MONTHLY

LABOR REVIEW

UNITED STATES DEPARTMENT OF LABOR • BUREAU OF LABOR STATISTICS

Photo by PWA

In this issue... Problem of Older Worker • Labor Productivity in Shoe Industry • Wages on Street Railways Progress of State Minimum-Wage Legislation

FEBRUARY 1939

VOL. 48 • NO. 2

UNITED STATES DEPARTMENT OF LABOR

Frances Perkins, Secretary

✦

BUREAU OF LABOR STATISTICS

Isador Lubin, Commissioner

Sidney W. Wilcox, Chief Statistician

A.F. Hinrichs, Chief Economist

Hugh S. Hanna, Chief, Editorial and Research

Henry J. Fitzgerald, Administrative Officer

CHIEFS OF DIVISIONS

Jacob Perlman, Wages, Hours, and Working Conditions

Lewis E. Talbert, Employment Statistics

J. M. Cutts, Wholesale Prices

Stella Stewart, Retail Prices

Faith M. Williams, Cost of Living

Herman B. Byer, Construction and Public Employment

Swen Kjaer, Industrial Accidents

Florence Peterson, Industrial Relations

Charles F. Sharkey, Labor Law Information

Boris Stern, Labor Information Bulletin

John J. Mahaney, Machine Tabulation

Published by the Bureau of Labor Statistics, under authority of Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307, Public Act 212, 72d Congress, approved June 30, 1932. For sale by the Superintendent of Documents, Washington, D. C. Price, 30 cents a copy. Subscription price per year in the United States, Canada, and Mexico, $3.50; other countries, $4.75. This publication approved by the Director Bureau of the Budget.

MONTHLY LABOR REVIEW

UNITED STATES DEPARTMENT OF LABOR • BUREAU OF LABOR STATISTICS

HUGH S. HANNA, EDITOR

FEBRUARY 1939 Vol. 48 No. 2

CONTENTS

121435—39——1

This Issue in Brief

The older worker in industry.

The extent to which older workers are discriminated against both in retaining their jobs and in securing new ones was the subject of a recent report by the International Labor Office. Examination of the experience in Belgium, Germany, Great Britain, and the United States seems to show that while older workers are, in general, no more likely to lose their jobs than younger workers, if they do become unemployed they have much more difficulty in obtaining new employment. The effect of age upon opportunity for employment begins to appear at about age 45, although it varies from country to country and as between men and women. Page 257.

Labor productivity in shoe industry.

Output of shoes per man-hour has increased markedly with the mechanization of the shoe industry. Such factors as style changes, managerial policies, and dexterity of individual workers have each played an important role in determining the extent of the increase in labor productivity. A study conducted by the Bureau of Labor Statistics in cooperation with the National Research Project of the W. P. A. revealed that man-hour output in a group of plants producing men's shoes in 1935 was about 21.5 percent higher than in 1929 and 38 percent higher than in 1923. Noticeable increases in the output per man-hour of various grades of women's shoes were also found. Page 271.

State minimum-wage legislation.

At the end of 1938 minimum-wage laws, for the most part applicable only to women and minors, had been enacted in 25 States, the District of Columbia, and Puerto Rico. Two of these laws—those of Kentucky and Louisiana—were enacted in 1938, and that of Kansas was an old law, declared unconstitutional in 1925 and made valid by a ruling of the State's attorney general in 1938. Many minimum-wage orders were issued or made mandatory in 1938, the principal provisions of which are summarized in an article on page 293.

Work of C. C. C.

One of the most important accomplishments of the Civilian Conservation Corps has been the protection of the forests. In the year 1938 alone a total of some 270,000,000 forest trees were planted. Page 338.

Elections under State labor relations laws.

Five States (Utah, Wisconsin, Massachusetts, Pennsylvania, and New York) now have labor relations laws which closely follow the pattern of the National Labor Relations Act, although most of them vary in some respects. Up to July 1, 1938, the five State labor boards held elections or made determinations in 304 bargaining units. Affiliated unions won 225 of these units, and nonaffiliated unions 29. In 50 cases no labor organization was certified. Page 309.

Wage scales of street-railway employees.

The average rate of wages for union street-railway employees in 53 cities on June 1, 1938, was 75.5 cents per hour. This represents an average increase of 2.2 cents over 1937. Over two-thirds of the union members received some increase in wages during the year and

fewer than 3 percent received decreases. A great majority of the members worked under basic 8-hour day agreements, although some contracts called for an 8½- and 9½-hour day, while a few provided for a 6-hour day. Page 377.

Cost of medical care to farm families.

The average cost per farm family per year for medical services is $39 and the total medical costs average $51, or about 8 percent of the family budget, according to a recent report by the United States Bureau of Agricultural Economics. The increase in fees from the period 1910–14 to that of 1935–36 averaged 13 percent for physicians' services, 22 percent for dentists' fees, 14 percent for oculists' and optometrists' fees, 17 percent for hospital charges, and 23 percent for nurses' fees. The increase in rates for medical services during the past 25 years, however, has been accompanied by improvement in the quantity and quality of medical services. Page 348.

Social insurance in New Zealand.

A comprehensive social insurance law was passed in New Zealand in September 1938, providing for cash benefits for old age and invalidity, sickness and accident, unemployment, benefits to widows and orphans, family allowances, and a national health service. The act is to become effective April 1, 1939. A Social Security Department is created which will administer all parts of the act except the health service which will be under the administration of the Minister of Health. The latter service will provide for medical treatment, pharmaceutical benefits, hospitalization, maternity care, and such supplementary benefits as are considered necessary to insure effective operation of the system and maintain and promote public health. Page 322.

MONTHLY LABOR REVIEW

FOR FEBRUARY 1939

PROBLEM OF THE OLDER WORKER IN THE UNITED STATES AND EUROPE

COMPLAINTS of discrimination against older workers both in retaining their jobs and in securing new ones are being voiced more and more frequently in different countries. A preliminary report [1] by the International Labor Office on the subject, provides statistical evidence regarding the extent of unemployment among older workers in several of the highly industrialized countries and the proportion of unemployed older persons whose capacity for employment had remained unimpaired. It also discusses the causes of discrimination against older workers and possible remedies. The data relate principally to Belgium, Germany, Great Britain, and the United States.

Extent of Unemployment Among Older Workers

In an effort to appraise the extent of the problem, the first section of the report deals with the available statistics regarding the proportion of older workers in the working population and their proportion among the unemployed, and compares the rate of unemployment for such workers with the general unemployment rate.

BELGIUM

A general census of unemployment in Belgium, in March 1936, among the insurable population showed that the proportion of wholly unemployed persons in the different age groups rose steadily from 1.37 percent, below the age of 20, to 9.49 percent at 30 years and remained at that figure for the group aged from 30 to 40 years. Between the ages of 40 and 50 the number of unemployed dropped to slightly more than 7.60 percent and rose thereafter to 11.97 percent at ages 60 to 65. In March 1937, however, it was found that during the year unemployment increased in every group over 40, in spite of the fact that the number of wholly unemployed in the voluntary insurance funds fell from 15.7 percent in March 1936 to 12.4 percent in March 1937.

Certain industries and occupational groups, such as quarries and the metal, glass, chemical, clothing, and tobacco industries, and

[1] International Labor Office. Governing Body. 85th session, London, October 25, 1938. Report of the Office on the Question of Discrimination Against Elderly Workers. Geneva, 1938.

salaried employees, showed a higher rate of unemployment in 1936 for persons over the age of 40 than the general rate for all industries and occupational groups, while in woodworking and furniture-making and hides and skins the rate was lower than the average. Although during the year 1936–37 there was a general improvement in employment, the percentage of older unemployed was high in industries requiring a considerable amount of muscular effort, such as steel, mining, quarrying, and glass, while the percentage was below the average in such industries as the manufacture of scientific instruments, printing and bookbinding, and certain branches of the building trades in which skill rather than muscular energy is required.

The average duration of unemployment among the different age groups in 1936 was found to increase steadily in each group, rising from an average duration of 7¾ months below the age of 20 to 28½ months between the ages of 60 and 65. An inquiry regarding age limits in hiring in different industries showed that in some enterprises, although no limit was specified, it was the practice to reject older workers; in others the age limit was 55 or even 60 for skilled workers but 50 for unskilled and semiskilled, whereas in some places the limit was as low as 45, 40, 35, or even 30 years.

GERMANY

In Germany, figures showing the status of workers and salaried employees over 40 years of age were available for the years 1926, 1933, and 1936. The proportion of unemployed male workers over 40 years of age showed very little change from 1926 to 1933, during which period there was great unemployment, but increased from 31 percent of the total number of unemployed in 1933 to 41 percent in 1936. For woman workers there was an even greater increase—from 22.9 percent in 1926 to 41.4 percent in 1936. Among male salaried employees over 40 years of age the percentages unemployed were 29.5 in 1926, 35.1 in 1933, and 50.3 in 1936, while for woman employees the percentages were 13.5, 12.7, and 27.7, respectively. Although unemployment among woman employees was less severe than among men, it had doubled during the 10 years.

A tabulation by age groups showed that in 1933, when unemployment was high, the rate for manual workers was much the same in the different age groups above 25, but by 1936, when unemployment had been greatly reduced, the rate was much higher for older workers in comparison with those in the lower age groups as a result of the preference given to young workers in hiring. The position of salaried employees over 40 showed the same unfavorable situation.

Considered by industries, it was found that in the principal industries the increased unemployment was general among the older age groups, with the exception of skilled workers in the building industry,

where there was a slight decline from 1933 to 1936 in the proportion of the unemployed aged from 40 to 60 years. In all other occupations among both skilled and unskilled workers, the proportion of unemployed over 40 years of age increased. Unemployment was very high among engineers and firemen and among unskilled mine workers. The increase in the percentage of unemployment among older unskilled workers was slightly greater in 1936, as compared with 1933, than the increase for skilled workers. Among salaried workers technical employees of over 40 years of age were more seriously affected by unemployment than other groups.

Altogether, the German data show that the situation of older workers became less favorable in 1936 in comparison with that of younger workers, in spite of the general improvement in the employment situation. The reason for this is stated to be the fact that older workers had suffered more from prolonged unemployment. The importance of this fact, in the absence of direct data, is supported by the statistics of unemployment benefit. A report of August 31, 1936, shows the proportion of older workers among the two classes of unemployed persons receiving unemployment-insurance benefit and emergency benefit in 1933 and 1936. Under the unemployment-insurance system unemployment in the age group 25 to 40 years increased more rapidly than in the older age groups, but under the emergency-benefit scheme, which covers persons who suffer prolonged unemployment, there was an increase only in the groups over 40 years of age—from 41 to 53 percent for men from 1933 to 1936, and from 28 to 58 percent for women. The emergency-benefit data show that the proportion of older workers was highest among the unemployed with the longest benefit period. Among manual workers and salaried workers in receipt of emergency benefit for more than 1 year, persons over 40 years of age formed about three-fifths of the total number.

The situation in regard to the placement of older workers is particularly serious as regards salaried employees, although in November 1936 male unemployed workers over 40 formed 50.3 percent of the total unemployed, those of over 40 who were placed formed only 31.9 percent of all workers who found employment in October 1936. The hiring age limit of salaried employees prior to the order of November 7, 1936, concerning the employment of older workers was generally fixed by the undertakings at 35 years.

GREAT BRITAIN

Special studies of unemployment among the insured population were made in Great Britain by the Ministry of Labor in April 1927, February 1931, November 1932, and February 1938, showing the rates of unemployment for each age group. The figures indicate that in each of the years the rate of unemployment was fairly uniform for males between

the ages of 21 and 44, but that it increased for each 5-year age group thereafter; the rates for females showed a general tendency to increase from the age of 21, with the exception of a slight decline in 1931 and 1932 for the age group 60 to 64 as compared with the age group 55 to 59. Although the relative position of older men during the depression of 1931 and 1932 was not adversely affected as regards employment, in 1938 these workers were relatively worse off than in 1927.

A study in 1931 covering the two main age groups, ages 18 to 44 and 45 to 64, of males in 14 industries showed that the percentage of unemployment was higher for the older group in all industries, but that this disparity was greatest in public-works contracting, coal and nonmetalliferous mining, glass, woolen and worsted, boots and shoes, and cotton manufacturing, and in commerce and finance. Similar data for women, but for age groups 18 to 34 and 35 to 64, showed a disparity for nearly every industry, and especially in the cotton, woolen, and metal industries.

Other studies confirm these findings, and it was concluded by Sir William Beveridge, after analyzing the results of various studies, that the risk of losing one's job does not increase with advancing years, but the risk connected with being out of a job does increase materially. As a result of a special study of the case papers of persons receiving unemployment assistance allowances in 1937, it was concluded that "age in spite of its greater experience is a definite handicap in finding a job in a large number of instances." It was pointed out that, "while in September 1936, short-term employment (up to 6 months) had gone down appreciably in comparison with September 1929, when the depression began, long-term employment (for 12 months or more) had increased as much as six and a half times during the same period."

SWITZERLAND

The experience of Switzerland as to the effect of age upon unemployment, agrees with that of the other countries, as the rate for both men and women over 50 was higher than in the lower age groups in the years 1936, 1937, and 1938.

UNITED STATES

Statistics of unemployment as it affects older workers are lacking for this country as a whole, although a Nation-wide inquiry dealing directly with discrimination against older workers is now being made by the Federal Department of Labor. However, certain data from scattered sources are available. In New York State in 1930 the unemployment rate in the manufacturing industries was found to be lowest in the age group 30 to 34, and from 35 to 65 the trend was distinctly upwards. In Michigan, employment and unemployment figures for

1937 show that the proportion of unemployed in the younger groups was smaller and in the older groups larger than in those of the employed, indicating the importance of age as a factor in employment. In the case of men, employment conditions appeared to be favorable up to the age of 45, after which the situation became increasingly unfavorable, and in the case of women, although age did not appear from the figures to be so decisive a factor (as employment and unemployment in the various groups were more evenly divided), there was evidence that the adverse effect of age began to be felt at an earlier age and was something of a handicap from ages 35 to 64.

The placements effected by the United States Employment Service throughout the country from January 1936 to June 1937 showed the increasing difficulty of placing older workers of both sexes, for while the number of vacancies filled rose steadily in each quarter for workers under 25, the number remained fairly stable for those between 25 and 50 and fell steadily thereafter. An investigation made by the Bureau of Labor Statistics in 1932 in 224 establishments showed that a maximum age limit for hiring, ranging from under 40 to 46 or over, had been fixed by about 32 percent of the companies. In the establishments which did not have a definite age limit it was admitted that not many over 50 would be hired. The reasons given for imposing an age limit included the higher rates for group insurance for older workers, their inability to reach the required standards of production, and the need to set apart the lighter jobs available in an establishment for its own aged employees.

CONCLUSIONS

Summing up the foregoing data, it is stated that there seems to be evidence that older workers are no more likely to lose their jobs than younger workers, but if they do become unemployed they have much more difficulty in obtaining new employment. The effect of age upon opportunity for employment begins to appear at about age 45, although it varies from country to country and as between men and women. Among workers who have suffered long unemployment a certain amount of loss of skill occurs, which is a handicap in securing new work. The present disproportion of unemployed older workers is considered to be due in part to the fact that with improved employment conditions the younger workers were able to adapt themselves to recent technological changes with greater readiness.

Employability of Older Workers

Special inquiries have been made in a few countries concerning the employability of older workers. In Germany a study by the National Institute of Employment Exchanges and Unemployment Insurance showed that the proportion of the unemployed with restricted employa-

bility was 38 percent of 1,197,100 unemployed in 1936, and 28 percent of 572,600 unemployed in November 1937. Of the groups with restricted employability, 28.1 percent in 1936 had restricted employability as regards their former occupation and 71.9 percent had restricted employability for any occupation. The corresponding percentages in 1937 were 18.5 and 81.5. Thus, though there was a marked reduction in unemployment in 1937, there was an incresae in the proportion of those with restricted employability for any occupation. This, it is said, is what is to be expected, since as business conditions improve the more efficient are reabsorbed into industry first, leaving a larger proportion of unemployables. An analysis of the figures by sex shows that restricted employability appeared at an earlier age among women than among men.

In Belgium, a study in 1937 of 2,872 persons of varying ages, whose employability was in doubt, made by the committees for the medical examination of the unemployed, showed a tendency for the proportion of those whose productivity was unimpaired to decrease in the higher ages. The Royal Commissioner for the Study of Unemployment concluded, however, that it was not justifiable to regard all unemployed persons over 50 as unemployable and that an improvement in the placing arrangements might be expected to produce satisfactory results.

In Great Britain, from a private investigation in 1938 it was concluded that only a very small proportion of the persons at the employment exchanges in search of work should be considered as outside the labor market, and of this small proportion more than half were over 55.

These studies show that there is truth in the common supposition that with increasing age there is a diminishing field of possible employment. Even if the older worker is still capable, he is already at a disadvantage in his search for work and in many cases he suffers from the twofold handicap of his age and a definite restriction of his employability.

Causes of Discrimination

The economic consideration of the value of a worker's services to the employer largely determines whether he will be engaged or will be retained in employment. A worker's economic value consists essentially in the quantity and quality of his work. Theoretically, every person who is able to work has potentially some economic value and should be worth a corresponding wage. Actually, however, custom, collective agreements, and law limit the elasticity of wages and, by not allowing the payment of wages below a certain limit, cut off the demand for the services of those persons whose economic value is below that limit. Also, industry is so organized that a minimum standard of efficiency must be maintained by all the workers in productive processes, and, therefore, jobs which can be filled by workers of subnormal

capacity are the exception. Employment of the older worker, therefore, depends mainly upon his productive capacity, and this capacity is conditioned, in a general way, by physiological efficiency. In general, physiological efficiency increases up to a certain age and thereafter decreases, although for some types of work the physical requirements are low and efficiency may be retained until old age is reached. The lowering of physiological efficiency among older workers is offset to a certain extent by the experience gained. Mechanization, which is increasing in industry, affects the position of the older worker, in some cases making greater demands on his strength and in others less, and in general lessening the value of experience.

The inevitable aging process in man may develop very slowly. As a rule, many of the signs of old age have appeared by the age of 60 and by 65 old age is definitely attained. The aging process is seldom uniform throughout the body, however, and as a result of past diseases or constitutional weakness there may be a functional breakdown long before old age would normally be reached. In addition, premature old age may result from generally unhealthful living and working conditions. A series of tests of functional efficiency made in Germany on groups of unskilled workers between the ages of 20 and 60 showed that sensory and mental alertness and physical dexterity began to decline after age 45. On daily routine work the older workmen up to 60 gave as good performance as the younger men but showed less adaptability if working conditions were changed. It is concluded from this and other evidence not cited that for the average person, the retrogressive tendencies begin to set in during the fifth decade of life, showing in greater susceptibility to fatigue and lessened adaptability, while in the sixth decade these trends become more apparent and general.

Although there is little doubt, it is said, that the physiological efficiency of the average person begins to decline after 45, it is not so certain that the same can be said of productivity, since the individual variations in physiological efficiency are combined with the variations in the demands of the job upon the individual. Also it is necessary to distinguish between the very different cases of a person who grows old in the same job and the older person who is seeking employment and would have to adapt himself to new methods of work.

There exists a large mass of opinion on the advantages and disadvantages of older workers. An inquiry made by the California Department of Industrial Relations in 1930 among employers in industry and commerce showed that in many cases there was not only no discrimination against older workers but they were even given preference. Numerous employers stated that their hiring policy was determined by the suitability of the applicant and that age had little

relation to efficiency, although older men were better adapted to some jobs than to others. Many believed that workers over 40 or 50, if in good health, were as efficient as younger workers, and others stated that they were better fitted for certain jobs, especially where quality is important, and that they are more reliable and reduce labor turnover. A study by the Works Progress Administration covering 1,444 skilled workers showed that the average age of workers whose output was considered excellent was 47½ years, while the average age of those in the inferior grade was 41; only 13 percent of those in the "excellent" grade were under 35.

Reasons given by some American employers for setting hiring-age limits were the greater risk of sickness among older workers, their slowness, and their inability to perform heavy work.

Summing up the arguments for and against the employment of older workers, it seems that they may be preferred, if their physical ability is satisfactory, because of their experience and reliability and that they may be particularly valuable where quality rather than quantity is desired.

The position of salaried workers is somewhat different from that of manual workers, as mental powers are often preserved after physical weakness has become apparent, but regarding those who are engaged in routine work there are the same complaints of lack of adaptability to changes in methods.

While mechanization has transferred much heavy labor from man to the machine, it has also made worse the position of the older worker by creating new processes of increased speed and intensity so exhausting that the older worker is unable to stand the strain. This is particularly true in large-scale mass production. On the other hand, statistics published by the American Iron and Steel Institute show that the average age of steel workers increased by 2 years between 1930 and 1937, which was a period of progressive mechanization. This increase was attributed both to improved public health conditions and to the fact that work was lightened by the mechanical equipment.

A measure of the effect of age upon output and efficiency is afforded by statistics of earnings, by age, which are available for a number of countries. Thus, statistics of the average basic wage (on which contributions to the social-insurance system are based) have been published by age groups for Czechoslovakia, France, and Germany, while in the United States statistics of full-time earnings by age groups have been collected in a number of States. These statistics are not uniform, as some distinguish men and women, some are for wage earners, and others are for salaried employees. As none of them differentiates the methods of remuneration they cannot show fully the relation between age and output, but all show a similar trend. In

all cases earnings follow a regular, but not symmetrical, curve which rises to its highest point and thereafter falls, the earnings of a person of 20 being generally below those of a person of 60. Among male wage earners the maximum is reached between the ages of 40 and 45, and among females the maximum is reached somewhat earlier—about 32 in Germany and 40 in Czechoslovakia. Thereafter the earnings fall gradually and are about 12 percent less than the maximum at age 60. Among salaried workers the maximum is reached somewhat later—in Czechoslovakia, 47 for men and 42 for women. These figures show that in general the rate of remuneration tends to decrease slowly after middle age. The probable reason that the remuneration rates in the fifties and sixties are maintained at a rate so near the maximum is said to be that in many cases only the more efficient older workers are retained.

It is considered that the evidence as to the productivity of older workers based on the earnings is an overstatement of the case. Since the degree of unemployment is generally greater among the older workers and the average capacity of the unemployed is probably lower than that of the employed, it may be supposed that the average capacity of the whole mass of older workers employed and unemployed is lower than the figures of their annual earnings would indicate.

Methods of Covering Occupational and Social Risks

Although social insurance helps the older worker to retain his working capacity and affords him help when he has lost it, systems of covering occupational and social risks based on private insurance principles may have the result of discouraging employers from employing older workers. Broadly speaking, these workers represent more expensive risks than younger workers, and when the additional cost is felt by the employer the tendency is to restrict the number of older workers in his employment.

It is quite generally believed that accidents are more frequent among older workers, as it is argued that quickness of reaction diminishes with age. On the other hand, it may be argued that the longer experience and greater caution of the older worker operate to reduce this risk. Two recent investigations of this question, based on Swiss and Austrian experience, show that for both sexes the frequency of accidents reaches a maximum between the ages of 20 and 30 and thereafter falls steadily. The frequency is only two-thirds of the maximum at age 50 and less than one-half at age 65. The experience of the State of Wisconsin is similar to that of Switzerland and Austria. These figures, of course, cannot be applied to all industries nor to each industrial enterprise. In contrast to the lowered frequency rates for older workers, the severity rate is higher among them and thus may adversely affect compensation costs. The Swiss investiga-

tion showed that these two factors balanced each other, and an inquiry in New York in 1937 and 1938 on discrimination in employment of the middle-aged found that these workers did not cost the employer any more for compensation insurance than younger workers. However, numerous employers believed that employment of older workers would result in higher premium costs, and whether founded on fact or not, such a belief results in discrimination against these workers.

Sickness and invalidity figures generally show that frequency and severity of sickness increase with advancing age. Some method of insurance, either compulsory or voluntary, is in force for a large proportion of the workers in most countries. In the mutual or voluntary systems covering sickness, especially if employers contribute, the added costs represented by the older workers may result in discrimination against them, but in the State compulsory systems this does not appear. While complaints of discrimination against older workers arising out of sickness insurance are rare, the possibility of such discrimination exists whenever the employer's charge depends upon the morbidity of his staff; that is to say, where insurance is carried by a voluntary or compulsory insurance fund or under a group policy for the individual establishment.

The risk of invalidity is covered mainly by compulsory State systems, and under such systems the contributions payable by the employer bear no relation to the frequency of invalidity among his staff and cannot occasion any discrimination against older workers. Private old-age pension systems, such as are in force principally in Great Britain and the United States, however, carry the incentive to impose a maximum hiring age. The most frequent limit established in such systems is 45 years. Insurance benefits at death, consisting either of a small benefit designed to cover funeral expenses, pensions for the widow and children, or a lump sum of substantial amount, are provided mainly by State systems. These systems, from their wide coverage and the distribution of risk, do not occasion discrimination in the employment of older workers, but group life insurance carried by individual employers, which is chiefly important in the United States, has been found to be a factor in the establishment of maximum hiring ages.

It has already been shown that the proportion of workers unemployed in the older age groups is greater than in the younger groups and that the duration of unemployment tends to be greater. Unemployment-relief measures include unemployment insurance, unemployment assistance, and various schemes organized by employers or trade-unions for the payment of unemployment benefits or dismissal allowances. Under the compulsory unemployment-insurance systems now in operation in different countries, very few make any distinction between insured persons on the ground of age, and in

those countries it is only in the youngest groups (under 21 years of age) that variations occur in the amount of contribution. In these systems there may be some discrimination against young adults over 21 as compared with the still younger workers, but not against workers over 45 or 50 years of age. The manual worker usually becomes entitled to the standard rate of wages while still in the twenties, and his full-time earnings show little variation between the ages of 30 and 60. As a consequence, the employer's contribution remains practically uniform over this long period and is not, therefore, a cause for discrimination against older workers. In voluntary State-subsidized schemes the workers' contributions vary from fund to fund and the employers make no contribution, so that there is no discrimination against the older workers as a result of these schemes.

The private systems financed by employers or jointly by employers and workers, such as are in effect in the United States to a limited extent and in Great Britain as a supplement to the State scheme, are operated generally for the purpose of keeping as stable a working force as possible, and consequently anticipate only short periods of unemployment or temporary periods of short time during which benefits would be paid. As the older workers are no more liable to temporary unemployment or short-time employment than the younger workers, there is little probability of discrimination against them in such schemes.

No question of discrimination can arise in the case of unemployment assistance, which is financed entirely by the public authorities.

Altogether, therefore, it seems that neither compulsory nor voluntary systems of unemployment insurance under the control of the State can result in discrimination against older workers, and that the possibility of discrimination under employers' and joint workers' and employers' schemes is very slight.

The older workers figure very little in the charges for family allowances, which are paid in a number of countries, as family responsibilities grow less after middle age and the man of 50 generally has a smaller family to support than is the case with the younger man. The older worker, therefore, would not present as heavy a liability in this respect as the younger, even if family charges were paid by the employer individually, which is rarely the case.

Remedies

The problem of the older worker, which has come to the fore in the last few years, is still in the process of investigation, and persuasion in the form of an appeal to public opinion in general and employers in particular seems to be the method most commonly employed so far to remedy the situation. Of special importance to the older workers are the provisions in laws and collective agreements which require that a

notice, varying in length according to the duration of service, shall be given before dismissal. In some countries the law obliges the employer to pay a substantial indemnity to salaried employees dismissed after long service. Also, provisions have been included in collective agreements fixing the minimum number of older workers to be employed, and it has been proposed in some countries that the employment of a certain proportion of older workers in each establishment should be required by law.

Public officials in Great Britain and the United States have recently devoted a considerable effort to bringing to public attention the fact that discrimination against the employment of older workers is for the most part unjustified, and in the long run, adversely affects the interests of industry. Statements to this effect have been made during the past 2 years in Great Britain by the Minister of Labor and in the United States by the President and the Secretary of Labor. In Pennsylvania in 1928 and in California in 1930 the departments of labor of these States secured assurances from a large number of firms that they would not bar men from employment on the ground of age when they were "physically and mentally able to meet the requirements of the positions for which their services may be required." In these States and in Maryland, Massachusetts, and New York special studies of the problem of the older worker have been made.

There has been renewed interest in the question in these and other States since the depression. In Massachusetts a law was passed in 1937 which states that it is against public policy to dismiss or refuse to employ a person because he is 45 years or older, provided he is below 65; it empowers the commissioner of labor and industries to investigate all complaints and to ascertain the ages of the persons employed. For this purpose employers are required to keep age records and permit their examination.

In Great Britain grants of financial assistance for works carried out by the local authorities in the depressed areas have been made dependent upon preference being shown to older workers for employment in such works.

Particular attention has been given recently to the placing of older workers, not only by public employment offices, but also in some countries by voluntary agencies. In Germany, a decree issued by the Commissioner of the Four-Year-Plan, November 7, 1936, made it obligatory for establishments with more than 10 salaried employees to engage a certain proportion of employees above 40. This followed an earlier decree requiring that preference be given to heads of families and providing for the gradual replacement of young persons under 25 by men over 40, preferably married men; this decree had not yielded the expected results.

Among the important measures for dealing with the problem are the retraining methods adopted in a number of countries, especially in the years following the depression, during which unemployment was high in some occupations while there was a shortage of workers in others. Workers who lost their employment during the depression have been unable without assistance to acquire the new methods resulting from recent technological changes and thus have been unable to adjust themselves to present conditions. Measures for retraining, therefore, appear to be an indispensable feature of the organization of the labor market. In Switzerland, special grants are made by the public authorities in the form of wage subsidies to industrial enterprises for the purpose of inducing them to engage substandard skilled middle-aged workers and thus enable these workers to acquire the necessary proficiency. Retraining and reconditioning courses have also been established in Belgium, France, Great Britain, Italy, Japan, Poland, Switzerland, the United States, and other countries. Although these measures are largely for unemployed young persons, they are to a certain extent taken advantage of by the middle-aged unemployed, in whose cases a short course of retraining is all that is necessary to enable them to meet the requirements of the labor market.

An indirect attack upon the problem of the older worker is through the promotion of the social services which contribute to the fitness of the working population and which operate to conserve the physical powers of the older workers. Those branches of social insurance which cover incapacity risks—accident, sickness, and invalidity—serve to prevent incapacity as far as possible and, when it occurs, to restore the patient's working capacity as rapidly and completely as possible. "All other social services which directly or indirectly serve to raise the standard of health and strengthen resistance to disease must also be numbered among the factors tending to ease the employment problem for the older worker."

