\$200 and under \$400.....							1.3	
\$400 and under \$600.....						.7	1.8	
\$600 and under \$800.....	.1		.3		1.0		1.2	
\$800 and under \$1,000.....	.7		1.4		2.4		2.5	.5
\$1,000 and under \$1,200.....	1.7	.3	4.0	.3	4.5	.3	4.4	1.6
\$1,200 and under \$1,400.....	3.2		5.3		5.3		5.1	3.4
\$1,400 and under \$1,600.....	10.5	.5	13.4	.5	13.1	.5	12.5	1.9
\$1,600 and under \$1,800.....	16.5	2.0	15.7	1.9	15.2	2.2	14.6	1.6
\$1,800 and under \$2,000.....	19.8	4.3	17.5	4.6	17.0	4.5	16.3	4.8
\$2,000 and under \$2,200.....	17.3	7.9	14.7	9.7	14.3	9.7	13.7	7.0
\$2,200 and under \$2,400.....	11.6	18.7	9.8	18.8	9.5	18.8	9.2	15.9
\$2,400 and under \$2,600.....	4.7	18.4	4.5	18.6	4.4	18.6	4.2	18.1
\$2,600 and under \$2,800.....	4.4	22.7	3.9	21.6	3.8	21.5	3.7	20.3
\$2,800 and under \$3,000.....	3.0	4.5	3.3	4.3	3.1	4.3	3.0	6.5
\$3,000 and over.....	6.5	20.7	5.8	19.7	5.7	19.6	5.4	18.4
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

¹ Includes the New York Navy Yard, which reported annual earnings but not the amount of time worked during the year.

² Exclusive of masters and planning and estimating employees.

³ Less than 1/10 of 1 percent.

⁴ Exclusive of masters.

TABLE 6.—Percentage Distribution of Employees in Private Shipyards and Navy Yards on Atlantic Coast, by Annual Earnings in 1935—Continued

Annual earnings	Percent of employees whose work extended during—							
	12 months		9 months and over		6 months and over		Any part of the year	
	Private shipyards	Navy yards	Private shipyards	Navy yards	Private shipyards	Navy yards	Private shipyards	Navy yards
<i>Skilled workers</i>								
Under \$200							5.5	3.3
\$200 and under \$400					0.1		5.4	3.3
\$400 and under \$600			(3)		.8	0.1	4.8	4.7
\$600 and under \$800	(3)		0.6		4.4	.4	5.7	4.4
\$800 and under \$1,000	0.7	(3)	4.0	0.1	8.4	2.2	7.1	5.7
\$1,000 and under \$1,200	5.1	0.1	11.8	.7	12.8	5.2	10.6	8.3
\$1,200 and under \$1,400	17.3	2.1	20.9	3.5	18.8	6.6	15.6	5.4
\$1,400 and under \$1,600	28.6	8.3	25.7	9.7	22.4	9.8	18.6	7.4
\$1,600 and under \$1,800	28.2	9.2	21.8	11.3	19.0	10.2	15.7	8.1
\$1,800 and under \$2,000	13.9	18.2	10.3	19.6	9.0	17.3	7.5	12.2
\$2,000 and under \$2,200	4.6	46.9	3.7	41.8	3.3	36.6	2.6	24.9
\$2,200 and under \$2,400	1.1	12.7	.9	11.1	.7	9.7	.7	10.2
\$2,400 and under \$2,600	.4	2.4	.2	2.1	.2	1.8	.1	2.3
\$2,600 and under \$2,800	.1	.1	.1	.1	.1	.1	.1	.2
\$2,800 and under \$3,000	(2)		(3)		(3)		(3)	.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
<i>Semiskilled and unskilled workers</i>								
Under \$200					(3)		10.1	8.4
\$200 and under \$400			.1	(3)	.9	.3	11.9	5.7
\$400 and under \$600	.3		2.6	.4	9.2	2.9	10.5	8.8
\$600 and under \$800	6.2	1.2	14.4	2.0	19.4	9.0	14.6	9.1
\$800 and under \$1,000	26.8	5.2	30.9	7.1	27.0	11.0	20.4	7.9
\$1,000 and under \$1,200	37.0	17.2	30.5	19.4	25.5	16.7	19.1	11.0
\$1,200 and under \$1,400	18.2	53.4	13.8	50.4	11.5	42.7	8.6	32.9
\$1,400 and under \$1,600	7.7	21.7	5.2	19.4	4.3	16.3	3.2	14.5
\$1,600 and under \$1,800	2.9	.9	2.0	.9	1.7	.8	1.2	1.1
\$1,800 and under \$2,000	.7	.4	.4	.4	.4	.3	.3	.5
\$2,000 and under \$2,200	.1		.1	(3)	.1	(3)	.1	.1
\$2,200 and under \$2,400	.1		(3)		(3)		(3)	
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
<i>Apprentices</i>								
Under \$200							12.3	1.7
\$200 and under \$400				.7	9.1	9.0	19.8	25.2
\$400 and under \$600			5.3		15.7	.7	11.9	11.9
\$600 and under \$800	40.5	31.3	48.0	48.2	38.8	44.5	28.9	31.1
\$800 and under \$1,000	40.4	48.5	31.2	36.7	24.4	32.9	18.2	18.9
\$1,000 and under \$1,200	15.5	4.0	13.3	2.9	10.3	2.6	7.6	3.5
\$1,200 and under \$1,400	3.6	16.2	2.2	11.5	1.7	10.3	1.3	7.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

³ Less than 1/10 of 1 per cent.

The highest annual earnings in private shipyards were reported for drafting and supervisory workers, no figures having been obtained for planning and estimating employees. Taking those whose work extended throughout the 12 months, the average was \$2,246 for drafting and \$2,082 for supervisory employees. The respective figures for the workers employed during 9 months and over were \$2,159 and \$1,997.

Skilled workers employed throughout the year averaged \$1,593. Hardly any of them received less than \$800, and only 5.8 percent were paid between \$800 and \$1,200. There were 6.2 percent earning \$2,000

and over. The great majority of employees, namely 88.0 percent, received between \$1,200 and \$2,000, with 56.8 percent being concentrated between \$1,400 and \$1,800. The average annual earnings of skilled employees who worked during 9 months and over amounted to \$1,499. Less than 1.0 percent of this group received under \$800, and 15.8 percent earned between \$800 and \$1,200, which may be compared with 4.9 percent being paid \$2,000 and over. This leaves 78.7 percent earning between \$1,200 and \$2,000, with two-thirds (68.4 percent) receiving between \$1,200 and \$1,800.

Semiskilled workers who were employed 12 months had an average of \$1,204, which is almost \$400 less than the figure shown for skilled workers. Of the semiskilled employees, only 1.3 percent were paid under \$800, and 5.6 percent earned \$1,600 and over. Hence, there were 93.1 percent receiving between \$800 and \$1,600, but more than two-thirds of the total (67.4 percent) were paid between \$1,000 and \$1,400. Those whose work extended during 9 months and over averaged \$1,121. As many as 8.3 percent earned under \$800, and 4.0 percent received \$1,600 and over. Nearly four-fifths of the total (79.6 percent) were paid between \$800 and \$1,400, and 8.1 percent earned between \$1,400 and \$1,600.

The average annual earnings of unskilled workers who were employed throughout the year amounted to \$1,014, which is nearly \$200 less than the semiskilled average. Of the unskilled workers, 11.9 percent received under \$800, and 13.3 percent earned \$1,200 and over, so that three-fourths (74.8 percent) were found between the limits of \$800 and \$1,200. The average of those whose work extended during 9 months and over was \$938. Of this group, over one-fourth (26.0 percent) were paid less than \$800, and almost one-tenth (9.4 percent) received \$1,200 and over, which means that nearly two-thirds (64.6 percent) earned between \$800 and \$1,200.

The average annual earnings of apprentices who were employed 12 months was \$873. Of their number, four-fifths (80.9 percent) earned between \$700 and \$1,000, and the remaining one-fifth (19.1 percent) received between \$1,000 and \$1,400. Taking the apprentices whose work was spread during 9 months and over, the average amounted to \$826. Nearly four-fifths (79.2 percent) earned between \$600 and \$1,000, but only 15.5 percent were paid between \$1,000 and \$1,400, the remaining 5.3 percent earning between \$400 and \$600.

*Comparison Between Navy and Private Shipyards*⁶

As in the case of hourly earnings and weekly hours and earnings, comparability between the annual data of navy and private shipyards may be easily attained. Geographical comparability is achieved by using only the figures covering navy yards on the Atlantic Coast. For

⁶ See article on "Wages and Hours in Private and Government Shipyards" in November issue of Monthly Labor Review (pp. 1055-1073).

annual earnings and number of months worked during the year, the navy yards included are Portsmouth (N. H.), Philadelphia, Norfolk, and Charleston. In comparing the data for all employees who worked any part of the year, the navy-yard figures also include New York, for which information on the number of pay-roll periods worked were not available in ready form. Likewise, occupational comparability is obtained by excluding from the navy-yard figures masters and planning and estimating employees, which groups are not covered in the data for private shipyards. Lastly, since the line drawn between semi-skilled and unskilled workers differs between the two types of yards, any comparison must be based on the two groups of workers combined.

A comparison of annual earnings between navy and private shipyards shows that in practically all cases the former exceeded the latter. This is true of all employees of the various occupational groups used, and of the selected occupations.

For all employees who worked throughout the year, the average annual earnings in navy yards exceeded those in private shipyards by \$334. A comparison of the two distributions indicates that, while 42.6 percent of the workers in navy yards earned under \$1,800, there were as many as four-fifths (79.1 percent) in that classification in private shipyards. Conversely, the number of employees earning \$1,800 and over constituted 57.4 percent in navy yards, as against 20.9 percent in private shipyards.

The difference in favor of navy yards over private shipyards, amounting to \$407, was even greater for employees whose work extended during 9 months and over. According to the respective distributions, the number of employees paid less than \$1,800 was 46.4 percent in navy yards, as against 84.4 percent in private shipyards.

For employees who worked during 6 months and over, the average annual earnings in navy yards were higher than in private yards by \$397. Of this group, while 53.1 percent of the navy-yard employees earned under \$1,800, there were 86.5 percent below that limit in private shipyards.

The excess in the navy average over that in private shipyards covering drafting employees amounted to \$282 for those who were employed throughout the year. It becomes progressively higher as the coverage is increased to include employees whose work was spread over a smaller number of months. Thus, the difference was \$329 for those whose work extended during 9 months and over, \$371 for those whose work extended during 6 months and over, and \$675⁷ for those who worked any part of the year.

The highest differences in favor of navy yards over private shipyards in average annual earnings are shown for the supervisory employees, and here also the amount increases as the coverage is

⁷ Based on data excluding the New York Navy Yard.

expanded to include employees whose work was spread over a smaller number of months. The differences amounted to \$505 for those who were employed throughout the year, \$571 for those whose work extended during 9 months and over, \$601 for those whose work extended during 6 months and over, and \$652⁷ for those who were employed any part of the year.

For skilled workers, the difference in favor of the navy yards, covering those who worked throughout the 12 months, amounted to \$406 on the average. Comparing the two distributions, whereas only one-fifth (19.7 percent) of the total earned under \$1,800 in navy yards, the number found in private shipyards was four-fifths (79.9 percent). The difference in the averages of navy yards and private shipyards for those whose work extended during 9 months and over was \$457. Only one-fourth (25.3 percent) of this group earned less than \$1,800 in navy yards, which may be compared with 84.8 percent in private shipyards.

The margin in average annual earnings in the navy yards over those in private shipyards for semiskilled and unskilled workers combined amounted to \$173 for those who were employed throughout the year. According to respective distributions, 23.6 percent of them received under \$1,200, which may be compared with seven-tenths (70.3 percent) in private shipyards. The difference in the average was \$230 for those whose work extended during 9 months and over. On the basis of the respective distributions, 28.9 percent of the navy-yard employees were paid under \$1,200, as against 78.5 percent in private shipyards.

As regards apprentices, there was very little difference in average annual earnings between navy yards and private shipyards. This was especially true of those who worked throughout the year and those whose work extended during 9 months or more.

Table 7 presents average annual earnings in navy yards and private shipyards for a number of selected occupations. It should be remembered, however, that the occupational designations according to which the employees were classified in this table are those under which they worked during the month of August 1936. No doubt there have been numerous promotions from lower to higher types of work, so that the occupational designation in August 1936 may not necessarily have been the one under which the employee worked in 1935. Nevertheless, this factor does not greatly affect the comparability of the data between navy yards and private shipyards, since a policy of promotion is followed in each branch of the industry.

Comparing the average annual earnings between navy and private shipyards for the selected occupations, it is found that the former exceeded the latter in all but two instances.

⁷ Based on data excluding the New York Navy Yard.

TABLE 7.—Average Annual Earnings of Employees in Private Shipyards and Navy Yards on the Atlantic Coast, Selected Occupations, in 1935

Occupation	Private shipyards							
	Employees whose work extended during—							
	12 months		9 months and over		6 months and over		Any part of the year	
	Number of employees	Average annual earnings	Number of employees	Average annual earnings	Number of employees	Average annual earnings	Number of employees	Average annual earnings
Drafting employees:								
Draftsmen, chargemen ..	22	(1)	25	\$2,956	25	\$2,956	25	\$2,956
Draftsmen, checkers.....	23	(1)	24	(1)	24	(1)	24	(1)
Draftsmen.....	176	\$2,289	236	2,256	256	2,184	320	1,808
Draftsmen, junior, and tracers.....	35	1,234	59	1,204	66	1,142	78	998
Skilled workers:								
Blacksmiths.....	39	1,516	51	1,469	54	1,444	56	1,410
Boilermakers.....	63	1,640	97	1,538	103	1,505	109	1,440
Coppersmiths.....	42	1,763	68	1,607	84	1,489	115	1,169
Electricians.....	177	1,525	301	1,437	430	1,285	593	1,040
Joiners.....	59	1,604	122	1,391	155	1,260	217	977
Loftsmen.....	76	1,678	84	1,664	86	1,647	98	1,509
Machinists.....	1,056	1,601	1,523	1,518	1,701	1,452	2,026	1,275
Molders and coremakers.....	56	1,797	93	1,668	97	1,638	100	1,606
Painters.....	96	1,437	217	1,261	273	1,163	376	907
Patternmakers.....	71	1,850	110	1,791	111	1,783	113	1,760
Pipefitters.....	138	1,507	265	1,411	315	1,330	416	1,084
Riveters.....	33	1,602	58	1,428	70	1,332	94	1,090
Sheet-metal workers.....	205	1,610	323	1,495	418	1,365	553	1,122
Shipfitters.....	320	1,663	436	1,587	482	1,515	530	1,408
Shipwrights.....	122	1,587	231	1,452	246	1,414	291	1,244
Tool and die makers and sinkers.....	45	1,644	52	1,622	54	1,599	65	1,417
Welders, electric.....	363	1,605	536	1,528	601	1,457	747	1,234
Welders, gas.....	41	1,608	45	1,600	47	1,569	52	1,455
Semiskilled workers:								
Holders-on.....	36	1,206	62	1,122	71	1,066	96	844
Unskilled workers:								
Laborers.....	276	880	565	781	667	737	862	616

¹ Less than 25 employees; no averages are computed.

TABLE 7.—Average Annual Earnings of Employees in Private Shipyards and Navy Yards on the Atlantic Coast, Selected Occupations, in 1935—Continued

Occupation	Navy yards									
	Employees whose work extended during—									
	12 months		9 months and over		6 months and over		Any part of the year—			
	Number of employees	Average annual earnings	Number of employees	Average annual earnings	Number of employees	Average annual earnings	Excluding New York Navy Yard		Including New York Navy Yard	
Number of employees							Average annual earnings	Number of employees	Average annual earnings	
Drafting employees:										
Draftsmen, chargemen	22	(¹)	23	(¹)	23	(¹)	31	\$4,062	47	\$4,133
Draftsmen, checkers	60	\$3,166	64	\$3,159	65	\$3,152	81	3,208	96	3,215
Draftsmen	173	2,257	194	2,221	201	2,196	268	2,221	565	2,100
Draftsmen, junior, and tracers	24	(¹)	26	1,461	29	1,440	41	1,264	57	1,211
Skilled workers:										
Blacksmiths	57	1,945	61	1,934	65	1,884	70	1,800	88	1,777
Boilermakers	110	2,050	129	1,996	138	1,940	146	1,871	214	1,903
Coppersmiths	45	2,071	54	2,013	62	1,898	79	1,601	127	1,620
Electricians	370	2,144	387	2,136	420	2,057	500	1,806	640	1,851
Joiners	105	2,079	119	2,056	131	1,984	141	1,888	174	1,945
Loftsmen	65	2,179	76	2,122	78	2,096	86	1,976	125	2,044
Machinists	1,166	2,037	1,321	2,003	1,522	1,899	2,043	1,566	2,751	1,500
Molders and coremakers	101	2,259	119	2,196	136	2,082	161	1,838	198	1,891
Painters	113	2,038	144	1,991	175	1,856	192	1,733	231	1,783
Patternmakers	59	2,460	66	2,408	80	2,253	97	2,001	124	2,101
Pipefitters	80	2,128	114	2,067	131	1,978	175	1,626	225	1,641
Riveters	17	(¹)	23	(¹)	25	1,839	33	1,521	55	1,382
Sheet-metal workers	235	2,108	281	2,055	320	1,953	439	1,528	568	1,527
Shipfitters	235	1,965	281	1,917	343	1,770	414	1,565	692	1,531
Shipwrights	111	2,072	123	2,055	159	1,858	197	1,608	289	1,644
Tool and die makers and sinkers	61	2,247	84	2,160	106	1,978	133	1,741	150	1,729
Welders, electric	247	1,974	319	1,894	358	1,819	483	1,494	690	1,516
Welders, gas	49	1,981	61	1,942	66	1,885	68	1,855	129	1,779
Semiskilled workers:										
Holders-on	16	(¹)	21	(¹)	22	(¹)	32	1,113	46	994
Unskilled workers:										
Laborers	668	1,166	733	1,147	858	1,083	935	1,018	1,247	1,092

¹ Less than 25 employees; no average computed.

A number of factors account for the higher annual earnings in navy over private shipyards in 1935: (1) The hourly earnings were considerably higher in navy yards as compared with private shipyards in that year. (2) Navy yards had a longer workweek than private shipyards because in 1935 the latter were still working under N. R. A. contracts limiting the maximum hours to 36. (3) The navy yards in 1935 allowed 15 days' vacation and up to 30 days' sick leave with full pay, whereas in private shipyards, with but a few exceptions, if a worker stayed away on account of sickness or vacation, he was compelled to do it without pay. (4) Because of the fact that for navy yard workers civil-service examination is required before hiring, there is apt to be considerably less labor turn-over in navy yards than in private shipyards.

WAGES IN JAPAN, 1937 AND 1938¹

AVERAGE daily wages in various industries in Japan in February 1938 ranged from 0.58 yen² for female matchmakers to 4.11 yen for workers in open-hearth furnaces. Average wages in the following occupations were among the highest for manual workers: Rollers in bar mills, 3.37 yen; off-shore stevedores, 3.04 yen; grinding-machine operators, 2.94 yen; blacksmiths, 2.90 yen; sugar-refinery workers, 2.88 yen; and wooden-pattern makers, 2.87 yen.

Employment in Factories and Mines

For the purpose of comparing the number of workmen in the various industries in the early part of 1938 with the number employed before the outbreak of the "China incident," the number of workmen employed on the last working day of January 1937 may be taken as 100. On this basis, as shown in table 1, by the last working day of February 1938 the number of workers in factories and mines in Japan had increased during the preceding 13 months in all industries except printing and bookbinding. Although employment in the peace-time industries had increased about 5 or 6 percent, in the munitions and related industries employment had increased more than 25 percent—machinery, 59.4 percent; vehicles (primarily motor vehicles), 42.2 percent; tools and instruments, 33.9 percent; and ship-building, 26.4 percent.

Artificial fertilizer, because of its close connection with the chemical industry and nitrogen fixation, may also be considered a munitions industry. The increase in the number of workers in this industry amounted to 26.3 percent. The only other industry which showed approximately as great an increase was the medicine industry, with an increase of 21.3 percent; and this industry may, of course, have a close relationship to military operations.

Figures for employment in Government factories are available only up to the end of September 1937. On that date they showed increases, as compared with January 1937—a period of 8 months—as follows: Textiles and dyeing, 76 percent; machines and tools, 44 percent; chemicals, 109 percent; food and drink, 1.5 percent; and others, 80 percent. Later figures, if available, would doubtless show a further considerable increase.

¹ Data are from reports of W. Garland Richardson, vice consul, Tokyo; C. H. Stephan, vice consul, Nagoya; Walter P. McConaughy, consul, Kobe; Ivan B. White, vice consul, Yokohama; and William T. Turner, consul, Dairen (Kwangtung Leased Territory).

² Average exchange rate of yen in February 1938=29.04 cents.

TABLE 1.—Workers in Factories and Mines in Japan, First 2 Months of 1937 and 1938

Industry	Number of workers ¹				Percent Febru- ary 1938 was of Janu- ary 1937
	1937		1938		
	January	February	January	February	
Private factories.....	1, 251, 205	1, 276, 638	1, 445, 429	1, 465, 260	117. 1
Spinning.....	216, 579	218, 342	221, 889	219, 287	101. 2
Weaving.....	161, 321	162, 642	164, 758	164, 812	102. 2
Dyeing.....	32, 991	33, 250	33, 629	33, 576	101. 8
Braiding and knitting.....	18, 219	13, 454	13, 868	14, 061	106. 4
Machinery.....	112, 460	114, 144	172, 604	179, 260	159. 4
Shipbuilding.....	63, 469	64, 927	78, 680	80, 232	126. 4
Vehicles.....	26, 603	26, 972	34, 385	37, 839	142. 2
Tools and instruments.....	56, 483	57, 513	73, 985	75, 621	133. 9
Metalwork.....	121, 978	123, 326	154, 881	157, 316	129. 0
Cement, glass, pottery.....	45, 691	46, 279	49, 935	49, 605	108. 6
Paper.....	23, 592	24, 058	25, 404	25, 608	108. 5
Medicine.....	18, 819	19, 273	22, 310	22, 812	121. 3
Rubber.....	18, 357	18, 703	19, 105	19, 048	103. 8
Artificial fertilizer.....	14, 694	14, 827	18, 322	18, 564	126. 3
Food and drinks.....	29, 224	29, 322	31, 804	31, 739	108. 6
Printing and bookbinding.....	23, 247	23, 564	22, 985	22, 974	98. 8
Timbering and woodwork.....	15, 930	15, 952	16, 713	17, 050	107. 0
Miscellaneous.....	159, 026	162, 436	186, 671	180, 035	113. 2
Silk reeling.....	97, 522	107, 654	103, 501	106, 992	109. 7
Government factories ¹	119, 590	119, 924	.....	.....	.....
Textiles and dyeing.....	723	704	.....	.....	.....
Machines and tools.....	85, 941	86, 452	.....	.....	.....
Chemicals.....	3, 752	3, 761	.....	.....	.....
Food and drinks.....	20, 308	20, 186	.....	.....	.....
Others.....	8, 866	8, 821	.....	.....	.....
Mines (Government and private).....	187, 617	189, 948	218, 304	220, 408	117. 5
Metalliferous mining.....	41, 553	42, 333	48, 098	48, 508	116. 7
Coal mining.....	142, 677	144, 251	166, 851	168, 679	118. 2
Crude-petroleum producing.....	3, 387	3, 364	3, 355	3, 321	98. 1

¹ On last day of month.

Wages in Industry

Average wages per day in February 1938 and the number of working days per month and the average daily hours are presented in table 2. The changes in wages from February 1937 to February 1938 were most striking for male hosiery knitters—an advance of 23.0 percent.

The wages of male hatters showed an increase of 19.4 percent; of rollers in bar mills, 18.7 percent; of female hosiery knitters, 17.9 percent; of male confectioners 14.7 percent; and of male canners, 13.5 percent.

Among the occupations for which relatively large wage reductions were reported for the period specified were female silk hand weavers, male hand textile printers, and oil pressers. The wage decreases in these occupations were respectively, 9.4, 6.0, and 3.4 percent.