Effects of Population Changes on the Problem

Probable population changes which may be expected as a result of the declining birth rate in most countries and the improvement in mortality rates have a particular bearing on the situation of the older workers. These changes have been taking place in most countries since the beginning of the present century and will intensify the gradual aging of the population as time goes on. This change in the age distribution of the population will modify the proportions of youths and young adults on the one hand and of the middle-aged and elderly on the other, and may be expected to follow the same trends for the working population as for the population as a whole. As a result the

proportion of the younger workers will grow smaller and that of the older will correspondingly increase. "It is not impossible," the report states, "that in the distant future a time may come when industry may be obliged, by the scarcity of younger labor, to have recourse to older workers, so that the problem which now concerns us may generate its own remedy. However that may be, it is encouraging to remember that the whole trend of social policy at the present time is contributing to the improvement of the prospects for older workers, by conserving their working capacity up to a greater age and by caring for those individuals who can no longer maintain themselves."

LABOR PRODUCTIVITY IN THE BOOT AND SHOE INDUSTRY

By Boris Stern, *Bureau of Labor Statistics* [1]

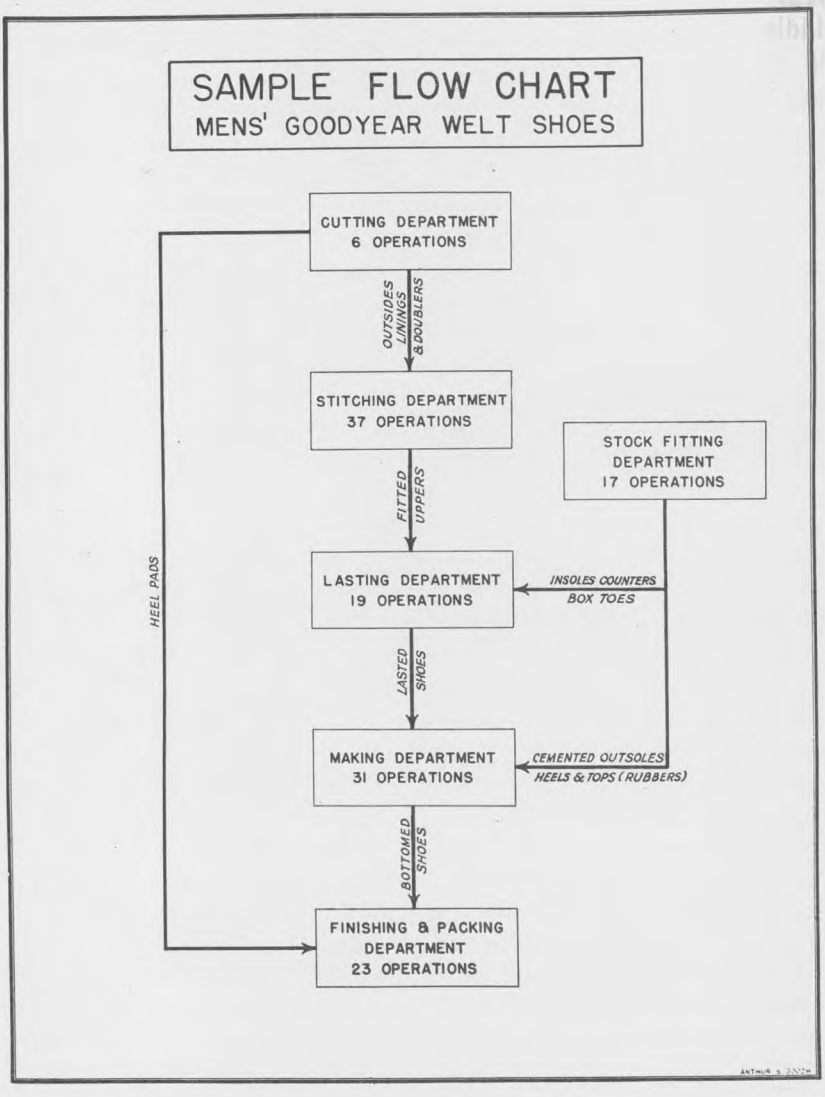
FROM what was a highly skilled handicraft industry as late as the middle of the nineteenth century, shoemaking had become by the end of the century an industry using machinery in almost all of its many complex operations. This revolutionary transformation began with the invention of the Howe sewing machine and its adaptation to use on leather about 1851. More important, however, was the invention of the McKay sewing machine, in the early sixties, which solved the difficult problem of attaching the soles to the uppers. The demand for shoes for the armies in the Civil War greatly accelerated the adoption of the McKay machine and no doubt helped to overcome the resistance to machinery which had prevailed in the shoe industry. Following the invention and improvement in 1875 of the Goodyear welt process of attaching soles to uppers, which made it possible to produce even the more expensive shoes by machine process, a rapid development in shoe machinery occurred which affected every process and operation involved in making shoes.

By 1900 all the principal operations, with the exception of lasting, were either wholly or largely mechanized. The use of machinery greatly hastened the division of labor which had begun with the development of the factory system and brought with it a greater degree of specialization in individual processes than was possible in the shop of the owner-shoemaker. The eight tools which in the earlier days sufficed for the making of a complete shoe, namely, the last, knife, awl, a needle or bristles, pair of pincers, hammer, lapstone, and stirrup, were supplemented by a large number of hand tools later replaced by mechanical devices or machines which in many respects imitated the performance of the hand processes. By the end of the century, the division of labor in shoemaking had become so extensive that the number of operations involved in making an average shoe was almost equal to that required at the present time.

The immediate result of the rapid introduction of machinery was a tremendous increase in the output per man-hour of the workers employed in the shoe industry. According to the thirteenth annual report of the Commissioner of Labor published in 1898, the saving in

[1] The present article is a summary of a survey on labor productivity made by the Bureau of Labor Statistics in cooperation with the National Research Project of the W. P. A. The field work and computation of statistics were done under the direction of Albourne B. Long, of Braintree, Mass., and the engineering analysis mentioned in the article was made by Sanford E. Thompson, of Thompson & Lichtner Co., Inc., Boston, Mass.

the labor time depended upon the type of shoe produced. The range in labor time saved in 1895 as compared with hand methods in 1863, just prior to the introduction of the McKay machine, was from 78 to 89 percent on men's shoes and from 85 to 92 percent on women's



shoes. The machine process in 1895 required in some cases as many as 173 operations, compared with approximately 73 operations in the hand process.

TABLE 1.—*Man-Hours Required to Manufacture 100 Pairs of Shoes of Specified Type, in 1863 and 1895* [1]

Type of shoes	Man-hours required		
	1863: Hand	1895: Machine	Percent of reduction
Men's cheap grade, kip, pegged boots, half-double soles	1,437	154	89.3
Men's fine grade, calf, welt, lace shoes, single soles, soft box toes	2,225	297	86.7
Men's medium grade, calf, welt, lace shoes, single soles, soft box toes	1,832	235	87.2
Men's grain, pegged, brogan shoes, tap soles	283	62	78.1
Women's fine grade, kid, welt, button shoes, single soles, patent-leather tips, soft box toes	1,997	173	91.3
Women's cheap grade, kid, turned, lace shoes, single soles, plain toes	1,025	80	92.2
Women's cheap grade, grain, pegged, button shoes, single soles, plain toes (McKay sewed, half-double soles)	538	83	84.6

[1] Data are from Thirteenth Annual Report of the Commissioner of Labor, 1898, vol. I (pp. 112-123).

The introduction of machinery in the shoe industry had other effects than merely raising labor productivity. The hand-made shoe produced in a factory for mass consumption was generally a simple article rather crudely constructed and almost wholly lacking in finishing refinements. Machine-made, it became substantially better in quality, construction, and styling. In almost all instances the machine could sew more securely, could exert a more even pressure where pressure was needed, could trim and finish edges more finely, and in general could perform a better and more efficient job than the hand shoemaker. It thus made available a better quality shoe at less cost.

The development of machinery in the shoe industry did not, however, stop in 1895. Hand operations continued to give way to mechanical devices. Slower, cruder machines capable of performing only one operation were replaced by faster and more complex types. More recently there has also developed the tendency of dividing certain operations formerly performed by one machine into several, each performed by a different device.

The effects of these changes on labor productivity in the industry have not been as great as shown for the period between 1863 and 1895, however. The present survey of labor productivity in the boot and shoe industry covering the period between 1923 and 1935 reveals an increase in labor productivity in men's shoes ranging from 38 to 51 percent, depending on the grade of shoe manufactured. (See p. 281.) Machinery alone has been estimated to account for an increase of approximately 38 percent between 1900 and 1923 followed by an additional increase of 12 percent between 1923 and 1936. (See p. 286.) The extent of mechanization and machine standardization in existence in 1923,[2] the nature of the technology used in the industry, and the nature of the product manufactured are factors largely responsible

[2] See Bureau of Labor Statistics Bulletin No. 360: Time and Labor Costs in Manufacturing 100 Pairs of Shoes, 1923, Washington, 1924.

for the slowing down in the trend toward higher man-hour productivity in the shoe industry.

In spite of the high degree of mechanization, shoe manufacturing is still in the stage of semiautomatic development. It is divided into a multiplicity of minute, variable, distinctly separate operations, with a large number of separate machines to perform these operations. In practically all cases, the machines seem to have been devised to imitate as closely as possible the motions and the operations formerly performed by the expert shoemaker at his own bench.

The materials from which shoes are made are partly responsible for this development. Leather is lacking in homogeneity and varies greatly, even in the same piece. It may be soft and stretch too readily in one spot, and hard and resistant in another. It does not, therefore, lend itself easily to automatic processing. The machine operator must have skill and judgment; in fact, sometimes far more now than was needed under the hand process. The shoe machine is an improvement on the hand tool insofar as it helps the worker to do a job faster or better or to do something he could not have done by hand. But the machine can do this only when guided by the skillful hands of the operator.

The lease system.—The development of shoe machinery has not taken place strictly within the confines of the shoe industry. The original machines were invented by shoemakers or persons closely connected with the shoe industry, but subsequently there developed the custom of leaving the problem of machine development to special shoe-machine manufacturers. Starting with the McKay machines, which were leased by the patent owner in order to place the machines more readily, the policy of leasing shoe machinery on a royalty basis has become an accepted custom of the industry. At first a considerable number of companies produced shoe machinery, but through the process of amalgamation, machine manufacturing has gradually become concentrated in the hands of one company, which now owns or controls nearly all the important machines used in the industry. The royalty policy of leasing the machines has been preserved and with it the policy of making the machines available on equal terms to all shoe manufacturers, irrespective of size or location.[3]

The standardization brought about through the leasing system and the combinations of machines used to produce a given type of shoe has thus tended to eliminate machinery as a significant factor in differences in labor productivity in the industry as between plants. At the same time, the concentration of machinery manufacture in one company has greatly reduced competition between different machines capable of performing the same operations. Under these conditions

[3] For methods and effects of the leasing system, see *United States* v. *United Shoe Machinery Corporation*, May 20, 1918, 247 U. S. 32; also *United States* v. *United Shoe Machinery Corporation*, Apr. 17, 1922, 258 U. S. 451.

the development of shoe machinery has taken place chiefly in connection with the change of process rather than as an improvement upon the machine used to perform a given operation. Thus there has been little change in the basic machinery in use in recent years; there has, however, occurred extensive development of new machines and adaptations of old machines to carry on new operations called for by style changes. It is not too much to say that machinery as such has played a small role in the last 10 or 15 years in decreasing the labor time required to produce a pair of shoes, but it has played a considerable role in making possible basic style changes without substantially affecting the labor-time requirements in manufacturing shoes.

Management.—The utilization of the same or approximately the same machinery in the shoe industry does not, however, preclude large variations in the output of these machines arising from variations in management efficiency or in the skill of individual operators. Besides, not all plants can afford to lease all the machines which have been devised to displace handwork, especially if the machines can be used only for a particular type or style of shoes. The use of such specialized machinery is economical only with a large output of shoes of a given style; and this is not true of the smaller or even the average establishment.

There are also many smaller supplementary machines and devices, not so centrally controlled as the more important shoe machines, which enable the more advanced shoe manufacturer to increase the labor productivity in his plant in competition with others. The various management or rationalization schemes, used in many plants to move the work in process more efficiently from one department to another, have also effected considerable increases in labor productivity of the departments and especially of the shoe plant as a whole.

Individual operations.—The productivity of shoe machinery is greatly affected by differences in the dexterity of individual workers and by the proportion of handling and incidental work required in connection with the operation of the machine. Often the machine is in actual use only a small proportion of the total time spent by the operator, and its comparative speed plays a small part in the productivity of the operation. The time spent by different operators on similar operations on the same grade of shoes, or by the same operator on similar operations on different styles and grades of shoes varies tremendously. The following concrete examples illustrate these differences:

1. Stitching circular seam, 12½ inches long, with 17 stitches to the inch:

	Minutes required by—	
	Operator No. 1	*Operator No. 2*
Handling	0. 322	0. 539
Stitching	. 444	. 836
Total	. 766	1. 375

2. Stitching operation requiring several types of stitching and handling:

	Minutes required by—	
	Operator No. 1	*Operator No. 2*
Placing, first time	0. 070	0. 077
Stitching, first time	. 044	. 146
Trimming	. 076	. 157
Placing, second time	. 082	. 114
Stitching, second time	. 043	. 129
Total	. 315	. 623

In the second example the actual stitching time constituted 28 percent of the time spent by the first operator and about 30 percent of the time spent by the second operator. On the entire operation, however, the second operator spent nearly twice as much time as the first.

The effect on output per man-hour of style differences and of style changes should also be noted. Individual operations on a high-grade shoe may require over 50 percent more time than on a medium-grade shoe. Furthermore, some styles require operations not called for in other styles, causing considerable variations in labor-time requirements. A comparison of time spent by the same operator on similar operations for different grades of women's shoes is presented below. The figures are factory standard time and include time spent on handling the materials.

TABLE 2.—*Standard Factory Time for Same Operations on Women's Medium- and High-Grade Shoes*

Operation	Time required on shoes of—		
	Medium grade, minutes	High grade, minutes	Percent over medium grade
Vamp, Blucher	1. 10	1. 35	23
Vamp, circular seam	1. 05	1. 29	23
Stitching French cord, 3-strap	2. 95	4. 42	50
Continuous stitching, cut-out	. 76	1. 05	38
Jump stitching, cut-out	1. 21	1. 88	55

These figures indicate among other things the reason that machine performance as such has played a relatively small role in recent years in increasing output per man-hour. Handling time between operations as a responsibility of management, and handling time spent in the course of an operation, are both important and reduce the effective significance of any increases in machine speed. One must look therefore to the organization of the job and the flow of work quite as much as to the machine for effective changes in labor time required in shoe manufacturing.

Effects of Styles

The tendency toward standardization inherent in the system of leasing shoe machinery has recently been overshadowed by the demand for variety in style. Even in the pre-factory days when shoes were made to order there was considerable variation in the grade and quality of the shoes made. Styles are also mentioned in the thirteenth annual report of the Commissioner of Labor for 1895 as a factor tending to slow down the rapid increase in labor productivity possible through mechanization.

Since 1900 and especially since the World War, styles in footwear have become a major problem in the shoe industry. Modern shoes, particularly women's shoes, are largely a product of fashion. Not as yet as highly individualized as the dress or the hat, shoes are nevertheless changed not only with the season, but often with the different social functions in the course of the day. There are separate styles of shoes for house wear, for walking or dancing, and for attending balls or other formal functions. Often women's shoes are bought to match the particular dress or outfit worn. Even men's shoes differ seasonally, and the tendency toward white and two-tone shoes calls for a closer harmony between the shoe and the rest of the man's wearing apparel.

In smaller degree, fashion has done to the shoe industry what it has done to the dress industry:

> Style in the dress industry is the factor of overshadowing importance. It is more than a description of the product—it is the very essence of the industry. It determines the industry's geographical concentration; * * * it determines the size of the producing units and has more than a little to say about whether they shall compete or combine; it is largely responsible for the high rate of business mortality * * *. It ordains when there shall be unemployment and for how long; it presides over merchandizing practices and creates a market with laws all its own.[4]

The broad pattern of variety in men's, women's, and children's shoes made of different types and qualities of leather, by a dozen or more different manufacturing methods in an endless array of styles and prices to suit the foot, the whim, and the pocketbook of the 130,000,000 customers in the United States, makes it evident that there is no standardized product in the shoe industry known as a "shoe." There are shoes made for men, for women, and for children. In each class there are shoes made by one process or another, and of one type of leather or another. In addition, each manufacturer is trying to imprint upon his particular product such individual characteristics as decorations, variations in styling, etc.; these make it almost impossible to compare a particular shoe with that manu-

[4] Analysis by Helen Everett Meiklejohn: Dresses—The Impact of Fashion on a Business. (In Price and Price Policies, by Walton Hamilton, pp. 303-304.)

factured in another plant or with a different style of shoe produced in the same plant.

Scope of Survey

In the shoe industry there are more than 1,000 establishments scattered in a number of shoe-producing centers and specializing in all kinds, types, and grades of shoes. The original plan of the survey called for a sample of more than 100 plants, carefully selected on the basis of size of establishment, type of ownership, type and price of shoes, and method used in the manufacturing process. Many of the plants thus selected, however, proved unavailable either because of lack of records or for other reasons. A number of other plants had to be eliminated after analysis because of the unsatisfactory condition of the records obtained, or because the data available covered too short a period of time. The study was therefore based upon 43 plants.

In spite of the careful original selection and of the weeding out of unreliable and obviously misleading data, these 43 plants cannot be regarded as representative of all types of plants in the industry, nor can they be assumed to give an average of the actual labor time required to produce a pair of shoes in any 1 year for the industry as a whole, or even for any specific branch of the industry. They are, however, sufficiently representative to warrant the assumption that the changes in the trends of labor productivity of the plants studied are, within reasonable limits, also characteristic of the trends of labor productivity in that section of the shoe industry which manufactures average-price shoes ranging up to $7 per pair. Such shoes constitute by far the largest part of the total shoe output in the United States.

Labor Productivity in the Shoe Industry

MEN'S SHOES

Table 3 presents data on labor productivity in 23 plants specializing in the manufacture of men's shoes, and shows the number of pairs of shoes produced per man per hour. Index numbers with 1935 as the base are also given. The table is arranged in order of the man-hour output for 1935, placing the plant with the lowest 1935 man-hour output first and the plant with the highest man-hour output last.

The sample of 23 plants in reality covers 30 establishments, as in some cases several establishments producing the same type of shoes under the same management had to be combined into composite plants in order to avoid undue weight placed on one type of management. Although small and representing but a fraction of the total output of men's shoes in the United States, the sample includes plants owned by large and small corporations and by individual manufacturers operating single establishments. The plants represent all the principal

shoe-producing areas in the United States (New England, Upper New York, and the Middle West).

TABLE 3.—*Labor Productivity in Manufacture of Men's Shoes, 1923 to 1936*

Plant	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936[1]
	Number of pairs produced per man-hour													
No. 1	------	0.396	0.408	0.435	0.462	0.475	0.492	0.439	0.382	0.410	0.439	0.535	0.571	0.521
No. 2	0.433	.449	.426	.434	.466	.474	.455	.477	.462	.503	.560	.584	.580	.597
No. 3	.434	.500	.567	.610	.652	.678	.703	.680	.657	.653	.650	.702	.666	.687
No. 4	.463	.480	.498	.518	.538	.537	.627	.607	.611	.630	.678	.637	.699	.728
No. 5	------	------	------	------	.658	.694	.741	.708	.653	.715	.925	.890	.870	.925
No. 6	------	------	------	------	------	------	------	.840	.779	.768	.808	.859	.915	.942
No. 7	.885	.949	.938	.937	.963	.944	.903	.890	.874	.770	.825	.867	.962	.907
No. 8	------	------	------	------	------	------	------	.798	.773	.858	.769	.758	.971	.892
No. 9	------	------	------	------	------	------	------	.824	.729	.768	.791	.878	.983	1.015
No. 10	------	------	------	------	------	.789	.826	.970	.985	.979	.912	.980	1.055	.943
No. 11	.894	.796	.816	.846	.877	.885	.921	.886	1.019	1.041	1.076	1.071	1.103	1.088
No. 12	------	.702	.783	.799	.896	.873	.868	.950	.948	.878	1.009	1.105	1.149	1.079
No. 13	------	------	------	------	------	------	------	.865	.804	.899	1.072	1.083	1.203	1.131
No. 14	.983	1.038	1.090	1.066	1.051	1.048	1.106	1.151	1.329	1.365	1.381	1.333	1.326	1.290
No. 15	------	------	------	------	1.222	1.326	1.310	1.296	1.320	1.256	1.318	1.414	1.445	1.462
No. 16	1.536	1.484	1.459	1.427	1.436	1.358	1.274	1.350	1.434	1.461	1.545	1.503	1.531	1.479
No. 17	------	------	------	------	------	------	------	1.513	1.744	1.636	1.653	1.699	1.652	1.605
No. 18	------	------	------	------	1.276	1.353	1.362	1.499	1.650	1.770	1.764	1.779	1.795	1.805
No. 19	1.596	1.665	1.793	1.992	1.811	1.904	1.992	2.232	2.345	1.819	1.776	1.751	1.963	1.893
No. 20	1.878	1.943	1.972	2.006	2.055	1.988	1.877	1.741	1.890	1.935	2.014	2.016	2.133	2.029
No. 21	------	------	------	------	------	------	------	------	1.825	2.000	2.165	2.272	2.376	2.380
No. 22	------	------	------	------	------	------	------	------	------	2.395	2.431	2.448	2.520	2.376
No. 23	1.520	1.776	1.707	1.524	1.972	2.004	2.179	2.398	2.457	2.262	2.342	2.506	2.653	2.597
	Index numbers (1935=100)													
No. 1	------	69.4	71.4	76.2	80.9	83.2	86.1	76.8	66.9	71.8	76.8	93.5	100.0	91.2
No. 2	74.7	77.4	73.7	74.8	80.4	81.7	78.5	82.3	79.6	86.8	96.6	100.8	100.0	102.9
No. 3	65.1	75.1	85.1	91.6	98.0	101.8	105.5	102.1	98.6	98.0	97.7	105.4	100.0	103.2
No. 4	66.2	68.7	71.1	74.1	76.9	76.7	89.7	86.7	87.4	90.0	97.0	91.1	100.0	104.1
No. 5	------	------	------	------	75.7	79.8	85.2	81.4	75.1	81.9	106.4	102.3	100.0	106.3
No. 6	------	------	------	------	------	------	------	91.8	85.2	83.9	88.4	93.9	100.0	103.0
No. 7	92.0	98.7	97.6	97.5	100.2	98.2	93.9	92.5	90.9	79.4	85.8	90.1	100.0	94.3
No. 8	------	------	------	------	------	------	------	82.2	79.6	88.4	79.2	78.0	100.0	91.9
No. 9	------	------	------	------	------	------	------	83.8	74.2	78.1	80.4	89.3	100.0	103.3
No. 10	------	------	------	------	------	74.8	78.3	91.9	93.4	92.8	86.4	92.9	100.0	89.4
No. 11	81.1	72.2	74.0	76.7	80.0	80.3	83.5	80.3	92.5	94.4	97.6	97.1	100.0	98.6
No. 12	------	61.1	68.1	69.5	78.0	76.0	75.5	82.6	82.5	76.4	87.8	96.1	100.0	93.9
No. 13	------	------	------	------	------	------	------	71.9	66.7	74.7	89.1	90.0	100.0	94.0
No. 14	74.1	78.3	82.2	80.4	79.3	79.0	83.4	86.8	100.2	102.9	104.1	100.5	100.0	97.3
No. 15	------	------	------	------	84.6	91.8	90.6	89.7	91.3	86.9	91.2	97.8	100.0	101.2
No. 16	100.3	96.9	95.3	93.2	93.8	88.7	83.2	88.2	93.6	95.4	100.9	98.2	100.0	96.6
No. 17	------	------	------	------	------	------	------	91.6	105.6	99.0	100.1	102.8	100.0	97.2
No. 18	------	------	------	------	71.0	75.4	75.9	83.5	91.9	98.6	98.2	99.1	100.0	100.2
No. 19	81.5	84.9	91.4	101.6	92.4	97.1	101.6	113.8	119.4	92.7	90.6	89.3	100.0	96.6
No. 20	88.1	91.1	92.5	94.1	96.4	93.2	88.0	81.7	88.6	90.8	94.5	94.5	100.0	95.1
No. 21	------	------	------	------	------	------	------	------	76.8	84.2	91.1	95.6	100.0	100.2
No. 22	------	------	------	------	------	------	------	------	------	95.1	96.5	97.2	100.0	94.3
No. 23	57.3	67.0	64.3	57.5	74.4	75.6	82.1	90.4	92.6	85.3	88.3	94.5	100.0	97.2

[1] Averages based on data ranging from 3 to 9 months.

Even a casual glance at the figures presented reveals the large variations in labor productivity found among the plants studied and the wide range between the plants of lowest and highest man-hour

output in any 1 year. For 1935, the range was from 0.57 to 2.65 pairs per man-hour. For 1932, the first year for which data could be obtained for all the 23 plants, the range was from 0.41 to 2.40. Of the 10 plants for which data were available throughout the period from 1923 through 1935, the range was from 0.58 to 2.65 pairs per man-hour in 1935 and from 0.43 to 1.88 in 1923.

The persistence of wide ranges in output over the entire period covered by the survey is due to the fact that the plants studied specialize in the manufacture of different grades of men's shoes, ranging in retail price from under $3 to about $7 a pair. On the basis of retail prices of the shoes manufactured in the plants studied, the sample of the 23 plants may be divided roughly into 3 groups:

(1) Plants producing a high-medium grade shoe, which in 1935 retailed at more than $5 a pair.

(2) Plants producing a medium-grade shoe which in 1935 retailed at more than $3 and less than $5 a pair.

(3) Plants producing a low grade shoe which in 1935 retailed at $3 a pair or less.

Such a general classification as the above covers a wide range of variations of product within each group. Nevertheless the 23 plants of the sample fall in approximately the same relative position (but in reverse order) as when classified on the basis of their 1935 productivity. Plants 1 to 4 constitute the group manufacturing a high medium-grade shoe, plants 5 to 15 represent the medium-grade group, and the remaining 8 plants fall into the group producing a low-grade shoe. The inverse relationship between the grade of shoes manufactured and the labor productivity in the plant does not require an elaborate explanation. More expensive shoes are made of better and more expensive materials, contain more parts, and more decorations, require more operations and handling to make a better fit, and generally demand considerably more workmanship than is the case of the lower-price shoes.

Although no two plants in the sample have the same labor productivity trend over the entire 14 years covered by the survey, the plants within each grade group appear to have followed a fairly uniform trend. This is especially true for the recent years for which data were available for more plants than during the earlier periods. Besides, the average man-hour output of the plants grouped by grades of shoes manufactured is sufficiently close to make feasible the presentation of data by groups.

Table 4 gives the trend of labor productivity in men's shoes segregated into high-medium, medium, and low grade groups. The trend

is shown in terms of percentage changes from year to year and in terms of index numbers with 1935 as a base.[4]

TABLE 4.—*Trend of Labor Productivity in the Manufacture of Men's Shoes, 1923 to 1936*

Year	High-medium grade		Medium grade		Low grade	
	Percent of change from year to year	Index (1935=100)	Percent of change from year to year	Index (1935=100)	Percent of change from year to year	Index (1935=100)
1923		66.4		70.7		72.3
1924	+7.5	71.4	+0.6	71.2	+5.3	76.2
1925	+3.8	74.1	+4.3	74.3	+0.9	76.9
1926	+5.0	77.8	+0.8	74.9	[1]	76.9
1927	+6.1	82.6	+4.3	78.1	+5.8	81.3
1928	+2.1	84.3	+1.7	79.4	+0.8	82.0
1929	+5.0	88.5	+2.1	81.1	+0.4	82.3
1930	−3.1	85.8	+2.9	83.5	+6.2	87.4
1931	−4.7	81.8	−0.4	83.1	+8.0	94.4
1932	+4.7	85.6	+1.5	84.4	−2.2	92.3
1933	+6.4	91.1	+6.5	90.0	+2.7	94.8
1934	+7.0	97.5	+3.5	93.0	+1.5	96.2
1935	+2.6	100.0	+7.5	100.0	+3.9	100.0
1936 [2]	+0.3	100.3	−2.4	97.6	−2.7	97.3

[1] No change.
[2] Based on averages obtained from data ranging from 3 to 9 months.

In the plants producing a high-medium price shoe, there appears to have been a continuous though gradual increase in labor productivity from 1923 to 1929, when their index of man-hour output was 33 percent higher than in 1923. During the next 2 years the labor productivity in the sample declined and in 1931 the level of the man-hour output in the sample was about 8 percent lower than in 1929. The increase in productivity was resumed in 1932. As a result, the 1935 labor productivity index of the sample was 22 percent higher than in 1931, 13 percent higher than in 1929, and 51 percent higher than in 1923.

The group of plants producing medium-grade men's shoes was probably the most representative of all the three groups. This group contained a larger number of plants which were more widely scattered over the country and were operating under a wider range of management than either of the other groups. Because this group was manufacturing shoes in a wider price range, the labor-productivity trends of the individual plants were more variable than in the high-medium group, and the range in actual productivity between the highest and lowest plants was also larger.

[4] Since the number of plants available in each group is not the same for each year, the combined trend had to be established by means of a chain index. The construction of this index is most simply explained by means of an example. Note in table 3 that plants 2, 3, and 4 were the only ones making high-grade shoes, for which data were available for both 1923 and 1924. The percentage increases in productivity per man-hour in those plants from 1923 to 1924 were 3.7, 15.2, 3.7 respectively. The simple average of these changes is +7.5, which is the percentage change shown in table 4. For 1924–25, data from four plants were available and the percentage changes were, respectively, +3.0, −5.0, +13.4, and +3.7. The average of these four changes is +3.8, shown in table 4. This procedure was followed in calculating the average change for each year. The average changes were then linked together, with 1935 as 100, to form the index number.

For the medium-grade group as a whole, there appears to have been a continuous increase in man-hour output through 1930, when the index of labor productivity in the sample was slightly more than 18 percent higher than for 1923. During the years of depression, 1930 through 1932, some plants in this group continued to show increases in productivity while other plants registered decreases, with the result that for the group as a whole labor productivity remained almost unchanged. After 1932, however, all plants showed decided increases in man-hour output and the 1935 index of labor productivity for the group was 18.5 percent higher than in 1933, 23 percent higher than in 1929, and 41.4 percent higher than in 1923.