TABLE 2.—Average Daily Wages in Japan in February 1938, by Occupations¹

[Average exchange rate of yen February 1938=29.04 cents]

Industry and occupation	Average daily wage		Working days per month ²		Average daily hours	
	February 1938	Percent of change, February 1937 to February 1938	February 1938	Percent of change, February 1937 to February 1938	February 1938	Percent of change, February 1937 to February 1938
	Yen				Hrs. Min.	
Textiles:						
Silk reelers, female.....	0.69	+4.5	25.2	+5.9	9 57	+0.5
Cotton-yarn spinners, female.....	.75	+5.6	25.0	-3.5	8 30	-0.6
Silk-thread spinners, female.....	.73	+5.8	26.4	-0.8	8 52	+0.2
Woolen-yarn spinners, female.....	.82	+5.1	25.5	-1.2	9 2	+5.9
Rayon-yarn makers, male.....	1.37	+10.5	25.8	+2.0	9 1	.0
Cotton-yarn throwers, female.....	.75	+2.7	25.5	-1.5	9 3	.0
Silk throwers, female.....	.65	+4.8	23.9	+3.5	9 42	-2.0
Cotton weavers, power, female.....	.73	+4.3	25.7	-0.8	9 11	-0.2
Silk weavers, power, female.....	.81	-3.6	24.2	-0.4	9 45	+7.9
Silk weavers, hand, female.....	1.15	-9.4	24.0	-0.4	9 38	+9.9
Rayon weavers, power, female.....	.82	-2.4	25.8	-0.4	10 2	-0.2
Wool weavers, power, female.....	.93	+5.7	25.3	+8.1	9 5	-2.7
Scourers and bleachers, male.....	1.75	+7.4	25.1	-3.1	11 1	+4.4
Textile printers, machine, male.....	1.76	-2.8	24.1	-4.0	10 59	-0.5
Textile printers, hand, male.....	1.88	-6.0	25.2	.0	9 33	+5.5
Finishers, male.....	1.56	+4.0	24.3	-2.8	10 25	-0.3
Hosiery knitters, male.....	1.50	+23.0	25.6	-1.5	10 27	+3.1
Hosiery knitters, female.....	.79	+17.9	24.4	-6.2	9 58	+1.9
Metal:						
Open-hearth-furnace workers.....	4.11	+9.9	25.4	-1.9	11 57	+4.4
Founders.....	2.65	+6.0	24.1	-4.0	11 6	+6.6
Rollers, bar mill.....	3.37	+18.7	23.6	-4.5	11 25	+8.6
Gilders.....	1.97	+8.2	24.2	-6.6	10 2	-2.4
Machines and instruments:						
Blacksmiths.....	2.90	+9.4	24.7	-2.4	11 15	+3.4
Wooden-pattern makers.....	2.87	+11.7	24.2	-6.2	10 56	-0.2
Lathe men.....	2.75	+6.6	24.6	-2.0	11 25	+2.4
Milling men.....	2.64	+1.9	22.7	-8.5	10 36	-3.9
Grinding-machine operators.....	2.94	-0.7	25.9	-2.3	11 33	+1.6
Welders.....	2.71	+5.0	24.5	-0.8	11 19	+2.4
Riveters.....	2.63	+9.6	23.6	-4.1	11 14	+5.1
Assemblers.....	2.80	+5.7	23.6	-1.7	11 25	+3.8
Finishers.....	2.52	-1.9	24.1	-5.1	11 5	-0.6
Ceramics:						
Cement makers.....	2.25	+10.3	25.0	-5.3	10 54	+8.6
Glass makers.....	1.75	+6.1	25.4	-2.7	9 52	+1.4
Potters.....	1.64	+3.8	24.6	-0.4	9 16	-0.7
Brickmakers (shapers).....	1.44	+9.9	23.2	+0.9	8 47	-5.4
Tile makers (shapers).....	1.50	-2.6	22.0	-4.3	9 10	+2.0
Chemicals:						
Sulphuric-acid workers.....	2.26	+6.6	28.1	.0	11 12	+3.1
Matchmakers, male.....	1.28	+4.9	23.0	-1.7	9 16	-2.5
Matchmakers, female.....	.58	+5.5	21.5	-2.3	9 12	-2.5
Paper, Japanese, makers, male.....	1.59	+5.3	24.4	-6.2	10 54	-0.1
Paper, foreign, makers, male.....	1.85	+3.9	26.7	-0.7	11 7	-0.9
Ammonium-sulphate factory workers.....	2.31	+6.5	26.4	-8.7	10 51	+2.2
Soap-factory workers, male.....	1.66	+3.8	26.6	+3.1	9 52	+0.3
Leather makers.....	2.82	+12.8	23.8	-7.4	10 2	+6.5
Oil pressers.....	2.01	-3.4	26.3	+2.3	10 17	-5.5
Foodstuffs:						
Flour millers.....	2.00	+9.3	26.1	-5.4	11 2	+5.1
Sake-brewery workers.....	1.65	+8.6	28.1	+4.9	10 12	+0.5
Beer-brewery workers.....	2.65	+11.3	26.9	-1.1	10 43	+1.9
Soy-brewery workers.....	1.53	+4.1	26.3	-3.0	8 50	.0
Sugar-refinery workers.....	2.88	+12.1	23.2	-10.4	10 31	+8.0
Confectioners, male.....	1.64	+14.7	25.6	-1.9	9 43	+0.7
Canners, male.....	1.43	+13.5	23.5	-4.5	10 18	+5.5
Clothing:						
Tailors, foreign-style clothes, male.....	1.81	+7.7	25.0	+5.5	10 18	+9.0
Hatters, male.....	1.60	+19.4	25.2	+2.4	9 50	+1.0
Shoemakers.....	2.06	+12.6	24.4	+0.8	10 37	+7.1
Clog (<i>geta</i>) makers.....	1.55	+2.0	23.5	+0.9	10 10	.0
Sawing and furniture:						
Sawyers.....	1.66	+5.7	23.5	-2.9	9 25	-1.1
Joiners.....	2.04	+10.9	24.8	.0	9 45	-4.1
Lacquers.....	1.70	-1.7	25.8	+2.8	9 41	-0.7
Mat (<i>tatami</i>) makers.....	1.92	+6.1	23.6	+7.3	9 9	+2.6

¹ Source: Chingin Tokai Geppo (Monthly Statistics of Wages), published by the Department of Commerce and Industry.

² February being a 28-day month, an adjustment must be made in the figures for the number of working days. Figures for January, however, would be equally or more misleading, owing to the large number of holidays of one sort or another in January.

TABLE 2.—Average Daily Wages in Japan in February 1938, by Occupations—Con.

Industry and occupation	Average daily wage		Working days per month		Average daily hours	
	February 1938	Percent of change, February 1937 to February 1938	February 1938	Percent of change, February 1937 to February 1938	February 1938	Percent of change, February 1937 to February 1938
Printing and bookbinding:	<i>Year</i>				<i>Hrs. Min.</i>	
Compositors.....	2.29	0.0	25.5	0.0	10 56	-1.4
Bookbinders.....	1.82	+6	24.6	-2.0	10 50	-2.5
Building:						
Carpenters.....	2.26	+8.7	(3)	-----	(3)	-----
Plasterers.....	2.49	+8.7	(3)	-----	(3)	-----
Stonemasons.....	2.74	+7.9	(3)	-----	(3)	-----
Roofing-tile layers.....	2.85	+11.3	(3)	-----	(3)	-----
Reinforced-concrete workers.....	2.18	+11.2	(3)	-----	(3)	-----
Bricklayers.....	2.68	+6.8	(3)	-----	(3)	-----
Painters.....	2.34	+7.3	(3)	-----	(3)	-----
Stevedores and day laborers:						
Stevedores, shore.....	2.31	+10.0	25.7	-4	10 49	+1.1
Stevedores, offshore.....	3.04	+13.4	21.0	-6.7	11 3	+3.3
Day laborers, male.....	1.50	+9.5	(3)	-----	(3)	-----
Day laborers, female.....	.85	+9.0	(3)	-----	(3)	-----

The increases and decreases in the preceding table are those occurring in the money wages. The index number of *real wages* (i. e., wages divided by retail prices) in Japan proper, based on the year April 1934 to March 1935 was 86.0 in February 1938, as compared to 89.6 in February 1937 and 93.4 in the same month in 1936, as shown in table 3.

TABLE 3.—Index Numbers of Wages, Wholesale Prices, Retail Prices, and Real Wages in Japan, January 1936 to February 1938¹

[Year, April 1934 to March 1935=100]

Year and month	Indexes of—			Index of real wages	
	Wages	Wholesale prices	Retail prices	Wages divided by wholesale prices	Wages divided by retail prices
<i>1936</i>					
January.....	99.5	101.7	105.3	97.8	94.5
February.....	100.3	101.5	107.4	98.8	93.4
March.....	101.2	101.9	107.9	99.3	93.8
April.....	100.9	102.4	108.7	98.5	92.8
May.....	100.2	102.0	107.4	98.2	93.3
June.....	100.9	102.5	104.4	98.4	96.6
July.....	100.2	103.9	104.9	96.4	95.5
August.....	99.7	104.9	106.2	95.0	93.9
September.....	100.9	105.2	106.2	95.9	95.0
October.....	101.3	105.2	105.5	96.3	96.0
November.....	102.9	107.1	105.4	96.1	97.6
December.....	104.4	113.4	108.8	92.1	96.0
<i>1937</i>					
January.....	101.5	123.8	115.9	82.0	87.6
February.....	103.4	123.7	115.4	83.6	89.6
March.....	105.4	127.2	114.6	82.9	92.0
April.....	106.2	130.2	117.0	81.6	90.8
May.....	107.1	127.7	117.1	83.9	91.5
June.....	107.7	125.8	116.0	85.6	92.8
July.....	107.6	126.7	116.2	84.9	92.6
August.....	106.7	126.2	116.9	84.5	91.3
September.....	107.5	127.7	119.0	84.2	90.3
October.....	108.9	128.5	118.8	84.7	91.7
November.....	109.3	131.0	119.0	83.4	91.8
December.....	111.1	132.9	121.7	83.6	91.3
<i>1938</i>					
January.....	109.4	135.5	124.5	80.7	87.9
February.....	110.4	139.5	128.3	79.1	86.0

¹ Source: Chingin Tokei Geppo (Monthly Statistics of Wages) published by Department of Commerce and Industry.

Supplementary payments.—It is the universal custom in Japan to make special payments to employees at the beginning of the year and at the O-Bon festival in July. These payments vary considerably in amount, ranging from 10 days' or 2 weeks' wages to several months' wages. In general, the bonus bears a fairly close relation to the business condition of a company. If the company is earning large profits, the bonus is correspondingly large; if the profits are small, the bonus is also small. Practically never, however, is the bonus omitted entirely.

Social-insurance contributions.—Social-insurance contributions are enforced only in those enterprises to which the factory law is applicable, namely, those employing 10 or more workmen. In the United States such a limit would include most factories and most employees, but in Japan there are great numbers of workers who are unaffected by the law. In the case of the health-insurance law, the worker's contribution is from 2 to 3 percent of his salary. The employer must contribute an equal amount.

Overtime.—Information regarding payment for overtime, by occupation and industry, is not available.

WAGES IN NAGOYA

Table 4 shows wages in the Nagoya consular district, December 1937, for some occupations not included in tables 2 and 3. The hours in these selected occupations range from 8 to 11 per day. In some cases the difference between lowest and highest wages in certain occupations was very great. For example, the range for bicycle makers was 0.61 to 9.31 yen; for iron workers from 2.17 to 12.50 yen; and for boilermakers from 1.48 to 7.67 yen.³

TABLE 4.—Daily Wages in the Nagoya Consular District, December 1937¹

[Average exchange rate of yen December 1937=29.08 cents]

Occupation ²	Working hours per day	Wages per day		
		Ordinary	Highest	Lowest
		Yen	Yen	Yen
Bakers ³	10	1.30	2.96	1.00
Bicycle makers.....	10	2.02	9.31	.61
Boilermakers.....	10	2.67	7.67	1.48
Clockmakers.....	9½	2.68	3.63	1.99
Clog makers, wooden ³	10	2.30	3.45	1.84
Clog makers, thong ³	10	2.00	3.00	1.20
Decorators, pottery and glass.....	10	2.65	4.58	1.30
Electricians.....	9½	1.69	3.81	.80
Folding-fan makers, male.....	11	1.90	3.80	1.40
Folding-fan makers, female.....	11	1.10	2.00	.60
Iron workers.....	11	4.25	12.50	2.17
Lantern makers, male.....	10	1.20	1.90	.80
Lantern makers, female.....	10	.40	.80	.15
Lithographers.....	9½	2.30	3.00	1.30
Machine and tool finishers.....	10	2.52	7.24	1.44
Musical-instrument makers.....	10	2.56	3.80	1.75
Rope makers.....	12	1.50	2.35	1.20
Tobacco makers, male.....	8	2.91	4.28	1.67
Tobacco makers, female.....	8	1.19	2.01	.78
Toy makers.....	12	1.30	1.80	.45
Type setters.....	9½	2.30	2.60	1.30
Weavers, cotton, hand, female.....	10	.73	.85	.42

¹ Source: Nagoya Chamber of Commerce, Monthly Report of Economic Statistics for January 1938.² Where sex is not indicated, the workers are men.³ Receive allowances and other perquisites in addition to wages.⁴ Average exchange rate of yen in December 1937=29.08 cents.

Textile industry.—Mills are generally closed on the 1st and the 15th of each month, while some mills close 4 days a month. Many mills are decreasing working hours as a result of depressed industrial conditions; consequently, there is no overtime. Holidays are not paid for.

Bonuses, amounting to from 10 to 20 percent of the wages during the year, are paid semiannually. Likewise, wage increases are made semiannually.

Dormitories are provided free for both male and female employees; and from 10 to 15 sen (100 sen=1 yen) for female employees and from 15 to 20 sen per day for male employees is deducted from wages for board, the companies bearing the major portion of the actual costs. Houses at minimum rents are provided for married employees.

Food is sold at minimum prices. Certain mills supply uniforms below cost. Medical attention is supplied at minimum rates. Companies usually provide sick rooms, with physicians, pharmacists, and nurses in attendance.

Recreational facilities are provided for employees for games and sports, and annual field days are held by the companies. Some mills have employees' clubs, equipped with billiard tables, ping-pong tables, chess, checkers, and other indoor games. Free lessons in sewing and manual arts are given to female employees. Libraries and occasional lectures are provided.

WAGES IN KOBE

Current wages in various occupations in Kobe in July 1938 are shown in table 5.

TABLE 5.—Average Daily Wages and Hours in Kobe, July 1938

[Average exchange rate of yen in July 1938=28.72 cents]

Occupation	Average daily wages		Working hours per day
	Highest	Lowest	
	Yen	Yen	
Camphor refiners.....	2.00	0.85	9
Chemical-factory workers.....	1.50	.60	10
Farm hands.....	.80	.80	-----
Straw weavers.....	.75	.40	(1)
Rubber-factory workers, male.....	2.10	.95	10
Rubber-factory workers, female.....	1.15	.45	10
Shipbuilders.....	6.55	1.70	10
Steel-mill workers.....	3.65	1.55	10

¹ Home work.

WAGES AND WORKING CONDITIONS IN YOKOHAMA

Since the beginning of 1937, wage rates in Yokohama have been subject to a number of important influences. An understanding of these factors is essential to a proper interpretation of such statistical data as are available concerning recent wage trends in Yokohama. These recent developments are the sharp rise in retail prices which

occurred in the last months of 1936 and the first part of 1937; worker movements to obtain higher wages in the first 6 months of 1937; the abandonment of collective efforts to obtain higher wages, following the beginning of the "China incident" in July 1937; dislocations in labor supply arising from armament preparations in the first part of 1937, and from the expansion in the heavy industries and contraction in the export industries which followed that period.

Wage trends in Yokohama have been influenced by the fact that employment in its industrial area has in recent years been predominantly in the heavy industries. Employment in the armament industries in the period from July 1935 to July 1937 increased 77.82 percent. In contrast to this rapid expansion, the number of workers in the consumers' goods industries increased during the same period only 18.3 percent. As a result of this trend, by July 1937, of the total factory workers (58,229),⁴ 44,112 were employed in the armament industries.

Although employers in recent months have successfully resisted the pressure for a higher wage scale, they have, in a measure, assisted in increasing the actual wage received by the worker.

This increase in total wages has resulted from longer hours of employment, from year-end bonuses, and from the payment of "temporary wages." This temporary wage, which has been adopted extensively in Yokohama industries in the past year, is a sum equal to from 2 to 10 percent of the basic wage. The wage granted is an amount stated by the employer to be equal to the actual increase in living costs since 1936.

Wage Trends in Heavy Industries

Recently, small increases in wage rates and sharp increases in actual wages in the heavy industries have been granted. This trend is not fully reflected in statistical data, because of the large labor turn-over which has developed since hostilities opened. There has been since July 1937 a substantial withdrawal of male industrial workers from industry into the military services. Although there has been a sharp variation in the number of workers called to the services as between different industrial organizations, there is indicated a movement of workers to the army and navy which amounts to 10 or 11 percent of total employees. The result of this movement has been that these skilled workers have been replaced by less skilled workers at lower wages.

It is also indicated that although increases in wages in the skilled classifications might amount to 20 percent, this trend would not be reflected in statistical reports. The skilled worker in the heavy in-

⁴ Total number employed in factories subject to Japanese factory law (i. e., factories employing more than 10 persons).

dustries who has continued his employment since hostilities commenced is receiving a substantially larger money income.

This sharp upward trend in wages for skilled workers is a reflection of increased labor demands from the armament industries, and of a scarcity of available skills. According to an investigation made by the Yokohama Chamber of Commerce, the shortage of skilled laborers in 23 factories in the prefecture amounted to 12,000, a figure which becomes significant when it is noted that employees in the local armament industries in July 1937 totaled only 44,112. The upward wage trend has been partially controlled by joint efforts of employers to reduce competitive bidding for workers and by governmental control over labor organizations and movements.

Working Hours

Since the beginning of 1937 there has been little increase in working hours, but actual worker income has been increased by the payment of temporary wages. Total wages have not increased as rapidly as prices, and there has been further impairment of living standards. As respects individual family units, some families have probably offset this trend by a larger number of individual members of the family finding employment.

Based on available statistics of factory employment in Yokohama, a typical worker who in March 1936 was receiving 100 yen monthly, would in March 1938 be receiving 111.22 yen. He would be receiving his income at approximately the same basic wage, but would be working longer hours. If in March 1936 he had been spending all of his 100 yen income on retail purchases, it would now require 131.08 yen to purchase the same quantity of goods. Statistics are not available for bonus payments in either period.

Wages in Agriculture and Fisheries

According to the agricultural section of the Kanagawa (Yokohama) prefectural government, current wages for farm labor in the early part of 1938 were from 1.30 to 2.00 yen per day for males, and from 1.00 to 1.30 yen per day for females. In addition to wages, employers furnished two meals per day.

According to the Kanagawa Fishery Association, Yokohama, fishermen in the coast fisheries were paid 25.00 to 30.00 yen per month. In addition, fishermen were given 1 sho (about 3.33 pounds) of rice per day and fish for meals while working. Employers also granted fishermen a certain percentage of the total catch. This usually amounted to 20.00 to 30.00 yen per month.

Wages in Selected Occupations

In table 6 wages in Yokohama in March 1937 and March 1938 are recorded for some occupations not included in the wage statistics

given in tables 2 and 3. The only occupations for which any change in wages in March 1938 compared with March 1937 is shown are dyes, Japanese-furniture makers, and paper hangers.

TABLE 6.—Basic Wages Paid in Yokohama, March 1937 and March 1938, by Occupation

[Average exchange rate of yen in March 1937=28.49 cents and in March 1938=28.86 cents]¹

Occupation	Unit of payment	Wages in March—	
		1938	1937
		Yen	Yen
Cabinetmakers.....	Day.....	2.30	2.30
Confectioners (foreign cake).....	Month.....	40.00	40.00
Confectioners (Japanese cake).....	do.....	35.00	35.00
Copper-kettle makers.....	Day.....	2.30	2.30
Dyers.....	Month.....	45.00	40.00
Fancy-goods makers.....	Day.....	2.20	2.20
Goldsmiths.....	do.....	2.70	2.70
Japanese-furniture makers.....	do.....	2.50	2.30
Laundrymen.....	Month.....	40.00	40.00
Paper hangers.....	Day.....	2.50	2.20
Roofing layers.....	do.....	2.20	2.20
Ship carpenters.....	do.....	2.80	2.80
Turners for porcelain ware.....	do.....	2.80	2.80
Vehicle makers.....	do.....	1.50	1.50

¹ Based on figures published in the Monthly Report of Economic Statistics in Yokohama.

Wages of Nonmanual Workers

A large number of nonmanual workers in Yokohama are employed in foreign-trade firms. As costs of doing business in the export trade have a direct, although secondary, relationship to Japan's competitive position in world markets, the following outline is given of a survey of wage practices in the employment of nonmanual workers.

Entrance salaries, clerical employees:	Monthly salary (yen)
University graduates.....	65-70
College graduates.....	50-60
Middle-school graduates.....	35-40
Automatic wage increases for—	
Clerks earning less than 100 yen per month:	
University graduates.....	1 5
College graduates.....	1 5
Middle-school graduates.....	1 4
Clerks earning more than 100 yen per month:	
University graduates.....	2 10
College graduates.....	3 10
Middle-school graduates.....	2 7

¹ Annual increase.

² Granted every 2 years.

³ Granted every 2½ years.

These automatic increases are subject to interruption in periods of business recession.

Special Payments and Deductions

The pattern of employer-employee relationships in Yokohama has been largely worked out by individual companies with a minimum of

governmental direction or regulation. Labor organizations have not been strong enough to establish minimum standards for overtime payments and bonuses.

Because of this lack of standardized practice it is impossible to obtain statistical data which would indicate the average of such payments. In general it can be said that payments in addition to basic wages are more liberal in the large companies than in smaller concerns. The amount of bonus payments varies with the net earnings of individual companies. In periods of business recession bonuses are frequently eliminated altogether. The year 1937 was an exceptionally profitable one for most companies and bonus payments were large.

Supplementary payments.—The wide variation in payments made in addition to basic payments is indicated by the following reports received from three organizations: "Bonuses in 1937 averaged 4 percent of the total pay roll"; "a worker who has been employed for more than 2 years receives a bonus of 4 months' wages on June 30 and a year-end bonus of 5 months' wages"; "the year-end bonus is in an amount equal to wages for 30 or 45 days."

Bonuses in 1937 were in most cases on a large enough scale to raise the annual income of the worker materially above the level indicated by statistical data.

Overtime payments.—One factory (Government) reported that it paid for overtime work at regular rates unless the overtime period exceeded 4 hours, in which case a day's wages were paid.

A private factory reported that it paid 20 percent of a day's wages for each hour of overtime work to clerical employees. Business firms did not generally pay overtime unless such work exceeded several hours.

Temporary wages.—The practice of meeting increased costs of living by paying temporary wages became prevalent in 1937 (see p. 1415). The average amount of such increases granted by companies surveyed would probably be equal to 7 or 8 percent of the basic wage.

Deductions from wages.—Deductions from wages are customarily made in a sum large enough to finance sickness benefits. One private factory deducts 1 percent of the worker's wage for this purpose. A Government factory deducts one twenty-fourth of the worker's wage for health insurance.

Most of the larger companies also maintain mutual relief associations. Some of these are financed partially by the employer. One company reported that it deducted 1 yen monthly from the employee's wage. A Government factory deducts one twenty-fourth of the worker's total wage for the mutual assistance fund.

Retirement allowances and pensions.—The larger firms have adopted retirement-allowance or pension systems for managerial and clerical employees. Some firms have extended retirement-allowance provisions to manual workers, but in these cases both contributions and

benefits are smaller than for nonmanual employees. No statistics are available which would indicate average practices for retirement-allowance deductions and payments. It is apparent, however, that some effort has been made by employers to give workers a measure of security. This trend is noted in the extreme disinclination of employers to release regular employees under any circumstances.

WAGES IN KWANGTUNG LEASED TERRITORY

Factory and labor laws in the Kwangtung Leased Territory are extremely limited in scope. Most of the heavy labor in the Territory is performed by Chinese, and the Government has not seen fit to enact in their favor safeguards comparable to those protecting workmen in Japan proper. What control there is over hours of labor, earnings, and contributions is exercised through the broad powers conferred upon the police to preserve public safety and welfare. In the case of Japanese workmen the police are said to enforce compliance with the factory law of Japan which, however, has no legal effect in this Territory. In the case of Chinese workmen there appears to be no official control over hours, wages, or overtime payments, and such matters seem to be left for agreement between the individual employer and employee. There is not sufficient uniformity in such agreements to warrant description.

Table 7, based on a tabulation by the Dairen Chamber of Commerce, shows wages in Dairen for Japanese and Chinese in selected occupations. The wages reported for the Japanese are in the great majority of occupations more than double those reported for the Chinese and in some occupations more than triple.

TABLE 7.—Daily Wages in Dairen, March 1938

[Average exchange rate of yen in March 1938=28.86 cents]

Occupation	Daily wages					
	Japanese			Chinese		
	Highest	Lowest	Average	Highest	Lowest	Average
	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>	<i>Yen</i>
Bricklayers.....	4.50	3.00	3.50	1.50	0.90	1.30
Plasterers.....	4.50	2.50	3.50	2.00	1.10	1.60
Painters.....	4.00	3.00	3.50	2.00	1.00	1.50
Stonecutters.....	4.00	3.00	3.50	1.50	.90	1.30
Tinsmiths.....	4.50	2.50	3.20	1.90	1.00	1.50
Cabinetmakers.....	4.00	2.50	3.20	1.90	1.00	1.50
Carpenters.....	4.00	2.50	3.20	1.90	1.00	1.50
Glassmakers.....	4.00	2.50	3.20	1.90	1.00	1.50
Roofers.....	4.00	2.50	3.20	1.90	1.00	1.50
Blacksmiths.....	4.20	1.65	2.63	2.55	.44	.92
Molders.....	4.36	1.50	2.55	1.73	.50	1.02
Type makers.....	5.78	1.50	2.77	2.65	.70	1.49
Cotton spinners, male.....	3.84	.55	2.45	1.25	.30	.51
Cotton spinners, female.....	1.60		1.60	.72	.28	.42
Casters.....	4.02	1.20	2.42	1.97	.40	.99
Cement makers.....	4.32	1.32	2.38	1.75	.36	.60
Electricians.....	4.00	1.43	2.35	1.70	.59	.99
Tailors.....	4.00	2.00	2.50	3.20	1.00	1.70
Shoemakers.....	3.00	1.00	2.00	2.00	.50	1.25
Coolies.....						.60

Labor Turn-Over

LABOR TURN-OVER IN MANUFACTURING, SEPTEMBER 1938

FOR the third consecutive month, the total hiring rate in manufacturing industries exceeded the total separation rate, according to labor turn-over reports received by the Bureau of Labor Statistics for September 1938. A slight increase was indicated in all classes of separations, however. The quit rate increased from 0.65 to 0.82 per 100 employees, and the discharge rate from 0.10 to 0.12. The lay-off rate rose from 2.33 for August to 2.62 for September; total separations from 3.08 to 3.56. The accession rate declined from 5.29 to 4.51 per 100 employees during the same period.

Although the separation rates were higher than in the preceding month, they were much lower than during September 1937. The quit rate was only one-half as high as for September 1937. The discharge rate was much lower. Lay-offs were not so numerous. Workers were hired at a considerably higher rate than a year ago.

Of the 23 industries for which separate rates are published, 11 had lower total separation rates than in August 1938 and 21 had lower total separation rates than in September 1937. The September accession rate was above that for August in 7 industries. Compared with a year ago, 16 industries showed higher accession rates.

All Manufacturing

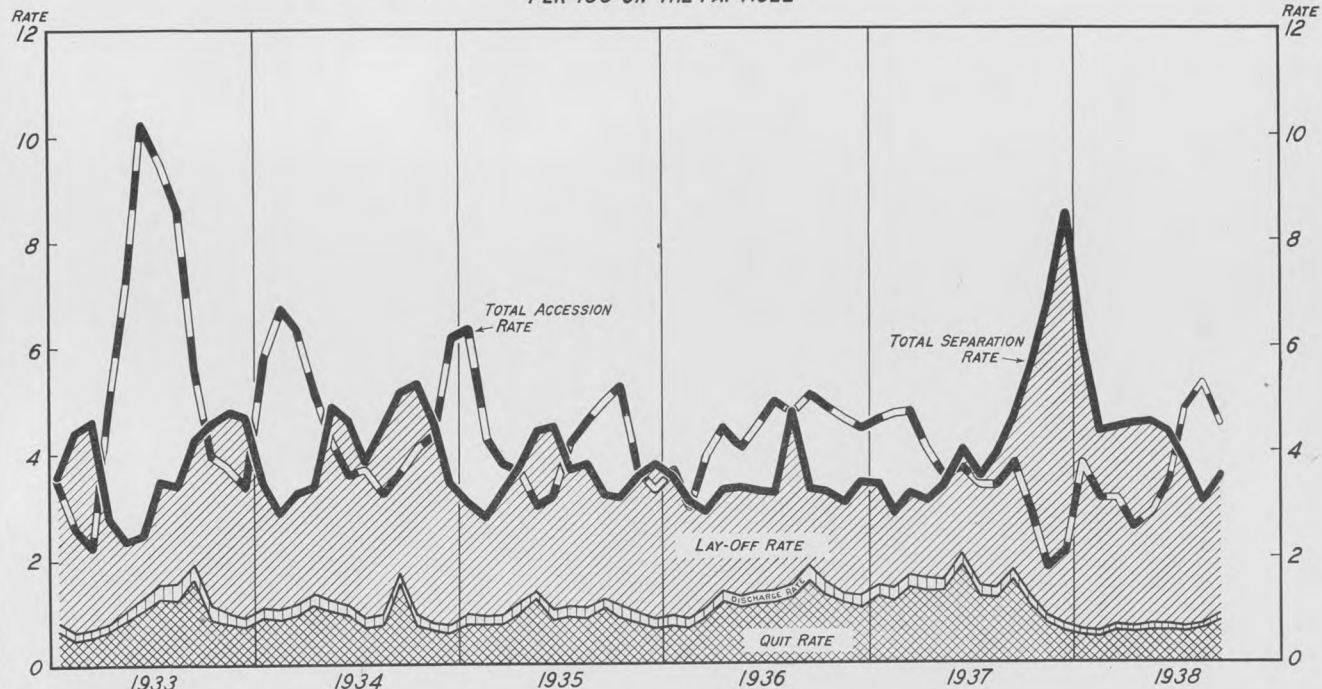
The Bureau of Labor Statistics' survey of labor turn-over covers more than 5,000 representative manufacturing establishments, which in September employed nearly 2,150,000 workers. The rates represent the number of changes in personnel per 100 employees on the pay rolls during the month.

The rates shown in table 1 are compiled from reports received from representative plants in 144 industries. In the 23 industries for which separate rates are shown (see table 2), reports were received from representative plants employing approximately 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 1937 and for the first 9 months in 1938 for manufacturing as a whole. The averages of the monthly rates for 1937 are also presented.

LABOR TURN-OVER RATES IN MANUFACTURING

PER 100 ON THE PAY ROLL



U. S. BUREAU OF LABOR STATISTICS

Labor Turn-Over

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

Class of rate and year	January	February	March	April	May	June	July	August	September	October	November	December	Average
Quit:													
1938	0.52	0.49	0.61	0.59	0.62	0.61	0.59	0.65	0.82				
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
Discharge:													
1938	.11	.11	.11	.10	.13	.11	.09	.10	.12				
1937	.21	.22	.24	.23	.21	.19	.21	.19	.19	.19	.16	.14	.20
Lay-off: ¹													
1938	5.45	3.79	3.74	3.85	3.82	3.69	3.13	2.33	2.62				
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
Total separation:													
1938	6.08	4.39	4.46	4.54	4.57	4.41	3.81	3.08	3.56				
1937	3.88	2.85	3.20	3.09	3.37	4.02	3.52	3.99	4.62	5.69	6.87	8.51	4.43
Accession:													
1938	3.78	3.13	3.13	2.58	2.84	3.44	4.81	5.29	4.51				
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

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

Twenty-Three Industries

Detailed turn-over rates for 23 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 September and August 1938 and September 1937.

TABLE 2.—Monthly Turn-over Rates (per 100 Employees) in Specified Industries

Class of rates	September 1938	August 1938	September 1937	September 1938	August 1938	September 1937	September 1938	August 1938	September 1937
	Automobiles and bodies			Automobile parts			Boots and shoes		
Quit	0.47	0.34	0.97	0.54	0.44	1.30	1.00	0.98	1.18
Discharge	.09	.05	.29	.12	.09	.26	.16	.16	.18
Lay-off	2.98	9.97	5.56	2.80	3.79	2.63	1.91	1.02	3.33
Total separation	3.54	10.36	6.82	2.96	4.32	4.19	3.07	2.16	4.63
Accession	17.85	20.50	21.04	18.32	18.20	12.15	1.82	3.59	1.16
	Brick, tile, and terra cotta			Cement			Cigars and cigarettes		
Quit	0.81	0.46	1.62	0.51	0.36	1.37	1.44	1.15	1.73
Discharge	.07	.12	.30	.13	.10	.19	.10	.14	.12
Lay-off	2.90	4.05	2.79	3.70	5.78	1.03	1.41	.55	.37
Total separation	3.78	4.63	4.71	4.34	6.24	2.59	2.95	1.84	2.22
Accession	7.29	7.34	3.09	5.47	3.10	3.07	4.05	5.75	3.17
	Cotton manufacturing			Electrical machinery			Foundries and machine shops		
Quit	1.33	1.13	1.72	0.72	0.53	1.47	0.41	0.35	1.41
Discharge	.22	.19	.19	.05	.07	.18	.06	.08	.22
Lay-off	2.25	1.78	3.58	.99	1.34	1.13	2.76	2.38	2.39
Total separation	3.80	3.10	5.49	1.76	1.94	2.78	3.23	2.81	4.02
Accession	4.49	6.17	2.29	5.09	3.41	2.59	3.05	3.61	2.72

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

Class of rates	Sep-tem-ber 1938	Au-gust 1938	Sep-tem-ber 1937	Sep-tem-ber 1938	Au-gust 1938	Sep-tem-ber 1937	Sep-tem-ber 1938	Au-gust 1938	Sep-tem-ber 1937
	Furniture			Hardware			Iron and steel		
Quit.....	0.87	0.62	4.31	0.57	0.43	1.17	0.42	0.35	1.39
Discharge.....	.20	.22	.31	.02	.07	.17	.03	.04	.09
Lay-off.....	1.52	1.72	2.68	.43	1.49	2.71	1.11	1.06	1.17
Total separation.....	2.59	2.56	7.30	1.02	1.99	4.05	1.56	1.45	2.65
Accession.....	5.73	6.07	3.42	5.68	4.28	3.25	1.82	2.16	1.92
	Knit goods			Men's clothing			Petroleum refining		
Quit.....	1.02	0.83	1.45	0.61	0.76	1.09	0.75	0.45	0.99
Discharge.....	.08	.11	.08	.07	.05	.06	.04	.05	.07
Lay-off.....	1.04	1.72	1.69	3.56	1.50	4.18	1.67	1.76	2.08
Total separation.....	2.14	2.66	3.22	4.24	2.32	5.33	2.46	2.26	3.14
Accession.....	3.50	4.36	1.84	3.40	6.81	2.68	1.30	2.52	1.64
	Printing and publishing						Radios and phono-graphs		
	Book and job			Newspapers					
Quit.....	0.48	0.58	1.35	0.23	0.33	0.54	1.03	1.11	2.18
Discharge.....	.17	.12	.20	.10	.06	.09	.12	.08	.51
Lay-off.....	3.08	2.73	2.64	1.38	1.56	1.11	1.27	2.22	2.15
Total separation.....	3.73	3.43	4.19	1.71	1.95	1.74	2.42	3.41	4.84
Accession.....	4.24	4.72	7.44	2.93	2.89	4.10	7.67	5.36	2.50
	Rayon			Rubber tires			Sawmills		
Quit.....	1.09	1.06	1.34	0.48	0.45	0.75	1.70	1.55	3.17
Discharge.....	.11	.12	.20	.04	.05	.09	.20	.22	.37
Lay-off.....	1.03	.60	3.89	.74	1.52	1.12	4.81	3.70	3.54
Total separation.....	2.23	1.78	5.43	1.26	2.02	1.96	6.71	5.47	7.08
Accession.....	3.91	6.57	1.38	3.23	6.25	1.24	5.97	7.94	4.58
	Slaughtering and meat packing			Woolen and worsted goods					
Quit.....	0.77	0.62	0.98	0.75	0.93	1.25	-----	-----	-----
Discharge.....	.12	.14	.22	.11	.09	.22	-----	-----	-----
Lay-off.....	5.46	6.00	5.82	11.10	3.83	12.12	-----	-----	-----
Total separation.....	6.35	6.76	7.02	11.96	4.85	13.59	-----	-----	-----
Accession.....	6.48	6.35	8.77	3.00	7.38	4.79	-----	-----	-----

Employment Offices

ACTIVITIES OF UNITED STATES EMPLOYMENT SERVICE, OCTOBER 1938

SIGNIFICANT betterment in job opportunities was reflected in the continued gain in placement results reported by offices of the United States Employment Service during October 1938. A new high level in monthly volume was made with 291,602 complete placements. This is the first time that the year's best placement record has been made in the fall. Normally, peak placements occur in May but during the present year successively higher totals were reported in August, September, and October.

Added evidence of the general improvement in employment opportunities throughout the country is given by the decrease to 7,743,043 in the number of job seekers registered with the Service; this was the second decline reported since peak levels were reached in August. Coupled with placements made through the Service, a sharp increase in the number of registrants whose current applications for work were canceled during the month resulted in a decline in the active file of 2.8 percent during October. The sharpest decline was shown among male registrants, where a 3.1 percent drop brought the total to 6,097,244 active job seekers. Net decreases were reported in 26 States.

A gain of 1.5 percent in daily rate of complete placements was reported in October. In addition to being the largest volume of placements for the year, for the first time since the autumn of 1937 the number of jobs filled showed no material decrease from the level of the same month 1 year earlier, a drop of only 3.9 percent being reported. The net gains in placements occurred among male registrants. An increase of 4.5 percent in the daily rate in placement of men occurred. By far the greater portion of the jobs filled were in private employment, with a volume of 207,874. This was only 1 percent below the level for October 1937 and was 20 percent above the level of October 1936. The number of jobs for men in this category was 124,173, an increase of 4.4 percent, while private placements of women numbered 83,701, a decrease of 5.2 percent. Private placements of men in jobs of regular duration numbered 51,016, or 5.3 percent over, while for women the number of such placements was 44,707, down 11.3 percent.

The offices also made 83,728 complete placements in public work.

By "complete placements" included in these reports of the public employment service are meant only those transactions in which the employment offices have made all of the essential steps involved in a complete placement. These steps include registration and classification of the applicant, the receipt of an order from an employer, the selection of the best-qualified applicant from among all available applicants, referral to the employer, and verification of the acceptance of the applicant by the employer and of the job by the applicant.

The employment offices also actively perform service in assisting in making placements which, since not all of these steps are involved, are not reflected in the normal reports of complete placements. During October 153,169 such supplemental placements were recorded by the 49 States from which reports of these activities were received, in addition to the complete placements reported above.

One and one-eighth million applications for work were received in October, 564,830 representing applicants who stated that they had not before registered at a public employment office, and 618,198 being renewals of applicants previously registered. During the month the 1,618 employment offices and 1,859 itinerant points operated under the United States Employment Service received 9,226,367 personal calls.

TABLE 1.—Summary of Operations of United States Employment Service, October 1938

Activity	Number	Percent of change from—		
		September ¹ 1938	October 1937	October 1936
Total applications.....	1,183,028	+8.1	+72.9	+55.5
New applications.....	564,830	+5.7	+94.0	+58.0
Renewals.....	618,198	+10.5	+57.3	+56.3
Total placements.....	291,602	+1.5	-3.9	-26.9
Private.....	207,874	+3	-1.1	+19.9
Public.....	83,728	+4.5	-10.0	-62.9
Active file (end of month).....	7,743,043	-2.8	+76.3	+12.3

¹ Adjusted for number of working days in month.

Employment Service placement totals for war veterans during October showed larger gains than for applicants as a whole. Total placements numbering 14,136 were up 10.1 percent in daily rate from the preceding month. The 8,157 private placements were 8.0 percent higher in daily rate compared to an increase of only 4.4 percent for men as a whole. A gain of 13 percent in daily rate of veterans placed in public employment occurred with 5,979 placements made. At the end of the month 404,328 veterans were actively registered.

TABLE 2.—Summary of Veterans' Activities, October 1938

Activity	Number	Percent of change from—		
		September ¹ 1938	October 1937	October 1936
Total applications.....	48,095	+10.4	+44.6	+18.3
New applications.....	15,811	+4	+66.8	+5.6
Renewals.....	32,284	+16.1	+35.8	+25.6
Total placements.....	14,136	+10.1	-16.0	-47.2
Private.....	8,157	+8.0	-17.6	-5.0
Public.....	5,979	+13.0	-13.8	-67.1
Active file (end of month).....	404,328	-2.6	+70.3	+7.0

¹ Adjusted for number of working days in month.

TABLE 3.—Operations of United States Employment Service, October 1938

Division and State	Placements					Field visits	Applications			Active file, Oct. 31, 1938	Personal visits
	Total	Private			Public		Total	New			
		Number	Per- cent of change from Sep-tem-ber 1	Regular (over 1 month)				Number	Per- cent of change from Sep-tem-ber 1		
United States...	291,602	207,874	+0	95,723	83,728	155,683	1,183,028	564,830	+6	7,743,043	9,226,367
New England...	15,947	11,798	+12	7,184	4,149	7,269	80,943	42,168	+11	670,537	812,007
Maine.....	1,965	864	-30	664	1,101	1,293	15,872	4,332	+37	39,170	84,529
N. H.....	2,039	1,535	-8	935	504	710	8,794	3,007	+65	36,675	45,615
Vermont....	1,114	690	-19	324	424	497	3,313	1,281	-1	17,531	14,501
Mass.....	3,961	3,246	+37	2,277	715	2,004	33,520	24,045	+12	374,892	466,272
R. I.....	1,918	1,329	+27	729	589	309	5,575	2,853	-1	72,086	86,495
Conn.....	4,950	4,134	+26	2,255	816	2,456	13,869	6,650	-3	130,183	114,595
Mid. Atlantic...	32,847	25,088	-1	12,143	7,759	18,688	238,343	118,750	+17	2,064,662	2,504,822
New York...	17,497	14,288	+9	6,009	3,209	7,854	137,183	65,314	+58	585,004	1,680,293
New Jersey..	4,647	4,209	-3	1,858	338	3,822	32,772	11,498	-8	226,436	277,153
Pa.....	10,803	6,591	-16	4,276	4,212	7,012	68,888	41,938	-11	1,253,222	747,376
E. N. Central...	46,691	36,410	-5	19,724	10,281	29,646	231,552	106,748	-4	1,715,905	1,880,057
Ohio.....	9,182	6,742	-8	3,078	2,440	9,159	53,157	19,487	-7	440,927	492,816
Indiana.....	6,618	6,123	-7	3,745	495	5,008	46,056	17,516	-17	266,376	421,092
Illinois....	13,415	11,663	-8	5,205	1,752	7,129	35,046	14,145	-15	314,126	160,549
Michigan....	9,742	7,035	+3	5,239	2,707	5,403	62,071	43,782	+10	560,006	912,658
Wisconsin...	7,734	4,847	-1	2,457	2,887	2,947	35,222	11,818	-5	134,470	192,942
W. N. Central...	31,380	18,332	-6	7,586	13,048	22,133	91,796	38,723	-5	673,440	526,242
Minnesota...	6,752	4,632	-5	2,181	2,120	9,893	20,787	9,447	-3	197,890	204,312
Iowa.....	9,148	5,123	+8	2,028	4,025	3,666	17,874	7,450	-6	97,013	171,933
Missouri....	3,611	2,586	-13	1,126	1,025	2,661	21,441	10,376	-3	205,014	52,509
No. Dakota..	2,441	1,952	-40	727	496	1,009	5,991	1,791	-27	28,225	21,510
So. Dakota..	2,119	1,013	+15	413	1,106	698	3,788	1,587	-6	38,155	14,436
Nebraska....	3,760	1,564	+4	586	2,196	2,753	8,259	2,776	-18	40,085	30,621
Kansas.....	3,642	1,462	+9	525	2,080	1,453	13,656	5,296	-35	67,058	30,921
S. Atlantic.....	38,103	21,458	-11	10,907	16,645	13,572	153,683	81,523	+2	930,202	922,345
Delaware....	1,697	1,245	-17	879	452	311	2,977	924	-13	13,558	10,812
Maryland...	3,566	2,192	-3	1,105	1,374	1,476	20,553	7,946	+7	77,241	148,662
Dist. of Col.	2,988	2,899	+8	1,294	89	146	10,941	4,929	+7	61,949	77,893
Virginia....	5,849	2,300	-41	1,383	3,549	1,647	23,146	11,254	+8	55,562	117,797
W. Virginia.	4,119	2,735	-1	1,721	1,384	2,620	16,303	6,107	-26	183,304	153,720
N. Carolina.	9,883	6,070	-20	2,944	3,813	2,545	32,993	19,775	+1	159,660	251,274
S. Carolina.	3,369	1,348	+20	537	2,021	1,210	19,992	14,976	+19	125,984	97,367
Georgia.....	5,327	2,669	+12	1,044	2,658	3,414	20,159	10,633	-6	146,914	44,714
Florida.....	1,305	0	-----	0	1,305	203	6,619	4,979	-2	106,030	20,106
E. S. Central...	19,200	10,051	-1	7,387	9,149	6,843	75,463	41,862	+15	516,307	517,130
Kentucky...	1,884	948	-11	418	936	417	11,465	4,362	-20	120,783	25,289
Tennessee...	4,994	2,759	-13	1,795	2,235	2,490	13,636	7,991	-7	144,449	228,093
Alabama....	6,946	4,355	+34	3,680	2,591	2,885	20,413	9,912	-2	165,191	147,741
Mississippi..	5,376	1,989	-25	1,494	3,387	1,051	29,949	19,597	+58	85,884	116,007
W. S. Central...	45,877	36,285	-11	11,591	9,592	32,282	133,668	64,291	+10	450,715	869,154
Arkansas...	3,983	2,834	+6	687	1,149	2,050	11,138	6,287	+23	71,790	26,730
Louisiana...	5,460	4,421	+38	3,479	1,039	2,117	19,794	10,349	+11	119,583	123,458
Oklahoma....	4,486	3,594	+12	558	892	2,611	18,679	7,781	+31	39,137	70,978
Texas.....	31,943	25,436	-19	6,867	6,512	25,504	84,057	39,874	+5	220,205	647,988
Mountain.....	31,298	25,699	+68	10,585	5,599	9,683	54,461	16,980	-9	199,431	259,849
Montana....	2,990	1,693	-14	921	1,297	1,697	5,049	1,785	+1	33,450	30,308
Idaho.....	3,708	2,925	+56	655	783	2,901	8,218	2,911	-20	18,324	58,881
Wyoming....	1,307	626	-25	311	681	353	4,272	956	-3	6,632	13,690
Colorado....	4,932	4,017	-16	857	915	1,239	10,870	3,774	-16	50,557	49,948
N. Mexico...	13,284	12,925	+387	5,902	459	1,810	12,041	1,847	-30	34,001	30,956
Arizona....	2,440	1,915	+23	1,386	545	557	5,156	3,008	+21	28,068	36,318
Utah.....	1,699	1,054	+4	250	645	515	7,240	2,178	+2	24,758	31,430
Nevada.....	818	544	-10	303	274	611	1,615	521	-13	3,621	8,318
Pacific.....	29,372	22,440	-3	8,532	6,932	15,343	121,790	52,821	+9	515,005	928,624
Washington.	2,048	1,461	-28	456	587	2,268	15,599	5,480	-1	134,076	63,819
Oregon.....	3,985	2,569	-26	1,496	1,416	2,037	14,168	7,457	+28	82,117	127,554
California...	23,339	18,410	+4	6,580	4,929	11,038	92,023	39,884	+7	298,812	737,251
Alaska.....	339	153	-1	20	186	93	587	338	+85	1,037	2,860
Hawaii.....	548	180	-5	64	388	131	742	626	-6	5,802	3,277

¹ Adjusted for number of working days in month.

TABLE 3.—Operations of United States Employment Service, October 1938—Continued

Division and State	MEN								Active file, Oct. 31, 1938
	Placements					Applications			
	Total	Private			Public	Total	New		
		Number	Percent of change from September ¹	Regular (over 1 month)			Number	Percent of change from September ¹	
United States.....	206,826	124,173	+4	51,016	82,653	869,804	386,684	+5	6,097,244
New England.....	11,062	6,983	+12	4,045	4,679	54,805	25,722	+10	476,281
Maine.....	1,446	347	-43	239	1,099	12,451	2,888	+39	31,246
New Hampshire.....	1,677	1,183	-6	699	494	6,206	1,984	+87	25,814
Vermont.....	832	408	-29	138	424	2,506	904	+2	13,764
Massachusetts.....	2,821	2,112	+64	1,503	709	21,175	14,360	+8	268,348
Rhode Island.....	1,208	667	+5	327	541	3,656	1,630	+7	46,066
Connecticut.....	3,078	2,266	+24	1,139	812	8,811	3,956	-5	91,043
Middle Atlantic.....	19,239	11,682	+1	5,775	7,557	163,394	75,312	+11	1,584,413
New York.....	10,310	7,184	+18	2,870	3,126	91,571	40,442	+50	406,162
New Jersey.....	1,610	1,275	+7	706	335	23,977	7,518	-13	177,184
Pennsylvania.....	7,319	3,223	-24	2,199	4,096	47,846	27,352	-15	1,001,067
East North Central.....	28,539	18,555	+1	9,530	9,984	171,635	74,623	-4	1,419,774
Ohio.....	5,500	3,084	+0	1,166	2,416	39,694	13,590	-7	372,052
Indiana.....	3,113	2,634	+2	1,281	479	34,512	11,229	-18	215,262
Illinois.....	7,431	5,783	-8	2,316	1,648	23,891	8,949	-19	257,156
Michigan.....	7,203	4,503	+8	3,648	2,700	47,252	32,659	+10	465,351
Wisconsin.....	5,292	2,551	+10	1,119	2,741	26,286	8,196	-6	109,953
West North Central.....	23,168	10,228	-11	3,408	12,940	69,180	26,315	-5	542,392
Minnesota.....	4,473	2,367	-2	994	2,106	15,087	6,278	-5	156,028
Iowa.....	2,889	2,893	+3	1,056	3,996	13,031	4,784	-10	76,873
Missouri.....	6,381	1,368	-9	411	1,021	15,693	6,983	0	169,864
North Dakota.....	1,689	1,204	-53	343	485	4,863	1,178	-32	22,262
South Dakota.....	1,674	584	+7	197	1,090	2,918	1,029	-5	30,422
Nebraska.....	3,090	920	+1	204	2,170	6,458	1,832	-18	32,262
Kansas.....	2,964	892	+13	203	2,072	11,130	4,231	+10	54,681
South Atlantic.....	28,353	11,812	+3	5,141	16,541	115,438	57,836	+1	721,026
Delaware.....	861	410	-15	320	451	1,930	592	-10	10,029
Maryland.....	2,771	1,397	+8	698	1,374	15,579	5,319	+3	60,695
District of Columbia.....	1,220	1,136	+12	484	84	6,763	2,699	+2	40,783
Virginia.....	4,870	1,330	-37	724	3,540	17,228	7,586	+2	41,817
West Virginia.....	2,830	1,451	-5	969	1,379	12,620	4,046	-31	157,980
North Carolina.....	7,057	3,268	+11	1,153	3,789	23,712	13,999	+8	114,398
South Carolina.....	2,952	940	+26	262	2,012	16,635	12,185	+18	100,909
Georgia.....	4,533	1,880	+36	531	2,653	15,830	7,756	-10	115,276
Florida.....	1,259	0	-----	0	1,259	5,141	3,654	-4	79,139
East South Central.....	15,455	6,356	+6	4,509	9,099	61,112	32,795	+25	418,413
Kentucky.....	1,344	411	-2	128	933	8,860	3,045	-16	97,390
Tennessee.....	3,562	1,333	-17	706	2,229	9,755	5,575	-5	114,996
Alabama.....	5,664	3,111	+39	2,538	2,553	16,074	7,299	+6	132,871
Mississippi.....	4,885	1,501	-14	1,137	3,384	26,423	16,876	+71	73,156
West South Central.....	33,540	24,042	-14	6,218	9,498	100,641	46,446	+13	359,912
Arkansas.....	2,932	1,798	-2	228	1,134	9,561	5,288	+27	61,109
Louisiana.....	3,957	2,944	+60	2,419	1,013	15,312	7,550	+22	96,233
Oklahoma.....	3,103	2,218	+16	119	885	14,039	5,987	+33	32,368
Texas.....	23,548	17,082	-24	3,452	6,466	61,729	27,621	+5	170,202
Mountain.....	25,925	20,397	+81	7,941	5,528	44,533	12,500	-7	165,673
Montana.....	2,737	1,465	-14	781	1,272	4,436	1,380	+8	28,248
Idaho.....	3,175	2,400	+92	389	775	7,186	2,392	-17	16,401
Wyoming.....	1,157	478	-28	240	679	3,546	703	-8	5,354
Colorado.....	4,124	3,219	-11	414	905	8,330	2,593	-11	39,916
New Mexico.....	10,755	10,303	+401	4,652	4,652	9,752	1,331	-30	28,003
Arizona.....	1,933	1,403	+38	1,103	530	4,161	2,287	+23	23,728
Utah.....	1,432	790	+32	157	642	5,815	1,437	+7	20,941
Nevada.....	612	339	-17	205	273	1,307	377	-15	3,082
Pacific.....	20,746	13,885	-2	4,401	6,861	87,945	34,353	+6	403,371
Washington.....	1,542	962	-24	161	580	12,987	3,944	+1	115,785
Oregon.....	3,275	1,875	-28	943	1,400	11,461	5,570	+34	66,709
California.....	15,929	11,048	+7	3,297	4,881	63,497	24,839	+2	220,817
Alaska.....	318	133	0	14	185	549	310	+99	931
Hawaii.....	481	100	+2	34	381	572	472	-6	5,058

¹ Adjusted for number of working days in month.