The eight plants in the sample of low-grade shoes were much less homogeneous than the plants in the other two groups. In the plants making the high-medium and medium grades of shoes all manufacture was by the Goodyear welt process. The plants making the low-grade shoes used not only that process but also the McKay process; they also manufactured work shoes by the nailed and stitchdown processes.[5] For the group as a whole, man-hour output advanced gradually through 1931, declined in 1932, resumed the advance in 1933, and continued at a fairly rapid rate through 1934 and 1935. The man-hour output index for this group in 1935 is 8 percent higher than in 1932, 21.5 percent higher than in 1929, and 38 percent higher than in 1923.

WOMEN'S SHOES

Table 5 presents data on labor productivity in 20 plants specializing in women's and growing girls' shoes, expressed in pairs per man-hour and in index numbers with 1935 as the base. As in the case of the men's shoes, the plants are arranged in the order of their productivity during 1935.

The sample of plants making women's shoes differs in many respects from that making men's shoes. In the case of men's shoes, all the plants producing high-medium and medium grade shoes used only the Goodyear welt process of manufacture. The group manufacturing women's shoes used a number of different manufacturing processes—Goodyear welt, Littleway, cemented, McKay, and miscellaneous. Again, in the case of men's shoes, there were practically no significant changes in the plants studied, either in method of manufacture or in type of shoe produced, during the entire period 1923–35. In the case

[5] Differences in process of manufacture are characterized chiefly by the method used in attaching the sole to the upper of the shoe. If a McKay or Goodyear welt method is used, the shoe and the process of manufacture are designated as "McKay" or "Goodyear welt." When the sole is attached to the upper by means of cement the shoe is called cemented."

In the course of evolution each process has become associated with definite grades and types of shoes. Most of the men's dress shoes are made by the Goodyear welt process, but the cheaper grades of men's shoes are made by the McKay process. Work shoes are generally nailed. For similar reasons the higher-priced women's shoes are made by the Goodyear or Littleway, or some variation of these two processes, while the less expensive grades are made by the McKay process.

of women's shoes, however, some plants included in the sample made changes in their method of manufacturing and the type of shoe produced during the period covered by the survey. This was especially true of the plants producing cemented shoes (which generally replaced McKay-process shoes between 1926 and 1932).

TABLE 5.—*Labor Productivity in the Manufacture of Women's Shoes, 1923 to 1936*

Shoe and plant	Process [1]	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936 [2]
		Number of pairs produced per man-hour													
Women's shoes:															
No. 1	L	-----	-----	-----	0.385	0.374	0.384	0.389	0.380	0.330	0.333	0.347	0.372	0.363	0.351
No. 2	M	-----	-----	-----	-----	-----	-----	.417	.386	.355	.318	.396	.428	.407	.408
No. 3	G	-----	-----	-----	-----	-----	-----	-----	.389	.407	.353	.383	.380	.416	.454
No. 4	L	-----	0.408	0.397	.361	.414	.431	.399	.380	.365	.372	.380	.392	.462	.488
No. 5	M	-----	-----	-----	-----	-----	-----	-----	.389	.355	.331	.369	.440	.459	.442
No. 6	G	0.630	.612	.566	.550	.527	.483	.476	.444	.362	.341	.385	.414	.523	.558
No. 7	M	-----	-----	-----	-----	.546	.574	.588	.605	.577	.527	.566	.600	.596	.575
No. 8	C	.787	.762	.840	.812	.805	.814	.744	.742	.696	.525	.560	.599	.618	.612
No. 9	G	-----	-----	.526	.537	.548	.532	.575	.571	.562	.561	.677	.624	.654	.602
No. 10	C	-----	-----	-----	-----	-----	-----	-----	.563	.490	.528	.662	.714	.698	.702
No. 11	C	-----	-----	-----	.615	.716	.731	.742	.656	.677	.655	.753	.736	.776	.742
No. 12	C	-----	-----	-----	-----	-----	.821	.866	.796	.768	.740	.933	.903	.904	.851
No. 13	C	-----	-----	-----	-----	-----	1.120	1.093	1.023	.907	.880	1.126	1.095	1.017	.961
No. 14	G	.626	.772	.674	.712	.770	.828	.772	.704	.795	.778	.951	1.040	1.115	1.119
No. 15	C	1.486	1.434	1.334	1.123	1.195	1.150	1.085	.911	.940	.938	.981	1.130	1.118	1.063
Growing girls' shoes:															
No. 16	MK	-----	.872	.799	.817	.783	.648	.697	.561	.593	.824	.975	.921	.961	.887
No. 17	MK	1.047	1.008	.999	1.122	1.127	1.156	1.102	.995	.951	1.024	1.032	1.075	1.031	1.049
No. 18	MK	1.107	1.027	1.003	1.044	1.100	1.221	.993	1.015	1.021	.884	1.005	1.088	1.094	1.119
No. 19	MK	-----	-----	-----	-----	-----	1.064	.825	.886	1.018	.781	.978	1.081	1.210	1.264
No. 20	S	1.529	1.317	1.248	1.177	1.250	1.245	1.225	1.314	1.300	1.290	1.424	1.443	1.436	1.506
		Index numbers (1935=100)													
Women's shoes:															
No. 1	L	-----	-----	-----	106.0	103.2	105.8	107.2	104.8	90.8	91.7	95.7	102.4	100.0	96.7
No. 2	M	-----	-----	-----	-----	-----	-----	102.5	94.8	87.4	78.0	97.3	105.3	100.0	100.2
No. 3	G	-----	-----	-----	-----	-----	-----	-----	93.5	97.8	84.7	92.0	91.3	100.0	109.1
No. 4	L	-----	88.4	86.0	78.2	89.7	93.4	86.4	82.4	79.0	80.7	82.3	84.9	100.0	105.7
No. 5	M	-----	-----	-----	-----	-----	-----	-----	84.8	77.3	72.1	80.4	95.8	100.0	96.3
No. 6	G	120.3	116.9	108.1	105.1	100.8	92.2	90.9	84.8	69.2	65.1	73.5	79.2	100.0	106.7
No. 7	M	-----	-----	-----	-----	91.6	96.3	98.7	101.6	96.8	88.5	95.0	100.7	100.0	96.5
No. 8	C	127.3	123.5	135.8	131.3	130.2	131.8	120.4	119.9	112.7	85.0	90.6	96.9	100.0	99.0
No. 9	G	-----	-----	80.5	82.1	83.9	81.3	87.9	87.4	86.0	85.8	103.5	95.5	100.0	92.0
No. 10	C	-----	-----	-----	-----	-----	-----	-----	80.7	70.3	75.7	94.8	102.3	100.0	100.6
No. 11	C	-----	-----	-----	79.3	92.3	94.2	95.7	84.5	87.3	84.4	97.1	94.8	100.0	95.6
No. 12	C	-----	-----	-----	-----	-----	90.8	95.8	88.1	85.0	81.9	103.3	99.9	100.0	94.1
No. 13	C	-----	-----	-----	-----	-----	110.1	107.4	100.5	89.1	86.5	110.7	107.7	100.0	94.5
No. 14	G	56.2	69.3	60.5	63.9	69.1	74.3	69.3	63.1	71.3	69.8	85.3	93.2	100.0	100.4
No. 15	C	132.9	128.2	119.3	100.4	106.9	102.8	97.0	81.4	84.0	83.9	87.7	101.0	100.0	95.1
Growing girls' shoes:															
No. 16	MK	-----	90.8	83.2	85.0	81.5	67.4	72.5	58.4	61.7	85.8	101.5	95.9	100.0	92.3
No. 17	MK	101.6	97.7	96.9	108.9	109.4	112.1	106.8	96.4	92.2	99.3	100.1	104.3	100.0	101.7
No. 18	MK	101.2	93.8	91.7	95.4	100.5	111.6	90.8	92.8	84.2	80.8	91.9	99.5	100.0	102.3
No. 19	MK	-----	-----	-----	-----	-----	88.0	68.2	73.2	84.1	64.6	80.8	89.4	100.0	104.5
No. 20	S	106.4	91.7	86.9	82.0	87.0	86.7	85.3	91.5	90.5	89.8	99.1	100.4	100.0	104.9

[1] C=cemented; G=Goodyear welt; L=Littleway; M=miscellaneous; MK=McKay; S=stitchdown.
[2] Averages based on data ranging from 3 to 9 months.

Classified on the basis of their 1935 retail prices, the first 6 plants in the sample fell in the high-medium grade group producing shoes retailing at over $5 a pair. The next 6 plants constituted the medium group, making shoes selling at from $3 to $5 a pair. The remaining

3 plants of women's shoes and the 5 plants specializing in manufacturing shoes for growing girls constitute the low-grade group whose output sells at $3 a pair or less.[6] However, the number of plants making women's shoes, for which data were available prior to 1928, was so small that no attempt was made to establish averages for the 3 groups prior to 1928. The grouping of the women's-shoe plants was applied only to the 17 plants for which data were available after 1928 and to the 20 plants for which data were available after 1930. Table 6 gives the trend of labor productivity separately for the high-medium, medium, and low price groups of women's shoes.

The high-medium group includes 2 plants using the Goodyear welt process, 2 plants using the Littleway process, and 2 plants using more than one process simultaneously. From 1928 through 1932 the average of these plants showed a continuous fall in man-hour output, with the result that the index of labor productivity of the group in 1932 is nearly 21 percent lower than in 1928. In 1933, however, the average productivity of the 6 plants in the group rose more than 10.5 percent above the level of 1932. Another increase of 7.4 percent was registered in 1934 and still another increase of 8.4 percent in 1935. As a result, the 1935 index of man-hour output for the sample is more than 28 percent higher than in 1932 and more than 4 percent higher than in 1928. In the 2 Littleway plants labor productivity in 1935 was from 9 to 20.9 percent higher than in 1932. In the two Goodyear welt plants the corresponding increases were 18.1 and 53.5 percent and in the 2 miscellaneous plants 28.2 and 38.7 percent.

Of the six plants making the medium-grade women's shoes, three specialized in the cemented process of manufacturing, one in Goodyear welt, one changed from McKay to Goodyear and cemented in 1931 and to cemented alone in 1933, and one manufactured women's shoes by several processes simultaneously.

TABLE 6.—*Trend of Labor Productivity in the Manufacture of Women's Shoes, 1928 to 1936*

Year	High-medium grade		Medium grade		Low grade	
	Percent of change from year to year	Index [1] (1935=100)	Percent of change from year to year	Index [1] (1935=100)	Percent of change from year to year	Index [1] (1935=100)
1928	----------	96.2	----------	95.0	----------	89.4
1929	−1.9	94.3	+1.8	96.7	−6.8	83.4
1930	−5.3	89.3	−3.6	93.2	−5.4	78.8
1931	−7.9	82.3	−5.9	87.7	+2.6	80.9
1932	−5.6	77.7	−5.4	83.0	+0.5	81.3
1933	+10.6	85.9	+16.9	97.0	+15.4	93.8
1934	+7.4	92.2	+1.3	98.2	+5.1	98.6
1935	+8.4	100.0	+1.8	100.0	+1.4	100.0
1936 [2]	+2.6	102.6	−3.7	96.3	−0.5	99.5

[1] For method of obtaining index, see footnote 4 on p. 281.
[2] Based on averages obtained from data ranging from 3 to 9 months.

[6] Generally shoes for misses and growing girls are treated separately from women's shoes; but the price range of the growing girls' shoes covered in the sample, the method of manufacture, and the average man-hour productivity warrant the inclusion of the 5 plants studied in the sample for low-grade women's shoes.

On the basis of the average of the five plants for which data were available since 1928, together with the data on individual plants available prior to 1928, it would appear that there was a very slow rise in productivity in this group of plants from 1926 through 1929. During the following 3 years, however, man-hour output of the plants in the sample declined rapidly and the 1932 index for the sample was 14 percent lower than in 1929. The entire loss in man-hour output was more than recovered in 1933, when the index for the group rose slightly above that for 1929. Further, although more moderate, increases in labor productivity were registered in 1934 and also in 1935, and the index for the group rose in 1935 to a level 20 percent higher than in 1932.

The increases in the labor productivity in 1935 as compared with 1932 were distributed much more evenly among the plants representing the medium-grade shoes than in the higher-price group. The range of labor productivity increases for the medium group was from 13 to 32.1 percent, as compared with a range of from 9 to 53.6 percent in the higher group.

The low-price group of eight plants is composed of one using the Goodyear welt and two the cemented (originally McKay) process for women's shoes and four using the McKay and one using the stitchdown process for growing girls' shoes. Beginning with 1928, and for some plants in the sample beginning with 1927, labor productivity declined rapidly until 1930. Slight increases in labor productivity in 1931 and in 1932, followed by a striking increase of 15.4 percent in 1933, not only regained the entire loss since 1928 but raised the index of man-hour output 5 percent above 1928. Labor productivity continued to advance in 1934 and again more moderately in 1935, raising the index for the group to 26.9 percent above that for 1930 and 11.9 percent above the 1928 level.

Factors Affecting Labor Productivity in Shoes

SHOE MACHINERY

Changes in shoe machinery and more effective application of power through the use of individual motors are no doubt responsible for a considerable portion of the increase in man-hour output of shoes between 1923 and 1935. A special engineering analysis carried out in connection with the present survey of labor productivity in the shoe industry indicates that the labor time required to make 100 pairs of medium-grade men's shoes, such as was included in the 1895 survey by the Commissioner of Labor, declined from 170 man-hours in 1900 to 106 in 1923, and to 93 man-hours in 1936. The reduction in man-hour requirements in the production of men's shoes between

1900 and 1923 was thus estimated at approximately 38 percent. Between 1923 and 1936 labor requirements were further reduced by approximately 12 percent.[7]

TABLE 7.—*Man-Hours Required for Normal Daily Production of 2,000 Pairs of Men's Shoes, Assuming Perfect Balance of Work, in Specified Years* [1]

Department	1850 (10-hour day)	1900 (10-hour day)	1923 (8¾-hour day)	1936 (8¼-hour day)
Cutting	960	320	178	167
Fitting	11,130	992	642	547
Stock fitting	1,310	132	118	110
Lasting	2,460	672	319	259
Making	12,160	693	437	394
Finishing and packing	3,000	543	386	352
Operations not allocated to any department		50	44	41
Total	31,020	3,402	2,124	1,870

[1] Data refer to men's Goodyear welt shoes of medium grade, retailing at $3 to $5 per pair—calf blucher oxford, with perforated tip, and leather heel in 1900 and combination leather and rubber heel in 1923 and 1936.

In the field of machinery an important development since 1923 has been the increased use of clicking machines to replace hand and hand-die cutting in the cutting room, with a resultant saving of from 40 to 50 percent of labor time. Originally, use of the clicking machine was limited to the cheapest and most standardized grades of shoes. Gradually its use has been extended until now most of the medium-priced men's shoes are also cut by clicking. The clicking machines are also used by all the larger manufacturers of cheap and medium-grade women's shoes. In the high-grade field, hand cutting still predominates.

In the stitching room special types of sewing machines have been developed to meet the requirements of different operations. A notable characteristic is the latest design of sewing machine, capable of performing supplementary operations while sewing a seam. For example, an attachment cuts off the thread automatically instead of its being done by hand. Another machine has a cutting knife, operating as part of the machine, which trims the edge of the leather close to the machine.

The fancy styles in women's shoes require a tremendous amount of marking which used to be done by hand in the stitching room. These hand operations have now been replaced by machines. Per-

[7] The engineering analysis, by Sanford B. Thompson of Thompson & Lichtner Co., Boston, Mass., dealt exclusively with the effects of changes in shoe machinery on man-hour output and disregarded all other factors influencing labor productivity, such as management, quality of leather, styles, etc. The years covered were 1850, 1900, 1923, and 1936. The data for 1850 and 1900 were based on the thirteenth annual report of the Commissioner of Labor and were checked by available time-study records, while the information for 1923 and 1936 was based on time-study records and materials submitted by the manufacturers of shoe machinery.

In an average factory with an output of 2,000 pairs per day, the number of individual machines used in making the type of men's shoes analyzed in the study increased from none in 1850 to 170 in 1900 and 235 in 1923, and then dropped to 224 in 1936. The number of workers required in such a plant, assuming perfect balance of work, declined from 3,102 in 1850 to 340 in 1900, to 243 in 1923, and to 227 in 1936.

forating machines have been enlarged and improved, to cut out designs as well as to perforate and replace the handwork which was very slow and often done imperfectly.

About 1924 a machine for lasting heel seats relieved the "bedlaster" of that portion of his work. The machine was first built for use on women's shoes but was recently improved for use on men's welt shoes as well.

In the bottoming and making department the productivity of operations on wooden heels for women's shoes has been greatly increased both by mechanization and by shortcuts. Formerly wooden heels were used on better-grade shoes only and the work was done almost entirely by hand. Now machines are used to fit the heel seat, attach the glued heel, trim it, and fasten it with nails driven from the inside of the shoe.

With the use of lighter, better-tanned upper leathers, the use of the old wet cloths had been discontinued. In some plants they were replaced by the installation of humidifiers which, by spraying a fine mist into the air, made the leather more workable. Since 1923 specially designed mulling cabinets or rooms in which the uppers are hung before lasting have become increasingly general. The condition of the uppers can now be suitably and positively controlled to meet the requirements of different kinds of leather in different seasons —without excessive moisture in the work rooms and with benefit to the quality of the finished shoe. The result is economy in the amount of material used in each shoe and a saving in the number and cost of "cripples" or spoiled shoes.

STYLE FACTOR

The increasing complexity of detail in women's shoes in recent years has served to reduce labor productivity, particularly in the stitching department but in some cases also in the cutting and treeing departments. The increased use of wooden heels in place of leather or leather-board has slowed down the operations in the bottoming and making department. However, the growing familiarity with the work and the development of machinery to replace hand operations has largely counterbalanced the adverse effects of styles on labor productivity in these departments.

The general change in styles of women's shoes from oxford to pump and strap types has made edge stitching a very important operation tending to slow down productivity in the stitching department. Cut-outs, complicated designs with an increased number of parts, and fancy stitching result in reduced labor productivity in the cutting, stitching, and treeing departments.

In men's shoes the complications of style are fewer and are due largely to the increase in the number of parts in the uppers, the

varieties of leather used, and the increase in importance of white and two-tone shoes. Additional fancy stitching has slowed down productivity in the stitching room and if contrasting colors are used, labor productivity is reduced also in the treeing department.

On the whole the effect of styles has been to slow down and in some departments greatly to reduce labor producivity. Much of this reduction, however, has been counterbalanced by the elimination of other operations and by the introduction of machinery to replace hand work in the newer fields.

MANAGEMENT

In addition to the general changes in shoe machinery, which under the lease system affected all manufacturers of shoes, a number of plants have been installing special devices to reduce further the amount of hand labor needed in the process of manufacture and various types of conveyors to dispatch the work in process from one operation to another more effectively.

To give but a few examples: One plant reported experimentation with a women's automatic heel seater on men's shoes, with a result that the operation could be performed about two and one-half times as fast as by the previous method. A new stapling machine eliminated a stapling operator and a tack puller. A tack-finishing machine in use since 1933 has displaced two workers by performing in one handling three operations formerly done by separate operators.

The cumbersome system of large racks, with 36 or more pairs of shoes, standing near each operator or clogging every free space in the factory has recently given way to smaller racks of 24 or 12 pairs, often traveling on a belt from one operation to another. In other plants the racks have been displaced by a continuous conveyor carrying parts or partly completed shoes from one department to another and from one operation to another, thus greatly eliminating the amount of stock in process and indirectly increasing actual man-hour output of the plant.

EFFECTS OF DEPRESSION

Much of the abrupt drop in labor productivity during the years of depression, followed in most cases by an equally steep rise in productivity in 1933, constitute what may be regarded as a reflection of the system of wage payments and record keeping which prevails in the shoe industry rather than of actual operations in the course of manufacture.

More than 90 percent of the wage earners in the shoe industry are paid on a piece-work basis. As the bundles of pieces or parts travel from one operation to another and from one department to another, each carries with it a series of tags or coupons specifying the

type of operation to be performed. Upon completing their work the operators tear off and retain their portion of the coupon. These are submitted to the office once a week and constitute the basis for the weekly wage of the individual operators. The man-hours actually spent on the job or in the plant never enter as a factor in this wage system and have never become a standard practice of record keeping in the shoe industry.

Very few manufacturers have, therefore, continuous records of man-hours, though some kept such records during the N. R. A. It was therefore necessary in most cases to estimate the man-hours of work from the number of workers employed in the plant or in each department and the weekly hours worked by the plant or the department. These estimates assume that in a given week all the workers on the pay roll in each department were at work during the entire time the department as a whole was in operation. In normal times the man-hours so estimated correspond closely with the actual man-hours, including, of course, such time as may be lost by the workers while waiting for work or because of breakage of machinery, and other interruptions. In slack times, however, many workers, though carried on the pay roll, would actually be on the job or in the plant only part of the time, even if the department as a whole showed regular hours of operation. A check of the estimated with the actual man-hours, when such records were available for some periods, indicated a wide variety in the relationship of these figures in different periods, depending very largely on the volume of operations at the time. Several plants showed close correspondence between the estimated and the actual hours throughout the year, but most plants showed great irregularity, particularly during periods of low production.

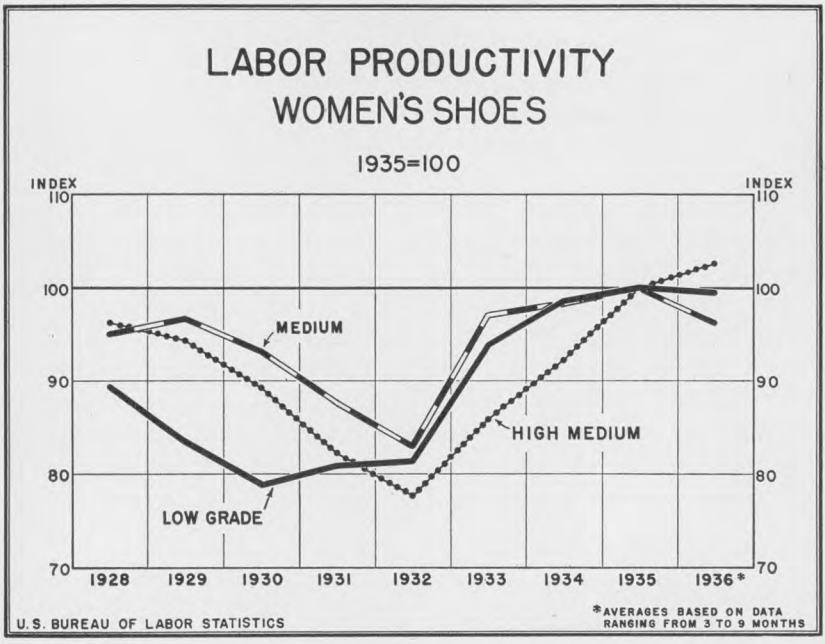
Because of this discrepancy between the estimated and actual man-hours of work many plants covered by the survey registered a pronounced drop in labor productivity during the years of the depression. However, the effects of the depression on the several grades of men's and women's shoes were quite different.[8] In the case of high-medium grade men's shoes, labor productivity declined sharply in 1930 and again in 1931 (chart 2). In the medium-grade shoes productivity rose moderately in 1930 but declined slightly in 1931, while in the low-priced shoes labor productivity advanced both in 1930 and 1931.

[8] Although there are no statistics showing the effects of the depression on the different grades of shoes manufactured, it is common knowledge among shoe manufacturers that the depression caused large shifts in the demand from more expensive to medium and cheaper grades of shoes. After the 1930 drop in total production from 360 million to 304 million pairs, total production rose to 316 million in 1931, dropped to 313 million in 1932, and rose to 350 million in 1933. During these years the average value per pair of shoes manufactured declined from $2.67 in 1929 to $2.37 in 1930, $2.07 in 1931, and $1.58 in 1933.

Assuming that during the years of the depression a drop in labor productivity reflected to a considerable degree a reduction in the total production of shoes, it would appear that during the first year of the depression the decline in the total production of shoes was largely at the expense of the high-grade shoes. The medium-grade products probably held their own, but the sale of lower-priced shoes increased noticeably. The second year of the depression apparently affected also the medium-grade shoes to the point of turning downward the labor-productivity trend in this group while in the low-grade shoes labor productivity continued to advance. The drop in the total

production of shoes in 1932 must have also affected the low-grade shoes, as reflected in the drop in labor productivity for this group, although in the high-medium and medium groups man-hour output began to advance.

In the case of women's and growing girls' shoes, labor productivity in the high-medium and medium grades declined sharply from 1930 through 1932. In the lower-grade shoes, however, man-hour output fell in 1930 but advanced slightly in 1931 and again in 1932, thus following to some extent the trend of the low-grade men's shoes (chart 3).



EFFECT OF N. R. A.

The adoption of the President's Reemployment Agreement in August, followed by the Code of Fair Competition in October 1933, helped to reduce, if not altogether to remove, the discrepancy between estimated and actual man-hours. The restriction of the hours of work to a maximum of 40 per week and the minimum-wage regulations of the code compelled managements not only to inaugurate a more effective system of record keeping (including man-hours) but also made them improve their systems of planning the work and its distribution among the departments and their numerous subdivisions.

The year of the introduction of the N. R. A. was also marked by a very large increase in the production of shoes in the United States, which in turn contributed to the spurt in man-hour output that occurred in 1933 in all the plants covered by the survey. The increase in the total production of shoes continued during 1934 and 1935 and was accompanied by further, though more moderate, increases in labor productivity during these 2 years.

In April 1935 the N. R. A. was invalidated by the Supreme Court and with it went the wage and hour restrictions in the shoe industry. When the Bureau's survey was made in 1936, some plants reported the voluntary continuation of the N. R. A. regulations, but many plants had reverted to the old system of irregular hours of work and had abandoned the short-lived habit of keeping records of man-hours imposed by the code. This partly explains the 1936 drop in the man-

hour output in a large number of plants included in the survey: 14 of the 23 plants in the men's sample and 11 of the 20 plants in the women's sample registered declines in labor productivity in 1936. These reductions ranged from about 1 to 9 percent in the case of men's shoes and from about 1 to 8 percent in the case of women's shoes.

Other plants, however, registered substantial increases in labor productivity in 1936 ranging as high as 6 percent in output of men's shoes and 9 percent in that of women's shoes. Besides, the data for 1936 represent averages varying from 3 months in some plants to 9 months in other plants and are not strictly comparable with the averages for the preceding years based on 12-month periods. It is therefore impossible to tell what the real effects of the abolition of the code have been on labor productivity in the shoe industry until such time as additional records covering the whole of 1936 and 1 or 2 subsequent years become available.

PROGRESS OF STATE MINIMUM-WAGE LEGISLATION, 1938

By Louise Stitt and Florence P. Smith, *U. S. Women's Bureau*

EACH of the past 3 years has added a dramatic chapter to the history of minimum-wage legislation in the United States. In 1936 the United States Supreme Court declared the women's minimum-wage law of New York unconstitutional. In 1937 the same court reversed its earlier decisions, and held constitutional the minimum-wage law for women in the State of Washington. The importance of the 1937 decision is evident in the almost spectacular State activity which followed in the field of minimum wage. This activity in turn showed how ready the country was to accept the legislative method of maintaining the wages of women at a living level. The year 1938 was outstanding because of the passage of the Federal Fair Labor Standards Act. Though the present article deals with the progress of State minimum-wage legislation in 1938,[1] it is impossible to write of such legislation without at least a passing reference to this new law, which is one of the most far-reaching single pieces of minimum-wage legislation ever enacted by any country.

Though the Fair Labor Standards Act of 1938, better known as the wage and hour law, covers approximately 11,000,000 employees in the United States, it provides no protection for other millions of workers employed in intrastate industry over which the Federal Government has no control. It is of the utmost importance, therefore, that the States continue to extend the protection of minimum-wage legislation through State laws and orders.

During 1938 only 3 States were added to the list of those having minimum-wage laws, but this apparent inactivity was due to the fact that legislatures were in session in only 5 States that had not previously enacted minimum-wage laws. Kentucky and Louisiana enacted new laws in 1938, making a total of 25 States [2] plus the District of Columbia, and Puerto Rico. Their addition is of unusual significance, because except for Arkansas and Oklahoma, these are the only southern States which have passed minimum-wage laws. In March 1938 the law of Kansas was declared by the attorney general of that State to be again valid, after being held unconstitutional since 1925.

The real progress of State minimum-wage legislation in 1938 should be measured, not by the number of laws passed, but by the

[1] For article on development of minimum-wage legislation in 1937, see Monthly Labor Review, January 1938 (p. 194).

[2] Arizona, Arkansas, California, Colorado, Connecticut, Illinois, Kansas, Kentucky, Louisiana, Massachusetts, Minnesota, Nevada, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Utah, Washington, and Wisconsin.

number of women who have been brought under the protection of existing laws by new wage orders issued, and by the high standards set by these orders. During the year 37 wage orders, establishing minimum wages for almost a quarter of a million of women, were issued by 12 States and the District of Columbia. In the course of the 21 months between the Supreme Court's favorable decision in the Washington case and January 1, 1939, 58 orders were issued. These orders represent more than 50 percent of all those issued in the 26-year interval following the passage of the first State minimum-wage law. These figures emphasize again the important effect that the Supreme Court decision had upon minimum-wage activity, and the rapid progress that can be made when the uncertainty concerning the constitutionality of this type of legislation is removed.

The highest minimum wage established for women only during the year was $18. The District of Columbia set this rate for beauty shops, for working weeks of from 36 to 48 hours. Women working less than 36 or more than 48 hours must be paid 50 cents an hour. The Oklahoma wage orders for the automotive industry and for wholesaling and distributing provide for $18 a week for both men and women, and the minimum wage for registered pharmacists in Oklahoma is even higher. But few women are employed in the industries for which Oklahoma has established these higher wages. It is interesting to note that 98 percent of the rates set by State orders for women during 1938 are higher than the 25 cents an hour established by the Federal Fair Labor Standards Act for the first year, and that about 90 percent of the State rates equal or exceed the 30 cents provided for under the Federal Act for the 6 years following October 24, 1939. Moreover, 44 percent of the 1938 State rates are as high as or higher than 35 cents an hour.

During 1938 some of the minimum-wage States experimented with a new principle in minimum-wage determination. The initiative was taken by New York when the wage board for the laundry industry recommended a guaranteed weekly wage. Because of the great irregularity in working time in this industry many women were receiving only a few hours' work a week. The New York wage board realized that the establishment of an hourly minimum wage, even though high, would guarantee women working in the industry neither a regular nor an adequate income. The board recommended, therefore, that women be paid a specified minimum weekly wage, irrespective of the number of hours worked, up to 40 a week. It was hoped that such improvement in the regularity of work would result from this regulation that the employers as well as the workers would benefit because of a higher level of efficiency.