TABLE 3.—Operations of United States Employment Service, October 1938—Continued

Division and State	Placements				Applications			Active file, Oct. 31, 1938
	Total	Private		Regular (over 1 month)	Total	New		
		Number	Percent of change from September ¹			Number	Percent of change from September ¹	
United States.....	84,776	83,701	-5	44,707	313,224	178,416	+7	1,645,799
New England.....	4,885	4,815	+13	3,139	26,138	16,446	+13	194,856
Maine.....	519	517	-19	425	3,431	1,444	+33	7,924
New Hampshire.....	362	352	-13	236	2,588	1,023	+34	10,861
Vermont.....	282	282	+3	186	807	377	-6	3,767
Massachusetts.....	1,140	1,134	+5	774	12,345	9,685	+19	106,544
Rhode Island.....	710	662	+61	402	1,919	1,223	-10	26,020
Connecticut.....	1,872	1,868	+29	1,116	5,058	2,694	+1	39,140
Middle Atlantic.....	13,608	13,406	-3	6,368	74,949	43,438	+30	480,249
New York.....	7,187	7,104	+1	3,139	45,612	24,872	+72	178,842
New Jersey.....	2,937	2,934	-7	1,152	8,795	3,980	+2	49,252
Pennsylvania.....	3,484	3,368	-6	2,077	20,542	14,586	-3	252,155
East North Central.....	18,152	17,855	-10	10,194	59,919	32,125	-3	296,131
Ohio.....	3,682	3,658	-14	1,912	13,463	5,897	-6	68,875
Indiana.....	3,505	3,489	-12	2,464	11,544	6,287	-15	51,114
Illinois.....	5,984	5,880	-7	2,889	11,155	5,196	-9	56,970
Michigan.....	2,539	2,532	-5	1,591	14,819	11,123	+9	94,655
Wisconsin.....	2,442	2,296	-11	1,338	8,936	3,622	-3	24,517
West North Central.....	8,212	8,104	+1	4,178	22,616	12,408	-5	131,048
Minnesota.....	2,279	2,265	-8	1,187	5,700	3,169	+2	41,862
Iowa.....	2,259	2,230	+16	972	4,843	2,666	+3	20,140
Missouri.....	1,222	1,218	-18	715	5,748	3,393	-10	35,150
North Dakota.....	759	748	+10	384	1,128	613	-16	5,963
South Dakota.....	445	429	+27	216	870	558	-6	7,733
Nebraska.....	670	644	+8	382	1,801	944	-17	7,823
Kansas.....	578	570	+3	322	2,526	1,065	-11	12,377
South Atlantic.....	9,750	9,646	-24	5,766	38,245	23,687	+4	209,176
Delaware.....	836	835	-18	559	1,047	332	-17	3,529
Maryland.....	795	795	-17	407	4,974	2,627	+15	16,546
District of Columbia.....	1,768	1,763	+6	810	4,178	2,230	+14	21,166
Virginia.....	979	970	-45	659	5,918	3,668	+23	13,745
West Virginia.....	1,289	1,284	+3	752	3,683	2,061	-12	25,324
North Carolina.....	2,826	2,802	-40	1,791	9,281	5,776	-12	45,262
South Carolina.....	417	408	+9	275	3,357	2,791	+21	25,075
Georgia.....	794	789	-22	513	4,329	2,877	+7	31,638
Florida.....	46	0	.....	0	1,478	1,325	+3	26,891
East South Central.....	3,745	3,695	-11	2,878	14,351	9,067	-11	97,904
Kentucky.....	540	537	-18	290	2,605	1,317	-28	23,393
Tennessee.....	1,432	1,426	-9	1,089	3,881	2,416	-9	29,453
Alabama.....	1,282	1,244	+23	1,142	4,339	2,613	-19	32,320
Mississippi.....	491	488	-46	357	3,526	2,721	+9	12,728
West South Central.....	12,337	12,243	-2	5,373	33,027	17,845	+4	90,803
Arkansas.....	1,051	1,036	+20	459	1,577	999	+9	10,681
Louisiana.....	1,503	1,477	+8	1,060	4,482	2,799	-12	23,350
Oklahoma.....	1,353	1,376	+7	439	4,640	1,794	+24	6,769
Texas.....	8,400	8,354	-7	3,415	22,328	12,253	+5	50,003
Mountain.....	5,373	5,302	+32	2,644	9,928	4,480	-16	33,758
Montana.....	253	228	-18	140	613	405	-18	5,202
Idaho.....	533	525	-16	266	1,032	519	-32	1,923
Wyoming.....	150	148	-13	71	726	253	+12	1,298
Colorado.....	808	798	-33	443	2,540	1,181	-25	10,641
New Mexico.....	2,629	2,622	+336	1,250	2,289	516	-30	5,998
Arizona.....	527	512	-5	283	995	721	+17	4,340
Utah.....	267	264	-36	93	1,425	741	-6	3,817
Nevada.....	206	205	+6	98	308	144	-8	5,539
Pacific.....	8,626	8,555	-5	4,131	33,845	18,468	+14	111,634
Washington.....	506	499	-35	295	2,612	1,536	-7	18,291
Oregon.....	710	694	-21	553	2,707	1,887	+12	15,348
California.....	7,410	7,362	+0	3,283	28,526	15,045	+17	77,995
Alaska.....	21	20	-9	6	38	28	+4	106
Hawaii.....	67	60	-13	30	170	154	-7	744

¹ Adjusted for number of working days in month.

TABLE 4.—Operations of United States Employment Service, October 1938

VETERANS

Division and State	Placements					Applications			Active file, Oct. 31, 1938
	Total	Private			Public	Total	New		
		Number	Per- cent of change from Sep- tem- ber 1	Regular (over 1 month)			Number	Per- cent of change from Sep- tem- ber 1	
United States.....	14,136	8,157	+8	2,858	5,979	48,095	15,811	+0	404,328
New England.....	727	436	+7	216	291	3,166	1,263	+11	35,147
Maine.....	87	22	-21	18	65	696	101	+19	2,094
New Hampshire.....	89	61	-19	36	28	383	113	+79	1,946
Vermont.....	33	14	-7	4	19	130	44	0	787
Massachusetts.....	163	120	+56	78	43	1,236	762	+16	21,655
Rhode Island.....	88	62	-2	22	26	208	66	-25	2,879
Connecticut.....	267	157	+6	58	110	513	177	-4	5,786
Middle Atlantic.....	1,127	654	+10	246	473	5,667	2,286	-6	85,577
New York.....	582	391	+43	99	191	2,048	975	+47	20,324
New Jersey.....	128	108	+10	44	20	1,209	319	-1	10,943
Pennsylvania.....	417	155	-31	103	262	2,410	992	-31	54,310
East North Central.....	1,998	1,220	+6	593	778	9,885	3,142	-6	105,190
Ohio.....	404	239	+10	171	165	2,405	595	-24	29,678
Indiana.....	180	145	+3	69	35	2,457	512	-19	15,608
Illinois.....	652	479	+5	139	173	1,427	412	-24	19,727
Michigan.....	375	208	+14	147	167	1,679	1,166	+30	31,503
Wisconsin.....	387	149	-1	67	238	1,917	457	-10	8,674
West North Central.....	2,014	974	-0	269	1,040	4,844	1,602	+19	45,841
Minnesota.....	405	217	+3	111	188	1,294	552	+47	15,688
Iowa.....	791	392	+3	79	399	1,011	277	+14	5,962
Missouri.....	162	92	-23	24	70	1,031	409	+5	14,364
North Dakota.....	99	70	-20	18	29	203	28	-32	1,292
South Dakota.....	147	52	+49	12	95	158	36	+16	2,122
Nebraska.....	157	61	-12	10	96	394	98	-17	2,210
Kansas.....	253	90	+22	15	163	753	202	+32	4,203
South Atlantic.....	1,704	779	+14	268	925	5,753	2,076	+0	40,892
Delaware.....	48	26	-16	12	22	142	27	-18	821
Maryland.....	183	95	+12	55	88	923	201	-1	8,742
District of Columbia.....	127	109	+17	26	18	652	202	-8	4,051
Virginia.....	328	107	-27	47	221	847	271	+5	2,261
West Virginia.....	202	76	-8	39	126	658	165	-26	7,947
North Carolina.....	308	151	+17	42	157	972	411	+9	4,819
South Carolina.....	162	57	+46	16	105	539	314	+15	4,260
Georgia.....	264	158	+105	31	106	657	254	+2	5,899
Florida.....	82	0		0	82	363	231	-1	7,092
East South Central.....	737	286	-12	172	451	2,495	973	+13	22,916
Kentucky.....	130	33	-28	8	97	549	121	+7	6,589
Tennessee.....	211	83	-25	35	128	588	258	-4	7,288
Alabama.....	276	131	+25	102	145	755	266	0	6,803
Mississippi.....	120	39	-37	27	81	603	328	+51	2,236
West South Central.....	2,053	1,388	-6	279	665	6,341	1,606	0	20,377
Arkansas.....	220	142	+67	17	78	436	171	+12	3,514
Louisiana.....	187	133	+23	90	54	687	219	+3	4,880
Oklahoma.....	298	203	+41	9	95	1,132	345	+44	2,515
Texas.....	1,348	910	-20	163	438	4,086	871	-13	9,468
Mountain.....	1,663	1,087	+54	451	576	3,004	762	+3	11,788
Montana.....	301	160	+1	79	141	364	76	+3	2,059
Idaho.....	250	155	+23	25	95	504	154	-4	1,102
Wyoming.....	82	31	0	13	51	250	48	-4	414
Colorado.....	276	205	+7	25	71	599	148	-8	2,852
New Mexico.....	378	325	+591	215	53	443	53	-37	1,870
Arizona.....	165	115	+83	71	50	340	204	+53	1,695
Utah.....	158	69	+86	6	89	403	57	0	1,547
Nevada.....	53	27	-47	17	26	101	22	+22	249
Pacific.....	2,040	1,312	+8	359	728	6,867	2,058	-5	36,126
Washington.....	158	82	-21	18	76	983	219	+2	10,330
Oregon.....	304	156	-7	82	148	698	206	+6	5,156
California.....	1,578	1,074	+14	259	504	5,186	1,633	-7	20,640
Alaska.....	38	16	+100	3	22	51	26	+136	88
Hawaii.....	35	5	-38	2	30	22	17	+31	386

¹ Adjusted for number of working days in month.

Building Operations

SUMMARY OF BUILDING CONSTRUCTION IN PRINCIPAL CITIES, OCTOBER 1938¹

TOTAL permit valuations rose slightly (0.4 percent) in October as compared with September. This increase, which is contrary to the usual seasonal trend, was due to gains in the value of new nonresidential building amounting to 14.2 percent and in the value of additions, alterations, and repairs amounting to 7.8 percent. The value of new residential buildings declined 9.7 percent from the September level. These data are based on reports received by the Bureau of Labor Statistics from 2,021 identical cities.

For the fourth consecutive month the permit valuation for residential construction was more than 50 percent higher than during the corresponding month of 1937. The permit value of residential buildings in October 1938 was 65.3 percent higher than in October 1937; and additions, alterations, and repairs showed an increase of 9.6 percent. The value of new nonresidential buildings, however, decreased slightly (less than one-tenth of 1 percent). Total permit valuations were 25.8 percent above those for October 1937. Data for October 1937 and October 1938 are based on reports of building activity received from 1,531 identical cities.

Comparison of October 1938 with September 1938

A summary of building construction in 2,021 identical cities in September and October 1938 is given in table 1.

TABLE 1.—*Summary of Building Construction for Which Permits Were Issued in 2,021 Identical Cities, September and October 1938*

Class of construction	Number of buildings			Permit valuation		
	October 1938	September 1938	Percentage change	October 1938	September 1938	Percentage change
All construction.....	68, 102	62, 800	+8. 4	\$160, 289, 158	\$159, 605, 234	+0. 4
New residential.....	15, 388	14, 701	+4. 6	76, 868, 370	85, 140, 846	-9. 7
New nonresidential.....	12, 753	11, 779	+8. 3	55, 670, 573	48, 731, 446	+14. 2
Additions, alterations, and repairs.	39, 966	36, 320	+10. 0	27, 750, 215	25, 732, 942	+7. 8

¹ More detailed information by geographic divisions and individual cities is given in a separate pamphlet entitled, "Building Construction, October 1938," copies of which will be furnished upon request.

A summary of permit valuations of housekeeping dwellings and the number of families provided for in new dwellings in 2,021 identical cities having a population of 1,000 and over, is shown in table 2 for October compared with September 1938.

TABLE 2.—Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 2,021 Identical Cities, September and October 1938

Type of dwelling	Permit valuation of housekeeping dwellings			Number of families provided for in new dwellings		
	October 1938	September 1938	Percentage change	October 1938	September 1938	Percentage change
All types.....	\$75, 735, 425	\$84, 278, 686	-10. 1	20, 916	23, 277	-10. 1
1-family.....	56, 314, 798	53, 057, 112	+6. 1	14, 444	13, 834	+4. 4
2-family ¹	2, 860, 896	2, 728, 347	+4. 9	1, 158	1, 005	+15. 2
Multifamily ²	16, 559, 731	28, 493, 227	-41. 9	5, 314	8, 438	-37. 0

¹ Includes 1- and 2-family dwellings with stores.
² Includes multifamily dwellings with stores.

Comparison of October 1938 With October 1937

Table 3 presents a summary of the number of buildings and value of permits issued in 1,531 identical cities in October 1938 compared with the corresponding month of 1937.

TABLE 3.—Summary of Building Construction for Which Permits Were Issued in 1,531 Identical Cities, October 1937 and October 1938

Class of construction	Number of buildings			Permit valuation		
	October 1938	October 1937	Percentage change	October 1938	October 1937	Percentage change
All construction.....	66, 856	58, 609	+14. 1	\$156, 693, 323	\$124, 569, 435	+25. 8
New residential.....	14, 924	9, 491	+57. 2	75, 248, 139	45, 512, 489	+65. 3
New nonresidential.....	12, 435	12, 371	+ . 5	54, 049, 723	54, 065, 116	(1)
Additions, alterations, and repairs.....	39, 497	36, 747	+7. 5	27, 395, 461	24, 991, 830	+9. 6

¹ Decrease less than 1/10 of 1 percent.

Table 4 shows a comparison of the value of permits issued for housekeeping dwellings and the number of families provided for in new dwellings in 1,531 identical cities with a population of 2,500 and over in October 1938 with the corresponding month of the preceding year.

TABLE 4.—Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 1,531 Identical Cities, October 1937 and October 1938

Type of dwelling	Permit valuation of housekeeping dwellings			Number of families provided for in new dwellings		
	October 1938	October 1937	Percentage change	October 1938	October 1937	Percentage change
All types.....	\$74, 161, 178	\$44, 306, 839	+67. 4	20, 425	11, 762	+73. 7
1-family.....	54, 877, 801	35, 254, 692	+55. 7	14, 011	8, 805	+59. 1
2-family ¹	2, 780, 896	2, 011, 963	+38. 2	1, 134	808	+40. 3
Multifamily ²	16, 502, 481	7, 040, 184	+134. 4	5, 280	2, 149	+145. 7

¹ Includes 1- and 2-family dwellings with stores.² Includes multifamily dwellings with stores.

Construction During First 10 Months, 1937 and 1938

Cumulative totals for the first 10 months of 1938 compared with the same months of the preceding year are shown in table 5. The data are based on reports received from cities having a population of 2,500 and over.

TABLE 5.—Permit Valuation of Building Construction, First 10 Months of 1937 and of 1938, by Class of Construction

Class of construction	Permit valuation of building construction, first 10 months of—		
	1938	1937	Percentage change
All construction.....	\$1, 409, 420, 508	\$1, 396, 413, 279	+0. 9
New residential.....	707, 950, 804	630, 173, 644	+12. 3
New nonresidential.....	437, 077, 237	451, 614, 258	-3. 2
Additions, alterations, and repairs.....	264, 392, 467	314, 625, 377	-16. 0

Table 6 presents the permit valuation of housekeeping dwellings and number of family-dwelling units provided in cities with a population of 2,500 and over for the first 10 months of 1937 and 1938.

TABLE 6.—Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in New Dwellings, First 10 Months of 1937 and of 1938, by Type of Dwelling

Type of dwelling	Permit valuation of housekeeping dwellings			Number of families provided for		
	First 10 months of—		Percentage change	First 10 months of—		Percentage change
	1938	1937		1938	1937	
All types.....	\$699, 838, 876	\$620, 098, 242	+12. 9	192, 267	154, 882	+24. 1
1-family.....	459, 108, 241	459, 504, 109	- . 1	115, 924	105, 515	+9. 9
2-family ¹	27, 478, 497	27, 095, 037	+1. 4	10, 408	9, 754	+6. 7
Multifamily ²	213, 252, 138	133, 499, 096	+59. 7	65, 935	39, 613	+66. 4

¹ Includes 1- and 2-family dwellings with stores.² Includes multifamily dwellings with stores.

The information on building permits issued during September and October 1938 is based on reports received by the Bureau of Labor Statistics from 2,021 identical cities having a population of 1,000 and over. The data for October 1937 and 1938 are based on reports from 1,531 identical cities with a population of 2,500 and over.

The information is collected by the Bureau of Labor Statistics 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 permit valuations 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 and municipal building construction, the statistics include the value of contracts for Federal and State buildings in the cities covered by the report. Data concerning public buildings are collected by the Bureau from the various Federal and State agencies having the power to award contracts for building construction. In October 1938 the value of these public buildings amounted to \$16,700,000; in September 1938, to \$17,374,000; and in October 1937, to \$2,984,000.

Construction from Public Funds

The value of contracts awarded and force-account work started during October 1938, September 1938, and October 1937 on construction projects financed wholly or partially from various Federal funds is shown in table 7.

TABLE 7.—Value of Contracts Awarded and Force-Account Work Started on Projects Financed wholly or Partially from Federal Funds, September and October 1938 and October 1937 ¹

Federal agency	Value of contracts awarded and force-account work started		
	October 1938	September 1938 ²	October 1937 ²
Total.....	³ \$181,507,392	⁴ \$216,081,270	\$101,941,202
Public Works Administration:			
Federal.....	10,060,905	14,268,186	1,255,085
Non-Federal:			
N. I. R. A.....	407,266	822,687	1,654,487
E. R. A. A.....	84,481,105	71,869,240	7,917,105
Federal projects under The Works Program.....	198,355	12,298,211	4,063,228
Regular Federal appropriation.....	74,882,057	108,788,246	87,051,297

¹ Preliminary, subject to revision.

² Revised.

³ Includes \$11,477,704 contracts awarded for housing projects under the U. S. Housing Authority.

⁴ Revised; includes \$8,034,700 contracts awarded for housing projects under the U. S. Housing Authority.

The value of public-building and highway-construction awards financed wholly from appropriations from State funds, as reported by the various State governments for October 1938, September 1938, and October 1937, is shown in table 8.

TABLE 8.—*Value of Public-Building and Highway-Construction Awards Financed Wholly From State Funds*

Type of project	Value of contracts		
	October 1938	September 1938	October 1937
Public building.....	\$2, 220, 757	\$1, 780, 545	\$2, 328, 097
Highway construction.....	5, 712, 173	9, 717, 212	8, 992, 314

Retail Prices

SUMMARY

Food and Coal

FOR October the cost of food averaged 0.7 percent lower than for September. This was due to continued declines for flour and bread and to lower costs for all meats.

Coal prices showed a seasonal advance between June and September. Prices for bituminous coal averaged 1.8 percent higher, and for Pennsylvania anthracite the increases ranged from 0.2 percent for buckwheat to 3.6 percent for chestnut.

FOOD PRICES IN OCTOBER 1938

THE October index for all foods was 78.1 percent of the 1923-25 average. It was 7.9 percent lower than a year ago when the index was 84.9, with indexes for each of the commodity groups, except eggs, contributing to this decline. The October index was 17.8 percent higher than for October 1932 when it was 66.3. Fats and oils have made the greatest advance during this 6-year interval. The current index for all foods was 27.4 percent below the level of 107.6 recorded for October 1929.

Details by Commodity Groups

The cost of cereals and bakery products continued its downward trend between September and October with a decrease of 1.2 percent. Further reductions in the price of bread were the dominant factor in this decrease. White bread cost less in 12 cities. In Philadelphia and in Portland, Maine, the decline amounted to about 1 cent per pound. Whole wheat and rye bread were also lower. Flour decreased 1.0 percent to the lowest price level since the summer of 1933. Macaroni and rolled oats declined 1.0 percent each and crackers decreased 2.3 percent.

The seasonal decline in the cost of meats amounted to 3.4 percent. The cost of the pork items decreased 6.0 percent; beef and veal, 2.1

percent; lamb, 2.7 percent; roasting chickens, 5.1 percent; and canned salmon, 1.9 percent. Prices were lower for every item in the group, with a decrease of slightly more than 11.0 percent for pork chops and loin roast.

The cost of dairy products showed little change, increasing 0.1 percent. Butter averaged 0.7 percent higher with increases reported from 24 cities, and decreases from 15. The greatest increases were reported from cities in the Mountain and Pacific areas. The average price of fresh milk was unchanged, varying movements in seven cities offsetting each other. The most important changes were an increase of 2.0 cents a quart in Buffalo and a decrease of 1.3 cents a quart in Los Angeles. The price of cheese decreased 0.8 percent and was 14.4 percent less than a year ago.

Eggs advanced 4.8 percent and were 5.5 percent higher than a year ago. Higher prices were reported from all but seven cities, six of which were in the New England area.

Fruits and vegetables showed an upturn of 1.7 percent, the result of an increase of 2.3 percent in the cost of the fresh items. Apples were 6.2 percent higher. Lemons and oranges declined 5.4 and 6.9 percent, respectively. Potatoes rose 4.4 percent with higher prices reported from 32 cities. Onions advanced 7.9 percent and green beans 11.1 percent. Cabbage declined 7.7 percent and sweetpotatoes 14.9 percent. The cost of the canned and dried items decreased about 1.5 percent each and prices were lower for all foods in these subgroups. The greatest decreases were for canned corn which declined 2.8 percent, and canned peas which fell 2.2 percent.

Beverages and chocolate as a group showed little change. The decline in the price of coffee was negligible. Cocoa was 1.1 percent lower. The price of tea which rose 0.5 percent during the month was 2.0 percent higher than a year ago.

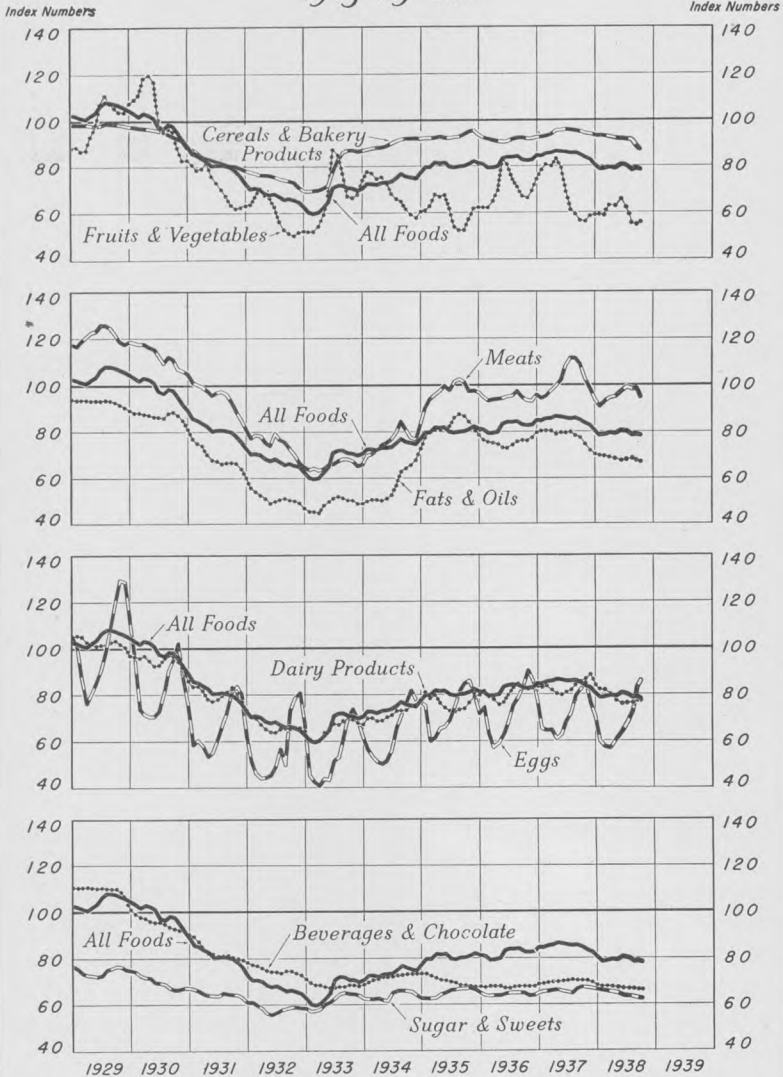
In the fats and oils group, which showed a decrease of 0.8 percent, the greatest change was a drop of 1.7 percent in the price of lard.

Sugar and sweets averaged 0.1 percent higher. This was the result of an increase of 0.5 percent in the price of sugar, which has tended downward throughout 1938.

Indexes of retail food costs for October and September 1938, together with indexes for October 1937, 1932, and 1929 are shown in table 1. The accompanying chart shows the trend in the cost of all foods and of each major commodity group for the period from January 1929 to October 1938, inclusive.

RETAIL COST OF FOOD

1923-25=100



UNITED STATES BUREAU OF LABOR STATISTICS

TABLE 1.—Indexes of Retail Food Costs in 51 Large Cities Combined,¹ by Commodity Groups, October and September 1938, and October, 1937, 1932, and 1929

[1923-25=100]

Commodity group	1938		1937	1932	1929
	Oct. 18 ²	Sept. 13	Oct. 12	Oct. 15	Oct. 15
All foods.....	78.1	78.7	84.9	66.3	107.6
Cereals and bakery products.....	87.2	88.2	94.7	73.9	98.4
Meats.....	94.9	98.2	108.8	73.1	121.6
Dairy products.....	77.3	77.2	85.1	65.4	103.5
Eggs.....	86.1	82.2	81.6	73.2	120.3
Fruits and vegetables.....	55.8	³ 54.8	56.5	51.3	105.5
Fresh.....	53.8	³ 52.6	53.5	49.7	106.1
Canned.....	75.3	76.3	81.0	68.5	95.2
Dried.....	58.6	59.5	67.9	53.2	108.4
Beverages and chocolates.....	66.3	66.4	70.3	74.5	110.1
Fats and oils.....	67.1	67.7	77.5	50.5	92.6
Sugar and sweets.....	62.3	62.3	67.4	58.9	76.5

¹ Aggregate costs of 42 foods in each city prior to Jan. 1, 1935, and of 84 foods since that date, weighted to represent total purchases, have been combined with the use of population weights.

² Preliminary.

³ Revised.

Prices of each of the 84 foods for 51 cities are combined with the use of both consumption and population weights. Quantity weights for each food include the average family consumption in each city, not only of the food priced, but for groups of foods which are related in kind and which seem to follow the same price trend. These weights are based on the cost of living study of 1917-19. Population weights are averages of the population in 1920 and 1930 for each city, including adjacent metropolitan areas and cities of over 50,000 in the same region.

Prices of 62 of the 84 foods included in the index were lower in October than in September, 17 were higher, and 5 were unchanged. Compared with October 1937, 75 foods cost less, and 9 cost more.

Average prices of each of the 84 foods for 51 cities combined are shown in table 2 for October and September 1938, and October 1937.

TABLE 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined, October and September 1938 and October 1937

[* Indicates the foods included in indexes prior to Jan. 1, 1935]

Article	1938		1937
	Oct. 18 ¹	Sept. 13	Oct. 12
Cereals and bakery products:			
Cereals:	<i>Cents</i>	<i>Cents</i>	<i>Cents</i>
*Flour, wheat.....pound.....	3.7	3.8	4.7
*Macaroni.....do.....	14.7	14.8	15.2
*Wheat cereal.....28-oz. package.....	24.4	24.4	24.5
*Corn flakes.....8-oz. package.....	7.3	7.3	7.7
*Corn meal.....pound.....	4.7	4.7	5.4
*Hominy grits.....24-oz. package.....	8.8	8.7	9.7
*Rice.....pound.....	7.7	7.7	8.3
*Rolled oats.....do.....	7.2	7.2	7.4
Bakery products:			
*Bread, white.....do.....	8.2	8.4	8.9
Bread, whole-wheat.....do.....	9.3	9.4	9.8
Bread, rye.....do.....	9.6	9.7	10.1
Cake.....do.....	25.1	25.1	25.1
Soda crackers.....do.....	15.8	16.1	17.6
Meats:			
Beef:			
*Sirloin steak.....do.....	39.1	40.4	46.1
*Round steak.....do.....	35.9	37.6	41.9
*Rib roast.....do.....	30.0	30.5	36.1
*Chuck roast.....do.....	23.6	23.7	28.3
*Plate.....do.....	15.5	15.8	18.7
Liver.....do.....	25.4	25.9	25.5
Veal:			
Cutlets.....do.....	43.3	43.4	46.2
Pork:			
*Chops.....do.....	32.7	36.8	37.2
Loin roast.....do.....	26.6	30.0	31.2
*Bacon, sliced.....do.....	36.8	37.2	45.5
Bacon, strip.....do.....	31.0	31.4	38.3
*Ham, sliced.....do.....	48.0	48.5	53.1
Ham, whole.....do.....	29.5	30.1	32.7
Salt pork.....do.....	20.2	20.7	27.0
Lamb:			
Breast.....do.....	12.3	12.5	14.8
Chuck.....do.....	21.2	21.4	24.7
*Leg.....do.....	27.5	28.1	31.0
Rib chops.....do.....	34.3	35.9	39.3
Poultry:			
*Roasting chickens.....do.....	30.4	32.1	36.5
Fish:			
Salmon, pink.....16-oz. can.....	12.7	12.9	13.9
*Salmon, red.....do.....	23.9	24.3	26.8
Dairy products:			
*Butter.....pound.....	33.1	32.8	42.3
*Cheese.....do.....	25.2	25.4	29.4
Cream.....½ pint.....	14.5	14.4	14.7
Milk, fresh (delivered and store).....quart.....	12.2	12.2	12.5
*Milk, fresh (delivered).....do.....	12.6	12.6	12.7
Milk, fresh (store).....do.....	11.5	11.5	11.9
*Milk, evaporated.....14-oz. can.....	7.0	7.0	7.6
*Eggs.....dozen.....	44.0	41.9	42.1
Fruits and vegetables:			
Fresh:			
Apples.....pound.....	4.9	4.6	4.3
*Bananas.....do.....	6.1	6.1	6.3
Lemons.....dozen.....	24.3	25.7	34.5
*Oranges.....do.....	27.9	30.0	44.9
Beans, green.....pound.....	10.3	9.2	9.5
*Cabbage.....do.....	2.6	2.9	3.0
Carrots.....bunch.....	5.3	5.1	5.1
Celery.....stalk.....	7.2	7.4	8.1
Lettuce.....head.....	8.6	8.4	7.7
*Onions.....pound.....	3.6	3.4	3.8
*Potatoes.....do.....	1.9	1.8	1.9
Spinach.....do.....	8.0	8.6	7.5
Sweet potatoes.....do.....	3.1	3.7	3.4
Canned:			
Peaches.....No. 2½ can.....	17.3	17.7	19.7
Pears.....do.....	20.8	21.1	21.9
Pineapple.....do.....	21.6	21.7	23.1
Asparagus.....No. 2 can.....	28.4	28.6	29.9
Beans, green.....do.....	10.8	11.0	11.6

¹Preliminary.

TABLE 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined, October and September 1938 and October 1937—Continued

[* Indicates the foods included in indexes prior to Jan. 1, 1935]

Article	1938		1937
	Oct. 18	Sept. 13	Oct. 12
Fruits and vegetables—Continued.			
Canned—Continued.			
*Beans with pork.....16-oz. can..	Cents 7.3	Cents 7.3	Cents 8.1
*Corn.....No. 2 can..	11.1	11.4	12.4
*Peas.....do.....	14.4	14.7	15.7
*Tomatoes.....do.....	8.7	8.8	9.1
Tomato soup.....10½-oz. can..	7.4	7.5	7.9
Dried:			
Peaches.....pound..	14.8	14.9	16.9
*Prunes.....do.....	9.1	9.3	10.5
*Raisins.....15-oz. package..	9.7	9.9	10.3
Black-eyed peas.....pound..	7.8	7.8	9.0
Lima beans.....do.....	9.2	9.3	10.7
*Navy beans.....do.....	6.3	6.4	8.1
Beverages and chocolate:			
*Coffee.....do.....	22.8	22.8	25.8
*Tea.....¼ pound..	17.9	17.8	18.3
Cocoa.....8-oz. can..	8.5	8.6	10.2
Chocolate.....8-oz. package..	16.2	16.1	16.6
Fats and oils:			
*Lard.....pound..	12.7	12.9	17.1
Shortening, other than lard:			
In cartons.....do.....	13.4	13.3	14.5
In other containers.....do.....	20.1	20.2	21.1
Salad oil.....pint..	24.6	24.6	25.1
Mayonnaise.....½ pint..	17.3	17.3	17.6
*Oleomargarine.....pound..	16.9	16.9	17.9
Peanut butter.....do.....	18.5	18.4	19.4
Sugar and sweets:			
*Sugar.....do.....	2 5.2	2 5.1	5.8
Corn sirup.....24-oz. can..	13.9	14.0	14.6
Molasses.....18-oz. can..	13.6	13.6	14.5
Strawberry preserves.....pound..	21.4	21.4	22.4

¹ Quotations for 1938 are for sales in units of 10 pounds each. Prior to November 1937, prices were quoted on sales in units of various sizes. The change to a common unit, 10 pounds, resulted in a reduction of ½¢ of 1 cent per pound at the time of revision.

Details by Regions and Cities

In October food costs were lower than in September in 36 cities and slightly higher in 13 cities. For two cities no change was recorded. The greatest decrease, 2.6 percent, was shown for Portland, Maine, where the price of white bread fell 1 cent per pound, and where the cost of dairy products, eggs, and fruits and vegetables declined contrary to the general movement for these groups. Food cost decreases of slightly more than 2.0 percent were reported for Butte and Peoria. In both cities fruits and vegetables declined and more than average decreases were reported for cereals and bakery products and for fats and oils. Buffalo and Portland, Oreg., were the only cities where food costs rose as much as 1.0 percent. In Buffalo fresh milk advanced 2.0 cents a quart following a similar increase in September. These advances restored the price of milk to the level of last January. In Portland, Oreg., meats were higher and dairy products and eggs advanced more than the average.

Indexes of retail food costs by regions and cities are given in table 3 for October and September 1938 and for September 1937.

TABLE 3.—Indexes of the Average Retail Cost of All Foods, by Regions and Cities,¹ October and September 1938, and October 1937

[1923-25=100]

Region and city	1938		1937	Region and city	1938		1937
	Oct. 18 ²	Sept. 13	Oct. 12		Oct. 18	Sept. 13	Oct. 12
United States.....	78.1	78.7	84.9	South Atlantic.....	77.2	77.7	83.4
New England.....	76.7	77.5	85.0	Atlanta.....	72.3	71.7	81.2
Boston.....	74.9	76.2	82.8	Baltimore.....	83.0	83.8	87.4
Bridgeport.....	80.9	81.2	90.1	Charleston, S. C.....	79.4	79.2	85.6
Fall River.....	78.8	79.3	88.0	Jacksonville.....	76.1	77.5	81.9
Manchester.....	79.1	79.2	84.5	Norfolk.....	75.1	75.6	81.0
New Haven.....	80.5	80.4	89.6	Richmond.....	70.7	71.9	77.9
Portland, Maine.....	76.1	78.1	84.0	Savannah.....	77.6	77.6	84.2
Providence.....	76.2	76.9	94.9	Washington, D. C.....	80.3	80.7	86.3
Middle Atlantic.....	79.2	³ 79.6	86.1	East South Central.....	71.9	72.6	79.7
Buffalo.....	76.6	75.8	83.0	Birmingham.....	67.5	68.5	76.0
Newark.....	81.3	81.5	89.5	Louisville.....	80.7	80.7	88.0
New York.....	81.2	81.2	87.3	Memphis.....	74.3	75.1	80.9
Philadelphia.....	78.6	³ 80.0	87.2	Mobile.....	74.8	74.5	79.9
Pittsburgh.....	77.8	78.8	83.6	West South Central.....	77.6	77.6	82.8
Rochester.....	76.5	76.0	83.8	Dallas.....	74.1	74.3	81.0
Scranton.....	72.8	73.0	79.7	Houston.....	77.6	² 77.3	82.5
East North Central.....	78.2	79.1	85.0	Little Rock.....	72.6	73.0	80.4
Chicago.....	79.4	80.1	86.5	New Orleans.....	83.7	83.5	86.2
Cincinnati.....	78.9	79.6	85.6	Mountain.....	78.0	79.7	86.9
Cleveland.....	78.9	80.5	84.3	Butte.....	75.2	77.0	82.5
Columbus, Ohio.....	75.2	76.4	83.3	Denver.....	80.2	81.9	89.2
Detroit.....	77.2	77.3	83.7	Salt Lake City.....	75.0	76.5	84.1
Indianapolis.....	77.2	78.1	83.6	Pacific.....	76.5	76.5	82.1
Milwaukee.....	79.9	81.2	88.5	Los Angeles.....	70.7	71.2	77.6
Peoria.....	77.6	79.4	83.8	Portland, Ore.....	79.0	78.2	85.0
Springfield, Ill.....	76.9	77.1	81.8	San Francisco.....	82.3	82.0	86.2
West North Central.....	80.1	80.5	85.7	Seattle.....	78.1	77.7	83.9
Kansas City.....	80.7	79.9	85.0				
Minneapolis.....	82.2	82.3	87.7				
Omaha.....	73.3	73.5	80.8				
St. Louis.....	82.7	83.9	88.2				
St. Paul.....	78.0	78.8	83.4				

¹ Aggregate costs or 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 Preliminary.

³ Revised.



COAL PRICES IN SEPTEMBER 1938

SEASONAL advances between June and September were shown in retail prices of bituminous coal and Pennsylvania anthracite. The average price of bituminous coal increased 1.8 percent during the 3-month period but was 0.6 percent lower than in September 1937. The greatest increase during the quarter for Pennsylvania anthracite, 3.6 percent, was reported for chestnut size. The advance brought the average price of this coal 0.3 percent above the level for September 1937, and represented the only price increase for coal for the year period. The increase of 2.6 percent during the quarter for stove size brought the price to the level of September 1937. Lesser increases as compared

with June were shown for the smaller sizes of Pennsylvania anthracite. Pea advanced 2.3 percent and buckwheat, 0.2 percent. Prices for these sizes were 5.3 percent and 1.0 percent lower, respectively, than in September 1937.

With the exception of 1937, the index for bituminous coal for September 1938 was higher than in the corresponding month of any year since 1930. On the other hand, September indexes for stove and chestnut sizes of Pennsylvania anthracite have tended generally downward since 1930.

Average prices of bituminous coal in 38 cities and Pennsylvania anthracite in 25 cities of the United States, together with price indexes compared with the average for the 3-year period October 1922 through September 1925 as 100, are presented in table 4 for September and June 1938 and September 1937.

TABLE 4.—Average Retail Prices of Coal in Large Cities Combined, September and June 1938 and September 1937

Article	Average retail price per ton of 2,000 pounds			Index of retail prices (October 1922-September 1925=100)			Percentage change, Sept. 15, 1938, compared with—	
	1938		1937	1938		1937	1938	1937
	Sept. 15 ¹	June 15	Sept. 15	Sept. 15 ¹	June 15	Sept. 15	June 15	Sept. 15
Bituminous coal (38 cities), old series ²	\$8.54	\$8.38	\$8.60	88.0	86.4	88.5	+1.8	-0.6
Pennsylvania anthracite (25 cities), new series: ³								
Stove.....	10.80	10.52	10.80	76.7	74.8	76.8	+2.6	-0.1
Chestnut.....	11.02	10.63	10.98	78.4	75.7	78.2	+3.6	+0.3
Pea.....	8.60	8.41	9.08	-----	-----	-----	+2.3	-5.3
Buckwheat.....	7.59	7.57	7.66	-----	-----	-----	+0.2	-1.0

¹ Preliminary.

² Unweighted average. Weighted composite prices are in preparation.

³ 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.

Details by Regions and Cities

Retail coal prices by individual cities and by grades, for June 15 and September 15, 1938, and for September 15, 1937, are given in the regular monthly report entitled, "Retail Prices, October 1938." This is published in pamphlet form and copies will be sent upon request.

Wholesale Prices

WHOLESALE PRICES IN OCTOBER 1938¹

THE Bureau of Labor Statistics' index of wholesale commodity prices declined 0.9 percent during October to the lowest point reached since December 1934. Weakening prices for farm products and foods were largely responsible for the decline which placed the combined index of 813 price series at 77.6 percent of the 1926 average. Since January, the high point of the current year, the all-commodity index declined 4.1 percent and was 9.1 percent lower than in October 1937.

The largest group decrease, 1.9 percent, was registered for farm products. Decreases of 5.9 percent for livestock and poultry and 4.2 percent for grains largely accounted for the decline. During the past 10 months, grain prices have declined over 32 percent and are at the lowest level reached since April 1933. Since July, livestock and poultry prices have dropped nearly 10 percent. In October, sharp decreases were reported in prices for barley, corn, hogs, live poultry, tobacco, and dried beans. Quotations were higher for cows, cotton, eggs, apples, lemons, hay, hops, seeds, and potatoes. The farm products group index, 66.8 percent, was at the lowest point since July 1934 and was down 16.9 percent from a year ago.

Wholesale market prices of foods declined 1.3 percent, primarily because of decreases of 4.6 percent for meats and 1.3 percent for cereal products. Lower prices were reported for crackers, hominy grits, macaroni, spinach, fresh pork, veal, dressed poultry, glucose, and lard. Quotations were higher for cheese, canned and dried apricots, dried peaches and prunes, fresh beef, mutton, cocoa beans, and pepper. The October food index, 73.5, was 14.0 percent lower than it was a year ago.

Pronounced decreases in prices of petroleum products, principally gasoline, kerosene, and crude petroleum from the Oklahoma-Kansas field, resulted in a decrease of 1.6 percent in the fuel and lighting materials group index. Bituminous coal and gas prices advanced fractionally and anthracite and coke did not change.

Lower prices for carpets caused the index for the housefurnishing goods group to decline 0.6 percent. Average wholesale prices for furniture were steady.

¹ More detailed information on wholesale prices is given in a separate pamphlet, entitled, "Wholesale Prices in October 1938," copies of which will be furnished upon request.

Weakening prices for crude sulphur and palm kernel oil caused the chemicals and drugs group index to fall 0.3 percent. Prices were higher for copperas, strychnine, and tankage. No changes were reported in prices of mixed fertilizers.

Lower prices for agricultural implements, motor vehicles, and iron and steel items, such as scrap steel, steel sheets, rails, and tie plates, caused the metals and metal products index to decline 0.2 percent. Higher prices were reported for pig iron, wood screws, antimony, electrolytic copper, pig tin, pig zinc, and copper and brass manufactures. The plumbing and heating subgroup remained unchanged at the September level.

Index numbers for the groups and subgroups of commodities for September and October 1938 and October 1937 are shown in table 1.

TABLE 1.—Index Numbers of Wholesale Prices by Groups and Subgroups of Commodities

[1926=100]

Group and subgroup	October 1938	September 1938	October 1937	Group and subgroup	October 1938	September 1938	October 1937
All commodities	77.6	78.3	85.4	Metals—Continued.			
Farm products	66.8	68.1	80.4	Iron and steel.....	96.9	97.3	99.7
Grains.....	50.8	53.0	77.0	Motor vehicles ³	95.0	96.2	92.2
Livestock and poultry.....	76.2	81.0	98.5	Nonferrous metals.....	76.2	73.5	85.5
Other farm products.....	65.0	63.2	70.1	Plumbing and heating.....	78.5	78.5	80.6
Foods	73.5	74.5	85.5	Building materials	89.8	89.5	95.4
Dairy products.....	71.6	71.1	85.7	Brick and tile.....	91.1	90.9	93.4
Cereal products.....	75.1	76.1	84.6	Cement.....	95.5	95.5	95.5
Fruits and vegetables.....	57.5	55.5	62.2	Lumber.....	90.3	90.4	97.3
Meats.....	83.3	87.3	107.4	Paint and paint materials.....	81.1	80.4	84.2
Other foods.....	70.4	69.5	73.4	Plumbing and heating.....	78.5	78.5	80.6
Hides and leather products	93.4	92.0	106.7	Structural steel.....	107.3	107.3	114.9
Shoes.....	100.3	100.8	107.6	Other building materials.....	91.7	91.3	100.2
Hides and skins.....	82.1	75.7	117.1	Chemicals and drugs	77.1	77.3	81.2
Leather.....	84.6	82.4	97.2	Chemicals.....	80.5	81.0	85.3
Other leather products.....	96.9	96.9	103.3	Drugs and pharmaceuticals.....	74.9	74.8	78.3
Textile products	66.2	65.8	73.5	Fertilizer materials.....	67.5	67.2	72.5
Clothing.....	81.6	81.6	89.4	Mixed fertilizers.....	73.4	73.4	74.9
Cotton goods.....	64.6	64.1	73.1	Housefurnishing goods	85.7	86.2	91.0
Hosiery and underwear.....	59.9	59.9	65.8	Furnishings.....	89.3	90.2	94.9
Silk and rayon.....	30.9	29.5	30.6	Furniture.....	82.1	82.1	87.1
Woolen and worsted goods.....	76.3	76.3	90.1	Miscellaneous	72.6	72.4	76.2
Other textile products.....	65.3	65.0	69.0	Automobile tires and tubes.....	57.4	57.4	56.4
Fuel and lighting materials	75.4	76.6	78.5	Cattle feed.....	66.5	67.6	83.6
Anthracite.....	79.1	79.1	78.8	Paper and pulp.....	81.7	81.9	92.4
Bituminous coal.....	98.7	98.4	99.3	Rubber, crude.....	35.3	33.3	33.6
Coke.....	104.2	104.2	105.3	Other miscellaneous.....	81.2	81.1	84.6
Electricity.....	(2)	(2)	81.0	Raw materials	70.9	72.0	80.7
Gas.....	(2)	88.7	83.6	Semimanufactured articles	75.9	74.7	82.5
Petroleum products.....	53.8	56.4	61.7	Finished products	81.1	81.8	88.1
Metals and metal products	95.3	95.5	96.4	All commodities other than farm products.....	79.9	80.4	86.4
Agricultural implements.....	95.4	95.5	94.2	All commodities other than farm products and foods.....	81.1	81.3	85.1
Farm machinery.....	96.8	96.9	96.2				

¹ Revised.

² Data not available.

³ Preliminary revision.

The index for the hides and leather products group advanced 1.5 percent as a result of pronounced increases in prices for hides, skins, and leather. Average wholesale prices of shoes and other leather manufactures were firm.

Rising prices for cotton yarns, print cloth, raw silk, silk yarns, and burlap brought the index for the textile products group up 0.6 percent and offset the August and September losses. Prices for manila hemp were lower and clothing, hosiery and underwear, and woolen and worsted goods remained unchanged.

The building materials group index advanced 0.3 percent because of higher prices for common brick, cypress and red cedar shingles, windows, white lead, China-wood oil, linseed oil, rosin, and turpentine. Hemlock lumber declined and structural steel remained unchanged at the September level.

Average wholesale prices of crude rubber rose 6.0 percent during the month. Cattle feed declined 1.6 percent and paper and pulp prices fell 0.2 percent. No changes were reported in prices of automobile tires and tubes.

Index Numbers by Commodity Groups, 1926 to October 1938

Index numbers of wholesale prices by commodity groups for selected years from 1926 to 1937, inclusive, and by months from October 1937 to October 1938, inclusive, are shown in table 2.

TABLE 2.—*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
1929	104.9	99.9	109.1	90.4	83.0	100.5	95.4	94.2	94.3	82.6	95.3
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
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:											
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
February	69.8	73.5	94.7	68.6	78.5	96.0	91.1	79.1	88.0	74.8	79.8
March	70.3	73.5	93.6	68.2	77.7	96.0	91.5	78.7	87.7	74.4	79.7
April	68.4	72.3	92.1	67.2	76.8	96.3	91.2	77.5	87.3	73.4	78.7
May	67.5	72.1	91.3	66.1	76.2	96.7	90.4	76.8	87.2	73.1	78.1
June	68.7	73.1	90.1	65.5	76.4	96.1	89.7	76.3	87.1	72.9	78.3
July	69.4	74.3	91.5	66.1	76.8	95.2	89.2	77.7	86.4	72.7	78.8
August	67.3	73.0	91.9	65.9	76.8	95.4	89.4	77.7	86.4	72.4	78.1
September	68.1	74.5	92.0	65.8	76.6	95.5	89.5	77.3	86.2	72.4	78.3
October	66.8	73.5	93.4	66.2	75.4	95.3	89.8	77.1	85.7	72.6	77.6

The price trend for specified years and months since 1926 is shown in table 3 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 3.—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
By years:						By months:					
1926.....	100.0	100.0	100.0	100.0	100.0	1938:					
1929.....	97.5	93.9	94.5	93.3	91.6	January.....	74.9	76.9	84.3	82.8	83.5
1932.....	55.1	59.3	70.3	68.3	70.2	February.....	73.6	76.1	83.3	81.9	83.0
1933.....	56.5	65.4	70.5	69.0	71.2	March.....	73.2	75.6	83.4	81.6	82.6
1936.....	79.9	75.9	82.0	80.7	79.6	April.....	71.3	75.3	82.7	80.8	82.0
1937.....	84.8	85.3	87.2	86.2	85.3	May.....	70.7	75.4	82.1	80.3	81.6
By months:						June.....	71.4	74.1	82.2	80.3	81.3
1937:						July.....	72.3	74.3	82.5	80.8	81.4
October.....	80.7	82.5	88.1	86.4	85.1	August.....	71.4	74.4	81.8	80.3	81.4
November.....	77.2	79.8	86.7	84.8	84.3	September.....	72.0	74.7	81.8	80.4	81.3
December.....	75.4	77.7	85.3	83.5	83.6	October.....	70.9	75.9	81.1	79.9	81.1

Weekly Fluctuations

Weekly fluctuations in the major commodity group classifications during September and October are shown by the index numbers in table 4.