Following the New York laundry order, which became effective March 14, 1938, several States adopted the guaranteed-wage prin-

ciple for laundries and other industries, in a somewhat modified form. Colorado, for example, requires that the same wage be paid to laundry workers who work 40 hours a week or less, but it allows women who prefer to work regularly as part-time workers to be paid on an hourly basis, providing special permits are secured. In the District of Columbia laundries, $14.50 must be paid for weeks ranging from 17 through 44 hours, and in Pennsylvania 17 hours of work in laundries yield the same wage as 30 hours. Beauty culture and confectionery manufacturing are other industries for which the weekly guaranty in some form has been adopted.

Court Decisions

Though the constitutionality of minimum-wage laws for women was established by the Supreme Court decision of 1937, the year 1938 was marked by three court cases, brought by employers, involving the laws of Oklahoma, Minnesota, and Utah. In all three cases the procedure followed by the administrative officers in promulgating wage orders was challenged. The important issue in the Oklahoma case, however, was the constitutional right of the State to fix minimum wages for men, the Oklahoma law being the only State minimum-wage statute to cover men as well as women. The case has not yet [3] been settled by the Supreme Court of Oklahoma, to which it has been appealed.

On December 14, 1938, the Supreme Court of Utah held constitutional the minimum-wage law for women of that State, but declared void the first wage order issued by the industrial commission, on the ground that persons affected by the order had not been given an adequate hearing.[4]

The procedure of the Industrial Commission of Minnesota, which had issued a blanket wage order covering women employed in all industries in the State, was attacked in court on several counts. The case was dismissed when the commission agreed to refrain from enforcing the order, for those industries bringing the suit, until each industry could be given an opportunity to be heard. By the end of December 1938, the future course of the commission had not been decided, as the public hearings were still in progress.

Cost-of-Living Studies

In view of these court cases, the painstaking care of some States in collecting factual data, especially cost-of-living data, upon which to base wage orders is noteworthy. Since the Supreme Court decision in March 1937, Arizona, Colorado, the District of Columbia, New Jersey, New York, Pennsylvania, and Utah have made cost-of-living

[3] End of January 1939.

[4] For summary of this case, see p. 353 of this issue.

studies. The figures arrived at, showing the yearly and weekly cost of maintaining a self-supporting woman at an adequate standard of living are shown in the following statement.

	Per year	*Per week*
Arizona	$1, 032. 34	$19. 85
Colorado	975. 08	18. 77
District of Columbia	1, 118. 49	21. 51
New Jersey	1, 147. 82	22. 07
New York	1, 192. 46	22. 93
Pennsylvania	1, 094. 83	21. 05
Utah	924. 28	17. 77

Though no wage board has as yet deemed it practicable to recommend for women a wage as high as the amount found necessary to meet the cost of living, these figures have furnished valuable guides to wage-board members and should provide the kind of evidence required by courts in determining the reasonableness of wage orders issued.

Provisions of 1938 Wage Orders

A summary of the provisions of all minimum-wage orders adopted or made mandatory during the year 1938 is presented in the following table.

Provisions of State Minimum-Wage Orders Adopted or Made Mandatory in 1938 [1]

State and industry covered	Hours	Wage rates for—	
		Experienced workers	Learners
	Women and female minors		
Arizona			
Retail (directory, Dec. 1, 1938; mandatory, Feb. 1, 1939). (Area extending 5 miles from port of entry at Nogales excepted.)	48 per week (8 per day, 6 days), or 42 per week (6 per day, 7 days).	$16 per week	$12.50 per week for first 6 months, $14 for second 6 months.
	Less than 4 days per week, 8 hours each	35 cents per hour	27½ cents per hour for first 6 months, 30 cents per hour for second 6 months.
	Women and minors		
Colorado			
Laundry (mandatory, June 20, 1938):			
Zone A (Denver, Pueblo, and within a radius of 15 miles; also (from June 1 to Sept. 1) Colorado Springs, Estes Park, and within a radius of 15 miles).	40 per week or less	$12.80 per week	20 percent less than hourly rate for first 2 weeks.
	Over 40 to 45 per week	32 cents per hour	
	Over 45 to 48 per week (maximum 8 per day, 6 days per week).	Time and one-half	
	Less than 24 per week [2]	32 cents per hour	
Zone B (remainder of State) and (from Sept. 2 to May 31) Colorado Springs, Estes Park, and within a radius of 15 miles).	40 per week or less	$11.20 per week	Do.
	Over 40 to 45 per week	28 cents per hour	
	Over 45 to 48 per week (maximum 8 per day, 6 days per week).	Time and one-half	
	Less than 24 per week [2]	28 cents per hour	
Retail (adopted, Dec. 3, 1938; mandatory, Jan. 16, 1939):			
Zone A (cities of 30,000 or more population and 5 miles beyond their boundaries).	48 per week [3]	$14 per week; 29⅙ cents per hour	Women: 75 percent of hourly minimum for experienced women for first 4 months. Minors: 75 percent of hourly minimum for experienced women for first 3 months; 87½ percent for next 3 months.
	Over 48 to 56 per week [3]	29⅙ cents per hour for 3 peak weeks during first half of year and 4 peak weeks during second half. Time and a half the regular rate during the remainder of year.	
	Less than 48 per week	29⅙ cents per hour	

See footnotes at end of table.

Provisions of State Minimum-Wage Orders Adopted or Made Mandatory in 1938—Continued

State and industry covered	Hours	Wage rates for—	
		Experienced workers	Learners
Colorado—Continued	**Women and Minors—Continued**		
Retail (adopted, Dec. 3, 1938; mandatory, Jan. 16, 1939)—Continued.			
Zone B (cities and towns of 5,000 and under 30,000 population).	48 per week [3]	$13 per week; 27½ cents per hour	Women: 75 percent of hourly minimum for experienced women for first 4 months. Minors: 75 percent of hourly minimum for experienced women for first 3 months; 87½ percent for next 3 months
	Over 48 to 56 per week [3]	27½ cents per hour for 3 peak weeks during first half of year and 4 peak weeks during second half. Time and a half the regular rate during remainder of year	
	Less than 48 per week	27½ cents per hour	
Zone C (towns and communities under 5,000 population).	48 per week [3]	$11 per week; 22½ cents per hour	Do.
	Over 48 to 56 per week [3]	$11 per week for 3 peak weeks during first half of year and 4 peak weeks during second half. Time and a half the regular rate during remainder of year	
	Less than 48 per week	22½ cents per hour	
Connecticut			
Men's single pants (directory, Feb. 15, 1938)	9 per day, 48 per week (maximum for women and minors under 18).	35 cents per hour	20 cents per hour for first 3 months; 25 cents per hour for second 3 months.
Laundry (directory, May 10, 1938)	32 to 35 per week	$10.50 per week	
	Over 35 per week (maximum 48 hours for women and minors under 18).	30 cents per hour	
	31 or less per week	33 cents per hour	
Cleaning and dyeing (adopted Dec. 7, 1938; directory, Jan. 9, 1939):			
Plant employees	48 per week (maximum for women and minors under 18).	35 cents per hour	30 cents per hour for first 4 months.
Store, office, delivery employees, etc.	41 to 48 per week	$14.40 per week	
	Less than 41 per week	35 cents per hour	
District of Columbia			
Public housekeeping (mandatory, May 8, 1938):			
Telephone operators, hat-check girls, elevator operators, cashiers, clerical workers, and all similar workers.	40 to 48 per week or standard week [4]	$17 per week	
	Less than 40 per week or than standard week	40 cents per hour	
Counter girls, salad girls, food checkers, cooks, bus girls, and similar workers.	40 to 48 per week or standard week [4]	$16.50 per week	
	Less than 40 per week or than standard week	40 cents per hour	

Chambermaids, parlor maids, linen-room girls, cleaners, janitresses, charwomen, vegetable girls, dish and glass washers, kitchen help, and all similar workers.	40 to 48 per week or standard week [4]	$14.50 per week	
	Less than 40 per week or than standard week	35 cents per hour	
Waitresses	36 to 48 per week or standard week [4]	$13.25 per week; $16.50 where tipping is not allowed.	
	Less than 36 per week or than standard week	40 cents an hour (Deductions allowed for meals or lodging).	
Laundry, dry cleaning, and dyeing (mandatory, July 5, 1938):			
Productive plant workers and similar workers.	Over 16 to 44 per week	$14.50 per week	
	Over 44 to 48 per week, or over 88 in 2 consecutive weeks.[5]	35 cents per hour	
	16 or less per week	40 cents per hour	
Store clerks and similar workers	40 to 48 per week or standard week (maximum 8 per day, 48 per week).	$17 per week	$14.50 per week for first 2 months.
	Less than 40 per week or than standard week	40 cents per hour	
Office workers, elevator and telephone operators, and similar workers.	40 to 48 per week or standard week (maximum 8 per day, 48 per week).	$17 per week	
	Less than 40 per week or than standard week	40 cents per hour	
Beauty culture or cosmetology (mandatory, Sept. 26, 1938):			
Beauty culturists, cosmetologists, manicurists, hairdressers, and similar workers.	36 to 48 per week or standard week [6]	$18 per week	
	Less than 36 per week or than standard week	50 cents per hour	
	Over 48 per week [6]	do	
Registered learners	36 to 48 per week or standard week [6]		$13 per week.
Junior operators	do.[6]		$15 per week for 4 months after issuance of operator's license.
Cashiers, telephone operators, appointment desk clerks, clerical workers, and similar workers.	do.[6]	$17 per week	
	Less than 36 per week or than standard week	40 cents per hour	
	Over 48 per week [6]	do	
Maids and cleaners	36 to 48 per week or standard week [6]	$14.50 per week	
	Less than 36 per week or than standard week	35 cents per hour	
	Over 48 per week [6]	do	
Illinois			
Beauty culture (directory, Oct. 21, 1935; mandatory, Mar. 21, 1938):			
Registered beauty culturists, manicurists, desk clerks, and shop managers.	45 to 48 per week	$16.50 per week	$10 per week for first year; $12.50 for second year.
	Over 48 per week [7]	55 cents per hour	33 cents per hour for first year; 42 cents per hour for second year.
	Sundays and legal holidays	74 cents per hour	44 cents per hour for first year; 56 cents per hour for second year.
Maids	45 to 48 per week	$15 per week	
	Over 48 per week [7]	50 cents per hour	
	Sundays and legal holidays	66 cents per hour	

See footnotes at end of table.

Provisions of State Minimum-Wage Orders Adopted or Made Mandatory in 1938—Continued

State and industry covered	Hours	Wage rates for—	
		Experienced workers	Learners
Illinois—Continued	Women and minors—Continued		
Beauty culture (directory, Oct. 21, 1935; mandatory, Mar. 21, 1938)—Continued.			
Cleaning women	48 per week [7]	30 cents per hour	
Part-time, except cleaning women (less than 45 hours per week).	8 per day or less	$3 per day	
Overtime	Over 8 per day [7]	Same as rates for more than 48 hours per week.	
Massachusetts			
Druggists' preparations, proprietary medicines, and chemical compounds (directory, Mar. 1, 1938; mandatory, Nov. 1, 1938).	9 per day, 48 per week	35 cents per hour	25 cents per hour for less than 6 months' service; 30 cents per hour for 6 months to 1 year.
Bread and bakery products (directory, May 1, 1938; mandatory, Nov. 1, 1938):			
Cities of 100,000 population and over	Full time [8]	$14 per week	
Cities and towns of 25,000 and under 100,000 population.	do. [8]	$13 per week	
Cities and towns of under 25,000 population.	do. [8]	$12 per week	
Pocketbook and leather goods (directory, May 1, 1938; mandatory, Nov. 1, 1938).	40 per week	$14 per week, 35 cents per hour	$10.50 per week, 26¼ cents per hour for less than 3 months' service.
	Over 40 per week [8]	35 cents per hour	26¼ cents per hour.
Paper box (directory, Aug. 1, 1938; mandatory, Nov. 2, 1938).	9 per day, 48 per week [8]	do	30 cents per hour for less than 6 months' service.
Millinery (directory, Oct. 1, 1938; mandatory, Feb. 1, 1939):			
Front shop	do. [8]	do	25 cents for first 10 weeks.
Back shop	do. [8]	do	
Canning and preserving, minor lines of confectionery and food preparations (directory, Dec. 1, 1938).	44 per week [8]	$14.25; 32.4 cents per hour	$11 per week, 25 cents per hour for first 6 months.

Minnesota			
Any occupation. *Exceptions:* Laundry, restaurant, needlework, and telegraph [9] (mandatory, July 11, 1938):			
Class A (cities, towns, villages, boroughs, or townships of 50,000 or more inhabitants).			
	Women and minors 18 years and over		
	36 to 48 per week	$15 per week	$12 per week for first 3 months; $13.50 for second 3 months.
	Over 48 [10] or less than 36 per week	36 cents per hour	29 cents per hour first 3 months; 32 cents per hour second 3 months.
	Minors between 16 and 18 years		
	36 to 48 per week	$12 per week	
	Over 48 [10] or less than 36 per week	29 cents per hour	
Class B (cities, towns, villages, boroughs, or townships of more than 5,000 and under 50,000 inhabitants).			
	Women and minors 18 years and over		
	36 to 48 hours	$13.50 per week	$10.80 per week for first 3 months; $12.15 per week for second 3 months.
	Over 48 [10] or less than 36 per week	30 cents per hour	24 cents per hour for first 3 months; 27 cents for second 3 months.
	Minors between 16 and 18 years		
	36 to 48 per week	$10.80 per week	
	Over 48 [10] or less than 36 per week	24 cents per hour	
Class C (cities, towns, villages, boroughs, or townships of 3,000 to 5,000 inhabitants).			
	Women and minors 18 years and over		
	36 to 48 per week	$12 per week	$9.60 per week for first 3 months; $10.80 for second 3 months.
	Over 48 [10] or less than 36 per week	27 cents per hour	22 cents per hour for first 3 months; 24 cents per hour for second 3 months.

See footnotes at end of table.

Provisions of State Minimum-Wage Orders Adopted or Made Mandatory in 1938—Continued

State and industry covered	Hours	Wage rates for—	
		Experienced workers	Learners
Minnesota—Continued	**Minors between 16 and 18 years**		
Any occupation—Continued.			
Class C, etc.—Continued.	36 to 48 per week	$9.60 per week	
	Over 48 [10] or less than 36 per week	22 cents per hour	
	Women and minors 18 years and over		
Class D (cities, towns, villages, boroughs, or townships under 3,000 inhabitants).	36 to 48 per week	$11 per week	$8.80 per week for first 3 months; $9.90 per week for second 3 months.
	Over 48 [10] or less than 36 per week	24 cents per hour	19 cents per hour for first 3 months; 22 cents per hour for second 3 months.
	Minors between 16 and 18 years		
	36 to 48 per week	$8.80 per week	
	Over 48 [10] or less than 36 per week	19 cents per hour	
	Women and minors		
New Hampshire			
Laundry (directory, May 1, 1936; mandatory, July 1, 1938).	10¼ per day, 54 per week (maximum for women and minors under 18).	28 cents per hour	25 cents per hour for first 3 months.
Restaurant (directory, Apr. 1, 1936; mandatory, Nov. 1, 1938):			
Service	54 per week	$7 per week	
Nonservice	do	$9 per week	
All (if meals are not furnished)		25 cents to be added for each meal not allowed while on duty. (Deduction allowed for lodging.)	

Beautician (directory, Mar. 15, 1938):			
Licensed hairdressers	10¼ per day, 54 per week (maximum for women and minors under 18).	31¼ cents per hour	
Licensed operators and hairdressers	do		25 cents per hour for less than 1 year's service.
Apprentices	do		$3 per week for service of 3 to 6 months.
Students working on customers	do		50 percent of charge for the service.
New York			
Laundry (directory, Mar. 14, 1938; mandatory, Aug. 22, 1938):			
Zone A (New York City, Westchester and Nassau Counties).	40 per week or less	$14 per week	
	Over 40 to 45 per week	35 cents per hour	
	Over 45 per week (maximum 8 per day, 48 per week for women and minors under 18).	Time and a half	
Zone B (cities outside zone A with population over 18,000; from June 15 to Sept. 15, resort counties [11]).	40 per week or less	$12.80 per week (to Dec. 31, 1938); $13.20 per week (Jan. 1, 1938, to July 1, 1939); $13.60 per week (July 2, 1939, to Dec. 30, 1939); $14 per week (after Dec. 30, 1939).	
	Over 40 to 45 per week	32, 33, 34, and 35 cents per hour, respectively, for periods as indicated above.	
	Over 45 per week (maximum 8 per day, 48 per week for women and minors under 18).	Time and a half	
Zone C (remainder of State, including resort counties [11] from Sept. 15 to June 15).	45 per week or less	30 cents per hour	
	Over 45 per week (maximum 8 per day, 48 per week for women and minors under 18).	Time and a half	
Beauty shop (directory, Aug. 1, 1938):			
All (except maids)	45 per week or less	$16.50 per week	
Maids	do	$15.00 per week	
All	Over 45 to 48 [12]	Time and a half	
	Over 48 [12]	Double time	
	8 per day or less, 3 days per week or less	$4 per day	
	Over 8 per day [12]	Time and a half	
Confectionery (directory, Nov. 14, 1938)	40 per week	$14 per week, 35 cents per hour	
	Over 8 per day or 40 per week (maximum 8 per day, 48 per week for women and minors under 18).	52½ cents per hour [13]	
		Sept. 1 to Apr. 1:	
	3 days per week or less	$10 per week	
	4 days per week [14]	$11.20 per week	
	Over 4 days per week	35 cents per hour	
		Apr. 1 to Sept. 1:	
	2 days per week or less	$7 per week	
	3 days per week [15]	$8.40 per week	
	Over 3 days per week	35 cents per hour	

See footnotes at end of table.

Provisions of State Minimum-Wage Orders Adopted or Made Mandatory in 1938—Continued

State and industry covered	Hours	Wage rates for—	
		Experienced workers	Learners
Oklahoma [16]	**Females**		
Laundry (mandatory, May 1, 1938):			
Class A [17]	9 per day, 48 per week	30 cents per hour, $14.40 per week	
Class B [17]	do	25 cents per hour, $12.00 per week	
Class C [17]	do	20 cents per hour, $9.60 per week	
	Males		
Class A [17]	10 per day, 54 per week	30 cents per hour, $16.20 per week	
Class B [17]	do	25 cents per hour, $13.50 per week	
Class C [17]	do	20 cents per hour, $10.80 per week	
	Females		
Cleaning and dyeing (mandatory, May 1, 1938):			
Class A [17]	9 per day, 48 per week	30 cents per hour, $14.40 per week	
Class B [17]	do	27½ cents per hour, $13.20 per week	
Class C [17]	do	25 cents per hour, $12.00 per week	
	Males		
Class A [17]	10 per day, 54 per week	36 cents per hour, $19.44 per week	
Class B [17]	do	30 cents per hour, $16.20 per week	
Class C [17]	do	25 cents per hour, $13.50 per week	
	Females		
Retail mercantile (mandatory, May 1, 1938):			
Class A [17]	9 per day, 48 per week	$15 per week	
Class B [17]	do	$12 per week	
Class C [17]	9 per day, 51 per week	$11 per week	

	Males	
Class A [17]	9 per day (12 on 1 day per week), 54 per week	$18 per week
Class B [17]	10 per day (12 on 1 day per week), 57 per week	$16 per week
Class C [17]	10 per day (12 on 1 day per week), 59 per week	$13 per week
	Females	
Restaurant (mandatory, May 1, 1938):		
Class A [17]	8 per day, 48 per week	$15 per week
Class B [17]	do	do
Class C [17]	do	$13 per week (Deductions allowed for meals.)
	Males	
Class A [17]	9 per day, 54 per week	$20 per week
Class B [17]	10 per day, 56 per week	do
Class C [17]	10 per day, 58 per week	$18 per week (Deductions allowed for meals.)
	Females	
Hotel (mandatory, May 1, 1938):		
Class A [17]	8 per day, 48 per week	$10 per week
Class B [17]	do	$9 per week
Class C [17]	do	$8 per week
	Males	
Class A [17]	9 per day, 54 per week	$19 per week
Class B [17]	10 per day, 57 per week	$17 per week
Class C [17]	10 per day, 59 per week	$15 per week

See footnotes at end of table.

Provisions of State Minimum-Wage Orders Adopted or Made Mandatory in 1938—Continued

State and industry covered	Hours	Wage rates for—	
		Experienced workers	Learners
Oklahoma—Continued	**Females**		
Office building (mandatory, May 1, 1938):			
Class A [17]	8 per day, 48 per week	$15.00 per week	
Class B [17]	do	$12.50 per week	
Class C [17]	do	$12.00 per week	
	Males		
Class A [17]	8 per day, 48 per week	$15 per week	
Class B [17]	9 per day, 54 per week	$14 per week	
Class C [17]	do	$13 per week	
	Males and females		
Wholesaling and retailing (mandatory, May 1, 1938).	9 per day, 48 per week	$18 per week	
	Females		
Automotive (mandatory, May 1, 1938):			
Class A [17]	9 per day, 48 per week	$18 per week	
Class B [17]	do	$16 per week	
Class C [17]	do	$14 per week	
	Males		
Class A [17]	9 per day, 54 per week	$18 per week	
Class B [17]	10 per day, 57 per week	$16 per week	
Class C [17]	10 per day, 59 per week	$14 per week	

	Males and females		
Retail drug, i. e. registered pharmacists (mandatory, May 1, 1938):			
Class A [17]	10 per day, 57 per week	$32 per week	
Class B [17]	10 per day, 58 per week	$28 per week	
Class C [17]	11 per day, 62 per week	$25 per week	
Oregon	**Women**		
Beauty parlor or barber shop (mandatory, Jan. 30, 1938).	10 per day, 44 per week [18]	30 cents per hour	22 cents for first 4 months, 25 cents per hour for second 4 months, 27½ cents per hour for third 4 months.
Hospitals, i. e., cooks, waitresses, kitchen helpers, janitresses, or general charwomen (mandatory, Mar. 15, 1938).	9 per day, 44 per week with 36-hour rest period following; or 7 per day, 44 per week, if on duty 7 days per week.	30 cents per hour	Do.
	Overtime (in emergency)	Time and a-half the regular rate	
	Females		
Fruit and vegetable packing. *Exception:* Office force (mandatory, Aug. 21, 1938).	10 per day [19]	35 cents per hour	
	Over 10 to 12 per day	Time and a half	
	Over 12 per day	Double time	
	Seventh day—first 8 hours	Time and a quarter	
	Seventh day—over 8 to 12 per day	Time and a half	
	Seventh day—over 12 per day	Double time	
	Women and minors		
Nut processing, bleaching, grading, or packing plants (mandatory, Nov. 16, 1938):			
Cracking and shelling nuts	8 per day, 44 per week [19]	30 cents per hour	
	Over 8 per day, 44 per week	Time and a half the regular rate	
Processing, bleaching, grading, and packing nuts.	10 per day, 60 per week [19]	30 cents per hour	
	Over 10 per day, 60 per week	Time and a half the regular rate	
Pennsylvania			
Laundry (directory, Oct. 1, 1938)	Over 16 to 30 per week	$9 per week	
	Over 30 to 44 per week [20]	30 cents per hour	
	16 per week or less	33 cents per hour	

See footnotes at end of table.

Provisions of State Minimum-Wage Orders Adopted or Made Mandatory in 1938—Continued

State and industry covered	Hours	Wage rates for—	
		Experienced workers	Learners
Rhode Island	**Women and minors—Continued**		
Laundry and dry cleansing (directory, May 2, 1938; mandatory, Sept. 12, 1938).	9 per day, 48 per week (maximum for women and minors 16 and under 18).	30 cents per hour	
Washington			
Apartment house (mandatory, Dec. 7, 1937).[21]	Full week Less than 48 hours per week	$16 per week 37½ cents per hour	

[1] In addition to the orders shown in this table, the following, adopted in 1937 and shown in the Monthly Labor Review for January 1938, were made mandatory in 1938:

District of Columbia, retail trade, Feb. 14, 1938; Massachusetts, stationery goods and envelopes, Jan. 1, 1938, toys, games, and sporting goods, Jan. 1, 1938, women's and children's underwear, neckwear, and cotton garments, July 1, 1938; New Jersey, laundry, July 11, 1938; Rhode Island, wearing apparel and allied industries, Apr. 25, 1938; Utah retail trade, Feb. 1, 1938. This last order, never effective because of an injunction, recently has been nullified by decision of the State supreme court.

The Illinois order for the wash-dress industry became directory in 1938 but is not repeated here as it was adopted in 1937. (See Monthly Labor Review for January 1938.)

[2] Applicable only to part-time workers who request and are granted a permit by the industrial commission to work less than 24 hours per week. Other workers employed any number of hours up to and including 40 hours per week must be paid $12.80 in Zone A, $11.20 in Zone B.

[3] Hour law for females 16 and over limits hours to 8 a day. Minimum-wage law provides for overtime in emergencies if the minimum wage is increased. Retail order provides for women and minors a basic 48-hour week and, except during peak periods, 1 day's rest in 7.

[4] Legal maximum hours, 8 per day, 48 per week, for women in most occupations and for minors under 18. For workers whose hours are not limited by law, an additional 5 cents an hour must be paid for hours over 54 per week.

[5] Legal maximum hours, 8 per day, 48 per week. The 44 hours per week may be averaged over 2 consecutive weeks and the overtime rate shall apply only when more than 88 consecutive hours are worked in 2 consecutive weeks.

[6] Legal maximum hours, 8 per day, 48 per week for minors under 18; the same for women if shop can be classified as a mercantile establishment, i. e., if it sells other than service.

[7] Legal maximum hours, 8 per day, 48 per week for females 16 and over, but in mercantile establishments, 9 per day, 54 per week, allowed during 4 weeks per year.

[8] Legal maximum hours, 9 per day, 48 per week, for women and minors 16 and under 18.

[9] Pending adoption of other orders, made necessary by litigation, the blanket order of 1921 was revived in October 1938 for these four industries.

[10] Legal maximum hours, 54 per week for females 16 years and over in public housekeeping, manufacturing, mechanical, mercantile, or laundry occupations; telephone operators in towns of 1,500 population and over. Industrial commission may allow longer hours during emergency periods not exceeding aggregate of 4 weeks a year.

[11] Resort counties: Chautauqua, Clinton, Essex, Franklin, Greene, Jefferson, Orange, St. Lawrence, Saratoga, Suffolk, Sullivan, Ulster, and Warren.

[12] Legal maximum hours, 8 per day, 48 per week, for boys between 16 and 18, and for females over 16 in towns of 15,000 population and over.

[13] During 14-week peak period each year (or 2 periods aggregating not over 14 weeks) the rates are 38½ cents per hour for hours over 40 to 44, 52½ cents for hours over 44 to 48.

[14] If called to work on fourth day, whether or not she works, employee must be paid for 4 days.

[15] If called to work on third day, whether or not she works, employee must be paid for 3 days.

[16] Restraining order so far has prevented enforcement of all orders.

[17] Class A: Cities and towns of 40,000 or more population and contiguous territory within 2 miles thereof, more or less, within the discretion of the commission.

Class B: Cities and towns of 10,000 to 40,000 population and contiguous territory within 1 mile thereof, more or less, within discretion of commission.

Class C: Cities and towns of less than 10,000 population and all unallocated territory outside thereof, within the discretion of the commission.

[18] Special regulations, effective Sept. 14, 1937, and general in their application, provide that in case of business emergency the State welfare commission, upon application and showing, may issue a special license for the employment of adult women beyond the regular legal hours if time and one half the regular rate is paid.

[19] Legal maximum hours for minors under 18, 8 per day, 44 per week.

[20] Legal maximum hours, 8 per day, 44 per week for women and minors under 18, but department of labor and industry may allow variations for women 18 and over.

[21] Copy not received until 1938.

Industrial Relations

ELECTIONS UNDER STATE LABOR RELATIONS ACTS

By FLORENCE PETERSON, *Bureau of Labor Statistics*

FIVE States (Utah, Wisconsin, Massachusetts, Pennsylvania, and New York) enacted labor relations laws from March to July 1937. All these State acts more or less resemble the National Labor Relations Act, although there are some important differences and additions. The Utah act, the first such law to be enacted, follows most closely the national act. The Massachusetts act has one important difference—the inclusion of the sit-down strike as an unfair labor practice. The Pennsylvania act has several dissimilar provisions, and the New York law departs from the pattern of the National Labor Relations Act to a considerable degree. The Wisconsin act, the second State labor relations act to be passed, diverges most from the national act.

Provisions of State Acts

ADMINISTRATION

Utah is the only one of the five States whose act is administered directly by the State industrial commission. In Pennsylvania, Massachusetts, and New York, the labor relations boards established by the acts are in the State labor departments, but in the last two of these States it is specifically provided that the board shall function independently of the labor departments. The Wisconsin Labor Relations Board is a separate entity from the Wisconsin Industrial Commission, although a member of the commission serves on the board.

In all the States the procedure for filing claims, for investigations, and for hearings by the boards follows the same general procedure of the National Labor Relations Board. All have power to issue subpenas requiring attendance and testimony of witnesses and the production of evidence. All have the right to petition courts for enforcements, and all specify, as does the N. L. R. A., that the findings of the board as to the facts, if supported by evidence, shall be conclusive. In Pennsylvania and New York other government departments and commissions are required to make available to the labor relations board any information or records the board may require; in

the other three States, as with the National Labor Relations Board, such data are furnished only upon the request of the Chief Executive—that is, of the Governor of the State or the President.

DECLARATION OF POLICY

The declaration of policy of the Utah and Massachusetts acts follows the N. L. R. A. practically verbatim. The Utah act uses the qualifying "intrastate" before the word "commerce," and the Massachusetts act substitutes "industry and trade" for "commerce."

The Pennsylvania, New York, and Wisconsin acts, on the other hand, do not stress as their major purpose the removal of causes of disputes which tend to obstruct commerce, but rather the removal of the inequalities of bargaining power and of poor working conditions which are "inimical to the public safety and welfare and frequently endanger the public health." Thus, both the Pennsylvania and New York acts specifically refer to sweatshops, depressed purchasing power, recurrent business depressions resulting from disparity between production and consumption, as evils produced by inequality of bargaining power between employer and employees. Significantly these two acts are "deemed an exercise of the police power of the State."

The Wisconsin Labor Relations Act rests on a declaration of public policy made in 1931 in connection with other labor legislation. It mentions neither the obstruction to the free flow of commerce nor the dangers to public welfare and health, but, referring to the present inequality between employers and employees, says that it is necessary that "the individual workman have full freedom of association * * * free from interference, restraint, or coercion of employers."

JURISDICTION

Although it is the intent of all five State acts to bring under their protection employees not covered by the National Labor Relations Act or the Federal Railway Labor Act, the jurisdictional lines between the State and national boards are not uniformly explicit. The Pennsylvania act clearly indicates that the State board begins to function where the National Labor Relations Board leaves off. Thus, in defining the term "employer," it excludes "any person subject to the Federal Railway Labor Act or the National Labor Relations Act (sec. 3 (c)). The Massachusetts act specifically provides that it "shall not be deemed applicable to any unfair labor practice subject to the National Labor Relations Act" (sec. 14 (b)), but does not expressly prohibit the State board from conducting elections in any plants.

The Utah act excludes persons subject to the Railway Labor Act (sec. 3 (2)); otherwise the State board may investigate any controversy affecting "intrastate commerce or the orderly operation of industry" (sec. 10 (c)). The second clause "or the orderly operation of industry" would seem to cover plants in interstate commerce.

The New York act says: "The provisions of this article shall not apply to the employees of any employer who concedes to and agrees with the board that such employees are subject to and protected by the provisions of the National Labor Relations Act or the Federal Railway Labor Act" (par. 715).

The Wisconsin act is silent on the subject of jurisdiction, but the board has assumed, and its action has been upheld by the State supreme court, that the State's police power to regulate labor relations is not superseded by the National Labor Relations Act even though the defendant's business may be largely in interstate commerce.[1]

Like the National Labor Relations Act, all the State acts specifically exclude agricultural and domestic workers and those in public employment. New York also excludes employees of charitable, educational, or religious associations or corporations (par. 715).

LABOR DISPUTES

As in the National Labor Relations Act, all five State acts refer to a labor dispute as a controversy concerning terms or conditions of employment, questions of representation, or rights granted in the present act, "regardless of whether disputants stand in the proximate relation of employer and employee." The New York act has an additional phrase specifying that the term "labor dispute" includes "but is not restricted to" such controversies.

In all five acts the right to strike is preserved. The New York act further specifies that "the board shall not require as a condition of taking action * * * that employees on strike or engaged in any other lawful, concerted activity shall discontinue such strike or such activity" (par. 706, sec. 5). The Wisconsin act expressly states that a holding of an election shall not debar any group from striking: "Nothing herein shall prohibit any employee, or minority or majority group of employees, from declaring a labor dispute to exist respecting a controversy over representation" (sec. 111.09 (1))

The Massachusetts act declares the sit-down strike to be an unfair labor practice: "It shall be an unfair labor practice for any person or labor organization to seize or occupy unlawfully private property as a means of forcing settlement of a labor dispute" (sec. 8A).

[1] *Wisconsin Labor Relations Board* v. *Fred Rueping Leather Co.*, No. 85, 1938.

DEFINITION OF EMPLOYEE

All the State acts conform to the National Labor Relations Act in including among those to be protected "individuals whose work has ceased as a consequence of or in connection with any current labor dispute."

Both the New York and the Wisconsin acts specify that strike-breakers shall not be considered as employees as far as protection under the act is concerned. The New York law describes these to be "any individuals employed only for the duration of a labor dispute" (par. 701 (3)); the Wisconsin act as "any individual employed taking the place of employees" during a strike (sec. 111.02 (3)).

UNIT FOR COLLECTIVE-BARGAINING PURPOSES

The Utah, Massachusetts, and Pennsylvania acts resemble the National Labor Relations Act in giving the board the power to decide whether in each case "the unit appropriate for the purposes of collective bargaining shall be the employer unit, craft unit, plant unit or subdivision thereof."

The New York act has an important qualification: "*Provided, however,* That in any case where the majority of employees of a particular craft shall so decide, the board shall designate such craft as a unit appropriate for the purpose of collective bargaining" (par. 705 (2)). The Wisconsin act says that "the board may decline jurisdiction in any case where it believes that the policies of this chapter will be better promoted by not acting" (sec. 111.09 (2)).

UNFAIR LABOR PRACTICES

The unfair labor practices specified in the Utah and Pennsylvania acts are practically identical with those in the National Labor Relations Act. To the list the Massachusetts act adds the sit-down strike.

Both the New York and Wisconsin acts add to the list of unfair labor practices the use of spies and blacklists. The New York act, under "unfair labor practices," and the Wisconsin act, under its definition of company unions, go into much greater detail than does the National Labor Relations Act with respect to what shall be considered employer domination and participation. For instance, where the National Labor Relations Act uses the general term "financial or other support," the New York act specifies "compensating any employee or individual for services performed in behalf of any such employee organization or association, agency or plan, or by donating free services, equipment, materials, office or meeting space or anything else of value for the use of any such employee organization" (par. 704, sec. 3 (2c)).

LABOR ORGANIZATION

The Utah and Massachusetts acts, like the National Labor Relations Act, define a labor organization to mean "any organization of any kind, or any agency or employee representation committee or plan, in which employees participate and which exists for the purpose, in whole or in part, of dealing with employers concerning grievances, labor disputes, wages, rates of pay, hours of employment, or conditions of work" (sec. 2 (5)).

The Pennsylvania act adds to this "but shall not include any labor organization which, by ritualistic practice, constitutional or bylaw proscription, by tacit agreement among its members, or otherwise, denies a person or persons membership in its organization on account of race, creed or color" (sec. 3 (f)).

The New York and Wisconsin acts define a labor organization in terms similar to the National Labor Relations Act, except that they add "which is not a company union," a company union being defined as an employees' agency in the creation and functioning of which the employer participated.[2] The Wisconsin act qualifies its definition of company union by the clause, "unless at the time of its formation or afterward it has been chartered by or become duly affiliated with any labor body, federation, or group with which labor organizations are affiliated" (sec. 111.02 (6) (a)).

CONCILIATION

The Wisconsin act is the only State law which gives its labor relations board conciliation and arbitration functions. The Utah, Massachusetts, and Pennsylvania acts follow the N. L. R. A. in saying that "nothing in this act shall be construed to authorize the board to appoint individuals for the purpose of conciliation or mediation * * * where such service may be obtained from the Department of Labor" (sec. 4 (a)). The New York act is more direct, saying "neither the board nor any of its agents or employees shall engage in any effort to mediate, conciliate, or arbitrate any labor dispute" (par. 702, sec. 8).

The Wisconsin act, on the other hand, specifically says that the board may appoint conciliators and provide for their expenses (sec. 111.16). It also provides that the board shall have the power to act and to appoint others as arbitrators in labor disputes. Furthermore, it specifies that a provision in a written agreement "to submit to the arbitration of the board, or its appointees, when accepted by the board after the dispute has arisen, shall be valid and irrevocable as to the parties to the agreement, save upon such grounds as exist at law or in equity for the revocation of any contract" (sec. 111.12 (1)).

[2] In practice, company unions as here defined can be declared illegal by the National Labor Relations Board and the Utah, Massachusetts, and Pennsylvania boards, on the basis of the unfair labor practice provisions of the acts.

LISTING OF LABOR ORGANIZATIONS

The Wisconsin act is unique in specifying that the board shall maintain a list of all labor organizations in the State. "To be recognized and included in the list an organization must (*a*) file with the board a statement of its name, the name and address of its secretary or other officer to whom notices may be sent, the date of its organization, and its affiliations, if any, with other organizations or bodies, and (*b*) persuade the board that it is not a company union" (sec. 111.06 (2)). The board may make investigation of any listed organization at any time, upon complaint. If it is determined that any listed organization is or has become a company union, the board shall strike it from the list. A company union for this purpose is defined as an employee organization which exists in whole or in part for the purpose of dealing with an employer concerning grievances, terms, or conditions of employment, but in which the employer has participated or is participating in the determination of its rules, policies, or conduct, or to which the employer has made financial contributions of any kind (sec. 111.02 (6)).

ELECTIONS

In all of the acts, it is left to the discretion of the boards to decide when a question of representation has arisen, and it is optional with the board whether or not an election shall be held.[3] All of the State acts, except New York, follow the wording of the National Labor Relations Act, in specifying that: "whenever a question * * * arises concerning the representation of employees, the board may investigate * * * and may take a secret ballot of employees, or utilize any other suitable method to ascertain such representatives" (sec. 9 (c)).

The New York act, on the other hand, prohibits its board from acting in jurisdictional disputes [4] and permits employers to petition for elections, although such employers' requests may not be the sole determinant of whether an election shall be held, "whenever it is alleged by an employee or his representative * * * by an employer or his representative that there is a question or controversy concerning representation of employees, the board may investigate * * * and may conduct an election * * * provided, however, that the board shall not have authority to investigate any question or controversy between individuals or groups within the same labor organization or between labor organizations affiliated with the same parent labor organization. * * * No election shall be directed by the

[3] The National Labor Relations Board, by administrative ruling, holds elections only on petition of employees or their representatives.

[4] In practice, the National Labor Relations Board and the other State boards refuse to intervene in jurisdictional disputes.

board solely because of the request of an employer or of employees prompted thereto by their employer."[5] The New York act further specifies that elections shall not be conducted "on the employer's property, during working hours, or with his participation, assistance, or supervision" (par. 705, secs. 3 and 4).

In the absence of specific mention in the acts, it is left to the National Labor Relations Board and four of the State boards to determine by administrative ruling the terms of run-off elections when three or more organizations are candidates for the representative agency and none receives a majority on the first ballot. The New York act makes provision for this kind of situation as follows: "If * * * three or more nominees * * * appear on the ballot and no one of them receives a majority of the votes cast at the election, the two nominees who receive the highest number of votes shall appear on the ballot of a second election * * *, and the one receiving the majority of the votes cast at the second election shall be the exclusive representative of all the employees in such unit" (par. 705, sec. 5).

Elections Held by State Labor Relations Boards

The five State labor relations boards held elections or made determinations in 304 bargaining units up to July 1, 1938. Affiliated unions won 225 of these units, and nonaffiliated unions 29. In 50 cases no labor organization was certified. As the State boards started to function at various times during 1937, the reports cover somewhat different periods. For instance, the Wisconsin board held its first election in May 1937, and its report, therefore, covers a period of 14 months. The New York report covers 12 months, and the other States, periods of less than 1 year.

There is some variation in practice with respect to terms describing those labor organizations which are not affiliated with either the A. F. of L. or the C. I. O. They are variously referred to as "independent" unions, "employee representation plans," "company unions," "employees' associations," etc. Sometimes a distinction is made, those covering employees of one plant being called employee representation plans or company unions, and those covering larger areas (region- or city-wide areas), being referred to as independent unions. On the other hand, such standard international unions as the railroad brotherhoods are also called independent unions. For purposes of simplicity, in this report all organizations not affiliated with either the A. F. of L. or the C. I. O. are classified as nonaffiliated unions. It should be borne in mind that, since the labor acts disqualify company dominated

[5] Up to the present time the New York board has not accepted employers' petitions unless the union or unions concerned gave their consent. (See p. 318.)

or financed unions from appearing on a ballot, organizations of that kind are not included here as nonaffiliated unions.

UTAH

The Utah Labor Relations Board held 3 elections from the time of its establishment to July 1, 1938. All of these involved only a vote for or against an A. F. of L. union; that is, in none did 2 different unions appear on the ballot. In one election a unanimous vote was cast for an A. F. of L. closed union shop; in another a tie vote was cast and thus no agency was selected; in the third the union lost by a vote of more than 2 to 1. In all 3 elections combined, 114 votes were cast for and 92 votes cast against union representation.

PENNSYLVANIA

Available data indicate [6] that the Pennsylvania Labor Relations Board conducted two elections prior to July 1, 1938. In one of these, involving a restaurant, both A. F. of L. and C. I. O unions were competing, and the C. I. O. won by a vote of 32 to 1. In the second, involving a street-railway company, an A. F. of L. union was successful over a nonaffiliated union by a vote of 23 to 22.

MASSACHUSETTS [7]

The first election by the Massachusetts Labor Relations Commission was held in January 1938. During the following 6 months the board held elections in 22 different establishments in which 2,794 valid votes were cast. Since a number of these elections were held on the basis of the craft unit, the results are classified by units—36 in all. Some type of labor organization was successful in gaining the majority of votes in 22 of these units; in 14 no union was certified. One-fourth of the total votes cast in all elections were against any type of labor organization.

Two nonaffiliated unions won 9 of the unit elections, including almost 42 percent of the total votes cast. Eight of these, including 70 percent of all the votes cast for nonaffiliated organizations, were won by the Harvard University Employees' Representative Association. The ninth was won by the Gilchrist Labor Relations Council, in which election no affiliated union appeared on the ballot.

In the three elections in which C. I. O. affiliates were on the ballot there were no other unions contesting. In the largest of these the C. I. O. failed to gain a majority and no union was certified. In the other two the C. I. O. unions won. Of the total number of votes cast (446) in elections in which C. I. O. affiliates appeared on the ballot, 78 percent were unfavorable and 22 percent favorable.

[6] No report was received from the Pennsylvania Labor Relations Board.

[7] From data received from the Massachusetts Labor Relations Commission.

A. F. of L. affiliates appeared on 22 ballots; in 14 instances the ballot was simply either for or against the A. F. of L. union, in 5 cases an unaffiliated organization was also on the ballot, and in 3 unit elections there were 2 contesting A. F. of L. unions. The A. F. of L. affiliates lost in half the elections where no other organization appeared on the ballot, as well as in 4 out of the 5 cases in which they were opposed by the nonaffiliated union—the Harvard University Employees' Representative Association. Of the total number of votes cast (1,694) in elections in which A. F. of L. affiliates appeared on the ballot, 57.8 percent were unfavorable and 42.2 percent were favorable.

WISCONSIN [8]

The Wisconsin Labor Relations Board certified 54 bargaining agencies during its first 14 months of operation. Of these, 41 were a result of elections [9] and 13 were based on a check of union paid-up membership records against eligible employees on the companies' pay rolls upon the consent of both company and union. Thirty-five of the 41 elections were consent elections; in 6 cases the election was ordered after the board investigated and held formal hearings. Altogether, 13,555 valid votes were counted in these 54 elections and determinations.

Affiliated unions were designated as the collective-bargaining agency in 43 of the 54 elections and determinations; in two instances nonaffiliated or independent unions won, and in 9 cases no organization received a majority of the votes. Of the total votes cast in all elections, 14.7 percent were against any labor organization. Six percent of the total votes cast in all elections were for nonaffiliated or independent unions. The two elections won by such organizations were uncontested; that is, no other union appeared on the ballot.

In the 54 elections or determinations, A. F. of L. affiliates were involved 37 times and C. I. O. affiliates 28. A. F. of L. affiliates won 70 percent of their elections, and 47.1 percent of the total votes cast in these elections were favorable to the A. F. of L. unions. C. I. O. affiliates won 60 percent of their elections, with 63.5 percent of the total votes cast. The nonaffiliated unions won both times where their names appeared on the ballot and lost only 11.8 percent of the votes cast in elections in which they participated.

In only 13 of the 54 elections were A. F. of L. and C. I. O. unions competing. Of these, A. F. of L. affiliates won 8, including 37.8 percent of the votes cast. C. I. O. unions won 5, including 62.2 percent of the votes cast in these 13 elections.

---

[8] From data received from the Wisconsin Labor Relations Board.

[9] Two small cleaning establishments of the same company have been considered as one election; likewise elections held in 11 small garages in the same city, held on the same day, have been considered as one election.

NEW YORK [10]

The New York Labor Relations Board during its first year of operation certified some type of labor organization in 184 bargaining units. In 117 cases the certifications were based on comparison of union membership signatures with employers' pay rolls, and in 67 through formal elections. Elections were held in 25 additional units but no labor organization received a majority of the votes, and a certification was therefore not possible.

Approximately 24,137 workers were eligible to vote in the 92 elections held by secret ballot. Altogether 21,761 valid votes were cast, representing about 90 percent of the eligible workers. About two-thirds (61) of the 92 elections were held by consent of all parties. However, the 31 elections ordered by the board after formal hearings represented more than one-half (12,075) of the total eligible workers involved in all elections.

More than half (66) of the total bargaining units certified through comparisons were gained after the signing of a consent stipulation. The 51 units certified after a public hearing represented about two-fifths (4,815) of the eligible workers, while certifications made without public hearings represented 7,480 workers.

Employers' petitions.—As stated above, the New York Labor Relations Act is unique in that employers are allowed to petition for elections. Of a total of 943 petitions made to the New York Board, however, only 47 were filed by employers. Of these, 30 were situations in which 2 organizations were competing, 24 were controversies between C. I. O. and A. F. of L. unions, and in 6 others nonaffiliated and trade unions were present. There were 17 petitions presented by employers during the initial stage of an organizing campaign. None of these petitions were acted upon formally by the board, since the unions concerned did not give their consent.

As to the outcome of these employer petitions, 12 were pending at the close of the year; 30 were settled informally or were withdrawn before formal action began. Frequently these settlements resulted in a signed contract with the union whose authority had originally been questioned. Four petitions resulted in elections and one in a certification based on a comparison of union membership cards and the employers' pay-roll records. Four of these five cases were controversies between C. I. O. and A. F. of L. unions; the fifth involved a C. I. O. union and a nonaffiliated union. The latter took the form of a "for or against" C. I. O. ballot after it was decided that the other organization was a company union which could not be listed. Although the C. I. O. affiliate lost the election, it later obtained a contract from the employer.

[10] Taken from a report prepared by Louis Goldberg of the Workers' Education Division, Works Progress Administration for the city of New York.

Industries involved.—Of the 184 collective-bargaining units certified by the board, 45 were in the service industries such as hotels, restaurants, laundries, etc., 83 were among office-building and apartment-house workers, 27 in retail trade, 2 in insurance, 9 in transportation, 2 in utilities, 1 in quarrying, and 15 in manufacturing. Of the total workers involved in these certifications, approximately 34.7 percent were in the service industries and 25.6 percent in retail trade.

Unions involved.—A large majority of the New York Labor Board cases involved unions affiliated with the A. F. of L. Of a total of 896 petitions filed by labor groups requesting either the holding of elections or determinations by comparison of signatures, 546 were filed by A. F. of L. unions. Unions belonging to the C. I. O. filed 202 petitions, and nonaffiliated or independent unions 148. In the 209 total cases in which elections were held or determinations made, A. F. of L. affiliates were certified in 130 cases, C. I. O. unions in 36, and nonaffiliated unions in 18. In 25 elections no organization was certified.

In election and determination cases combined, 28.8 percent of the workers indicated a preference for C. I. O. and 27.3 percent for A. F. of L. unions; 8.5 percent favored nonaffiliated unions; and 35.4 percent chose no organization. Included among the latter were those workers who showed no evidence of union membership when determinations were made without the holding of elections.

In no case where a determination was made by comparing union membership with employer pay rolls was more than 1 union involved. Such determinations resulted in the certification of 97 A. F. of L. affiliates, 15 C. I. O., and 5 nonaffiliated unions. A large majority of the certifications by comparison of union membership and employer pay rolls were among smaller plants, almost 90 percent having fewer than 200 workers. In only 3 cases were there more than 1,000 employees, the C. I. O. union winning 2 out of these 3.

Elections.—In the 92 election cases the ballots were of 4 main types. Sixty-three elections were unopposed. In such contests workers voted either for or against the particular labor organization appearing on the ballot. Fifteen elections involved a choice between A. F. of L. and C. I. O. unions. Unaffiliated unions opposed A. F. of L. or C. I. O. unions in 14 elections. In 3 of these a second nonaffiliated union also appeared on the ballot, and in 1 the ballot gave a choice of a nonaffiliated union, a C. I. O. union, or neither. (See Table 1.)

Both the A. F. of L. and C. I. O. unions won about the same proportion of their unopposed elections, although the A. F. of L. affiliates won a greater proportion of the votes cast in these elections—57.5 percent as compared with 46.8 percent in the unopposed C. I. O. elec-

tions. A. F. of L. affiliates also won a majority (53.3 percent) of the A. F. of L. vs. C. I. O. elections, although the C. I. O. unions obtained more than three-fourths (76.2 percent) of the total votes cast in these elections. A. F. of L. unions won 4 out of the 6 elections in which they were opposed by a nonaffiliated organization, while 1 out of 9 such elections was won by a C. I. O. organization.

Nonaffiliated or independent unions won all 5 elections in which they were unopposed, although they lost 22.5 percent of the votes cast in these elections. In the elections in which they were opposed by either A. F. of L. or C. I. O. unions they won 8 out of 14. In 3 of these where a second nonaffiliated union appeared on the ballot, 3 of course lost to the other nonaffiliated unions. Although nonaffiliated unions won a majority of these contested elections, they received but 45 percent of the total votes cast in these elections. The smaller vote percentage was due to one large election won by a C. I. O. union.

TABLE 1.—*Elections Won and Lost in New York, by Type of Ballot, July 1, 1937, to June 30, 1938*

Organization	Total appearances		Won				Lost			
			Elections		Valid votes		Elections		Valid votes	
	Number	Valid votes cast	Number	Percent	Number	Percent	Number	Percent	Number	Percent
A. F. of L. affiliates	57	11,177	33	57.9	5,623	50.3	24	42.1	5,554	49.7
Unopposed	36	7,962	21	58.3	4,575	57.5	15	41.7	3,387	42.5
Opposed by—										
C. I. O. unions	15	2,235	8	53.3	532	23.8	7	46.7	1,703	76.2
Nonaffiliated unions	5	767	4	80.0	515	67.1	1	20.0	252	32.9
C. I. O. and nonaffiliated unions	1	213	------	------	1	.5	1	100.0	212	99.5
C. I. O. affiliates	46	12,449	21	45.7	6,398	51.4	25	54.3	6,051	48.6
Unopposed	22	6,044	13	59.1	2,827	46.8	9	40.9	3,217	53.2
Opposed by—										
A. F. of L. unions	15	2,235	7	46.7	1,703	76.2	8	53.3	532	23.8
Nonaffiliated unions or neither	8	3,957	1	12.5	1,780	45.0	7	87.5	2,177	55.0
A. F. of L. and nonaffiliated unions	1	213	------	------	88	41.3	1	100.0	125	58.7
Nonaffiliated unions	[1] 19	5,520	13	68.4	2,718	49.2	6	31.6	2,802	50.8
Unopposed	5	583	5	100.0	452	77.5	------	------	131	22.5
Opposed by—										
A. F. of L. unions	4	639	------	------	151	23.6	4	100.0	488	76.4
C. I. O. unions or neither	6	3,163	4	66.7	1,143	36.1	2	33.3	2,020	63.9
A. F. of L. and C. I. O. unions	1	213	1	100.0	124	58.2	------	------	89	41.8
A. F. of L. and another nonaffiliated union	1	128	1	100.0	101	78.9	------	------	27	21.1
C. I. O. and another nonaffiliated union	2	794	2	100.0	747	94.1	------	------	47	5.9

[1] 22 nonaffiliated unions appeared on ballots, but in 3 elections 2 such organizations competed.

Almost two-thirds (61) of the total 92 elections were held by consent of all parties. Consent elections are means of informal settlement of

representation disputes where the board secures from all parties an agreement as to the proper bargaining unit, the form of the ballot, the polling place and time of election, the eligibility list, and other details. In cases where the consent of all parties to an election cannot be obtained, the board proceeds to formal hearings. On the basis of these hearings the board may direct that an election be held, using the evidence gathered to decide what shall be the proper bargaining unit.

All types of labor organizations combined won 30 out of the 31 board-ordered elections. Almost 80 percent of the votes cast in these elections were favorable to labor organizations. In the board-ordered elections A. F. of L. affiliates won 11 out of 16 in which they were parties, C. I. O. affiliates 9 out of 18, and nonaffiliated unions 10 out of 14.

Labor organizations won 65 percent of the consent elections—37 out of 61. They polled 56.1 percent of the votes cast in consent elections. A. F. of L. affiliates won 22 out of 41 in which they appeared, C. I. O. unions 12 out of 28, and nonaffiliated unions 3 out of 8 consent elections.

TABLE 2.—*Comparison of Results of Consent and Board-Ordered Elections in New York, July 1, 1937, to June 30, 1938*

Type of election	All elections		Result to labor organization		Valid votes cast—			
					For all organizations		Against all organizations	
	Number	Valid votes cast	Won	Lost	Number	Percent	Number	Percent
All elections	92	21,761	67	25	14,739	67.7	7,022	32.3
By consent	61	10,840	37	24	6,085	56.1	4,755	43.9
Ordered by board	31	10,921	30	1	8,654	79.2	2,267	20.8

Social Insurance

NEW ZEALAND SOCIAL SECURITY ACT, 1938

A GENERAL social insurance law passed in New Zealand, September 14, 1938, provides for superannuation and old-age and invalidity benefits, widows' and orphans' benefits, family allowances, sickness and accident benefits, unemployment benefits, and a national health service. Various enactments relating to pensions, family allowances, and unemployment benefits are repealed and new provisions incorporated in the law, but the provisions relating to superannuation, orphans' benefits, and the health-insurance system are new. The act becomes effective April 1, 1939.[1]

Coverage

All persons 16 years of age and over, ordinarily residing in New Zealand, are required to be registered and to pay the registration fee and a charge on salaries, wages, and other income. The act likewise applies to all persons who come to New Zealand with the intention of becoming residents, and to persons on intercolonial trading ships unless they are not ordinarily residents of the country and are liable to a similar tax in their country of residence. Personal exemptions may be granted by the Commissioner of Taxes in cases where the tax would constitute a serious hardship.

Contributions

The registration fee is 5s. a quarter for all men over 20 years of age and in all other cases 5s. a year. The charge on salaries, wages, and other income is 1d. for every sum of 1s. 8d. included in the amount of such earnings or income. The term "salary or wages" includes all bonuses, tips, extra salary or special payments or fees, and any benefits in kind. The contribution is paid by means of stamps and is deducted by the employer or other person by whom the salary or wages are paid. All companies resident in New Zealand, unless exempted temporarily, are required to pay 1 shilling in the pound on their "chargeable income" which, with minor modifications, is the income assessable for income tax. The general tax on income, other

[1] Data in this article are from text of New Zealand Social Security Act, September 14, 1938; Report from L. C. Pinkerton, American Consul General at Wellington, dated August 20, 1938; and The Standard, Wellington, August 18, 25, 1938.

than salary or wages, to cover the cost of the social-security system, is due on the 1st day of May and each quarter thereafter

The amount or rate of the Government contribution is not specified in the law, but it is provided that before any appropriation is made by Parliament the Minister of Finance may, after the act becomes effective and not later than September 30, 1939, transfer such amounts as may be necessary from the Consolidated Fund to the Social Security Fund. Also, any preliminary expenses prior to April 1, 1939, may be paid from the Consolidated Fund.

Benefits in Respect of Age and Other Special Conditions

Superannuation benefits.—This part of the act becomes effective for the payment of benefits April 1, 1940, at which time every person reaching the age of 65 who was resident in New Zealand on March 15, 1938, and had resided continuously in the country for not less than 10 years immediately preceding the application for benefit, or in other cases for 20 years, will be entitled to receive the benefit. Superannuation benefits payable for the financial year 1940 will be at the rate of £10, increased by £2 10s. for each subsequent year until the maximum of £78 is reached in 1969.

Old-age benefits.—These benefits are payable at age 60 to persons who have the same residence qualifications as are required for superannuation benefits. The basic rate of the age benefit is £78 per year and in computing the age benefit for any person who is in receipt of a superannuation benefit, the amount of that benefit is included in and considered to form a part of the age benefit. The law provides that the basic rate shall be paid in all cases, with the following exceptions: In the case of unmarried persons who are in receipt of an income from other sources or from accumulated property, the benefit is reduced by £1 for every complete pound of such income in excess of £52 per year or by £1 for every complete £10 of the net capital value of the accumulated property, whichever is greater. In the case of married persons who are both entitled to receive an age benefit the rate of benefit will be reduced by 10s. for every complete pound of their total income in excess of £52 a year, and in any other case by £1 for every complete pound by which their total income, including any benefit except medical benefits, exceeds £130 per year. However, the Social Security Commission is empowered in its discretion to increase the total income figure for husband and wife (including benefits) from £130 to £156 a year. The joint maximum income, therefore, of a married couple receiving old-age benefits is £4 a week or £208 a year. In 1969 when the superannuation benefit reaches the maximum of £78 per year, it will supersede in its entirety the present age benefit and there will be universal superannuation of £78 per annum.

Widows' and orphans' benefits.—Every widow who is the mother of one or more children under 16 years of age is entitled to receive a benefit, as are also widows who have had one or more children, provided that the duration of their marriage was not less than 15 years or that the duration of their marriage and any subsequent period in which they had the care and control of at least one of their children under 16 years of age was not less than 15 years. Also entitled to benefits are widows who have been married at least 5 years and become widowed after reaching the age of 50 and all other widows who are at least 50 years of age, provided that they became widows after reaching the age of 40 years, that the duration of marriage was not less than 10 years, and at least 15 years have elapsed since the date of marriage. Benefits are also payable to mothers of one or more children who are deserted by their husbands or whose husbands are mental defectives. With the exception of widows having one or more children under the age of 16, residence of at least 3 years by both husband and wife preceding his death or desertion is required for the payment of benefit.

The rate of benefit for widows who have no children under the age of 16 years is £52 a year; if there is one child it is £65, increased by £26 a year for each additional child up to a maximum of £234. These rates are reduced by £1 for every complete pound of income in excess of £52 per year, but where there are one or more minor children the allowable income before the deduction is made is £78.

Orphans' pensions are payable to children under the age of 16 who were born in New Zealand, whose last surviving parent was a resident of the country for at least 3 years preceding death, and who are not being maintained in any State institution. The maximum benefit is £39 a year, reduced by £1 for every complete pound of other income.

Family benefits.—Either the father or the mother of three or more children under the age of 16 is entitled to receive an allowance for such children if the applicant has been a permanent resident of the country for not less than 1 year before the application is made. The benefit amounts to 4s. a week for each child of the applicant in excess of two. In no case, however, may the family benefit, together with the average weekly amount received by the applicant from all sources, exceed £5 increased by 4s. a week for each child in excess of two. The benefit is payable to the mother of the children, unless there are reasons why this is inadvisable.

Invalidity benefits.—Benefits for total blindness and for permanent incapacity for work from accident or illness, or because of a congenital defect, are payable to persons at least 16 years of age who are not eligible for an age benefit, if they satisfy the residence requirements of 10 to 20 years and if the blindess or disability was acquired while a permanent resident in New Zealand and was not self-induced.