TABLE 4.—Weekly Index Numbers of Wholesale Prices, by Commodity Groups, September and October 1938

(1926=100)

Commodity group	Oct. 29, 1938	Oct. 22, 1938	Oct. 15, 1938	Oct. 8, 1938	Oct. 1, 1938	Sept. 24, 1938	Sept. 17, 1938	Sept. 10, 1938	Sept. 3, 1938
All commodities.....	77.6	77.3	77.7	77.8	78.0	78.4	78.3	77.9	77.8
Farm products.....	68.2	66.9	67.4	67.4	68.1	68.9	68.8	67.7	67.1
Foods.....	73.8	73.5	73.6	73.7	74.1	75.0	74.8	73.7	73.0
Hides and leather products.....	95.1	94.3	93.7	92.8	92.5	92.3	92.4	92.8	92.5
Textile products.....	65.9	65.7	65.7	65.6	65.4	65.3	65.3	65.3	65.4
Fuel and lighting materials.....	75.2	75.5	76.9	76.9	77.2	77.5	77.6	77.1	77.2
Metals and metal products.....	95.9	95.4	95.4	95.7	95.7	95.6	95.5	95.4	95.4
Building materials.....	89.8	89.8	89.9	89.7	89.5	89.4	89.6	89.5	89.4
Chemicals and drugs.....	76.6	76.7	76.7	76.7	76.9	77.1	77.1	77.1	77.1
Housefurnishing goods.....	87.1	87.1	87.1	87.1	87.2	87.8	87.8	87.8	87.8
Miscellaneous.....	72.4	72.4	72.4	72.4	72.3	72.3	72.1	72.2	72.3
Raw materials.....	71.3	70.4	71.5	71.5	71.7	72.2	72.1	71.4	71.0
Semimanufactured articles.....	76.2	75.9	75.8	75.0	75.1	74.7	74.3	74.5	74.4
Finished products.....	81.2	81.2	81.4	81.6	81.9	82.2	82.3	81.9	81.9
All commodities other than farm products.....	79.7	79.6	80.0	80.1	80.3	80.5	80.5	80.2	80.2
All commodities other than farm products and foods.....	81.3	81.2	81.6	81.5	81.6	81.6	81.6	81.5	81.5

Trend of Employment and Pay Rolls

SUMMARY OF REPORTS FOR OCTOBER 1938

Total Nonagricultural Employment

THERE was a further substantial gain in nonagricultural employment in October. The addition of 255,000 workers to pay rolls since September marked the third successive monthly gain and brought the total increase since July to approximately 950,000. These figures do not include employees on projects of the Works Progress Administration and other Federal emergency agencies or temporary cannery workers who are not considered part of the normal labor supply, but are drawn into industry during the packing season.

Factory employment continued the upswing which began in July. The gain of 0.8 percent between September and October was larger than seasonal and represented the addition of 52,000 workers to pay rolls. The weekly wage disbursements of manufacturing firms showed an increase of 3.6 percent or approximately \$5,400,000. Usual seasonal gains for manufacturing in October are 0.3 percent in employment and 1.6 percent in pay rolls.

Gains in employment, largely seasonal, were reported by wholesale and retail trade establishments, anthracite and bituminous-coal mines, metal mines, private building construction, electric railroads, and hotels. The remaining eight nonmanufacturing industries surveyed showed employment declines. Class I railroads added more than 12,000 to the number of employees on their rolls according to a preliminary report of the Interstate Commerce Commission.

In October employment on work programs financed from Federal funds increased on all programs with the exception of work projects of the National Youth Administration and construction projects financed from regular Federal appropriations. In the regular services of the Federal Government increases occurred in the judicial service and decreases in the executive, legislative, and military services.

Industrial and Business Employment

Gains in employment were reported for 62 of the 87 manufacturing and 8 of the 16 nonmanufacturing industries regularly surveyed each month by the Bureau. The increase for all manufacturing industries

was 0.8 percent as compared with an expected seasonal change of 0.3 percent. Corresponding factory pay rolls rose 3.6 percent instead of the 1.6 percent normally shown for October. The durable goods group of manufacturing industries showed an employment expansion of 5.0 percent, while the nondurable goods group showed a decline of 2.4 percent.

The outstanding factory employment gain in October was in the automobile industry in which approximately 88,000 workers were returned to jobs. This gain reflected the increased production of new models. The hardware industry, due largely to demand for automobile hardware, reported a gain of nearly 7,000 workers. Other durable goods industries reporting substantial gains were electrical machinery, apparatus, and supplies (7,400 workers), steel mills (6,100), radios and phonographs (4,300), glass (3,800), stamped and enameled ware (2,500), brass, bronze, and copper products (2,500), agricultural implements (1,500), and shipbuilding (1,200 workers). Nondurable goods industries in which substantial seasonal gains were shown included beet sugar (13,200 workers), men's furnishings (2,200), cotton goods (2,200), cottonseed oil, cake, and meal (1,200), confectionery (3,200), leather (1,400), automobile tires (1,200), knit goods (5,200), chemicals (1,500), and slaughtering and meat packing (2,400).

The more pronounced losses in manufacturing employment over the month interval were in industries in which seasonal recessions normally occur in October. The largest decrease (104,000 workers) occurred in canning and preserving. Other nondurable goods industries reporting declines of a seasonal character were ice cream, beverages, boots and shoes, silk and rayon goods, millinery, and men's clothing. Among the durable goods industries showing losses were tin cans and other tinware, electric and steam railroad car building, and marble, slate, and granite products.

Retail trade establishments hired approximately 45,000 additional workers in October to handle the increased volume of fall business. While the October gain is less than in the preceding 9 years, the gain from August to October 1938 is greater than the average August-October gain in preceding years. The retail general merchandise group, which is composed of department, variety, and general merchandise stores, and mail-order houses, showed a gain of 2.5 percent. Other lines of retail trade showing substantial gains in the number of workers included apparel, furniture, jewelry, and building materials. Retail food stores showed a decrease of only one-tenth of 1 percent. Wholesale trade establishments reported a seasonal gain of approximately 11,000 workers over the month interval. Among the lines of wholesale trade in which substantial gains were shown were farm products, automobiles, lumber and building materials, furniture, and

dry goods and apparel. Anthracite mines continued to reemploy workers, employment increasing 12.8 percent, or 8,500 workers, since September. Bituminous-coal mines also added workers, the rise of 4.5 percent indicating the reemployment of 17,400 men. A further expansion in employment of 4.9 percent, or 3,000 workers, was reported in metal mines. Electric railroad and bus companies added approximately 1,600 workers to their pay rolls and year-round hotels took on 3,200 additional employees. Employment in private building construction showed a more pronounced gain than the average for the preceding 6-year period. Reports from 14,634 private building contractors employing 132,360 workers showed an increase of 3.2 percent.

The employment loss in the laundry industry was 4,800, crude-petroleum producing companies employed 3.1 percent fewer workers, and small decreases were shown in the brokerage, insurance, dyeing and cleaning, and electric light and power industries. The changes in employment in the remaining industries were not significant and conformed largely to seasonal trends.

A preliminary report of the Interstate Commerce Commission indicated a gain of 1.4 percent, or 12,131, in the number of employees on class I railroads. October pay rolls for railroads were not available when this report went to press. For September they were \$148,511,507 as against \$148,793,156 for August, a decline of \$281,649 or 0.2 percent.

Hours and earnings.—The average hours worked per week by factory wage earners was 37.4 in October, a gain of 1.4 percent since September. The corresponding average hourly earnings were 63.7 cents or 1.0 percent higher than in September. Average weekly earnings stood at \$23.92, a gain of 2.7 percent since September.

Of the 14 nonmanufacturing industries for which man-hour data are available, 9 showed gains in average hours worked per week and a like number showed increases in average hourly earnings. Average weekly earnings were higher for 12 of the 16 nonmanufacturing industries surveyed.

Prior to January 1938 the wording of the definition 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 January 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 for these industries are not comparable with the figures appearing in issues of the Monthly Labor Review dated earlier

than April 1938, except for the January figures appearing in the March issue.

Employment and pay-roll indexes and average weekly earnings in October 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, are presented in table 1.

TABLE 1.—*Employment, Pay Rolls, and Earnings in All Manufacturing Industries Combined and in Nonmanufacturing Industries, October 1938 (Preliminary Figures)*

Industry	Employment			Pay roll			Average weekly earnings		
	Index, October 1938	Percentage change from—		Index, October 1938	Percentage change from—		Average in October 1938	Percentage change from—	
		Sep-tember 1938	Octo-ber 1937		Sep-tember 1938	Octo-ber 1937		Sep-tember 1938	Octo-ber 1937
	(1928-25 = 100)			(1928-25 = 100)					
All manufacturing industries combined ¹	89.5	+0.8	-16.5	83.9	+3.6	-19.7	\$23.92	+2.7	-3.9
Class I steam railroads ²	54.6	+1.4	-12.6	(⁴)	(⁴)	(⁴)	(⁴)	(⁴)	(⁴)
Coal mining:	(1929 = 100)			(1929 = 100)					
Anthracite ³	52.4	+12.8	-14.9	43.4	+47.5	-21.7	26.99	+30.8	-8.1
Bituminous ³	87.2	+4.5	-14.8	76.8	+6.8	-23.7	23.39	+2.2	-10.4
Metalliferous mining.....	59.7	+4.9	-30.1	49.2	+6.8	-39.8	26.52	+1.8	-13.8
Quarrying and nonmetallic mining.....	44.4	- .5	-16.8	39.2	+2.2	-20.6	22.37	+2.7	-4.5
Crude-petroleum producing.....	69.3	-3.1	-10.5	63.9	-3.9	-8.6	33.30	- .8	+2.2
Public utilities:									
Telephone and telegraph.....	74.7	- .2	-6.1	95.3	+3.0	+ .4	\$31.57	+3.2	+7.0
Electric light and power and manufactured gas.....	92.5	(?)	-6.2	99.8	+1.5	-5.2	\$33.79	+1.5	+1.1
Electric-railroad and motorbus operation and maintenance.....	69.9	+ .8	-4.8	68.9	+ .6	-3.5	\$32.22	- .2	+1.3
Trade:									
Wholesale.....	89.2	+ .8	-5.1	75.1	+1.1	-5.3	\$29.69	+ .4	- .2
Retail.....	86.1	+1.4	-6.5	71.1	+2.1	-6.3	\$21.03	+ .7	+ .1
General merchandising.....	100.7	+2.5	-6.8	89.8	+3.4	-6.7	\$17.62	+ .9	+ .2
Other than general merchandising.....	82.3	+ .9	-6.4	67.2	+1.7	-6.3	\$24.03	+ .8	+ .1
Hotels (year-round) ⁵	92.9	+1.2	-4.2	80.8	+2.5	-3.9	\$15.04	+1.3	+ .3
Laundries ⁵	94.4	-2.2	-5.5	79.5	-2.3	-4.7	17.24	- .1	+ .8
Dyeing and cleaning ⁵	106.8	-1.0	-3.4	78.0	-4.5	-6.7	19.91	-3.6	-3.4
Brokerage.....	(⁴)	- .9	-11.4	(⁴)	+1.2	-16.0	\$35.76	+2.1	-5.2
Insurance.....	(⁴)	- .4	+2.5	(⁴)	+ .1	-1.9	\$35.50	+ .5	-4.4
Building construction.....	(⁴)	+3.2	-26.7	(⁴)	+5.0	-27.0	30.19	+1.7	- .8

¹ Revised indexes; adjusted to 1935 Census of Manufactures. Indexes for earlier months and years given in table 3 of the November issue of the Monthly Labor Review.

² Does not include railroad repair shops.

³ Preliminary; source—Interstate Commerce Commission.

⁴ Not available.

⁵ Indexes adjusted to 1935 Census. Comparable series back to January 1929 presented in January 1938 issue of the pamphlet, Employment and Pay Rolls.

⁶ Average weekly earnings not strictly comparable with figures published in issues of the Monthly Labor Review dated earlier than April 1938 (except for the January figures appearing in the March issue), as they now exclude corporation officers, executives, and other employees whose duties are mainly supervisory.

⁷ Less than $\frac{1}{10}$ of 1 percent.

⁸ Cash payments only; the additional value of board, room, and tips cannot be computed.

Public Employment

The number at work on P. W. A. projects during the month ending October 15 was 148,000, an increase of 29,000 from September and 6,000 less than the October 1937 employment figure. The gain in

employment was due to the marked increase in workers on projects financed from funds provided by the Public Works Administration Appropriation Act of 1938. Of the total number at work in October, 18,000 were working on Federal and non-Federal projects financed from National Industrial Recovery Act funds, 68,000 on non-Federal projects financed from funds provided by the Emergency Relief Appropriation Acts of 1935, 1936, and 1937, and 62,000 on Federal and non-Federal projects financed with funds provided by the Public Works Administration Appropriation Act of 1938. Pay-roll disbursements of \$12,090,000 were \$2,110,000 above the September pay roll.

During the month ending October 15, over 700 men were working on new construction and demolition projects of the U. S. Housing Authority; pay rolls amounted to \$103,000. These figures pertain only to new projects under the U. S. Housing Authority and not to those formerly under the Public Works Administration.

There was a decrease of 4,000 in the number working on construction projects financed by regular Federal appropriations during the month ending October 15, due primarily to a transfer of workers paid from regular Federal appropriations on reclamation projects to P. W. A. pay rolls. Compared with the level of a year ago 41,000 more men were at work in October 1938. Decreases in employment since September were reported on projects with the exception of the following types: Building construction, forestry, heavy engineering, and ship construction. Pay-roll disbursements of \$24,650,000 were \$2,854,000 less than in September and \$3,738,000 greater than in October 1937.

A decrease in the number of men at work on water and sewerage projects financed by the Reconstruction Finance Corporation and the completion of miscellaneous projects failed to offset a relatively sharp rise in employment on building construction. During the month ending October 15 slightly over 3,000 were working. Pay rolls for the period were \$388,000, or \$7,000 less than during September. Most of the building-construction projects were located in the South where hourly rates are lower than in other parts of the country. Moreover, a large number of the lower paid workers, such as common laborers, were at work during the period covered.

An increase of 125,000 was reported for projects operated by the Works Progress Administration, where the number working in October was 3,245,000 and pay rolls amounted to \$170,347,000. In October 1938 employment exceeded that for October 1937 by 1,718,000; pay rolls were \$88,861,000 higher. Employment on Federal projects under The Works Program, for which reports show activity in the month ending October 15, showed a gain of 3,000 from September. Compared with a year ago, however, the number working was 78,000 less. The number employed on work projects of the National Youth

Administration was 220,000. Data on employment and pay rolls for Student Aid in October will not be available until next month.

In the regular services of the Federal Government an increase in the number working was reported for the judicial service; decreases were reported for the executive, legislative, and military services. Of the 870,000 employees in the executive service in October, 118,000 were working in the District of Columbia and 752,000 outside the District. Force-account employees (employees who are on the Federal pay roll and are engaged on construction projects) were 10 percent of the total number of employees in the executive service. Increases in employment occurred in the Navy Department, the Department of Commerce, the Tennessee Valley Authority, and the administrative staff of the Public Works Administration.

A summary of Federal employment and pay-roll data for September and October is given in table 2.

TABLE 2.—Summary of Federal Employment and Pay Rolls, October 1938¹ (Preliminary Figures)

Class	Employment		Per-centage change	Pay rolls		Per-centage change
	October	Septem-ber		October	September	
Federal services;						
Executive ²	869, 885	³ 870, 859	-0.1	\$131, 087, 375	³ \$131, 931, 961	-0.6
Judicial.....	2, 265	2, 170	+4.4	548, 093	544, 404	+7
Legislative.....	5, 244	5, 390	-2.7	1, 217, 374	1, 235, 210	-1.4
Military.....	337, 408	339, 127	-5	26, 791, 118	27, 346, 929	-2.0
Construction projects;						
Financed by P. W. A. ⁴	147, 973	118, 886	+24.5	12, 090, 092	9, 979, 680	+21.1
U. S. H. A. Low Cost Housing.....	727	436	+66.7	102, 658	71, 947	+42.7
Financed by R. F. C. ⁵	3, 305	2, 829	+16.8	388, 027	395, 189	-1.8
Financed by regular Federal ap-propriations.....	259, 402	263, 721	-1.6	24, 649, 559	27, 503, 233	-10.4
Federal projects under The Works Program.....	120, 754	117, 518	+2.8	6, 055, 209	6, 020, 021	+6
Projects operated by W. P. A.....	3, 245, 271	3, 120, 399	+4.0	170, 347, 326	³ 164, 507, 381	+3.5
National Youth Administration;						
Work projects.....	220, 066	220, 756	-.3	4, 012, 209	3, 927, 491	+2.2
Student Aid.....	(e)	44, 865	-----	(e)	196, 999	-----
Civilian Conservation Corps.....	324, 747	317, 252	+2.4	14, 602, 688	14, 467, 301	+9

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 116,408 employees and pay-roll disbursements of \$14,372,651 for October and 118,450 employees and pay-roll disbursements of \$14,519,415 for September.

³ Revised.

⁴ Data covering P. W. A. projects financed from Emergency Relief Appropriation Acts of 1935, 1936, and 1937 funds and Public Works Administration Appropriation Act of 1938 funds are included. These data are not shown under The Works Program. Includes 67,733 wage earners and \$5,866,208 pay roll for October; 80,860 wage earners and \$7,068,139 for September, covering Public Works Administration projects financed from Emergency Relief Appropriation Acts of 1935, 1936, and 1937 funds. Includes 62,550 wage earners and \$4,471,842 pay roll for October; 18,984 and \$1,197,309 pay roll for September, covering Public Works Administration projects financed from funds provided by the Public Works Administration Appropriation Act of 1938.

⁵ Includes 283 employees and pay-roll disbursements of \$30,771 for October; 241 employees and pay-roll disbursements of \$20,152 for September on projects financed by the RFC Mortgage Co.

⁶ Data not available.

A new enlistment period started for the Civilian Conservation Corps, resulting in an increase of more than 7,000. Of the 325,000 in camps in October, 287,000 were enrollees, 5,000 reserve officers, 300 nurses, 1,600 educational advisers, and 31,000 supervisory and tech-

nical employees. Monthly pay-roll disbursements for all groups of workers totaled \$14,603,000.

On State-financed road projects the number of men working increased 16,000 during the month ending October 15. Of the 221,000 at work, 35,000 were engaged on new road construction and 186,000 on maintenance. Pay rolls for both types of work were \$14,496,000, an increase of \$545,000 over September pay-roll disbursements.



DETAILED REPORTS FOR SEPTEMBER 1938

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, insofar as industrial and business employment is concerned, are customarily presented in this section of the Monthly Labor Review. In this issue, however, owing to an unavoidable delay in compiling the detailed report for September, only the table dealing with the indexes of employment and pay rolls and with average hours and earnings can be given here.

Industrial and Business Employment

Average weekly earnings shown in the table 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 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.

Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries

MANUFACTURING

Indexes are based on 3-year average, 1923-25=100, and are adjusted to 1935 Census of Manufactures. Not comparable to indexes published in the Employment and Pay-Roll pamphlets prior to August 1938. Comparable series available upon request.]

Industry	Employment index			Pay-roll index			Average weekly earnings ¹			Average hours worked per week ¹			Average hourly earnings ¹		
	Sep- tember 1938	Aug- ust 1938	July 1938	Sep- tember 1938	Aug- ust 1938	July 1938	Sep- tember 1938	Aug- ust 1938	July 1938	Sep- tember 1938	Aug- ust 1938	July 1938	Sep- tember 1938	Aug- ust 1938	July 1938
All manufacturing industries.....	88.8	85.7	81.9	81.0	76.8	70.6	\$23.32	\$22.90	\$22.06	36.9	36.3	34.7	Cents 63.2	Cents 62.9	Cents 63.5
Durable goods.....	75.3	71.7	70.3	63.7	63.7	58.6	25.80	24.98	23.58	36.0	35.4	33.2	70.8	70.2	70.4
Nondurable goods.....	101.6	99.0	92.9	94.9	91.5	84.1	21.33	21.25	20.83	37.5	36.9	35.9	57.7	57.8	53.3
<i>Durable goods</i>															
Iron and steel and their products, not including machinery.....	81.7	79.4	76.7	68.6	65.3	57.4	24.60	24.11	21.91	33.0	32.4	29.7	75.3	75.3	75.3
Blast furnaces, steel works, and rolling mills.....	85.1	84.0	82.4	67.6	65.3	56.8	25.25	24.70	21.70	30.0	29.6	26.0	83.9	83.5	84.0
Bolts, nuts, washers, and rivets.....	81.9	78.1	77.2	72.8	66.0	58.5	22.79	21.62	19.37	32.3	30.7	27.3	70.6	70.6	70.9
Cast-iron pipe.....	64.6	63.0	61.7	53.8	53.0	51.9	19.77	20.00	20.02	34.2	34.3	34.4	57.4	57.8	57.9
Cutlery (not including silver and plated cutlery) and edge tools.....	77.6	74.5	63.9	67.3	60.9	52.1	21.82	20.63	20.59	36.8	34.6	33.6	60.0	60.8	62.5
Forgings, iron and steel.....	43.5	41.5	38.5	37.7	34.5	28.9	25.45	24.48	22.06	34.5	33.0	29.5	73.9	74.1	74.8
Hardware.....	66.9	60.6	56.5	65.7	57.6	48.3	23.86	23.06	20.77	36.3	35.2	31.8	65.8	65.7	65.2
Plumbers' supplies.....	73.2	73.1	72.5	59.6	57.3	55.3	23.21	22.38	21.70	35.0	34.0	33.0	66.3	65.8	65.6
Stamped and enameled ware.....	121.6	114.1	105.1	119.9	109.9	92.0	23.67	23.13	21.14	37.9	37.0	34.0	62.6	62.7	61.8
Steam and hot-water heating apparatus and steam fittings.....	69.8	69.0	67.1	53.3	55.5	51.5	23.00	24.27	23.18	33.3	35.2	33.4	69.1	69.2	69.1
Stoves.....	79.7	76.0	68.2	69.2	61.5	52.0	25.71	23.95	22.51	39.4	36.0	34.4	65.9	66.6	66.1
Structural and ornamental metalwork.....	60.5	59.8	59.1	49.7	51.2	48.8	26.01	26.94	26.01	35.7	36.9	35.8	72.9	73.1	72.8
Tin cans and other tinware.....	97.6	99.5	91.4	103.0	107.0	94.4	22.85	23.40	22.44	38.2	39.2	38.1	59.9	59.7	58.9
Tools (not including edge tools, machine tools, files, and saws).....	74.8	71.9	69.7	67.4	63.0	57.6	22.28	21.64	20.40	36.4	35.2	32.7	61.5	61.3	61.8
Wirework.....	127.9	106.2	109.6	134.2	99.8	91.6	25.31	22.64	19.87	36.9	34.0	30.6	68.7	66.7	65.1
Machinery, not including transportation equipment.....	85.5	84.1	82.9	78.6	76.1	72.7	25.57	25.08	24.34	35.4	34.6	33.5	72.1	72.0	72.4
Agricultural implements (including tractors).....	90.6	99.8	100.6	87.1	95.6	98.6	26.55	26.43	27.05	34.7	34.5	34.7	76.9	76.8	78.1
Cash registers, adding machines, and calculating machines.....	136.4	135.0	137.5	120.8	120.5	123.1	28.62	28.82	28.93	35.3	35.7	35.8	81.8	81.6	81.7
Electrical machinery, apparatus, and supplies.....	77.4	74.0	73.0	73.0	67.7	64.1	26.07	25.28	24.33	35.3	34.2	32.7	73.7	73.8	74.2
Engines, turbines, water wheels, and windmills.....	83.1	82.6	82.1	90.0	89.9	85.9	28.00	28.13	27.05	35.6	35.9	34.6	78.8	78.7	78.5