The benefit of a married man or a man who has a child or children dependent on him is at the rate of £78 a year, increased by £26 a year for his wife and by £26 for each dependent child. The rate for an unmarried applicant under 21 years of age is £52 a year and for all other persons £78 a year. The rate is reduced for married persons by £1 for every complete pound of the total income of the family in excess of £78 and by £1 for every complete £10 of the accumulated property of the applicant and his family. If the applicant is a married woman, the deduction is made on the basis of the total annual income of the applicant and her husband in excess of £104. If the applicant is incapacitated, so that domestic or nursing service is necessary, the Social Security Commission may increase the benefit so computed up to £78 a year, but the total income of the applicant and her husband may not exceed £5 a week. In computing the benefit of a blind person no account is taken of his personal earnings up to £143 a year. The maximum invalid's benefit allowable is £208. Totally blind persons who are employed receive an additional benefit equal to 25 percent of their average weekly earnings for the year, with a maximum allowable total income of £221 a year.

The Commission may require an examination of an applicant for invalidity benefit by a registered medical practitioner, and if the benefit is refused or canceled on medical grounds the applicant has the right of appeal within 3 months to a board of 3 registered medical practitioners appointed by the Commission.

Miners' benefits.—These benefits are payable to miners who contract miners' phthisis or any other occupational disease or heart disease and are permanently and seriously or totally incapacitated for work, if they have been employed as miners for not less than 2½ years and have resided in New Zealand for the 5 years preceding the date of application for benefit. These benefits are at the same rate as the invalidity benefits, with a maximum benefit, including the allowances for the wife and dependent children, of £234 a year. Applications for benefit must be accompanied by a certificate from a registered medical practitioner. In case of the death of a person in receipt of miners' benefit, reasonable funeral expenses are paid and a benefit of £45 10s. a year is payable to his widow during widowhood.

Benefits for temporary incapacity from sickness or accident.—Every person over 16 years of age who has resided in the country continuously for not less than 12 months is entitled to a benefit beginning on the eighth day of incapacity for work caused by sickness or accident. The benefit may not exceed the amount by which the weekly earnings of the applicant have been reduced by the incapacity, with a maximum of 10s. for persons under 20 years of age and of £1 a week in other cases, or £4 if allowances for the wife and dependent children are included. The benefit may be reduced in proportion to the other

income of the applicant. If an applicant is a member of a friendly society the amount of the benefit from both sources may not exceed £5 a week. Benefits may not be paid for disabilities for which the claimant is entitled to recover compensation or damages.

Unemployment benefits.—Unemployed persons over 16 years of age and not entitled to receive an old-age benefit, who are capable of and willing to work and who have resided in the country continuously for 12 months, are entitled to the same benefits as are payable in the case of temporary disability. The payment of the benefit may be postponed for a period not to exceed 6 weeks, or it may be terminated, if the unemployed person has voluntarily given up work without justification or if he is unemployed because of misconduct or failure to accept suitable employment, or, in the case of a seasonal worker, if the Commission decides his earnings are sufficient to maintain himself and his family notwithstanding a period of temporary unemployment. An unemployment benefit is payable as long as the unemployed person satisfies the conditions under which it is granted.

Emergency benefits.—Special benefits may be granted to persons who for any reason are unable to earn a sufficient livelihood for their families if they are not qualified to receive benefits under any of the preceding sections of the act, although in the discretion of the Social Security Commission emergency benefit may be substituted for a sickness or an unemployment benefit. The amount of the emergency benefit is determined by the Commission but it must be as nearly as possible equal to the amount which the applicant would be entitled to if he were qualified to receive any other of the foregoing benefits. The grant or continuance of the benefit may be subject to the requirement by the Commission that the applicant undergo a course of vocational training, or be examined at a medical or psychological clinic, receive medical or other treatment or training, or that he should do any work required of him. The period for which the benefit will be continued in each case is decided by the Commission.

Maori War benefits.—The law provides for the payment of an annual benefit of £78 to every person who served in any of the Maori wars and was awarded a medal for active service, if he has resided continuously in New Zealand for 10 years before the date of application.

General provisions covering the social benefits.—Every claim for a benefit under this part of the act must be investigated by the Social Security Commission, which has power to grant the benefits. No person may receive more than one benefit under this part of the act. The Commission may at its discretion continue the benefit for children, 2 years after the child has reached the age of 16 years, for the purpose of assisting in the further education of the child. The superannuation benefit is payable annually or at such shorter intervals as the Commission may determine, while the other benefits are payable in install-

ments at intervals of not more than 1 month. Temporary absences from the country, within specified time limits, are allowed without loss of the right to benefits.

For the payment of benefits in respect of age, widowhood, families of three or more, invalidity, occupational diseases among miners, and Maori pensions, it is the general requirement that the applicant be of good moral character and sober habits. Benefits are forfeited in any period in which the beneficiary is in a prison or reformatory, but where any part of the benefit is payable in respect of the wife or children the Commission may pay the whole or such part of the benefit as it considers proper to them.

Administration

A department, to be called the Social Security Department, is created, which may be divided into two or more separate divisions. For the purposes of the act a permanent Social Security Commission is established, the members of which are the principal officers of the Department. The Commission consists of a chairman and two other members. One or more acting commissioners may be appointed to act as alternates. The Commission has the powers of a commission of inquiry and may investigate any claim for benefit under the act. At any meeting of the Commission two members form a quorum.

Health Benefits

The part of the Social Security Act relating to medical, hospital, and related benefits will be administered by the Minister of Health. The Minister may from time to time appoint such committees or other advisory bodies as he may consider necessary for the purpose of advising him as to the terms and conditions governing the granting of benefits, hearing complaints and disputes, or for any other purpose in connection with the administration of this part of the act. Where any committee is appointed with particular reference to the members of any profession, not less than half of the members, exclusive of the chairman, shall represent members of that profession. The benefits provided include medical treatment, pharmaceutical benefits, hospitalization, maternity care, and such supplementary benefits as are regarded as necessary to insure effective operation of the system and maintain and promote public health. With some exceptions the act applies to all persons over 16 years of age residing in New Zealand and to members of the families of such persons under 16 years of age. A child under 16 years is considered to be a member of the family of the person who for the time being has charge of the child. The Minister is empowered to make such special arrangements as are considered advisable for the provision of adequate services in lieu

of any or all of the health benefits for persons living in isolated areas.

Medical benefits.—These benefits include treatment by ordinary medical practitioners but not by specialists. Every registered medical practitioner may enter into a contract with the Minister to provide medical service to insured persons. Physicians who have entered into such contracts may terminate them by giving not less than 3 months' notice in writing to the Minister or such shorter notice as the Minister may accept. Every person who is entitled to receive medical benefits has free choice of a physician, with the physician's concurrence, from among those who have entered into a contract to provide medical services.

Pharmaceutical benefits.—All persons entitled to medical treatment are also entitled to such medicines, drugs, materials, and appliances as may be prescribed by the physician. Pharmacists or other persons dealing in such supplies must be approved for this purpose by the Minister of Health. The Minister may from time to time fix the prices to be paid for such pharmaceutical supplies, and persons dealing in them, in order to be approved, must signify their willingness to supply them under the terms and conditions fixed by the Minister.

Hospital benefits.—Hospital treatment for insured persons includes all medical and surgical treatment, nursing, etc., in public or approved private hospitals. The payment for such treatment may be made from the Social Security Fund for individual patients, or the Minister may from time to time, on such terms and conditions as he thinks fit, authorize a grant in respect of hospital treatment afforded in any private hospital or other approved institution.

Maternity benefits.—A woman who is confined in a maternity hospital receives all necessary medical and nursing attendance, maintenance, and care at confinement and for 14 days after the birth of the child. In case the confinement is elsewhere than in a maternity hospital the services of a medical practitioner and of an approved midwife or an approved maternity nurse are provided at her confinement and for the period of 14 days thereafter. Necessary antenatal and postnatal advice and treatment are also provided in all cases.

Every woman is entitled to select the medical practitioner by whom the maternity care shall be given, who may be either the regular medical practitioner selected for medical benefits or any other who has entered into a contract to provide medical services in relation to maternity benefits on the special terms and conditions fixed by the Minister for these services. However, for women who are confined in a maternity hospital, the right of selection is subject to the approval of the authority controlling the admission of patients to that hospital.

The Minister may from time to time fix the fees to be paid to approved midwives and approved maternity nurses for their services, and every registered midwife and every registered maternity nurse

who qualifies for the service on the terms and conditions fixed by the Minister shall be approved.

Supplementary benefits.—Provision may be made by the Minister of Health for such supplementary benefits as he considers necessary for the effective operation of the various health benefits. Such benefits may include the provision of radiological and laboratory services, the administration of anesthetics, the services of specialists and consultants, dental services, ambulance services, and home-nursing and domestic assistance.

Cost of Social-Security Scheme

The cost of the system during the first year of operation, it was estimated by the Minister of Finance, would amount to £15,000,000, of which £8,500,000 would be provided by the levy and tax on incomes. Of the remainder, £5,135,000 represents the amount that would normally be provided from revenue for existing pensions and allowances, leaving a balance of £1,365,000 to be paid from the Governmental Consolidated Fund.

Women in Industry

EARNINGS OF WOMEN IN CONNECTICUT UNDERWEAR INDUSTRY, 1937

MEDIAN [1] hourly earnings in the underwear and nightwear industry in Connecticut in 1937 were 33.7 cents in both a representative busy season and a representative slack season. Median weekly earnings in the busy season were $13.59, but during the slack season median weekly hours were reduced from 41.5 to 31.4, and in consequence median weekly earnings were only $9.93. Since the termination of the N. R. A., there has been a general lowering of wage standards in the industry. In the silk- and rayon-garment branch, 51.9 percent of the woman operators in the busy season and 54.9 percent in the slack season earned less in 1937 than the N. R. A. minimum of 37.3 cents per hour. The percentages of the other woman employees who earned less than their N. R. A. minimum of 34.7 cents an hour were 58.7 and 59.4 in the busy and slow seasons, respectively. In the cotton-garment branch, 73.8 percent of the workers earned less than the N. R. A. minimum of 36.1 cents during the slack season.

These conclusions were reached in a study by the Minimum Wage Division of the Connecticut Department of Labor in cooperation with the W. P. A.[2] The study covered all plants making underwear and nightwear from finished fabrics but not those making knitted products. Data were obtained for 4 representative weeks in the 1936–37 busy season and 4 representative weeks in the 1937 slow season. Approximately 2,300 workers were employed in the 21 plants operating at the time of the study. Over nine-tenths (92.3 percent) of the workers were women, the majority of whom were operators of power-driven sewing machines.

About 42 percent of the women in the industry were employed in the 7 union shops. Median earnings and weekly hours were about the same in union and nonunion shops in the busy season. During the slow season, however, hourly earnings of union workers averaged 10.2 percent more than those of nonunion workers, but they worked shorter hours. As a result, weekly earnings of union workers were very little higher than those of nonunion workers.

[1] A median is the midpoint of a series of numbers arranged in order of size.

[2] Connecticut. Department of Labor. Minimum Wage Division. Hours and Earnings of Women in the Underwear and Nightwear Industry in Connecticut, 1937. Hartford 1938. Prepared in connection with National Research Project of the W. P. A. (Mimeographed.)

Hours of Work

An 8-hour day was common in the industry, though there was a range from 7½ to 9 hours a day among the establishments. In 16 establishments there was a 40-hour work week, and the other 5 had a work week of 39½, 42½, 44, 46½, and 48 hours, respectively. Most of the establishments had a 5-day week, though a few had a 6-day week. Because of the seasonal variations and the uneven flow of work, however, longer hours than those scheduled were worked in the busy season and shorter hours in the slow season. A comparison of the hours worked in a representative busy season and a representative slow season is shown in table 1:

TABLE 1.—*Distribution of Woman Workers in Connecticut Underwear and Nightwear Industry, 1937, by Weekly Hours Worked*

Hours per week	4 busy weeks [1]		4 slow weeks [2]	
	Number of employees	Percent of total	Number of employees	Percent of total
Total	2,062	100.0	1,946	100.0
Under 16			68	3.5
16 and under 24	6	.3	269	13.8
24 and under 32	96	4.7	723	37.2
32 and under 40	679	32.9	671	34.5
40 and under 48	1,219	59.1	215	11.0
48 and under 56	62	3.0		

[1] Does not include 93 for whom no records were available.
[2] Does not include 56 for whom no records were available.

Hourly Earnings

A large number of women in the industry were found to be receiving very low wages, 717 in the busy season and 660 in the slow season earning less than 30 cents an hour. Table 2 presents a distribution of the woman workers by hourly earnings.

TABLE 2.—*Distribution of Woman Workers in Connecticut Underwear and Nightwear Industry, 1937, by Hourly Earnings*

Hourly earnings	4 busy weeks [1]			4 slow weeks [2]		
	Number of employees	Percent of total	Cumulative percent	Number of employees	Percent of total	Cumulative percent
Total	2,062	100.0	100.0	1,945	100.0	100.0
Under 10 cents	4	.2	.2	5	.3	.3
10 and under 15 cents	23	1.1	1.3	31	1.6	1.9
15 and under 20 cents	104	5.0	6.3	89	4.6	6.5
20 and under 25 cents	267	12.9	19.2	220	11.3	17.8
25 and under 30 cents	319	15.5	34.7	315	16.2	34.0
30 and under 35 cents	423	20.5	55.2	426	21.9	55.9
35 and under 40 cents	435	21.2	76.4	421	21.6	77.5
40 and under 45 cents	275	13.3	89.7	259	13.3	90.8
45 and under 50 cents	140	6.8	96.5	115	5.9	96.7
50 cents and over	72	3.4	100.0	64	3.3	100.0

[1] Does not include 93 for whom no hours records were available.
[2] Does not include 57 for whom no hours records were available.

The most highly paid woman workers were zigzag operators, who executed the more skilled operations required in trimming garments. Median hourly earnings of women in the different occupations are shown in table 3.

TABLE 3.—*Median Hourly Earnings of Woman Workers in Connecticut Underwear and Nightwear Industry, 1937, by Occupations*

Occupation	4 busy weeks		4 slow weeks	
	Number of employees [1]	Median hourly earnings	Number of employees [2]	Median hourly earnings
		Cents		*Cents*
Total	2,062	33.7	1,945	33.7
Zig-zag operators	211	38.6	198	38.0
Pressers	132	34.8	129	34.6
Other operators	1,258	34.2	1,190	34.1
Examiners	231	32.0	220	32.0
Miscellaneous	230	30.1	208	30.0

[1] Does not include 93 for whom no hours records were available.
[2] Does not include 57 for whom no hours records were available.

Median hourly earnings varied greatly between establishments, ranging from 24.3 to 37.7 cents in the busy season and from 23.2 to 38.4 in the slack season. This great difference in earnings indicates, the report states, "the existence of a serious competitive situation which may undermine wage standards in the industry."

Weekly Earnings

Even in the busy season one-fifth of the women employed in this industry in Connecticut earned less than $10 a week, and in the slack season the proportion was increased to one-half. Table 4 presents a distribution of the woman workers in the industry according to weekly earnings.

TABLE 4.—*Distribution of Woman Workers in Connecticut Underwear and Nightwear Industry, 1937, by Weekly Earnings*

Earnings	4 busy weeks [1]		4 slow weeks [2]	
	Number of employees	Percent of total	Number of employees	Percent of total
Total	2,154	100.0	1,994	100.0
Under $5	17	.8	109	5.5
$5 and under $10	413	19.2	903	45.3
$10 and under $15	951	44.2	818	41.0
$15 and under $20	659	30.6	152	7.6
$20 and over	114	5.3	12	.6

[1] Does not include 1 for whom no record of earnings was available.
[2] Does not include 8 for whom no record of earnings was available.

In the busy season weekly earnings of women in the different occupations varied according to the differences in hourly earnings. In the slow season, however, the miscellaneous employees had the steadier hours, and in consequence had the highest weekly wages. Table 5 shows median weekly wages in the different occupations:

TABLE 5.—*Median Weekly Earnings of Woman Workers in Connecticut Underwear and Nightwear Industry, 1937, by Occupations*

Occupation	4 busy weeks [1]		4 slow weeks [2]	
	Number of employees	Median weekly earnings	Number of employees	Median weekly earnings
Zig-zag operators	219	$15.19	203	$10.28
Pressers	146	14.00	132	9.76
Other operators	1,292	13.80	1,209	10.05
Examiners	244	12.46	226	8.78
Miscellaneous	253	12.28	225	10.57

[1] Does not include 1 for whom no record of earnings was available.
[2] Does not include 8 for whom no record of earnings was available.

121435—39——6

Housing Conditions

INCREASE OF AUTHORIZED INSURANCE BY F. H. A.

THE Federal Housing Administration was authorized by the President to increase the volume of mortgage insurance by 1 billion dollars in December 1938.[1] This action was taken under section 203 (a) of the amended National Housing Act [2] which provides that the aggregate amount of principal obligations of all mortgages insured and outstanding at any one time may not exceed 2 billion dollars, except with the approval of the President, when it may be increased to 3 billion dollars.

It is expected by officials of the Federal Housing Administration that the additional sum thus made available for financing residential construction will contribute effectively to the revival of building activity that began in the spring of 1938. As of December 1 the total in outstanding commitments amounted to 1,585 million dollars. In addition mortgages in process of appraisal amounted to 115 million dollars and applications for mortgage insurance with appraisal fees paid were being received at the rate of 100 million dollars a month. Thus the limit of 2 billion dollars, originally established as the maximum of mortgages that the Administration was empowered to insure, was expected to be reached within a short time.

FUND ALLOCATIONS BY THE UNITED STATES HOUSING AUTHORITY

ALLOCATION of virtually all loan funds for the long-range slum-clearance and low-rent housing program provided for by the Federal Housing Act of 1937, was announced by the United States Housing Authority in December 1938.[3] Under the law the Housing Authority was empowered to expend $800,000,000, of which nearly $650,000,000, representing 90 percent of the development cost of projects, has been allocated to local housing authorities. The remainder is being set

[1] Federal Housing Administration. Press release No. 346, December 17, 1938.

[2] For summaries of the original act and amendment see Monthly Labor Review for August 1934 (p. 369) and March 1938 (p. 707).

[3] Press releases, Nos. 209 and 219 dated December 8 and 16, 1938.

aside to meet the Federal Government's obligations under the legislation, of which the most important are the annual contributions to keep rents of the dwellings erected within the reach of families for whom they are intended and, in pursuance of a policy adopted by the Housing Authority, to provide amounts representing 10 percent of the estimated cost of projects for use in cases where actual costs exceed the estimates.[4]

Commitments totaling $649,789,000 were made to 155 communities in 29 States, the District of Columbia, Hawaii, and Puerto Rico. Loan contracts covering $320,986,000 were approved, and the remaining $328,803,000 represents earmarkings outstanding. The distribution of the local housing authorities for which commitments were made and the total amount of the commitments are shown in the accompanying table.

List of Commitments by United States Housing Authority as of December 1938

State or territory	Number of housing authorities	Total commitments	State or territory	Number of housing authorities	Total commitments
All States	155	$649,789,000	Michigan	3	$35,000,000
			Mississippi	4	2,880,000
Alabama	5	11,589,000	Montana	4	2,145,000
California	4	50,000,000	Nebraska	1	4,243,000
Colorado	2	4,000,000	New Jersey	13	36,807,000
Connecticut	6	19,450,000	New York	6	70,630,000
Delaware	1	2,100,000	North Carolina	2	3,555,000
District of Columbia	1	15,000,000	Ohio	11	64,584,000
Florida	9	12,383,000	Pennsylvania	10	61,021,000
Georgia	7	22,450,000	Puerto Rico	3	12,000,000
Hawaii	1	3,400,000	South Carolina	4	6,468,000
Illinois	3	20,059,000	Tennessee	4	14,445,000
Indiana	12	12,049,000	Texas	10	33,942,000
Kentucky	6	19,596,000	Vermont	1	436,000
Louisiana	1	25,311,000	Virginia	1	1,500,000
Maryland	3	23,928,000	West Virginia	6	7,343,000
Massachusetts	10	50,800,000	Wisconsin	1	675,000

As of December 8, 1938, the Administrator stated that the number of local housing authorities had increased from 46 to 221 in the 13 months that the Housing Authority had been in existence. As negotiations for governmental aid to housing must be carried on between the Federal Government and a duly constituted local housing body meeting the conditions established by the Federal Government, it is significant that 31 States have local bodies qualified to carry on slum-clearance programs. In announcing the completion of commitments of housing funds the Administrator stated that there remained more than $200,000,000 in unfilled requests for loans.

[4] For a summary of the Federal Housing Act of 1937 see Monthly Labor Review for October 1937 (p. 918).

BUILDING AND LOAN ASSOCIATIONS, 1937

AT THE end of 1937, there were in the United States 9,762 local building and loan associations. These had a combined membership of 6,233,019 and total assets of $5,711,658,410.[1] As compared with 1936, there was a decline in the number of associations (from 10,256) but the total membership increased 1.7 percent. Although the total assets, all States combined, fell 0.5 percent, there were 36 States and the District of Columbia that registered a gain.

The peak in number of associations occurred in 1927 when there were 12,804. The year 1930 showed the highest point as regards membership and resources—12,350,928 and $8,828,611,925 respectively. Each succeeding year has shown a decline in total number of associations (except 1934) and in assets, but the decline in assets shown in 1937 was the smallest for some years.[2] As noted, an upward turn was taken in total membership figures.

The following table shows the details, by States, for associations formed under State acts and those formed under the Federal act. The Federal associations represent a group growing in numbers, membership, and assets, but their expansion has not been sufficient to offset the losses sustained by the State associations.

Number, Membership, and Assets of Building and Loan Associations, 1937

State	Number of associations			Number of members			Amount of assets		
	State	Federal	Total	State associations	Federal associations	Total	State associations	Federal associations	Total
Alabama	24	14	38	8,250	5,120	13,370	$7,821,273	$4,848,272	$12,669,545
Arizona	1	2	3	718	613	1,331	424,257	1,504,464	1,928,721
Arkansas	10	35	45	4,800	4,793	9,593	4,129,211	8,629,718	12,758,929
California	124	69	193	218,401	36,183	254,584	224,504,988	68,456,501	292,961,489
Colorado	36	25	61	17,505	14,000	31,505	12,268,471	16,526,261	28,794,732
Connecticut	37	15	52	27,907	7,422	35,329	22,896,347	8,157,925	31,054,272
Delaware	43	------	43	14,900	-------	14,900	12,414,227	----------	12,414,227
Florida	45	49	94	6,750	15,398	22,148	6,126,289	29,100,540	35,226,829
Georgia	23	43	66	9,998	11,151	21,149	6,396,672	14,022,419	20,419,091
Idaho	4	9	13	1,800	6,508	8,308	801,892	6,146,403	6,948,295
Illinois	660	102	762	286,500	55,507	342,007	258,057,130	81,879,596	339,936,726
Indiana	208	66	274	89,600	67,868	157,468	77,797,971	77,783,339	155,581,310
Iowa	68	32	100	38,990	6,096	45,086	33,027,368	7,886,249	40,913,617
Kansas	129	20	149	109,512	6,500	116,012	66,928,112	8,784,574	75,712,686
Kentucky	127	48	175	72,820	39,543	112,363	53,739,583	51,277,281	105,016,864
Louisiana	70	12	82	98,418	5,987	104,405	77,585,442	11,498,970	89,084,412
Maine	36	6	42	24,028	433	24,461	22,691,391	442,012	23,133,403
Maryland	[1] 875	28	903	201,300	12,288	213,588	[1] 140,900,000	17,931,441	158,831,441
Massachusetts	189	26	215	344,251	55,758	400,009	396,782,814	79,409,501	476,192,315
Michigan	58	24	82	81,280	14,335	95,615	94,309,666	19,259,920	113,569,586

[1] Estimated.

[1] Data are from American Building Association News, December 1938 (p. 545).

[2] For data for earlier years, see Monthly Labor Review, January 1938 (p. 109).

Number, Membership, and Assets of Building and Loan Associations, 1937—Continued

State	Number of associations			Number of members			Amount of assets		
	State	Federal	Total	State associations	Federal associations	Total	State associations	Federal associations	Total
Minnesota	47	31	78	20,019	28,173	48,192	$21,873,804	$28,767,060	$50,640,864
Mississippi	25	21	46	4,200	2,823	7,023	[1] 5,148,000	3,158,487	8,306,487
Missouri	184	37	221	155,000	23,063	178,063	95,291,779	32,601,225	127,893,004
Montana	20	3	23	14,825	4,386	19,211	9,568,395	1,595,123	11,163,518
Nebraska	76	16	92	83,005	4,896	87,401	65,852,076	5,425,121	71,277,197
Nevada	4	1	5	1,140	-------	1,140	952,464	----------	952,464
New Hampshire	28	2	30	14,074	3,477	17,551	11,157,512	5,790,686	16,948,198
New Jersey	1,423	------	1,423	585,395	-------	585,395	792,361,056	----------	792,361,056
New Mexico	13	8	21	3,329	899	4,228	3,578,944	1,217,374	4,796,318
New York	320	64	384	376,568	133,480	510,048	256,266,687	122,233,902	378,500,589
North Carolina	168	15	183	100,272	5,112	105,384	67,415,711	8,399,193	75,814,904
North Dakota	18	5	23	7,930	1,817	9,747	8,748,137	1,647,464	10,395,601
Ohio	621	103	724	1,157,475	149,325	1,306,800	648,920,718	161,777,514	810,598,232
Oklahoma	41	32	73	14,401	24,225	38,626	19,757,674	39,313,016	59,070,690
Oregon	14	23	37	16,982	10,060	27,042	14,301,958	10,709,808	25,011,766
Pennsylvania	2,103	54	2,157	510,402	17,215	527,617	573,576,873	23,128,363	596,705,236
Rhode Island	8	1	9	49,401	250	49,651	35,856,065	252,075	36,108,140
South Carolina	44	30	74	8,110	9,316	17,426	8,030,285	11,270,063	19,300,348
South Dakota	14	5	19	5,290	1,515	6,805	3,173,279	1,406,407	4,579,686
Tennessee	7	38	45	2,290	12,889	15,179	[1] 1,700,000	17,886,758	19,586,758
Texas	87	89	176	42,762	16,713	59,475	59,530,001	24,186,152	83,716,153
Utah	15	6	21	21,600	4,830	26,430	21,206,610	5,290,144	26,496,754
Vermont	12	2	14	5,500	908	6,408	4,270,726	1,278,555	5,549,281
Virginia	77	21	98	38,650	7,467	46,117	30,995,147	13,263,090	44,258,237
Washington	34	36	70	70,000	72,222	142,222	19,000,000	33,742,091	52,742,091
West Virginia	48	21	69	21,300	8,241	29,541	14,816,377	11,690,624	26,507,001
Wisconsin	175	27	202	173,886	6,111	179,997	178,462,121	8,672,614	187,134,735
Wyoming	5	9	14	3,462	1,221	4,683	3,297,696	2,083,488	5,381,184
Dist. of Columbia	27	1	28	129,780	-------	129,780	120,614,000	----------	120,614,000
Hawaii	9	1	10	21,500	1,050	22,550	4,329,993	1,673,460	6,003,453
Alaska	------	1	1	---------	56	56	----------	95,975	95,975
Total:									
1937	8,434	1,328	9,762	5,316,276	916,743	6,233,019	4,619,557,192	1,092,101,218	5,711,658,410
1936	9,044	1,212	10,256	5,450,472	675,499	6,125,971	4,968,710,171	773,225,259	5,741,935,430

Unemployed Youth

ACTIVITIES OF C. C. C. IN 1938

OVER 2,000,000 young men and veterans have been enrolled in the Civilian Conservation Corps during the 5 years of its existence. During the fiscal year 1938, 252,196 young men were selected and enrolled in the Civilian Conservation Corps to fill vacancies occurring in the 1,500 camps located in the 48 States and the District of Columbia. Since there were several times as many eligible applicants as there were vacancies during the year, those chosen were the product of a highly selective policy.

On June 30, 1938, there were 231,091 enrollees (the authorized strength being 300,000), according to the annual report of the Director of the Civilian Conservation Corps,[1] from which this information is taken. Including Indians and Territorial enrollees there was a total of 241,528.[2]

A law enacted June 28, 1937, modified the standards of eligibility, so that while applicants must still be "unemployed and in need of employment," they may not be excluded because their families are not dependent on public relief or welfare aid. This law also gave the organization a more permanent status, providing for a 3-year existence as a regular establishment of the Federal Government, and also established more definite employment and vocational features for the Corps.

Work Accomplishments

The work engaged in by enrollees of the Civilian Conservation Corps has been of a varied character, and the physical accomplishments have reached impressive totals. More than 150 types of work have been carried on. Since 1933, 17 separate coal-bed fires at Federal coal deposits in Wyoming have been brought under control, reducing the losses of millions from the burning of rich veins of coal. A large amount of rescue work, searching for lost persons, and similar work, was done in 1938, as in earlier years. The largest single contribution, in the conservation of natural resources, that the Civilian Conservation Corps has made during the 5 years of its existence, it is stated, has been

[1] U. S. Civilian Conservation Corps. Annual Report of the Director, fiscal year ended June 30, 1938. Washington, 1938.

[2] An additional maximum of 10,000 Indians and 5,000 Territorials is permitted by law.

the protection of forests from fire, insect, and fungus attacks. Over 270,000,000 forest trees were planted in 1938. Increased attention was given to wildlife development, improvement, and protection. Some of the accomplishments of the Civilian Conservation Corps in 1938 are shown in table 1.

TABLE 1.—*Work Accomplishments of the C. C. C. During Fiscal Year 1938, by Type of Work*

Type of work	Unit	New work	Maintenance
Bridges	Number	1,599	785
Eradication of poisonous plants, etc	Acres	129,575	
Erosion-control check dams	Number	610,920	16,787
Excavations, channels, canals, and ditches	Cubic yards	5,103,643	15,873,287
Fire breaks	Miles	3,151	4,803
Fire fighting	Man-days	372,569	
Fish stocked	Number	178,879,568	
Forest-stand improvement	Acres	322,920	
Forest trees planted	Number	270,312,300	
Horse and foot trails	Miles	2,066	13,618
Insect-pest control	Acres	1,036,581	
Lookout houses and towers	Number	303	303
Public campground development	Acres	3,604	6,452
Rodent and predatory-animal control	Acres	4,086,962	32,210
Telephone lines	Miles	7,575	29,036
Tree and plant disease control	Acres	563,002	164,966
Truck trails and minor roads	Miles	9,185	63,508

Education

Academic courses are provided by the Civilian Conservation Corps for enrollees who wish to supply deficiences in their school education, and 32 percent of the men participated in 1938. Ninety-four percent of the illiterates attended classes, and 8,817 were taught to read and write. State and local school systems cooperating with the Civilian Conservation Corps awarded elementary school diplomas to 3,517 qualified enrollees, high-school diplomas to 634, and college diplomas or degrees to 13. Under the provisions of the act of June 1937, leave of absence was granted to 1,309 enrollees to attend schools and colleges. More than 100 scholarships were offered to Civilian Conservation Corps men by 42 colleges and universities during 1938.

Approximately one-half (49 percent) of the educational activities of the Civilian Conservation Corps are vocational in their objective. Training on the job is supplemented by courses in related subjects, and other prevocational courses are given in the camp or nearby trade schools. Fifty-four percent of the men received such job training, and 41 percent took the prevocational courses.

Other educational activities were instruction in first aid, safety, and sanitation; teacher, leader, and foreman training courses; correspondence courses; and arts, crafts, dramatics, music, hobbies, and discussion and debating groups. The camp libraries contained 1,647,719 books. In 1938, there were 68,693 educational films shown, and an average of about 8,500 lectures a month were given. Seventy-one percent of the companies published a camp newspaper.

Morbidity and Mortality Among Enrollees

Communicable diseases were more prevalent than any other type of disease among Civilian Conservation Corps enrollees during 1938, and the common cold, pharyngitis, tonsilitis, influenza, and bronchitis were the most common forms. Forty percent of the admissions to "sick report"[3] had communicable diseases. Injuries caused 12½ percent of the admissions to sick leave, but this number was considered small, considering the extensive use of tools and machinery in manual work by enrollees with no previous experience.

Influenza and pneumonia were less prevalent than in 1937. Vaccination with a new vaccine, considered to be a protection against pneumonia of certain types, was administered to approximately half of the enrollees over a 5-month period and it is thought this may have had a great influence on the incidence of pneumonia. The experimental use of the vaccine is to be continued.

Cases of measles and mumps were more numerous in 1938 than in 1937, and malaria was present in all corps areas but one. The annual rate for venereal diseases declined, but the number of cases was still large, there being over 4,000. There were only 241 cases of tuberculosis reported.

During the fiscal year 1938, there were 636 deaths in the Civilian Conservation Corps, 338 of which were due to disease and 298 to injury. The death rate was 2.4 per 1,000. In a comparison of the death rates in the Civilian Conservation Corps in 1938 with those of the male population of the country 15 to 29 years of age in 1935, the differences shown, which were not great, are probably explained, it is stated, by the difference in ages in the two groups, the effect of entrance examinations, or the mode of life of Civilian Conservation Corps enrollees. Table 2 gives the rates for the two groups for certain causes of death.

TABLE 2.—*Death Rates for Male Population, Age 15 to 29, in 1935, and for Civilian Conservation Corps in 1938*

Cause of death	Death rate per 100,000	
	General population	C. C. C.
Automobile and truck accidents	43.6	48.3
Pneumonia, all forms	30.5	33.7
Drowning	12.4	18.3
Appendicitis	15.2	8.2
Railroad accidents	5.2	7.5
Tuberculosis	39.5	6.4
Meningitis, cerebrospinal	3.7	5.6

[3] That is, cases excused from duty 24 hours or longer because of illness or injury.

Cooperation

EMPLOYMENT CONDITIONS IN EUROPEAN COOPERATIVES

IN EUROPE, collective bargaining has long been in force between cooperative associations and their employees. The agreements set forth general conditions of work, as well as specific wage rates, hours, and other arrangements. In some countries a basic agreement outlining general policies to be followed is made between the national cooperative federation and the national labor organization. Individual agreements are then negotiated by the regional or local associations and the local trade-unions of their employees.

The provisions of the collective agreements of cooperatives in six countries (Finland, France, Great Britain, Norway, Sweden, and Switzerland) have been analyzed by the International Labor Office.[1] The findings of that analysis are summarized in this article.

The scales of wages set very often provide for an automatic increase after each year of service. Wage rates may also vary with the age of the employee. In Sweden a few large associations have introduced a "collective commission" system. Under this system fixed basic wages are paid, supplemented by a commission based on sales. The aggregate amount of the commission is divided among the staff, in proportion to the basic wage for their respective jobs.

The 48-hour week was found to be the common maximum for store employees in Great Britain, Norway, Sweden, and Switzerland. Clerical employees generally had shorter hours. The shortest hours of all were in France where they were fixed by decree at 40 hours for all workers.[2] In Finland, Norway, and Sweden, a 30-minute period was allowed by agreement after the regular working day in order that the store or other premises might be put in order; this period was not regarded as overtime nor was it paid for. In most cases overtime, when allowed, was paid for at higher than regular rates. In Norway, as the cooperative stores were open considerably longer than the 8 hours worked by employees, a system of overlapping 8-hour shifts was in use.

[1] Cooperative Information (Geneva), Nos. 1, 2, 3, 6, 9, and 12 (1938).

[2] No data are available as to what extent recent developments in that country have affected hours of work in cooperatives.

All the agreements studied provided for annual paid vacations. These usually were given after 6 months' service and varied with period of service. Those studied fixed periods ranging from a week to a month. Generous provision for annual paid sick leave was found, ranging in some cases up to 3 months with full pay, followed by 3 months at half pay. In some cases paid sick leave was granted only on a doctor's certificate.

Arbitration of disputes is quite generally provided for. In France the trade-unions recognize the special character of the cooperatives and agree not to ask of them conditions that would place them at a competitive disadvantage. In case of strike by the trade-union the cooperative employees continue at work, and the association agrees to accede to any conditions won from other employers.

Coverage of Study

In Finland the cooperatives composed mainly of industrial workers are federated into a central union (K. K.), which generally guides the collective-bargaining and wage policies of its 122 local associations. An agreement between the federation and the Finnish Confederation of Trade Unions contains general principles governing working conditions in cooperative associations. Individual agreements are also entered into by the local associations and trade-unions, which may introduce certain slight variations.

At the end of 1937 the 33 largest associations (with over 60 percent of all cooperative employees) had 76 collective agreements; and the wholesale society had 4 agreements covering 700 of its 1,500 employees.

The collective agreements in France between cooperative associations and their employees are based upon a general agreement between the National Federation of Consumers' Cooperatives and the French Confederation of Trade Unions. This agreement lays down the general principles to be followed in all agreements. The regional associations then negotiate agreements on specific points. The data in the table on page 344 represent the prevailing provisions in the regional agreements.

The provisions given for Great Britain are those found in the agreements of the sectional councils of the hours and wages board of the Cooperative Union for the affiliated associations in the Midland, Northern, Northeastern, Western, Scottish, and London areas. These associations had from 55 to 60 percent of all cooperative employees in Great Britain.

The data for Norway "are based on collective agreements which reflect typical conditions of work in Norwegian cooperative retail societies."

In Sweden there are no collective agreements between the trade-unions and the consumers' cooperative movement as a whole. The contracts negotiated have been between individual associations and a trade-union—generally the Swedish Commercial Workers' Union. Conditions therefore vary somewhat but the provisions here noted are regarded as representative of the majority of associations.

The provisions noted for Switzerland are based upon the agreements for five of the largest associations in that country.

Principal Provisions of Agreements

The following table summarizes the provisions of agreements in each of the six countries studied, as regards wages, hours, overtime, and paid vacations.

Principal Provisions of Collective Agreements With Cooperative Associations in Specified Countries

Country	Wages	Maximum hours	Pay for overtime and holidays	Paid-vacation policy
Finland	Managers' wages based on sales; scale generally revised 3 or 4 times a year. Wages of other employees based on age, with automatic increase each year. Cost of living considered in setting rates.	Set by law, as follows: Stores and warehouses—8 a. m. to 6 p. m. on week days, 8 a. m. to 5 p. m. on Saturday; 6-day week. Dairy stores—8 per day, 47 per week (including not over 3 on Sundays and holidays). Restaurants—8 per day, in shifts, between 5 a. m. and midnight. Bakeries—8 per day, between 5 a. m. and 10 p. m.	"Clearing time" (not over 30 minutes) not regarded as overtime. Thereafter time and a half for first 2 hours; double time for all other hours and for work on Sunday.	Set by law, as follows: 1 week after 6 months' service; 2 weeks after 1 year's service; 3 weeks after 5 years' service; 1 month after 10 years' service.
France	Managers not covered by agreement. Wages of other employees based upon official cost-of-living index, and adjusted for every 10 points' variation therein.	Fixed by decree at 40 hours per week, spread over 5 or 6 days.	Overtime allowed only in exceptional cases, being generally compensated for by time off. Where paid for, rate varies in different associations.	Set by decree, for employees of 1 year's service, at 15 days (including 12 work days). For employees of less service, agreements generally provide proportionate length of vacation. In some cases longer periods are provided for longer service.
Great Britain	Managers' wages based on average weekly sales. Wages of other employees generally based on age.	48 hours per week, store employees (44 in North); for clerical employees, hours vary from 40 (North and Northeast) to 46 (West). In Scotland employees working customarily less than 48 hours are paid for 48 hours.	Generally time and a quarter on week days; double time on Sunday. Sometimes paid for at higher rates after specified number of hours.	Varies, but generally from 6 to 12 days, according to years of service.
Norway	Fixed rates, based on years of service, but employees can call for revision if cost-of-living index rises or falls by specified number of points.	48 hours per week, store employees; 42 per week, clerical employees.	"Clearing time" (not over 30 minutes) not regarded as overtime. Thereafter time and a quarter for first 2 hours; for all other hours, time and a half. For Sundays and holidays, double time.	12 consecutive working days, after 6 months' service; under 6 months' service, 1 working day for each whole month of service.
Sweden [1]	Managers' wages based on average annual sales. Wages of other employees based upon years of service.	Set by law, as follows: Stores—48 per week (between 8 a. m. and 7 p. m.). Dairies—48–53½ hours per week (between 7 a. m. and 8 p. m.), plus 3 hours on Sunday every 2 weeks.	"Clearing time" not regarded as overtime. Thereafter generally time and a half. For Sundays and holidays, double time.	Varies, but generally 12 working days after 1 year's service, 1 week after service of from 6 months to 1 year.
Switzerland	Managers not covered by agreement. Wages of other employees based upon years of service, plus (generally) a monthly commission on sales.	48 hours per week, store employees (51 in Lausanne); 44 or 47 hours, clerical employees; 54 hours, dairy employees (Lausanne).	Regular rate plus 30 percent. For Sundays, time and a half.	1–4 weeks, according to period of service.

[1] Data given represent provisions of a "typical" regional agreement.

PAYMENT OF WAGES DURING SICKNESS

In Finland, store, office, and warehouse employees are all entitled to full pay, in case of sickness, for periods varying with the period of service, as follows: Less than 3 years, 2 weeks; 3 to 5 years, 3 weeks; and over 5 years, 1 month. In exceptional cases, wages continue for even longer periods. Three weeks' pay is generally the maximum, during illness, for restaurant and bakery employees.

Employees of cooperatives in France are generally provided for through the French social-insurance system. Under the law employers and employees are required to contribute in equal amounts to support the system. Some of the cooperative associations, however, pay the employees' contribution as well as their own. One large regional association pays an employee absent because of sickness the difference between his wages and the sick benefits received under social insurance, during the first month of illness. The national federation grants, to employees with more than a year's service, full wages for the first 2 months of illness and half wages for the next 3 months. Both of these organizations also allow, to woman employees who have been in their service for over a year, 6 weeks' maternity leave, with full pay, both before and after confinement.

In Great Britain the period of annual sick leave ranges from 12 days to 3 weeks. The associations in the northeastern section not only allow 3 weeks with full pay but grant an additional 3 weeks at half pay.

The Norwegian cooperatives allow 2 months' annual sick leave with pay, "where proper medical evidence is produced justifying absence from duty."

Swedish societies grant paid sick leave only to employees who belong to a sickness insurance fund. The period of leave varies, but generally ranges from 1 month at half wages (after 1 year's service) to 3 months at full wages and 3 months at half wages (after at least 3 years' service), in any year.

In Switzerland the provision for paid sick leave varies considerably. In the agreements studied, the minimum annual period found was 14 days' paid leave in case of 1 year's service and 27 days' leave thereafter. The most generous arrangement provided for 3 months at full pay and 3 months at half pay, in any one year, after 6 months' service. A number of the associations insure their employees against accident so as to provide for full pay during disability.

HANDLING OF DISPUTES

The basic agreement in Finland provides for compulsory arbitration of disputes arising with regard to the general principles covered by the agreement. Most of the agreements of the individual societies

provide that controversies shall be settled by equipartisan courts of arbitration. During 1937 only 2 cases had gone to arbitration and in both an agreement was reached. It is stated that, broadly speaking, relations between the cooperatives and their employees have been "very good and labor conflicts have been few and far between."

In France, also, arbitration is provided for in the general agreement. It lays down as a general policy that strikes are to be avoided. If a trade-union of which cooperative employees are members is involved in a strike, there is to be no cessation of work in the cooperative, but the latter binds itself in advance to grant any concessions won from private employers in the strike. For the handling of any disputes between the cooperative association and its employees a committee of six is provided for—three representing the association, two the employees, and one the trade-union to which the employees belong.

All disputes affecting cooperative associations and their employees in Great Britain are handled by the National Conciliation Board, on which the cooperative movement and the trade-union movement have equal representation.

TERMINATION OR REDUCTION OF EMPLOYMENT

For termination of employment by either society or employee, notice of 1 month is required in both Norway and Sweden; 1 week in case of employees paid by the week and 1 month if paid by the month, in France; and 2 weeks in Finland.

In France, employees to be dismissed are given, during the period of notice, time off (usually 2 hours) each day to allow them to look for another job. Employees with service of more than 2 years are usually also given "dismissal compensation," the amount of which is based upon the years of service; such compensation is not paid, however, if the employee is being dismissed because of "gross negligence."

Seniority in service governs the order of lay-off, in case of reduction of force, in Norway and Sweden.

If business conditions will not permit full-time employment of the regular force, one regional association in France provides for short time for all employees or a system of fortnightly rotation of full-time hours.

OTHER PROVISIONS

Many of the Finnish associations insure their workers against old-age and unemployment, and pay at least half of the premiums therefor. The wholesale society (O.T.K.) gives to every employee in its service for at least 2 years a life-insurance policy for 5,000 marks, and to those in service for 5 years one for 10,000 marks. The association pays half of the premiums (60 percent, in case of women) for old-age

and invalidity insurance. Pensions are provided for male employees at 63 and for women at 58. Beds at a tuberculosis sanatorium are subsidized by the wholesale, for possible use by its employees. Together with an insurance association, it has founded a recreation place where employees may spend their vacations.

In Norway employees attending "an officially approved evening school" are permitted to leave work each day early enough to allow them 1½ hours' rest before class.

Health and Industrial Hygiene

COST OF MEDICAL CARE AMONG FARM FAMILIES

THE annual expenditure of farm families in the United States for medical services amounts to approximately $265,000,000 and other medical costs, including medicines, health and accident insurance, etc., bring the total cost to about $350,000,000, according to a recent report by the United States Bureau of Agricultural Economics.[1] The average cost per year per family for medical services alone is $39, while the total medical costs average $51 per family, or about 8 percent of the family budget. Although this average expenditure is not large, it is pointed out that the cost for any one family may vary from nothing in some years to several hundred dollars in other years.

Data were collected by the Bureau in 1936 on rates charged for selected medical services to farmers in the periods 1910–14, 1924–29, 1932, and 1935–36. Between 1910–14 and 1924–29 these rates were found to have increased 21 percent. There was some decline in rates during the depression which began in 1930, and in 1935–36 the average of rates for the country as a whole was only 16 percent above the 1910–14 level. The increase in rates for medical services during the past 25 years has been accompanied by improvement in the quantity and quality of medical services, while a marked improvement in transportation facilities and an increase in the number of hospitals have made medical services more easily and quickly available for farm families. Since with improved roads more patients now visit the doctor, much of the time he formerly spent in visiting farm homes can be devoted to rendering additional services, and it is said to be probable that except for this increased efficiency in the use of doctors' time there would have been a greater increase in the rates for medical services in rural areas.

The increase in fees from the period 1910–14 to that of 1935–36 varied in the different services. Physicians' fees increased 13 percent; dentists' fees, 22 percent; oculists' and optometrists' fees, 14 percent; hospital charges, 17 percent; and nurses' fees, 23 percent. Rates in the New England and Middle Atlantic States have been maintained at relatively high levels during the past decade or more as compared

[1] U. S. Department of Agriculture. Bureau of Agricultural Economics. The Agricultural Situation, August 1938, pp. 13–14: The Cost of Country Medical Service.

with 1910–14, which is due in part to the greater stability of farmers' incomes in these regions. In the West North Central region, however, as a result of the severe droughts of 1934 and 1936 which reduced farm income sharply, rates in 1935–36 were only 9 percent above the pre-war level.

The following table shows changes in the index numbers of fees for medical services to farmers, in the various regions and for the different periods, based on the 1910–14 rates. In general, the rates for medical service and the expenditures for this service by farmers were highest in the Pacific and Mountain States and lowest in the Southern States.

Index Numbers of Fees for Medical Services to Farmers, in Specified Periods, by Regions

[1910–14=100]

Region	1910–14	1924–29	1932	1935–36
United States	100	121	116	116
New England	100	133	132	133
Middle Atlantic	100	138	133	132
East North Central	100	123	118	119
West North Central	100	117	112	109
South Atlantic	100	121	118	122
East South Central	100	124	121	121
West South Central	100	119	107	111
Mountain	100	116	110	112
Pacific	100	115	113	112

HEALTH WORK OF AIR HYGIENE FOUNDATION

THE Air Hygiene Foundation of America, Inc., was founded in 1935 for the purpose of seeking the elimination or control of industrial diseases caused by air pollution from gases or dusts, silicosis being of special interest. The membership of the organization is made up of individual companies, corporations, and associations of employers. The total dues-paying membership in 1937 was 165.

More than 200 executives from 101 industrial concerns attended the third annual meeting of the Foundation held at Mellon Institute, Pittsburgh, on November 17. Reports covered engineering and medical developments during the past year toward employee health improvement, State codes governing health hazards, and legal and economic trends. In addition to the technical discussions, speakers stressed the broad benefits for management, labor, and the community resulting from the collective effort by employers toward improving health in industry.

121435—39——7

Prison Labor

EMPLOYMENT OF PRISONERS IN GERMANY

UNTIL the issuance of a decree in May 1938, the German Penal Code provided for forced labor only for prisoners in penitentiaries, but inmates of prisons could upon request be given such work as they were able to do.[1] They could, however, be given outside work only with their own consent. The new decree, superseding this law, provides for forced labor for prisoners of all kinds, including those awaiting trial. There is, however, a provision requiring that prisoners awaiting trial be given sufficient time to prepare their defense.

In order to make use of experience and skill, every prisoner is to be given work for which he has been trained. Occupations which are already overcrowded are to be avoided. Prisoners coming from overcrowded occupations, such as printers, bakers, butchers, and hairdressers, are to be retrained for metal industries.

The prisoners are to be used for both outdoor and indoor work. Special consideration is to be given outdoor work in brick works, quarries, clay pits, road and waterway building, excavation work, forestry, swamp drainage and cultivation, seasonal agricultural work (i. e., cultivation and crop periods). If daily transportation to the workplace is not feasible, a suitable prisoners' labor camp is to be established. For indoor work the prisoners are to be used in the iron and steel industry and building trades. As there are some 8,000 metal workers among the prisoners, it is planned to establish metal workshops in the prisons. Female prisoners are to be used in packing plants, fish canning, and other industries.

Public employment offices are to furnish reports on all prisons in their districts to the State Bureau for Unemployment and Unemployment Insurance. These reports must contain information as to the number of prisoners, by sex and occupation; previous and planned occupations; together with a detailed plan for their employment on outdoor and indoor work and for their transportation or provision of quarters at distant workplaces.

The volume of available prisoners' labor is seen from the following official figures for June 1938: 24,000 prisoners awaiting trial; 34,000 persons in penitentiaries; 51,000 in prisons; and 4,000 long-term

[1] Report of Joel C. Hudson, American Consul at Berlin, October 28, 1938.

prisoners—altogether 113,000 persons. Of these, including those awaiting trial, 105,000 were found, upon investigation, to be employable.

PRISON INDUSTRIES IN GREAT BRITAIN

ABOUT 90 percent of the persons in prison in Great Britain, in the year ending March 31, 1938, were engaged in productive labor within the prison. Thus, according to an official report,[1] the daily average prison population totaled 10,698 persons, of whom 9,680 were employed. The hours worked were approximately 8 per day. Over half of the prisoners at work were engaged in manufacturing. The total value of manufactures supplied to other Government departments increased to £254,671,[2] or by 75 percent, in 3 years. Satisfactory progress is reported to have been made in the general reorganization of prison industries that has been under way for 4 years. This would have been impossible, the report states, had it not been for the cooperation of various purchasing agents of other Government departments in taking goods that were produced by prisoners.

During the year under review, the number of prisoners not engaged in any kind of work averaged 1,018. Of these, 529 were sick, 304 were not detailed for labor, 161 were awaiting trial, 17 were undergoing punishment, and 7 were certified as unfit for labor.

Types of employment at which the prisoners were occupied in the 3 years 1935–36, 1936–37, and 1937–38, are shown in the accompanying table.

Daily Average Number of Prison Inmates in Great Britain at Various Types of Work 1935–36 to 1937–38

Type of work	1935–36	1936–37	1937–38
Total	10,090	9,529	9,680
Manufactures	6,317	5,884	5,925
Farm	434	420	469
Building	1,358	1,357	1,416
Domestic	1,981	1,868	1,870

The proportion of the total number of prisoners employed in manufacturing declined slightly in the last two years shown in the table. Manufacturing accounted for 62.2 percent of the total employed prisoners in 1935–36 and 1936–37 and 61.2 percent in 1937–38. Prisoners engaged in domestic work made up practically the same proportion of the total employed throughout the period. In contrast,

[1] Great Britain. Home Office. Prison Commission. Report of Commissioners of Prisons and the Directors of Convict Prisons for the year 1937. London, 1938.

[2] Average exchange rate of the pound in 1937=$4.944, shilling=24.72 cents, and penny=2.06 cents.

employment on farms and buildings increased both numerically and on a percentage basis.

New prison shops of several different kinds were established during the latest fiscal year for which data are shown. Several of these were equipped with machinery of more modern types than had been in use. Shop lay-out was also changed to insure more economical operation. A movement started earlier to centralize industries was continued.

A plan previously adopted, to produce more vegetables for the use of prisons, was extended. All farms were provided with equipment designed to improve the quality of work and to augment the agricultural training of prisoners.

Stores in various establishments were remodeled and improved to facilitate storage, issue, and maintenance of garments in use.

The average yearly earnings of prisoners employed in manufacturing in 1937–38 amounted to £12 19s. 3d.; for farm labor the average was £11 11s. 2d.; for building labor £40 17s. 10d.; and for domestic work £16 13s. 5d. The quantity of skilled work increased over the previous year, and this benefited a larger number of prisoners financially.

Labor Laws and Court Decisions

RECENT COURT DECISIONS OF INTEREST TO LABOR

Utah Minimum Wage Law

THE minimum wage law of Utah, which authorizes the industrial commission to establish minimum wages and maximum hours of labor for women and minors, was recently held constitutional by the Utah Supreme Court. The court based its decision on the ground that the legislature was empowered in the exercise of its police power to protect the health, morals, and welfare of women and minors. The statute did not deprive employers of property without due process of law, it was said, and was valid as a proper exercise of the power vested in the legislature by the provision of the State constitution empowering it to pass laws "calculated to promote the industrial welfare of the State."

However, the order of the industrial commission fixing wages and maximum hours for retail clerks was held to be invalid because of failure to hold a proper hearing. Although a public meeting was held, pursuant to notice, and the opponents and proponents were allotted 3 hours each to talk about the matters, "no witnesses were sworn; no record made of their statements; and as far as the proponents were concerned none of them appeared to be either employers or employees, or in any way connected with the retail trades or familiar with the questions under discussion." The court said that this was a "public meeting and not a public hearing," and declared that the order was invalid, as "there must be a full and public hearing." It was pointed out also that "there must be evidence to support the necessary findings of fact" and "findings must be made by the commission and must embrace the facts which are needed to sustain the order" (*McGrew* v. *Industrial Commission*, 85 Pac. (2d) 608).

Minnesota Anti-Injunction Act

A suit for an injunction by the owner of a cleaning and dyeing establishment to restrain picketing was held by the Minnesota Supreme Court to constitute a labor dispute, even though the dispute was not between the owner and his employees. For this reason, it was decided that the owner was not entitled to an injunction, as the

State anti-injunction law was applicable. The cleaning establishment was picketed by a dry-cleaning drivers' union because the owner proposed to put into effect a schedule of prices lower than that established by a local cleaners' association pursuant to the State unfair trade practices act, which would result in decreasing the compensation of union truck drivers employed on a commission basis.

In holding that the owner of the cleaning establishment was not entitled to an injunction, the court pointed out that the union had a direct interest in the prices which the owner of the establishment proposed to charge his customers, since such prices would affect the wages of the members of the union. Although the labor union had "no right to dictate to plaintiff what charges to make against his customers," the court declared that "the members of defendant union, whom it lawfully represents, have a manifest interest in opposing a manner of doing business, or any charges therein, which threaten their own security as to status or wages" (*Lichterman* v. *Laundry and Dry Cleaning Drivers Union, Local No. 131*, 282 N. W. 689).

Picketing to Compel Recognition of Union

Picketing of an employer by a union because of his failure to induce his employees to become members of the union, and because he refused to contract with the union respecting the wages and hours of his employees, does not involve a labor dispute under the Washington labor disputes act. The Washington Supreme Court held that the union was properly enjoined from picketing the premises of the employer. In this case, none of the employees belonged to the union and there was no controversy between the employer and his employees.

This ruling was based on an earlier decision of the same court holding that picketing by a union for such a purpose did not constitute a labor dispute. In this connection, the court observed that at the 1937 session of the legislature there was no amendment of the labor disputes act evincing an intent to override the construction given by the court to the act, and "the acquiescence on the part of the legislature in our construction of the statute is evidence that such construction is in accordance with the legislative intent." The court also declared that its decision was not affected by the fact that the statute was modeled after the Federal Norris-LaGuardia Act, even though Federal courts have held a similar controversy to be a labor dispute. (*Adams* v. *Building Service Employees International Union, Local No. 6*, 84 Pac. (2d) 1021.)

Picketing to Obtain Closed Shop

A butcher's union was held by the Massachusetts Supreme Judicial Court not to have the right peacefully to picket an employer for the

purpose of compelling him to enter into a closed-shop contract with the union. In this case, the three employees of the butcher shop did not belong to any union and no dispute existed between the employer and his employees. The court held that the employer was entitled to damages for losses suffered as a result of the picketing but not to an injunction, as the picketing had ceased.

In its decision, the court declared that the common law of Massachusetts was not changed by the State anti-injunction act, so as to legalize picketing for the purpose of compelling a closed-shop contract. This common-law rule was likewise not changed by the State labor relations act, it was said, as that act does not suggest "any right in a labor union, not designated or selected as the exclusive representative of all the employees in a unit for the purpose of collective bargaining, to picket a shop for the purpose of obtaining recognition of the union or a closed shop, where the employer and his employees have no relations with it and wish only to be let alone" (*Simon* v. *Schwachman*, 18 N. E. (2d) 1).

Injunction Against Strike in Violation of Contract

A restaurant whose employees engaged in a strike, in violation of a collective-bargaining contract which forbade strikes or lock-outs, was entitled to an injunction against the union if it illegally interfered with the business of the restaurant as an incident of the strike, according to a decision of the New York Court of Appeals. The court also held that the restaurant owner was entitled to damages, but did not decide whether the remedy of specific performance of the contract was available.

In deciding that the injunction was properly granted, the court declared that the complaint for injunctive relief was sufficient under the New York Anti-injunction Act and otherwise set up facts sufficient to state a cause of action in equity. It was pointed out that there were allegations that the union and its members, as an incident to the strike, intimidated and coerced the nonstriking employees of the restaurant and in other ways illegally interfered with the restaurant and its business, (*The Nevins, Inc.*, v. *Kasmach*, 18 N. E. (2d) 294.)

Act Regulating Contracts for Public Printing Upheld

The Colorado act regulating contracts for public printing was held constitutional in a recent decision of the Colorado Supreme Court. The statute provides that all public printing for the State must be performed under contracts providing that "all persons employed by the contractor in the manufacture or furnishing of materials, supplies or articles in the performance of the contract shall observe the prevailing standards of working hours and conditions fixed and pre-

scribed by the Industrial Commission of Colorado." The court said that the act did not delegate legislative power to the commission nor violate the right of contract. It was also the view of the court that the act did not constitute class legislation.

In its decision, the court pointed out that "prevailing standards of working hours and conditions in the printing industry are existing facts," and as such "they may be 'found' and 'determined' and in this sense they are fixed and prescribed." The court was therefore of the opinion that the statute did not unlawfully delegate legislative power to the commission, as the act "merely authorizes the industrial commission to determine and lay down authoritatively as a guide the prevailing standards of wages and hours in the printing industry—a fact necessary to be known in the application of the law as enacted by the legislature" (*Smith-Brooks Printing Co.* v. *Young*, 85 Pac. (2d) 39.)

Injuries From Food Sold by Employer Compensable

An injury received by an employee of a textile mill as a result of eating a contaminated sandwich purchased from his employer during working hours is compensable under the North Carolina Workmen's Compensation Act, according to a decision of the North Carolina Supreme Court. A fellow employee was employed to sell sandwiches and drinks to employees in the mill, and arrangements had been made for employees to purchase coupon books. It did not appear that sales were made to the general public.

In holding that the injury constituted an accident arising out of and in the course of employment, the court observed that "when an employer undertakes to sell to his employees during their hours of employment sandwiches or other food or drinks, the purchase and consumption thereof by the employee is not such a deviation from the course of his employment as would deprive him of the beneficial effects of the workmen's compensation act." As the employer and employee were presumed to have accepted the provisions of the workmen's compensation act, the court held that the rights and remedies provided by the act were exclusive against the employer, though the injured employee had a right of action at law against the fellow employee who made the sale (*Tscheiller* v. *National Weaving Co.*, 199 S. E. 623).

Industrial Disputes

TREND OF STRIKES

IN DECEMBER 1938 there were fewer strikes, fewer workers involved, and less idleness because of strikes than in November. Compared with December 1937, however, there was an increase of 18 percent in the number of new strikes and 60 percent in the number of workers involved in strikes beginning in the month, but a decrease of 18 percent in man-days of idleness.