Foundry and machine-shop products.....	77.7	77.1	75.8	68.1	67.2	63.7	25.02	24.87	23.99	35.2	34.9	33.7	71.0	70.9	71.0
Machine tools.....	114.2	107.1	110.6	107.8	97.4	94.2	26.87	25.86	24.26	36.3	35.4	33.3	74.1	73.2	72.8
Radios and phonographs.....	93.5	88.9	81.6	83.5	75.5	72.4	22.21	21.20	22.11	37.5	35.7	36.3	59.4	59.5	61.0
Textile machinery and parts.....	59.8	57.7	53.9	53.8	50.2	45.3	23.42	22.78	21.92	35.3	33.9	33.2	66.5	67.3	66.1
Typewriters and parts.....	121.6	117.7	115.5	115.7	97.9	91.5	22.85	19.97	19.02	35.4	31.0	29.3	64.6	64.3	65.0
Transportation equipment.....	83.8	61.0	55.5	64.8	49.9	51.0	32.65	31.22	29.43	36.4	35.3	33.8	89.7	88.3	88.3
Aircraft.....	755.5	758.7	794.6	727.2	712.8	736.5	29.87	29.10	28.78	40.1	39.8	39.4	75.1	74.1	74.0
Automobiles.....	64.9	48.0	53.1	66.3	47.0	47.4	33.81	32.33	29.56	36.3	34.6	31.8	93.3	93.6	93.0
Cars, electric- and steam-railroad.....	27.7	24.3	22.8	25.7	22.3	20.2	25.48	25.26	24.45	35.0	34.7	32.9	72.8	72.8	74.3
Locomotives.....	16.1	18.0	20.2	11.1	13.1	15.5	22.13	23.37	24.51	29.0	31.1	32.1	76.4	75.2	76.4
Shipbuilding.....	89.9	89.1	95.8	92.3	90.0	99.9	30.60	29.99	30.90	36.5	35.9	37.0	83.7	83.6	83.1
Nonferrous metals and their products.....	87.8	83.0	79.1	81.2	74.1	67.0	24.98	24.14	22.83	37.8	36.2	34.3	66.1	66.6	66.8
Aluminum manufactures.....	136.3	128.5	122.0	138.8	125.8	111.5	26.04	24.89	23.07	38.8	36.9	35.9	67.2	67.5	68.1
Brass, bronze, and copper products.....	92.7	89.0	86.1	89.1	83.4	77.9	26.32	25.63	24.74	36.9	35.9	34.7	71.3	71.5	71.4
Clocks and watches and time-recording devices.....	79.9	77.7	73.6	78.1	70.3	59.6	20.66	19.11	17.11	36.3	33.0	29.5	56.9	57.8	57.8
Jewelry.....	96.0	86.7	79.2	81.4	70.1	61.2	23.95	22.70	21.49	41.0	38.6	36.2	57.7	57.7	58.6
Lighting equipment.....	76.0	67.9	62.8	68.8	57.8	49.6	24.99	23.83	21.33	38.0	35.0	31.5	65.9	68.1	67.9
Silverware and plated ware.....	58.9	57.5	50.8	53.2	48.5	38.1	23.27	23.13	20.55	36.7	35.9	31.7	62.5	64.6	64.9
Smelting and refining—copper, lead, and zinc.....	65.4	63.1	63.5	60.3	57.9	56.8	25.95	25.72	25.09	37.7	37.6	37.1	68.8	68.4	67.7
Lumber and allied products.....	65.9	64.0	60.7	60.1	58.1	48.7	21.33	21.02	18.64	40.3	40.5	36.5	52.6	52.3	51.1
Furniture.....	79.0	76.0	71.2	68.1	62.5	51.3	21.53	20.43	17.87	39.8	39.3	34.3	52.5	52.2	52.2
Lumber:															
Millwork.....	54.0	52.8	50.9	45.6	45.6	41.6	22.21	22.79	21.52	41.7	41.8	39.4	53.4	54.6	54.5
Sawmills.....	53.6	52.4	49.8	50.7	50.2	41.6	20.89	20.90	18.29	40.3	40.9	37.0	52.5	51.9	50.2
Stone, clay, and glass products.....	67.8	68.3	64.6	68.3	66.5	63.1	22.98	22.77	21.90	38.2	35.9	34.7	63.2	63.4	63.3
Brick, tile, and terra cotta.....	51.2	49.9	48.8	38.6	37.2	35.4	19.77	19.56	18.83	38.0	38.3	37.0	51.6	51.1	51.1
Cement.....	68.0	69.9	70.3	63.4	65.4	66.0	25.96	26.06	26.13	37.4	37.8	37.8	69.4	69.0	69.0
Glass.....	82.1	78.7	74.7	82.6	78.6	69.1	24.13	23.95	22.15	34.4	33.6	31.5	70.5	71.2	70.4
Marble, granite, slate, and other products.....	43.0	43.3	44.0	31.3	32.0	33.5	24.31	24.37	24.93	35.7	35.7	36.4	67.1	67.7	68.8
Pottery.....	74.9	72.3	69.5	64.1	58.7	53.1	21.22	20.40	19.14	35.7	34.4	32.5	61.9	62.9	62.3
<i>Nondurable goods</i>															
Textiles and their products.....	97.9	95.1	86.6	84.1	80.0	66.6	17.04	16.87	15.67	35.4	34.7	32.6	49.2	48.9	48.2
Fabrics.....	86.6	85.1	80.4	74.8	73.4	65.7	16.42	16.56	15.72	36.3	36.1	33.9	46.2	46.4	46.8
Carpets and rugs.....	72.7	67.6	62.8	60.9	55.4	44.7	22.31	21.65	18.82	34.9	34.3	29.8	63.9	63.2	63.2
Cotton goods.....	83.2	81.3	78.2	71.1	68.4	63.7	13.82	13.67	13.23	36.2	36.6	33.9	38.3	38.3	39.1
Cotton small wares.....	76.1	71.8	67.7	70.7	64.9	58.8	17.95	17.09	16.57	39.0	36.7	35.6	46.4	46.6	47.3
Dyeing and finishing textiles.....	104.1	101.9	97.0	89.7	87.4	78.3	20.68	20.75	19.60	38.7	38.3	35.7	52.8	53.8	54.6
Hati, fur-felt.....	96.0	88.1	79.8	95.0	87.2	74.9	26.85	25.21	23.85	36.4	35.3	34.3	71.1	73.1	70.1
Knit goods.....	111.8	109.2	104.6	116.2	111.7	98.2	18.14	17.88	16.41	36.6	35.9	32.9	51.0	51.6	51.5
Hosiery.....	140.7	138.2	133.0	154.3	154.3	134.2	19.65	19.38	17.51	36.4	35.7	32.2	54.8	55.5	55.5
Knitted outerwear.....	80.1	74.4	69.2	71.6	65.2	56.7	17.27	16.89	15.65	38.2	37.1	35.4	44.8	44.6	43.9
Knitted underwear.....	69.1	68.4	66.6	59.3	57.7	54.2	14.39	14.12	13.58	34.6	34.1	32.4	41.6	41.6	41.6
Knitted cloth.....	150.3	150.3	137.2	128.1	126.1	111.4	19.06	18.91	17.47	40.7	40.4	38.3	47.0	47.0	47.5
Silk and rayon goods.....	63.2	61.3	55.0	50.7	50.2	42.2	16.03	16.22	15.17	35.7	36.7	33.2	44.5	43.8	44.4
Woolen and worsted goods.....	72.7	75.1	68.4	57.5	62.1	55.5	18.39	19.21	18.85	35.0	36.4	35.4	52.7	52.9	53.4
Wearing apparel.....	122.1	116.3	98.9	99.5	90.4	66.0	18.72	17.68	15.50	33.9	32.5	30.2	53.9	53.1	50.8
Clothing, men's.....	107.5	104.3	89.8	80.1	74.4	57.4	19.33	18.40	16.37	32.3	31.3	28.3	59.4	58.6	58.2
Clothing, women's.....	177.1	165.9	134.6	137.6	128.1	86.0	20.69	20.23	17.14	34.0	32.9	31.3	55.4	54.8	52.1

See footnotes at end of table.

Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries—Continued

[Indexes are based on 3-year average, 1923-25=100, and are adjusted to 1935 Census of Manufactures. Not comparable to indexes published in pamphlets prior to August 1938. Comparable series available upon request.]

Industry	Employment index			Pay-roll index			Average weekly earnings			Average hours worked per week			Average hourly earnings		
	September 1938	August 1938	July 1938	September 1938	August 1938	July 1938	September 1938	August 1938	July 1938	September 1938	August 1938	July 1938	September 1938	August 1938	July 1938
<i>Nondurable goods—Continued</i>															
Textiles and their products—Continued.															
Wearing apparel—Continued.															
Corsets and allied garments.....	97.3	94.7	93.2	96.1	85.8	82.5	\$16.54	\$15.27	\$14.92	36.2	33.3	31.9	Cents 45.7	Cents 46.0	Cents 46.7
Men's furnishings.....	138.1	127.2	120.5	124.9	109.5	94.0	14.17	13.46	12.17	34.9	33.8	32.2	35.7	36.0	35.0
Millinery.....	79.3	68.2	49.9	91.6	59.6	36.4	28.29	21.98	18.41	40.1	34.3	30.9	62.3	60.7	60.7
Shirts and collars.....	117.8	117.3	107.5	97.4	93.4	77.8	12.79	12.17	11.14	35.0	33.9	30.9	36.7	36.4	37.4
Leather and its manufactures.	92.2	92.6	89.3	73.8	76.9	69.4	18.98	19.76	18.51	36.8	38.4	36.0	52.4	51.6	51.5
Boots and shoes.....	93.8	94.6	91.4	70.9	75.1	67.0	17.87	18.85	17.48	36.3	38.4	35.8	50.1	49.3	49.2
Leather.....	78.3	77.0	73.9	78.5	77.5	72.1	24.24	24.15	23.44	38.7	38.7	37.4	62.9	62.7	62.8
Food and kindred products.	142.7	138.3	128.6	136.7	131.1	123.5	23.43	23.17	24.53	41.3	39.7	41.0	57.6	58.6	59.9
Baking.....	145.6	144.5	145.0	143.5	139.8	142.8	25.86	25.33	25.79	42.8	41.6	42.3	61.0	61.5	61.2
Beverages.....	250.3	260.0	259.6	297.6	322.0	322.8	33.12	34.51	34.73	39.2	40.8	41.2	85.4	85.2	85.1
Butter.....	103.7	110.1	110.9	90.0	94.4	95.9	22.76	22.89	23.01	46.9	47.7	47.9	48.3	47.8	47.6
Canning and preserving.....	272.0	251.2	178.6	238.1	203.8	157.2	15.83	14.67	16.06	38.3	35.1	38.2	42.5	42.9	42.9
Confectionery.....	87.9	71.6	67.5	90.9	69.3	63.1	19.22	18.03	17.47	42.1	37.0	35.4	46.2	49.0	49.6
Flour.....	77.4	78.1	77.9	81.4	78.9	79.4	27.72	26.53	27.06	46.1	44.7	45.4	59.9	58.9	59.3
Ice cream.....	83.4	93.1	94.7	70.1	80.3	86.6	28.19	28.92	28.69	46.0	48.3	48.1	60.7	59.8	59.4
Slaughtering and meat packing.....	95.5	94.2	94.7	108.7	104.8	107.9	28.66	27.93	28.63	41.9	40.6	41.6	68.6	68.9	69.1
Sugar, beet.....	100.2	74.7	53.2	97.3	67.7	53.1	25.00	23.33	25.66	41.3	36.2	36.6	61.7	64.6	71.7
Sugar refining, cane.....	92.7	90.1	88.1	84.8	80.1	81.3	24.59	23.90	24.82	40.3	38.8	41.7	61.0	61.6	59.9
Tobacco manufactures.	66.3	64.3	61.5	61.0	59.0	57.1	16.96	16.89	17.18	37.1	36.7	37.2	45.8	46.2	46.0
Chewing and smoking tobacco and snuff.....	62.6	60.4	59.8	71.8	66.1	68.8	17.97	17.17	18.07	35.5	34.0	35.5	50.7	50.7	51.1
Cigars and cigarettes.....	66.8	64.8	61.7	59.6	58.0	55.6	16.72	16.82	16.96	37.3	37.0	37.4	45.2	45.9	45.6
Paper and printing.	104.3	102.7	101.5	101.1	98.0	95.9	27.91	27.48	27.10	38.0	37.7	37.0	76.5	76.0	76.7
Boxes, paper.....	98.8	94.8	92.4	105.4	97.3	93.0	21.74	20.90	20.42	40.8	38.9	37.6	53.8	54.2	54.7
Paper and pulp.....	104.0	102.8	101.6	101.6	101.9	96.9	23.92	24.26	23.37	39.1	39.4	37.8	61.3	61.7	61.9
Printing and publishing:															
Book and job.....	98.9	99.0	97.7	88.2	86.2	85.0	29.68	29.01	28.96	37.5	37.1	36.9	80.0	79.3	80.0
Newspapers and periodicals.....	105.1	102.5	102.1	106.4	101.1	101.1	37.26	36.25	36.39	36.2	36.1	35.9	98.8	97.1	97.8
Chemicals and allied products, and petroleum refining.	113.0	108.1	105.0	118.9	116.9	111.1	28.35	29.02	28.48	38.3	38.1	36.9	74.4	76.3	77.3
Petroleum refining.....	121.0	121.9	121.8	134.6	138.1	135.3	34.58	35.25	34.60	35.3	36.0	35.2	98.4	98.6	98.8
Other than petroleum refining.....	111.1	104.8	101.0	114.1	110.4	103.7	25.67	26.16	25.54	39.5	39.0	37.7	65.3	67.2	68.2
Chemicals.....	112.5	110.3	107.8	121.4	121.0	114.5	29.90	30.39	29.40	38.3	38.8	37.3	78.1	78.5	78.7
Cottonseed—oil, cake, and meal.....	113.5	68.4	59.3	95.1	57.0	51.2	12.93	12.83	13.31	50.8	46.8	48.3	25.3	26.8	26.7
Druggists' preparations.....	110.0	108.2	107.1	120.6	117.2	111.3	23.44	24.48	23.46	39.4	39.3	37.5	58.7	58.9	60.9

Explosives.....	84.9	81.9	80.5	93.1	93.1	89.4	30.16	31.26	30.52	37.7	38.6	36.7	80.1	80.9	83.2
Fertilizers.....	82.1	68.9	64.0	77.4	65.4	63.1	17.58	17.70	18.55	38.3	37.3	38.0	45.9	47.5	48.7
Paints and varnishes.....	112.5	110.6	110.8	114.5	111.2	111.0	27.70	27.39	27.38	39.7	39.2	38.8	69.9	70.0	70.7
Rayon and allied products.....	315.2	293.9	270.5	308.2	289.0	249.5	24.02	24.16	22.68	37.7	37.8	35.1	63.8	64.9	64.5
Soap.....	92.6	90.7	87.6	94.6	91.2	87.1	29.10	28.64	28.32	39.7	39.0	38.6	73.5	73.5	73.6
Rubber products.....	75.9	72.5	68.7	76.7	69.5	64.1	26.91	25.39	24.84	35.9	33.9	32.3	75.8	76.0	77.4
Rubber boots and shoes.....	58.0	54.1	42.3	57.7	50.9	36.7	22.79	21.54	19.86	37.7	35.8	33.3	60.5	60.2	59.7
Rubber tires and inner tubes.....	61.9	60.6	60.7	67.3	60.6	60.0	31.27	28.73	28.43	33.0	30.3	30.0	94.6	94.1	94.5
Rubber goods, other.....	121.0	113.2	106.6	116.6	107.7	95.0	22.73	22.34	20.81	38.5	37.7	35.3	59.4	59.7	59.9

NONMANUFACTURING

[Indexes are based on 12-month average, 1929=100]

Coal mining:															
Anthracite ²	46.4	37.6	44.6	29.4	20.0	20.2	20.64	17.35	14.76	22.1	18.6	14.4	91.1	90.5	91.6
Bituminous ²	83.5	80.1	78.5	71.9	64.2	56.8	23.03	21.38	19.16	26.2	23.6	21.3	88.6	88.8	88.3
Metalliferous mining.....	55.8	51.4	49.7	46.7	43.7	38.0	26.44	26.62	24.01	40.0	39.5	36.1	66.4	67.7	66.7
Quarrying and nonmetallic mining.....	44.6	44.6	44.1	38.4	39.2	37.0	21.68	22.17	21.38	40.6	41.2	39.2	53.5	53.7	54.2
Crude-petroleum producing.....	71.5	72.4	72.3	66.5	66.8	66.7	34.39	34.11	33.94	40.2	40.5	39.8	83.8	82.9	84.2
Public utilities:															
Telephone and telegraph ³	74.9	74.8	74.9	92.6	91.3	90.9	31.05	30.25	30.19	39.1	38.6	38.4	81.1	81.3	82.7
Electric light and power and manufactured gas ²	92.5	92.7	92.3	98.4	98.9	98.3	33.32	33.54	33.40	39.8	40.4	39.4	83.6	83.4	84.9
Electric-railroad and motor-bus operation and maintenance ³	69.3	69.5	70.1	68.4	69.5	69.0	32.27	32.73	32.19	44.8	45.3	44.5	71.3	71.4	71.3
Trade:															
Wholesale ³	88.5	87.6	86.8	74.3	73.7	73.6	29.18	29.35	29.71	42.1	42.3	42.1	69.7	69.9	70.6
Retail ³	85.0	80.0	81.1	69.7	66.8	68.1	20.82	21.38	21.72	42.3	42.7	42.6	53.2	54.6	55.9
General merchandise ³	98.4	86.4	87.9	87.1	78.8	80.4	17.56	18.12	18.33	38.6	38.7	39.0	48.1	49.8	49.8
Other than general merchandising ³	81.5	78.3	79.3	66.1	64.3	65.6	23.70	23.98	24.41	43.4	43.8	43.6	54.8	56.0	57.7
Hotels (year-round) ^{2 3 4}	91.8	90.4	90.7	78.7	77.4	77.4	14.60	14.64	14.65	46.4	47.1	46.7	31.0	30.7	31.2
Laundries ²	96.5	97.5	97.8	81.4	83.1	83.0	17.07	17.36	17.24	41.9	42.5	42.3	41.3	41.1	41.1
Dyeing and cleaning ²	107.7	105.0	108.6	81.7	74.3	77.5	20.82	19.47	19.85	43.4	42.0	42.0	48.4	46.8	47.6
Brokerage ^{3 5}	-1.4	+1.0	+2.4	-1.5	+4	+3.1	34.72	34.71	34.53	(6)	(6)	(6)	(6)	(6)	(6)
Insurance ^{3 5}	+6	+(7)	+6	-8	-2.5	+1.0	35.08	35.70	36.63	(6)	(6)	(6)	(6)	(6)	(6)
Building construction ⁶	-4	+2.6	+1.3	-5	+3.6	+1.8	29.66	29.69	29.52	32.9	32.9	33.0	90.3	90.3	89.5

¹ Average weekly earnings are computed from figures furnished by all reporting establishments. Average hours and average hourly earnings are computed from data supplied by a smaller number of establishments, as all reporting firms do not furnish man-hours. The figures are not strictly comparable from month to month because of changes in the size and composition of the reporting sample. Hours and earnings for all manufacturing industries now relate to 87 industries instead of 89 which were covered in the July and prior issues of the pamphlet, "Employment, and Pay Rolls." The two industries excluded are electric- and steam-railroad repair shops. The averages for the durable goods group have also been affected by this exclusion.

² Indexes adjusted to 1935 census. Comparable series back to January 1929 presented in January 1938 issue of the pamphlet, "Employment and Pay Rolls."

³ Average weekly earnings, hourly earnings, and hours not strictly comparable with figures published in the Monthly Labor Review prior to April 1938, except for January figures appearing in March issue, as they now exclude corporation officers, executives, and other employees whose duties are mainly supervisory.

⁴ Cash payments only; the additional value of board, room, and tips cannot be computed.

⁵ Indexes of employment and pay rolls are not available; percentage changes from preceding month substituted.

⁶ Not available.

⁷ Less than 1/4 of 1 percent.

Recent Publications of Labor Interest

NOVEMBER 1938

Child Labor and Child Welfare

The child and the State—select documents, with introductory notes: Volume I, Legal status in the family; Apprenticeship and child labor; Volume II, The dependent and the delinquent child; The child of unmarried parents. By Grace Abbott. Chicago, University of Chicago Press, 1938. 679 and 701 pp. (Social Service Series.)

Volume I indicates developing trends, problems of administration and inadequacies of the present program on the subjects covered. Volume II considers the history of public provision for dependent children from colonial times, and the evolution of new methods of caring for delinquent children and for the child of unmarried parents.

State child labor legislation—1938. By Gertrude Binder. New York, National Child Labor Committee, 1938. 9 pp.; mimeographed.

State child-labor standards: A summary of State laws affecting employment and compulsory school attendance of minors, July 1, 1938. Washington, U. S. Children's Bureau, 1938. 54 pp.; mimeographed.

Summary of proceedings, June 2, 1938, of General Advisory Committee on Maternal and Child Welfare Services, appointed by Secretary of Labor to advise Children's Bureau concerning development of general policies affecting administration of title V, parts 1, 2, and 3, of Social Security Act. Washington, U. S. Children's Bureau, 1938. 25 pp.

Cooperative Movement

Annual report on working of cooperative societies in Federated Malay States and Straits Settlements for year 1937. Kuala Lumpur, [Cooperative Societies Department], 1938. 49 pp.

A tour of Nova Scotia cooperatives. Report of conference tour under auspices of Cooperative League of the U. S. A. and Extension Department of St. Francis Xavier University. New York, Cooperative League of the U. S. A., [1937?]. 48 pp., illus.

Account of cooperative activities at the various places visited during the tour.

How Swedish cooperatives break monopolies. New York, Cooperative League of the U. S. A., 1938. 15 pp., illus. (No. 389.)

Swedish consumers in cooperation. By Anders Hedberg. Stockholm, Kooperativa Förbundet, 1937. 95 pp., illus.

Describes the development of the local consumers' cooperative associations in Sweden, including the so-called "hospital" association which goes to the rescue of "ailing" societies that are in danger of failure; also gives details of the organization and operations of the cooperative wholesale society, Kooperativa Förbundet.

Cost and Standards of Living

[*Cost of living for woman workers and minors who come under provisions of minimum-wage law of New Jersey.*] Trenton, Department of Labor, 1938. 29 pp.; mimeographed.

Presents in detail the cost of "adequate" and "sustenance" budgets for the woman living alone and for the woman living as member of family.

The standard of living of farm and village families in six South Dakota counties, 1935. Brookings, South Dakota State College of Agriculture and Mechanic Arts, Agricultural Experiment Station, 1938. 63 pp., maps, charts, illus. (Bulletin No. 320.)

Economic and Social Problems

Full recovery or stagnation? By Alvin Harvey Hansen. New York, W. W. Norton & Co., Inc., 1938. 350 pp.

The author does not give a direct or separate analysis of wage and labor problems in relation to his subject, but there are brief discussions of wages and labor relations. There are chapters on unemployment reserve and old-age reserve funds. The conditions required for full employment are analyzed, with emphasis on the fundamental changes, since the nineteenth century, in opportunities for investment. The author holds that in the present-day nonexpanding economy public credit and taxation should be used not so much for directly stimulating consumption as for extending public investment and the control by public authority of the direction of private investment. With these changes he recommends a policy of promoting flexibility of prices, capital values, and costs.

Toward full employment. By Henry S. Dennison and others. New York, McGraw-Hill Book Co., Inc., 1938. xiii, 297 pp., charts.

It is assumed that depressions will recur and that measures to meet them should be carefully thought out in advance. The proposals include a program for adapting governmental activity and expenditures to business fluctuations, so that whenever there is a deficiency of private employment, public employment, planned in advance, may be expanded along socially useful lines. A second proposal is a plan for coordinating monetary, budget, and tax policies so as to utilize financial controls, particularly of bank credit, in combating depression. A third proposal concerns taxation and suggests a Federal-State tax commission for making studies and recommendations regarding fundamental modifications of Federal, State, and local tax systems.

Roosevelt and his new deal. By Stephen Kemp Bailey. (In Fact, London, October 1938, pp. 5-90; charts.)

Critical summary of recent public policies in the United States.

Seeds of destruction: A study in the functional weaknesses of capitalism. By John M. Blair. New York, Covici Friede, 1938. xix, 418 pp.

The volume includes chapters on technology, wages, prices, and labor costs, these subjects being interpreted in the light of general conceptions embodied in the title.

Socialism on the defensive. By Norman Thomas. New York and London, Harper & Bros., 1938. 304 pp.; bibliography.

Mainly concerned with conditions confronting the working classes in European countries but containing discussions of the bearings of world conditions on American problems and policies.

Trade-union action for combating and preventing the slump. (In International Trade Union Movement, International Federation of Trade Unions, Paris, June-September 1938, pp. 69-181.)

Results of an inquiry in 1937 into the practice of economic planning and the experiences of various countries in the field of policy relating to depressions. The summary is described as having twofold interest in that it gives a relatively comprehensive survey of planning activities in the different countries, and makes known the views of trade unions on the measures adopted.

What are we to do? By John Strachey. New York, Random House, 1938. 339 pp.

Deals with the labor movement in capitalistic society.

Eastern industrialization and its effect on the West. By G. E. Hubbard. London, Oxford University Press, 1938. xx, 418 pp., charts.

Revision of a volume first published in 1935. There are chapters dealing specifically with labor in Japan, China, and India, those on Japan having been largely rewritten. The effect of eastern industrialization on Great Britain is emphasized in three separate chapters.

Essai sur la conjoncture et la prévision économiques. By Alfred Sauvy. Paris, Centre polytechnicien d'Études économiques, 1938. 191 pp.

A study of directed economy (*conjoncture*) as related to the official financial and economic indexes of different countries.

Gold and poverty in South Africa: A study of economic organization and standards of living. By Max Yergan. The Hague and New York, International Industrial Relations Institute, 1938. 24 pp.

Status and trends of industry in New York City. New York, Mayor's Committee on City Planning, 1938. Various paging, maps, charts; mimeographed.

Shifts in employment and the extent and distribution of various industries in New York City are discussed. Census returns and records of the State factory-inspection service have been used in compiling the data presented.

Employment and Unemployment

Employment and unemployment in Philadelphia in 1936 and 1937: Part II, May 1937. By Margaret W. Bell and Gladys L. Palmer. Washington, U. S. Works Progress Administration, 1938. 91 pp. (Philadelphia Labor Market Studies, Report No. P-3, Part II.)

Gives figures on household composition, on incidence of unemployment, and on sex, race, age, usual occupation, and other characteristics of the unemployed who were previously employed.

Employment opportunities in manufacturing industries of the United States. By Frederick C. Mills. New York, National Bureau of Economic Research, Inc., 1938. 15 pp., charts. (Bulletin 70.)

The study covers the period from 1899 to 1935. There are estimates of productivity per wage earner and per man-hour in a selected sample of manufacturing industries. There are separate analyses of the period from 1899 to 1929 and of the period from 1927 to 1935. Estimates of changes are given for separate industrial groups, as, for example, industries producing "goods for human consumption" and those producing capital-equipment goods. There is an analysis from various points of view of the decline in labor requirements.

Factory Inspection

Report for 1937 in pursuance of section 118 (7) of Factory and Workshop Act, 1901 [Éire]. Dublin, Department of Industry and Commerce, [1938?]. 67 pp., folder.

Summarizes number of factory inspections under the factory legislation, prosecutions, accidents, and medical examinations, and shows kinds of work subject to regulation.

Health and Industrial Hygiene

The relation of hospital service to a national health program. Address before 40th annual convention of American Hospital Association, Dallas, Tex., September 26, 1938, by Arthur J. Altmeyer. Washington, U. S. Social Security Board, 1938. 17 pp., mimeographed. (Press release 675a.)

The incidence of occupational dermatoses and their causes in the basic industries. By Louis Schwartz. (In Journal of American Medical Association, Chicago, October 22, 1938, pp. 1523-1528.)

This paper and several others on occupational dermatoses were read and discussed before the Section of Dermatology and Syphilology at the annual session of the American Medical Association held in San Francisco in June. The titles of the other papers, also printed in the Journal of the American Medical Association for October 22, 1938, and the writers, were as follows: Occupational dermatoses, by C. Guy Lane, M. D.; The incidence of occupational dermatoses and their causes in the basic industries, by Louis Schwartz, M. D.; Industrial dermatitis, by Marion B. Sulzberger, M. D., and Clark W. Finnerud, M. D.; The practical aspect of the prevention of industrial dermatoses, by Earl W. Osborne, M. D., and James W. Jordan, M. D.; Analysis of claims in industrial dermatoses, by John G. Downing, M. D.; and The compensation laws and related medicolegal considerations, by Harry R. Foerster, M. D.

Effect upon the skin due to exposure to some chlorinated hydrocarbons. By May R. Mayers, M. D., and Mabel G. Silverberg, M. D. (In Industrial Bulletin, New York Department of Labor, Albany, August 1938, pp. 358-361; September 1938, pp. 425-427.)

The study upon which this discussion was based included the physical examination of 31 workers in two plants manufacturing electrical condensers. It was

found that exposure to the fumes and vapors of chlorinated naphthalenes has resulted in more or less severe skin eruptions among some of the workers. It is stated that there is reason to believe that the hazard may be eliminated by adequate local and general ventilation, good personal hygiene on the part of the workers, and adequate medical supervision.

Les maladies professionnelles des arco-soudeurs. By Nevill Pozzi. Paris, Vigot Frères, 1938. 91 pp. (Travail de l'Institut des Maladies Professionnelles.) Treats of the occupational hazards of arc welders.

Housing and Building Construction

The challenge of housing. By Langdon W. Post. New York and Toronto, Farrar & Rinehart, Inc., 1938. xvi, 309 pp., maps, illus.

The author traces the growth of slums in New York City and the failure of regulation to meet the needs for improved standards. From his own experience as a housing official, he points out the pitfalls and makes suggestions for a solution of the housing problem.

Labor's program for better housing. Washington, Committee for Industrial Organization, [1938]. 27 pp. (Publication No. 22.)

On the premise that the Government must provide low-rent housing, the functions of the United States Housing Authority are discussed and a plan is outlined for carrying out a public housing program.

National Housing Act as amended and provisions of other laws pertaining to Federal Housing Administration, including all amendments to February 3, 1938. Washington, Federal Housing Administration, 1938. 47 pp.

Recommendations concerning housing and slum clearance. New York, Merchants' Association of New York, 1938. 14 pp.

Rural housing problem in the South. By S. H. Hobbs, Jr. (In *Rural Sociology*, Baton Rouge, La., September 1938, pp. 279-295.)

Annual report of London County Council, 1936: Vol. II, Public health—general matters of public health, main drainage, and housing. London, 1938. 62 pp.

The sections on housing contain information on the powers and duties of the Council, financial statistics, plans for dwellings, and progress reports.

Report of Chief Registrar of Friendly Societies [Great Britain] for year 1937: Part 5—Building Societies. London, Registry of Friendly Societies, 1938. 25 pp.

Statistics of the building societies showing changes in registration and business conditions.

Statistics of building construction, 1920 to 1937, as shown by building permits issued: Part I, General trend in construction; Part II, Residential building construction, 1929 to 1935; Part III, Building construction, 1936 and 1937. Washington, U. S. Bureau of Labor Statistics, 1938. 42 pp. (Bulletin No. 650.)

Income

Incomes of families and single persons, 1935-36. Washington, U. S. Bureau of Labor Statistics, 1938. 12 pp., charts. (Serial No. R. 829, reprint from October 1938 Monthly Labor Review.)

Report of Federal Trade Commission on agricultural income inquiry: Part I, Principal farm products; Part II, Fruits, vegetables, and grapes; Part III, Supplementary report. Washington, 1938. 3 vols.; various paging, charts.

A study undertaken under congressional direction in 1935 to investigate and report the extent of decline in agricultural income in recent years; to obtain comparable information relating to the income of the principal corporations or other principal sellers engaged in handling or processing the major farm commodities or products manufactured from them; to ascertain the distribution of the consumer's dollar paid for such products between the farmer, the processor, and the distributor; and to study such questions as taxation, capitalization, monopoly, and producers' cooperative organizations. The Commission in its conclusions "records with dismay its belief that the survival of independent farming by farmers who own their own farms and maintain an American standard of living is in jeopardy." Aspects of the investigation that have particular bearing on industrial labor are the effects of farm conditions on the movement of farm workers to the

cities, where they come into competition with urban labor, and on the capacity of the farm population to purchase the products of industrial labor. The findings and recommendations are summarized in Senate Document No. 54, 75th Congress, 1st session.

Revised estimates of monthly income payments in the United States, 1929-38. By Frederick M. Cone. (In Survey of Current Business, U. S. Bureau of Foreign and Domestic Commerce, Washington, October 1938, pp. 15-20; charts.)

Figures of total income payments, of compensation of employees (including salaried workers and work-relief employees), and of the other main forms of income are given by months from 1929 to August 1938. The estimates published in the Survey of Current Business for February 1938, and summarized in the Monthly Labor Review of April 1938, are here presented in revised form. There is a discussion of the distinctive aspects and problems of estimates of monthly income as distinguished from the annual estimates. The monthly statistics are published as a continuing-series from month to month in the Survey of Current Business.

Statistics of income supplement compiled from Federal income tax returns of individuals for income year 1934: Section I, Number of individual income-tax returns for 1934 classified by counties, and cities of 25,000 and over population, by net income classes. Washington, U. S. Treasury Department and Works Progress Administration, 1938. 120 pp.

Statistics of income for 1935: Part 1, Compiled from individual income-tax returns, estate-tax returns, and gift-tax returns; Part 2, Compiled from corporation income and excess-profits tax returns and personal holding company returns. Washington, U. S. Bureau of Internal Revenue, 1938. 2 vols., 170 and 138 pp.

Industrial Accidents and Workmen's Compensation

Cost of coal-mine fatalities and some permanent disabilities in Ohio, January 1, 1930, to December 31, 1934. By C. W. Owings. Washington, U. S. Bureau of Mines, 1938. 31 pp. (Technical Paper 589.)

List of respiratory protective devices approved by Bureau of Mines. By H. H. Schrenk. Washington, U. S. Bureau of Mines, 1938. 9 pp.; mimeographed. (Information Circular 7030.)

National safety competition of 1937 [in mines and quarries]. By W. W. Adams, T. D. Lawrence, and E. E. Getzin. Washington, U. S. Bureau of Mines, 1938. 22 pp., mimeographed. (Report of Investigations 3413.)

Proceedings of ninth All-Ohio Safety Congress, May 10-12, 1938. Columbus, Industrial Commission of Ohio, Division of Safety and Hygiene, 1938. 620 pp.

Sixteenth annual report of Safety in Mines Research Board, including report of matters dealt with by Health Advisory Committee [Great Britain], 1937. London, 1938. 136 pp., diagrams, illus.

Adequacy of benefit payments under workmen's compensation. By Marshall Dawson. Washington, U. S. Bureau of Labor Statistics, 1938. 22 pp. (Serial No. R. 813, reprint from September 1938 Monthly Labor Review.)

Reducing cost of workmen's compensation in mining industry. By D. Harrington. Washington, U. S. Bureau of Mines, 1938. 13 pp.; mimeographed. (Information Circular 7020.)

Report of working of Workmen's Compensation Act, 1923, in Burma, for year 1937. Rangoon, [Office of Labor Commissioner?], 1938. 22 pp.

Workmen's compensation in Canada: A comparison of Provincial laws. Ottawa, Department of Labor, 1938. 25 pp.; mimeographed.

Includes tables showing compensation benefits to dependents and for nonfatal cases of disability.

Medical benefits under Swiss accident insurance scheme. By E. Haymann. (In International Labor Review, Geneva, October 1938, pp. 481-499.)

Industrial Disputes

Analysis of strikes in 1937. By Don Q. Crowther. Washington, U. S. Bureau of Labor Statistics, 1938. 18 pp., chart. (Serial No. R. 789, reprint from May 1938 Monthly Labor Review.)

Number of sit-down strikes in 1937. Washington, U. S. Bureau of Labor Statistics, 1938. 3 pp. (Serial No. R. 823, reprint from August 1938 Monthly Labor Review.)

Industrial Relations

Collective bargaining by Federal labor unions in cement industry. Washington, U. S. Bureau of Labor Statistics, 1938. 7 pp. (Serial No. R. 831, reprint from October 1938 Monthly Labor Review.)

Development of collective bargaining in metal mining. Washington, U. S. Bureau of Labor Statistics, 1938. 8 pp. (Serial No. R. 817, reprint from September 1938 Monthly Labor Review.)

Collective bargaining and arbitration in Australia. By Everest Y. Seymour. (In Journal of Retailing, New York, October 1938, pp. 68-72.)

Account of procedure followed by a union in New South Wales in order to become registered and the steps necessary to establish collective bargaining and arbitration.

Intercollegiate debates, volume XIX. Edited by Egbert Ray Nichols. New York, Noble & Noble, 1938. 438 pp.

Collective bargaining in mass-production industries and the union closed shop were among the subjects treated. Bibliographies are included on each of these subjects.

University debaters' annual: Constructive and rebuttal speeches delivered in debates of American colleges and universities during the college year 1937-1938. New York, H. W. Wilson Co., 1938. 503 pp.

One of the questions debated was whether the National Labor Relations Board should be empowered to enforce arbitration in all industrial disputes.

Labor courts: An international survey of judicial systems for settlement of disputes. Geneva, International Labor Office (American branch, 734 Jackson Place N.W., Washington, D. C.), 1938. 220 pp. (Studies and Reports, Series A, No. 40.)

Report of New Brunswick Fair Wage Officer for year ending October 31, 1937. [Fred-erickton, 1938?] 19 pp.

The effect of labor relations in the bituminous coal industry upon interstate commerce. Washington, U. S. National Labor Relations Board, Division of Economic Research, 1938. 77 pp., map, charts. (Bulletin No. 2.)

Owing to the importance of the bituminous-coal industry in supplying power, the writers of this volume point out the need for good employer-employee relations to insure a continuing supply of the product. The history and effects of serious labor disorders in the past are traced.

International Labor Conditions

The I. L. O. year-book, 1937-38. Geneva, International Labor Office (American branch, 734 Jackson Place N.W., Washington, D. C.), 1938. 650 pp.

This edition of the yearbook covers outstanding events affecting industry and labor which have occurred since those recorded in the 1936-37 issue (ending in most cases with end of first quarter of 1937) through the early months of 1938. The material in the body of the volume is presented under the following general heads: Economic developments; conditions of work (hours, holidays, industrial health and safety, women's work, protection of children and young persons, factory inspection); social insurance; remuneration of labor; employment and unemployment; migration; workers' general rights (right to organize, collective bargaining, conciliation and arbitration, etc.); special problems of certain categories of workers (salaried, professional, home, and agricultural workers, seamen, native labor). An introductory section discusses workers', employers', and other organizations, and an appendix gives statistics of the international trade-union movement. Information is also included on the structure and work of the International Labor Organization.

What International Labor Conferences mean to labor. By Marion H. Hedges. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, October 1938, pp. 8-10.)

Iron and Steel Industry

Iron and steel: A survey of the iron and steel industries and international trade of the principal producing and trading countries with particular reference to factors essential to tariff considerations. Washington, U. S. Tariff Commission, 1938. 527 pp. (Report No. 128, second series.)

There is a section of 12 pages on labor conditions in the industry in the United States.

Statistics of iron and steel industries for year 1937. London, British Iron and Steel Federation, 1938. 306 pp.

Deals primarily with world production but gives data for Great Britain on prices of some iron and steel products, and on employment, unemployment, and average annual wage in certain branches of the iron and steel industry.

Labor Legislation

Federal labor legislation, 1938. Washington, U. S. Bureau of Labor Statistics, 1938. 5 pp. (Serial No. R. 814, reprint from September 1938 Monthly Labor Review.)

Federal laws relating to hours of labor on public works. Washington, U. S. Bureau of Labor Statistics, November 1, 1938. 6 pp.; mimeographed.

Legal limitations on hours of work in Latin American countries, October 1, 1938. Washington, U. S. Bureau of Labor Statistics, 1938. 11 pp. (Serial No. R. 830, reprint from October 1938 Monthly Labor Review.)

Wage-hour handbook. Washington, Capitol Daily, October 1938. 38 pp.; mimeographed.

Text of Fair Labor Standards Act, 1938, an explanation of its provisions, text of the industry committee rules issued by the Administrator, and the major labor provisions of N. R. A. codes.

Legislación del trabajo en los siglos XVI, XVII, y XVIII. Mexico, Departamento Autonomo del Trabajo, 1938. 171 pp. (Historia del movimiento obrero en Mexico, vol. 1.)

A brief critical account of the course of labor legislation in Mexico during the sixteenth, seventeenth, and eighteenth centuries is given, followed by texts of official documents issued in Mexico to regulate working conditions, from 1561 to 1770, inclusive.

International survey of legal decisions on labor law, 1936-37. Geneva, International Labor Office (American branch, 734 Jackson Place N.W., Washington, D. C.), 1938. lviii, 533 pp.

State agencies in field of mediation and conciliation, and brief summary of State laws concerning conciliation and arbitration, as of September 1938. By Alfred Acee. Washington, U. S. Conciliation Service, 1938. 14 pp.; mimeographed.

Labor Organization

The story of the CIO. By Benjamin Stolberg. New York, Viking Press, 1938. 294 pp.

Thirty-seventh annual directory of labor organizations in Massachusetts, 1938 (with statistics of membership, 1932-1937). Boston, Department of Labor and Industries, 1938. 93 pp. (Labor Bulletin No. 178.)

Report of Chief Registrar of Friendly Societies [Great Britain] for year 1937: Part 4—Trade Unions. London, 1938. 25 pp.

Shows the status of trade-unionism, including membership, funds, and extent of registration. A section is devoted to the degree of employer organization.

Life Insurance

Annual report of Bureau of Post Office Life Insurance, Japan, for fiscal year 1936-37. Tokyo, Board of Insurance, [1937?]. Various paging, charts. (In Japanese and English.)

Reviews the history of the post-office life-insurance and life-annuity systems in Japan, and gives an account of their operation in the fiscal year ending March 31, 1937, with statistics.

Management

Historical survey of contributions of International Labor Organization to study of management. Presented by International Labor Office to members of Seventh International Management Congress, Washington, September 1938. Geneva, International Labor Office (American branch, 734 Jackson Place N.W., Washington, D. C.), 1938. 27 pp.

The management of labor relations. By Gordon S. Watkins and Paul A. Dodd. New York and London, McGraw-Hill Book Co., Inc., 1938. 780 pp.; bibliography.

This textbook deals with the usual subjects covered in books on labor management—psychological aspects of labor relations, selection and placement, labor turn-over, wage systems and incentive plans, training of workers, the problem of the aged worker, stabilization of employment, health and safety, and other allied subjects. One chapter deals with labor relations in the civil service, while others discuss the history and merits of employee-representation plans and such recent legislation as the National Labor Relations Act and the Railway Labor Act.

Minimum Wage

Annual report of Minimum Wage Board of District of Columbia, for period June 10, 1937, to December 31, 1937. Washington, [1938]. 42 pp.

The British trade boards system. By Harry E. Carlson. Washington, U. S. Bureau of Labor Statistics, 1938. 15 pp. (Serial No. R. 760, reprint from May 1938 Monthly Labor Review.)

Mining Industry

Bituminous coal tables, 1936-37. Washington, U. S. National Bituminous Coal Commission, Division of Research and Statistics, 1938. 72 pp.; mimeographed.

Statistics of production and employment, taken from these tables, are given in this issue of the Monthly Labor Review.

Forty-sixth annual report of Ontario Department of Mines. Toronto, 1938. 291 pp.

Includes data on mineral production and mining accidents in 1936 and earlier years.

Old-Age Care and Pensions

Agitation for pension and scrip schemes. By Buel W. Patch. Washington, Editorial Research Reports, 1013 Thirteenth Street N.W., 1938. 18 pp. (Vol. 2, 1938, No. 13.)

Describes the various plans advanced for care of the aged—i. e., "pension panaceas on State-wide basis," proposals for large Federal pensions, and the "share the wealth," "Epic," and "social credit" plans.

Trend of old-age assistance and its relation to population 65 years of age and over in Montana. Helena, Department of Public Welfare, 1938. 16 pp., maps, charts; mimeographed. (Bulletin No. 1.)

Memoria anual, 1937-38, Caja General de Jubilaciones y Pensiones de Empleados y Obreros de Ferrocarriles y Tranvías [Cuba]. Habana, 1938. 122 pp.; mimeographed.

Account of operation of the General Pension and Retirement Fund for Salaried and Wage-Earning Employees of Railways and Streetcars of Cuba, from July 1, 1937, to June 30, 1938.

Planning

New horizons in planning: Proceedings of National Planning Conference, Detroit, Mich., June 1-3, 1937. Chicago, American Society of Planning Officials, 1937. 178 pp.

Papers presented and resolutions passed by the conference appear in the volume.

Prices

Industrial price policies and economic progress. By Edwin G. Nourse and Horace B. Drury. Washington, Brookings Institution, 1938. 314 pp., charts. (Institute of Economics Publication No. 76.)

Reference is made to the transfer of "the birthplace of prices" from the market place to the industrial office and there is a discussion of the role of the business manager in determining prices. The central theme of the book is the relation of price policies to the distribution of the gains made possible by increased productivity. The authors are also concerned with the repercussions of price policies on production itself. There is some discussion of wages, as when the authors compare the trends after 1870 of weekly wages and wholesale prices. Their main concern, however, is with reductions in prices by business managers and the effects of reductions on the purchasing power of consumer income.

Prison Labor

Report of Royal Commission to Investigate the Penal System of Canada. Ottawa, 1938. 418 pp.

One of the chapters deals with prison employment, working conditions in penitentiaries, and prisoners' pay. The Commission's recommendations included: The reorganization of administration, the educational system, the medical service, and the industries of penitentiaries; revision of the classification of prisoners; and the adoption of an adult probation system modeled upon the existing scheme in England.

Profit Sharing

Profit sharing for wage workers. By Buel W. Patch. Washington, Editorial Research Reports, 1013 Thirteenth Street NW., 1938. 14 pp. (Vol. 2, 1938, No. 10.)

The writer reviews the history of profit sharing in this and other countries with special reference to a study of the subject being carried on by a subcommittee of the United States Senate Finance Committee.

Profit sharing in two manufacturing companies. Washington, U. S. Bureau of Labor Statistics, 1938. 4 pp. (Serial No. R. 816, reprint from September 1938 Monthly Labor Review.)

Social Security (General)

Insecurity—a challenge to America: A study of social insurance in the United States and abroad. By Abraham Epstein. New York, Random House, 1938. xvi, 939 pp. Second revised edition.

The new chapters in the present edition contain a complete analysis of the Social Security Act, the latest legislative developments in the various States, and a discussion of the health-insurance problem.

Labor in the United States; Basic statistics for social security. By W. S. Woytinsky. Washington, Social Science Research Council, Committee on Social Security, 1938. xxii, 333 pp., charts.

A reclassification of the data of the Census of Occupations of 1930 for the purpose of analyzing the supply of labor in a manner better suited to the needs of the administration of social-security legislation, and a reclassification of the statistics of employment, mainly in the industrial censuses of 1929 and the Census of Unemployment of 1930, for the same purpose. Later industrial censuses and the employment statistics of the Bureau of Labor Statistics and other agencies are also used. The types of information, and particularly the form in which the information was published before the enactment of the Social Security Act, made

desirable such reclassifications. The limitations of the study are recognized, and a supplementary purpose of the investigation was to throw light on the planning of the 1940 census and other statistical undertakings with the needs of the social-security program in view.

Some current problems in social security. By William Haber. Ann Arbor, University of Michigan, Bureau of Industrial Relations, 1938. 15 pp.

Covers such points as merit rating under State unemployment-compensation laws, the interstate problem in unemployment insurance, the problem of paying benefits, the effect of unemployment insurance on volume and cost of relief; and the questions of reserves, pay-roll taxes, and Government contributions in old-age insurance.

Rapport sur le fonctionnement de l'Office Général des Assurances Sociales, des Offices Supérieurs, des Offices d'Assurance, et du Comité des Rentes de l'Assurance des Employés durant l'année 1936; Compte rendu des opérations des caisses d'assurance-maladie et des corporations d'assurance-accidents pendant l'année 1935. [Strasbourg?], l'Office Général des Assurances Sociales d'Alsace et de Lorraine, 1937. 334 pp. (Bulletin Nos. 10-11.)

Report for the year 1936 of the social-insurance system in Alsace-Lorraine, and for 1935 of the sickness and accident funds.

Relazione sull'attività svolta nel 1937 dal Patronato Nazionale per l'Assistenza Sociale. Rome, Patronato Nazionale per l'Assistenza Sociale, 1938. 19 pp. (Supplement to l'Assistenza Sociale.)

Account of the activities in 1937 of the National Institution for Social Welfare, Italy, including information on compensation for industrial and agricultural accidents and on invalidity and old-age benefits.

Textile Industries

The textile industries—an economic analysis. By H. E. Michl. Washington, Textile Foundation, 1938. xix, 284 pp., charts.

Unemployment Insurance and Relief

Planning and administration of unemployment compensation in the United States—a sampling of beginnings. By Bryce M. Stewart. New York, Industrial Relations Counselors, Inc., 1938. 665 pp.

The study covers the Federal aspects of the subject and developments in five jurisdictions—California, District of Columbia, New Hampshire, New York, and Wisconsin—which were selected because of their geographical distribution and the early enactment and diversity of their laws.

Unattached women on relief in Chicago, 1937. Washington, U. S. Women's Bureau, 1938. 84 pp. (Bulletin No. 158.)

Report of a survey made in the spring of 1937 to ascertain the industrial and economic backgrounds of these women, the causes of their being on relief, and their employability, for the purpose of developing a program to restore a large number to self-support.

Report of Secretary of Labor upon activities and proceedings under Employment Promotion Act, New Zealand, 1936. Wellington, Department of Labor, Employment Division, 1938. 38 pp.

Outlines the provisions of the law and the measures taken to relieve the unemployment situation.

Wages and Hours of Labor

National wage chart, 1938-1939: Wage rates per hour for building trades in the principal cities. Chicago, Chicago Building Trades Council, 1938.

Statistical table showing hourly wage rates in 28 occupations in 330 cities.

Statistics of State school systems, 1935-36. Washington, U. S. Office of Education, 1938. 126 pp. (Bulletin, 1937, No. 2—advance pages; chapter II, volume II, Biennial survey of education in United States, 1934-36.)

Among the tables is one reporting average salaries of white and Negro teachers in 14 States.

Wages in France, 1938. Washington, U. S. Bureau of Labor Statistics, 1938. 20 pp. (Serial No. R. 819, reprint from September 1938 Monthly Labor Review.)

Basic wage declaration [of Western Australia Court of Arbitration] for year 1938-39 and reasons of the Court. Perth, Court of Arbitration, 1938. 62 pp.

The movement of real and money wage rates. By John T. Dunlop. (In *Economic Journal*, London, September 1938, pp. 413-434; charts.)

A discussion of changes in real and money wage rates in the light of recent economic theories, especially the writings of Mr. Keynes. There are also discussions of trade-union policy in its bearings on both money rates and hourly earnings.

General Reports

Annual report of Industrial Commissioner, New York State, for 12 months ended December 31, 1937. Albany, Department of Labor, 1938. 216 pp.

In addition to report of Industrial Commissioner, the publication includes reports of the State Industrial Board, Board of Standards and Appeals, Labor Relations Board, and Board of Mediation, together with opinions of the Attorney General construing provisions of labor laws, and statistical tables covering industrial disputes, workmen's compensation, factory inspection, etc.

Anuario estadístico do Brasil, 1937. Rio de Janeiro, Instituto Nacional de Estatística, 1937. 889 pp.

A comprehensive statistical annual of Brazil, including among other data, through 1936, wages for specified agricultural and other rural work, cost of living in Rio de Janeiro, statistics on Government-supervised pension and retirement funds, consumers' cooperatives, collective labor contracts, and officially recognized employers' and workers' associations.

Annual report on working of Factories Act (XXV of 1934) in Burma for year 1937. Rangoon, Chief Inspector of Factories, 1938. 30 pp.

Gives data on wages, working hours, industrial housing, sanitation and health, safety, accidents, and employment of women, adolescents, and children.

Canada, 1938: The official handbook of present conditions and recent progress. Ottawa, Dominion Bureau of Statistics, 1938. 192 pp., maps, charts, illus.

Reviews the current economic situation in Canada in 19 chapters, one of which deals with labor. Statistics on prices and cost of living are presented in another chapter.

Memoria del Departamento del Trabajo, septiembre de 1937-agosto de 1938. Mexico, 1938. 336 pp., pasters.

This yearbook of the Mexican Bureau of Labor includes data on industrial hygiene, industrial disputes, and membership of employer and worker organizations.

Pocket compendium of New Zealand statistics, 1938. Wellington, Census and Statistics Department, 1938. 169 pp.

Covers family allowances, working hours, basic wage rates, production, retail and wholesale price indexes, and employment statistics, in 1937 or 1938 and earlier years.

Report of New Zealand Department of Labor, 1937-38. Wellington, 1938. 41 pp.

Reviews labor legislation and operations under various acts, and gives statistics on employment, minimum wages and maximum hours, and apprenticeship. There are also lists of associations of workers and employers with their membership.

Statistical abstract of Palestine, 1937-38. Jerusalem, Office of Statistics, 1938. 169 pp.

Contains data on immigration and naturalization, wages, labor disputes, prices, cooperative societies, and various other subjects, in 1937 and earlier years.

The pocket year book of Tasmania, 1938. Hobart, Commonwealth Statistician, 1938. 136 pp.

Includes basic wage rates and statistics of cost of living, retail prices, employment, and related subjects.