Trend of Strikes, 1933 to December 1938 [1]

Year and month	Number of strikes					Workers involved in strikes		Man-days idle during month or year
	Continued from preceding month	Beginning in month or year	In progress during month	Ended in month	In effect at end of month	Beginning in month or year	In progress during month	
1933	---	1,695	---	---	---	1,168,272	---	16,872,128
1934	---	1,856	---	---	---	1,466,695	---	19,591,949
1935	---	2,014	---	---	---	1,117,213	---	15,456,337
1936	---	2,172	---	---	---	788,648	---	13,901,956
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	176	292	167	125	52,314	76,426	504,001
March	125	245	370	214	156	53,484	102,145	748,355
April	156	243	399	235	164	78,428	108,927	810,261
May	164	261	425	264	161	80,950	121,964	1,144,011
June	161	193	354	215	139	51,085	92,409	824,627
July	139	177	316	179	137	48,096	81,194	737,481
August	137	212	349	220	129	45,243	76,801	804,744
September	129	176	305	190	115	90,547	125,551	948,016
October	115	196	311	183	128	50,167	108,475	821,969
November [1]	128	175	303	183	120	40,000	70,000	600,000
December [1]	120	155	275	165	110	35,000	60,000	550,000

[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.

Based on preliminary estimates for November and December, and incomplete data for some of the other months, it would appear that there were about one-half as many strikes in 1938 as in 1937, and about one-third as many workers involved and man-days of idleness.

The figures for November and December 1938, as shown in the accompanying table, are based on newspaper reports and other information available as this goes to press. An analysis of strikes in each of these months, based on detailed and verified information, will appear in subsequent issues of the Monthly Labor Review.

ANALYSIS OF STRIKES IN OCTOBER 1938[1]

THERE were more strikes in October 1938 than in the preceding month but substantially fewer workers involved and less idleness because of labor disputes. The Bureau of Labor Statisics has received detailed information on 311 strikes which were in progress in October 1938, involving more than 108,000 workers. Of these 311 strikes 196, involving over 50,000 workers, began in October and the others (115 strikes) had begun in preceding months but continued into October.

More than half of the 196 strikes beginning in October were in five industry groups. There were 26 in building and construction, 23 in textiles, 21 in transportation and communication, and 18 each in trade and in the lumber industries. The greatest amount of idleness in any industry group because of strikes in October was in trade (153,000 man-days), where the strike of San Francisco department-store workers was in progress during the entire month; in the textile industries there were 106,000 man-days of idleness, although no single strike was responsible for any large proportion; in transportation and communication 102,500 man-days, caused in part by the trucking strike in Nebraska and neighboring States which began in September and had not been settled by the end of October. In the lumber industries there were 100,000 man-days idle, caused principally by a dispute at a lumber mill in Bellingham, Wash., which had been in progress since July and a dispute at two Portland (Oreg.) furniture companies which began in October and was still in progress at the end of the month.

[1] Detailed information on a few strikes has not yet been received. (See footnote to table in preceding article.) Data on missing strikes will be included in the annual report.

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

Industry	Beginning in October		In progress during October		Man-days idle during October
	Number	Workers involved	Number	Workers involved	
All industries	**196**	**50,167**	**311**	**108,475**	**821,969**
Iron and steel and their products, not including machinery	**7**	**1,920**	**11**	**2,472**	**24,748**
Hardware	1	374	1	374	1,122
Plumbers' supplies and fixtures	1	80	1	80	880
Stoves			1	30	630
Structural and ornamental metal work	1	45	2	98	1,248
Tin cans and other tinware	1	186	1	186	3,162
Wire and wire products	2	1,214	4	1,683	17,685
Other	1	21	1	21	21
Machinery, not including transportation equipment	**8**	**522**	**16**	**2,885**	**47,648**
Electrical machinery, apparatus, and supplies	1	82	2	359	2,205
Foundry and machine-shop products	5	383	7	1,478	27,752
Radios and phonographs			2	585	12,285
Other	2	57	5	463	5,406
Transportation equipment	**6**	**12,900**	**8**	**16,625**	**31,023**
Automobiles, bodies and parts	4	11,667	5	15,167	27,555
Cars—electric and steam railroad	1	210	1	210	420
Shipbuilding	1	1,023	1	1,023	1,023
Other			1	225	2,025
Nonferrous metals and their products	**2**	**108**	**6**	**533**	**5,860**
Lighting equipment			2	53	1,098
Smelting and refining—copper, lead, and zinc			1	193	3,281
Other	2	108	3	287	1,481
Lumber and allied products	**18**	**3,951**	**27**	**7,157**	**99,956**
Furniture	13	2,720	15	2,889	39,985
Millwork and planing	2	780	3	964	9,684
Sawmills and logging camps	2	443	5	3,118	48,403
Other	1	8	4	186	1,884
Stone, clay, and glass products	**2**	**135**	**6**	**885**	**15,594**
Brick, tile, and terra cotta	1	58	3	223	4,443
Marble, granite, slate, and other products			1	175	2,310
Other	1	77	2	487	8,841
Textiles and their products	**23**	**3,362**	**40**	**8,621**	**106,038**
Fabrics:					
Cotton goods	1	83	5	2,908	48,123
Cotton small wares	1	6	2	141	395
Dyeing and finishing textiles	1	19	2	74	387
Silk and rayon goods	2	1,612	3	1,662	5,132
Other	3	404	3	404	1,088
Wearing apparel:					
Clothing, men's	3	252	4	296	3,670
Clothing, women's	10	712	14	852	10,389
Hats, caps, and millinery			1	110	660
Shirts and collars	1	250	2	950	16,200
Hosiery			1	425	6,375
Knit goods	1	24	2	199	1,019
Other			1	600	12,600
Leather and its manufactures	**2**	**640**	**3**	**682**	**3,922**
Boots and shoes	2	640	3	682	3,922
Food and kindred products	**6**	**392**	**13**	**1,350**	**16,667**
Baking			4	417	4,381
Canning and preserving	2	226	2	226	2,560
Confectionery	2	45	3	111	1,472
Flour and grain mills	1	29	1	29	87
Ice cream	1	92	1	92	92
Slaughtering and meat packing			1	375	7,875
Other			1	100	200
Tobacco manufactures	**1**	**1,035**	**3**	**2,060**	**35,310**
Chewing and smoking tobacco and snuff	1	1,035	1	1,035	21,735
Cigars			1	640	10,880
Other			1	385	2,695
Paper and printing	**8**	**907**	**9**	**943**	**17,593**
Boxes, paper	3	75	4	111	444
Printing and publishing:					
Newspapers and periodicals	2	511	2	511	13,055
Other	3	321	3	321	4,094

TABLE 1.—*Strikes in October 1938, by Industry*—Continued

Industry	Beginning in October		In progress during October		Man-days idle during October
	Number	Workers involved	Number	Workers involved	
Chemicals and allied products	2	47	3	53	288
Paints and varnishes			1	6	72
Other	2	47	2	47	216
Rubber products	2	1,276	4	1,608	28,336
Other rubber goods	2	1,276	4	1,608	28,336
Miscellaneous manufacturing	13	1,686	20	3,522	20,494
Electric light, power, and manufactured gas	1	101	2	276	3,776
Furriers and fur factories	4	95	4	95	543
Other	8	1,490	14	3,151	16,175
Extraction of minerals	2	569	5	3,906	31,546
Coal mining, anthracite			2	2,872	15,528
Coal mining, bituminous	1	356	2	821	11,545
Other	1	213	1	213	4,473
Transportation and communication	21	8,214	31	30,433	102,552
Water transportation	7	5,083	8	5,114	15,141
Motortruck transportation	10	2,582	16	22,554	67,253
Motorbus transportation			1	34	884
Taxicabs and miscellaneous	3	231	4	1,302	14,512
Electric railroad			1	1,111	4,444
Telephone and telegraph	1	318	1	318	318
Trade	18	961	32	8,555	152,819
Wholesale	5	497	8	2,865	39,596
Retail	13	464	24	5,690	113,223
Domestic and personal service	13	1,256	20	1,471	9,911
Hotels, restaurants, and boarding houses	8	237	12	362	2,242
Laundries	3	882	4	921	6,083
Dyeing, cleaning, and pressing	1	12	3	63	1,086
Elevator and maintenance workers (when not attached to specific industry)	1	125	1	125	500
Professional service	3	97	5	198	1,572
Recreation and amusement	2	35	3	114	696
Semiprofessional, attendants, and helpers	1	62	2	84	876
Building and construction	26	1,183	32	1,430	10,391
Buildings, exclusive of P. W. A.	14	551	18	764	7,749
All other construction (bridges, docks, etc., and P. W. A. buildings)	12	632	14	666	2,642
Agriculture and fishing			3	4,030	21,460
Agriculture			3	4,030	21,460
W. P. A., relief, and resettlement projects	9	5,878	9	5,878	12,941
Other nonmanufacturing industries	4	3,128	5	3,178	25,300

New York, with 62 strikes, had a greater number in October than any 5 other States. There were 20 in Pennsylvania, 14 in New Jersey, and 10 each in Illinois and Massachusetts. Three States had more workers involved in new strikes during October than New York, however. In Michigan there were 10,096, in Ohio 6,605, in Pennsylvania 6,167, and in New York 5,958. The large number in Michigan was due principally to the stoppage at the Plymouth plant of the Chrysler Corporation, October 7. The most man-days of idleness because of strikes in any State was 155,000 in California, caused mainly by the department-store workers' strike in San Francisco. There were nearly 100,000 man-days of idleness in Pennsylvania and 95,500 in New York.

Three of the 196 strikes beginning in October extended across State lines. These were (1) a strike of longshoremen on South Atlantic ports, October 8 to 13, (2) a strike of truck drivers against trucking companies operating in Missouri and adjoining States, and (3) a 1-day strike of Postal Telegraph workers in Missouri and Indiana.

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

State	Beginning in October		In progress during October		Man-days idle during October
	Number	Workers involved	Number	Workers involved	
All States	196	50,167	311	108,475	821,969
Alabama	5	242	8	1,692	31,379
Arizona	1	37	1	37	592
California	7	755	13	8,157	155,023
Colorado	3	211	1	182	1,820
Connecticut			3	211	517
District of Columbia	2	65	3	151	467
Florida	1	75	2	93	528
Georgia	1	20	1	20	140
Illinois	10	1,551	14	2,148	21,018
Indiana	3	1,911	9	2,761	20,997
Iowa	1	1,000	3	1,625	13,625
Kansas	1	90	1	90	360
Kentucky	3	743	3	743	7,059
Louisiana	3	449	4	549	2,721
Maine	1	400	1	400	2,800
Maryland			1	120	1,560
Massachusetts	10	1,293	11	1,323	5,731
Michigan	5	10,096	5	10,096	10,478
Minnesota	1	9	5	188	1,726
Missouri	5	507	7	944	10,554
Montana			1	193	3,281
Nebraska			1	46	1,196
New Jersey	14	3,863	25	4,698	41,191
New York	62	5,958	90	10,961	95,534
North Carolina	2	66	4	142	806
Ohio	9	6,605	14	7,284	38,484
Oklahoma	1	209	1	209	3,762
Oregon	1	1,509	2	1,834	33,314
Pennsylvania	20	6,167	33	11,833	99,956
Rhode Island	2	56	2	56	128
South Carolina	1	105	4	1,805	23,055
Tennessee			3	472	8,310
Texas	4	733	5	742	2,957
Virginia	4	1,215	5	1,600	11,032
Washington	3	533	5	2,883	47,588
West Virginia	2	184	3	319	3,019
Wisconsin	5	623	10	6,145	53,844
Interstate	3	2,887	7	25,723	65,417

On the average, 256 workers were involved in each of the 196 strikes beginning in October. About 64 percent of the strikes involved less than 100 workers each, 28 percent involved from 100 to 1,000 workers and 8 percent involved more than 1,000 workers each. Only one of the strikes in the latter group involved as many as 5,000 workers. This was the short stoppage at the Plymouth auto plant in Detroit, referred to previously.

TABLE 3.—*Strikes Beginning in October 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	5,000 and under 10,000
All industries	196	49	77	50	5	14	1
Manufacturing							
Iron and steel and their products, not including machinery	7		3	3	1		
Machinery, not including transportation equipment	8	2	4	2			
Transportation equipment	6		1	1		3	1
Nonferrous metals and their products	2	1		1			
Lumber and allied products	18	6	3	8		1	
Stone, clay, and glass products	2		2				
Textiles and their products	23	7	8	7		1	
Leather and its manufactures	2			2			
Food and kindred products	6	1	3	2			
Tobacco manufactures	1					1	
Paper and printing	8	2	3	2	1		
Chemicals and allied products	2	1	1				
Rubber products	2			1	1		
Miscellaneous manufacturing	13	5	4	3	1		
Nonmanufacturing							
Extraction of minerals	2			2			
Transportation and communication	21	3	6	8		4	
Trade	18	8	8	2			
Domestic and personal service	13	5	6	1	1		
Professional service	3	1	2				
Building and construction	26	7	16	3			
W. P. A., relief, and resettlement projects	9		5	1		3	
Other nonmanufacturing industries	4		2	1		1	

Union-organization matters (recognition, closed shop, discrimination, etc.) were the major issues involved in 59 percent of the strikes beginning in October 1938; wages and hours were the major issues in 23 percent; and 18 percent of the strikes were primarily over miscellaneous matters, including union rivalry, jurisdiction and various grievances such as delayed pay, changes in methods of hiring, alleged unfair penalties, and objectionable disciplinary methods.

About 26 percent of the total workers involved were in the union-organization strikes, 40 percent were concerned with the wage-and-hour strikes, and 34 percent were involved in the disputes over miscellaneous matters. Among the latter group were strikes of truck drivers on W. P. A. projects in northeastern Ohio over questions of competitive bidding; a strike of shipbuilding workers in New Jersey over speed-up, several strikes in automobile plants over questions of seniority, and a walk-out in a silk plant in Pennsylvania in protest against the employment of persons who had not paid their union dues.

TABLE 4.—*Major Issues Involved in Strikes Beginning in October 1938*

Major issue	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
All issues	196	100.0	50,167	100.0
Wages and hours	45	23.0	20,214	40.3
Wage increase	21	10.8	6,273	12.5
Wage decrease	11	5.6	3,413	6.8
Wage increase, hour decrease	9	4.6	2,706	5.4
Hour increase	2	1.0	7,487	14.9
Hour decrease	2	1.0	335	.7
Union organization	115	58.6	12,989	25.9
Recognition	16	8.2	1,618	3.2
Recognition and wages	27	13.8	4,247	8.6
Recognition and hours	1	.5	70	.1
Recognition, wages and hours	25	12.7	1,824	3.6
Closed shop	29	14.7	3,459	6.9
Discrimination	8	4.1	451	.9
Other	9	4.6	1,320	2.6
Miscellaneous	36	18.4	16,964	33.8
Sympathy	1	.5	24	(1)
Rival unions or factions	5	2.6	644	1.3
Jurisdiction	5	2.6	163	.3
Other	25	12.7	16,133	32.2

[1] Less than 1/10 of 1 percent.

TABLE 5.—*Duration of Strikes Ending in October 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	183	60	49	36	21	11	6
Manufacturing							
Iron and steel and their products, not including machinery	4	1		2		1	
Machinery, not including transportation equipment	8	2	3	2		1	
Transportation equipment	7	5	1		1		
Nonferrous metals and their products	5	1	1	1	1		1
Lumber and allied products	15	6	2	3	4		
Stone, clay, and glass products	2	1	1				
Textiles and their products	25	4	8	6	5		2
Leather and its manufactures	1	1					
Food and kindred products	8	3	1	2		2	
Tobacco manufactures	1			1			
Paper and printing	6	2		4			
Chemicals and allied products	2	1		1			
Rubber products	2			1		1	
Miscellaneous manufacturing	11	3	3	2	1	1	1
Nonmanufacturing							
Extraction of minerals	3		1			2	
Transportation and communication	23	10	4	4	4	1	
Trade	16	3	6	3	1	1	2
Domestic and personal service	10	4	3	1	2		
Professional service	4	2	1		1		
Building and construction	16	6	6	2	1	1	
Agriculture and fishing	2		2				
W. P. A., relief, and resettlement projects	8	5	2	1			
Other nonmanufacturing industries	4		4				

Of the 311 strikes in progress during October, 183 were terminated during the month with an average duration of 21 calendar days. About one-third of the strikes lasted less than 1 week, 46 percent lasted from a week up to a month, and 21 percent had been in progress for 1 month or more. Six strikes in the latter group, as shown in table 5, had been in progress for 3 months or more. The largest of these were (1) the dispute at the Dallas Manufacturing Co. where the cotton-goods plant at Huntsville, Ala., had been closed for nearly a year, and (2) the dispute involving San Francisco warehousemen which had been in progress since July. Both of these disputes were settled by signed agreements.

Government officials or boards assisted the disputing parties in negotiating settlements of about half of the strikes which were terminated in October. In these strikes were 64 percent of the total workers involved. About 37 percent of the strikes, including 27½ percent of the workers involved, were settled by negotiations directly between employers and representatives of organized workers. Ten percent of the strikes, including only 2½ percent of the workers, were terminated without formal settlements. In most of these cases the strikers lost their jobs entirely when employers replaced them or went out of business or else they returned to work without settlement of the disputed issues.

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

Negotiations toward settlements carried on by—	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total	183	100.0	77,568	100.0
Employers and workers directly	4	2.2	402	.5
Employers and representatives of organized workers directly	67	36.6	21,352	27.5
Governmental officials or boards	91	49.8	49,829	64.3
Private conciliators or arbitrators	3	1.6	4,050	5.2
Terminated without formal settlement	18	9.8	1,935	2.5

The workers were successful in obtaining substantially all of their demands in 45 percent of the strikes ending in October. The workers in these strikes constituted about 23 percent of the total number involved. In 35 percent of the strikes, which included 73 percent of the workers involved, partial gains or compromise settlements resulted, and in 14 percent of the strikes the 3 percent of the total workers involved gained little or nothing.

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

Results	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total	183	100.0	77,568	100.0
Substantial gains to workers	82	44.9	18,121	23.4
Partial gains or compromises	64	35.0	56,381	72.7
Little or no gains to workers	26	14.2	2,149	2.8
Jurisdiction, rival union, or faction settlements	9	4.9	887	1.1
Indeterminate	1	.5	24	(1)
Not reported	1	.5	6	(1)

[1] Less than 1/10 of 1 percent.

From the workers' point of view the union-organization strikes ending in October were more successful than those principally over wages and hours. Of the strikes over union-organization matters, the workers substantially won 57 percent, compromised 27 percent and lost 15 percent, as compared respectively with 40, 50, and 10 percent of the wage-and-hour disputes. Of the workers involved in the union-organization strikes, 41 percent substantially won their demands, 53 percent obtained compromise settlements, and 6 percent gained little or nothing. In the wage-and-hour disputes 12 percent won, 86 percent obtained compromise settlements and 2 percent gained little or nothing. These figures are based on data in table 8.

TABLE 8.—*Results of Strikes Ending in October 1938, in Relation to Major Issues Involved*

Major issue	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	Not reported
	Number of strikes						
All issues	183	82	64	26	9	1	1
Wages and hours	60	24	30	6			
Wage increase	29	9	18	2			
Wage decrease	15	6	7	2			
Wage increase, hour decrease	11	7	3	1			
Wage decrease, hour increase	1	1					
Hour increase	2	1	1				
Hour decrease	2		1	1			
Union organization	88	50	24	13			1
Recognition	17	10	3	4			
Recognition and wages	16	7	7	2			
Recognition, wages, and hours	15	9	5				1
Closed shop	25	17	3	5			
Discrimination	9	5	2	2			
Other	6	2	4				
Miscellaneous	35	8	10	7	9	1	
Sympathy	1					1	
Rival unions or factions	3				3		
Jurisdiction	6				6		
Other	25	8	10	7			

TABLE 8.—*Results of Strikes Euding in October 1938, in Relation to Major Issues Involved*—Continued

Major issue	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	Not reported
	Number of workers involved						
All issues	77,568	18,121	56,381	2,149	887	24	6
Wages and hours	44,757	5,553	38,540	664			
Wage increase	10,090	1,910	8,071	109			
Wage decrease	4,219	1,419	2,275	525			
Wage increase, hour decrease	21,226	808	20,405	13			
Wage decrease, hour increase	1,400	1,400					
Hour increase	7,487	16	7,471				
Hour decrease	335		318	17			
Union organization	15,288	6,241	8,149	892			6
Recognition	1,689	1,175	407	107			
Recognition and wages	3,127	1,193	1,876	58			
Recognition, wages, and hours	944	598	340				6
Closed shop	3,413	2,488	235	690			
Discrimination	590	482	71	37			
Other	5,525	305	5,220				
Miscellaneous	17,523	6,327	9,692	593	887	24	
Sympathy	24					24	
Rival unions or factions	722				722		
Jurisdiction	165				165		
Other	16,612	6,327	9,692	593			

ACTIVITIES OF UNITED STATES CONCILIATION SERVICE, DECEMBER 1938

IN DECEMBER, the United States Conciliation Service disposed of 305 situations involving 79,079 workers. The services of this agency were requested by the employees, employers, and other interested parties.

There were 131 labor disputes involving 75,579 workers; these were in the form of strikes, threatened strikes, lock-outs, and controversies. The remaining 174 situations, involving 3,500 workers, included such services as supplying information, adjustment of complaints, conferences regarding labor conditions, etc.

Activities of the Service were utilized by employees and employers in 36 States, the District of Columbia, and Alaska (table 1).

The facilities of the Service were used in 25 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 States, December 1938*

State	Disputes		Other situations		Total	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
All States	131	75,579	174	3,500	305	79,079
Alabama	5	1,634	5	82	10	1,716
Alaska	1	150			1	150
Arizona	2	2,003			2	2,003
Arkansas	2	130			2	130
California	3	255	11	22	14	277
Colorado			2	9	2	9
Connecticut	1	150	6	306	7	456
District of Columbia	6	84	13	18	19	102
Florida	6	1,095	7	486	13	1,581
Georgia	1	112	2	201	3	313
Illinois	6	1,571	10	211	16	1,782
Indiana	5	387	7	9	12	396
Iowa			1	1	1	1
Kansas			1	1	1	1
Maine			1	1	1	1
Maryland	4	649	1	125	5	774
Massachusetts	4	718	5	233	9	951
Michigan	7	28,621	3	3	10	28,624
Minnesota	1	85	6	41	7	126
Missouri	13	1,621	2	2	15	1,623
Montana	1	130	1	1	2	131
New Hampshire	1	64			1	64
New Jersey	3	820	13	212	16	1,032
New York	13	26,481	28	404	41	26,885
North Carolina	1	46	8	21	9	67
Ohio	8	866	10	10	18	876
Oklahoma	1	550			1	550
Pennsylvania	20	3,078	6	6	26	3,084
Rhode Island	1	118			1	118
South Carolina	1	750			1	750
Tennessee	1	15	4	903	5	918
Texas	4	601	2	2	6	603
Virginia			3	3	3	3
Washington	7	2,668	9	169	16	2,837
West Virginia	2	127	1	1	3	128
Wisconsin			6	17	6	17

TABLE 2.—*Situations Disposed of by U. S. Conciliation Service, Classified by Industries, December 1938*

Industry	Disputes		Other situations		Total	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
All industries	131	75,579	174	3,500	305	79,079
Agriculture	6	1,095	1	1	7	1,096
Automobile	7	28,753	1	1	8	28,754
Building trades	11	960	15	30	26	990
Chemicals	3	251	1	1	4	252
Communication			2	3	2	3
Domestic and personal	7	523	2	2	9	525
Food	19	27,490	10	29	29	27,519
Iron and steel	6	326	15	270	21	596
Leather	1	186	4	9	5	195
Lumber:						
Furniture	3	905			3	905
Other	3	3,955	2	2	5	3,957
Machinery	15	1,194	3	3	18	1,197
Maritime	1	76	8	19	9	95
Mining			2	2	2	2
Motion pictures			2	2	2	2
Nonferrous metals	4	696			4	696
Paper and printing	4	296	2	2	6	298
Petroleum	1	275	4	7	5	282
Professional			2	2	2	2
Public utilities	2	785	3	3	5	788
Rubber	1	246	3	3	4	249
Stone, clay, and glass	4	257	4	4	8	261
Textile:						
Cotton	2	1,900	1	900	3	2,800
Other	9	2,868	22	783	31	3,651
Trade	5	483	9	30	14	513
Transportation	14	1,927	11	112	25	2,039
Unclassified	3	132	45	1,280	48	1,412

INDUSTRY COMMITTEES UNDER WAGE AND HOUR LAW [1]

THE second industry committee was appointed in December 1938, by the Administrator of the Fair Labor Standards Act, 1938,[2] to deal with wages in the apparel industry. The first committee had been appointed for the textile industry, its coverage had been defined by the membership, and recommendations had been made for establishing other committees for certain branches of the textile industry.

The industry committees, of which there may be as many as there are individual industries subject to the wage and hour legislation, are authorized to recommend minimum wages of not less than 25 cents an hour, which is the minimum already in effect under the legislation, nor more than 40 cents an hour, which will not substantially curtail employment in the particular industry.

Apparel industry committee.—Over half a million persons are employed in the apparel industry, and the newly formed industry committee, which is composed of equal numbers of representatives of the public, employers, and employees, will recommend a wage schedule for its various branches. Wage rates established will affect all employees of the industry who are engaged in the production of goods for commerce within the meaning of the law.

Determinations will affect employees of firms manufacturing products defined as: "All apparel, apparel furnishings, and accessories made by the cutting, sewing, or embroidery processes except knitted outerwear; knitted underwear; hosiery; men's fur-felt, wool-felt, straw, and silk hats and bodies; ladies' and children's millinery; furs; and boots and shoes."

Textile committee action.—In accordance with recommendations of the textile committee (Industry Committee No. 1), the Administrator of the wage and hour legislation issued the following definition of the textile industry:

(a) The manufacturing or processing of yarn or thread and all processes preparatory thereto, and the manufacturing, bleaching, dyeing, printing and other

[1] U. S. Department of Labor. Wage and Hour Division. Press releases, Nos. R-125, R-129, R-130, R-131, R-132, December 1938.

[2] For a summary of the wage and hour legislation, see Monthly Labor Review, July 1938 (p. 107).

finishing of woven fabrics (other than carpets and rugs) from cotton, silk, flax, jute, or any synthetic fiber, or from mixtures of these fibers; except the chemical manufacturing of synthetic fiber and such related processing of yarn as is conducted in establishments manufacturing synthetic fiber.

(b) The manufacturing of batting, wadding, or filling, and the processing of waste from the fibers enumerated in clause (a).

(c) The manufacturing, bleaching, dyeing, or other finishing of pile fabrics (except carpets and rugs) from any fiber or yarn.

(d) The processing of any textile fabric, included in this definition of this industry, into any of the following products: Bags, bandages and surgical gauze, bath mats and related articles, bedspreads, blankets, diapers, dishcloths, scrubbing cloths and washcloths, sheets and pillow cases, tablecloths, lunchcloths and napkins, towels, and window curtains.

(e) The manufacturing or finishing of braid, net, or lace from any fiber or yarn.

(f) The manufacturing of cordage, rope, or twine from any fiber.

This definition excludes the manufacturing and processing of knitted fabrics from the jurisdiction of the committee for textiles and extends its jurisdiction to include certain further processings of textile fabrics, other than knitted fabrics, which are commonly conducted in textile mills. Woolen textiles are also excluded from the coverage of the committee.

A further recommendation of the textile committee was that the woolen-textile industry should have a separate committee to complement its own work covering the cotton-, silk-, and rayon-textile industries, that certain members of the textile committee should be designated to serve on the wool-textile industry committee,[a] and that the two committees should have the same chairman.

AIRCRAFT WAGE DETERMINATION UNDER PUBLIC CONTRACTS ACT

EFFECTIVE December 29, 1938, a minimum wage of 50 cents an hour, or $20 for a 40-hour week, was fixed by the Secretary of Labor, for workers engaged in the manufacture or supply of airplanes, aircraft engines, and aircraft propellers [1] to fulfill contracts with agencies of the United States Government, subject to the provisions of the Public Contracts Act.[2] The minimum rate prescribed must be paid, whether wages are arrived at on a time-work or a piece-work basis. This determination does not apply to workers employed in the manufacture or supply of light or commercial aircraft as distinguished from military and large transport aircraft, nor to workers on propellers and engines for light or commercial aircraft.

[a] This committee was established in January 1939 as a subcommittee of the textile committee.

[1] U. S. Department of Labor. Division of Public Contracts. Title 41. Press release, No. 570.

[2] For summaries of earlier determinations, see Monthly Labor Review July 1938 (p. 112), December 1938 (p. 1358).

Apprentices are exempt from the minimum-wage requirement, provided the terms of their employment conform to the standards of the Federal Committee on Apprenticeship.

Two hearings were held before the determination was made. After the first hearing, the Public Contracts Board recommended a 60-cent minimum wage, a tolerance of not to exceed 15 percent of the workers in any establishment for learners or apprentices, and a wage rate for this class of not less than 40 cents an hour. This recommendation was opposed by a large number of employers and employees, and a second hearing was therefore called.

Evidence available indicated that there are approximately 31,500 workers in the industry covered. Information was presented showing that a considerable number of employees receiving 60 cents an hour or less are engaged in occupations which never pay less than 50 cents an hour. As workers in skilled or semiskilled occupations of the type in which learning periods may be necessary are paid at this rate, it appeared unnecessary to allow any tolerance below the 50-cent minimum for learners and therefore none was set.

EFFECT OF MINIMUM WAGE IN DRY-CLEANING AND LAUNDRY INDUSTRIES

MINIMUM-WAGE regulations in the service industries, even during adverse business conditions, have resulted in improved business management, a higher level of wage rates, and increased total earnings for women. They did not bring about a substitution of men for women, and although a few employees may have been dismissed by some firms when the minimum rates were first put into effect, in most cases this was due fundamentally to the general bad business condition of the firm. These conclusions were reached by the United States Women's Bureau after a study of conditions in the dry-cleaning and dyeing industry in Ohio and the power-laundry industry in New York.[1] These were the only two States which issued minimum-wage orders between the fall of 1933 and the fall of 1935, when business conditions were disturbed because of the depression of 1931–33. Comparative studies of the same industries in Indiana and Pennsylvania, respectively, which had no such regulation, were also made. The establishments and employees covered by the surveys were representative of the industries.

[1] U. S. Department of Labor. Women's Bureau. The Effect of Minimum-Wage Determinations in Service Industries: Adjustments in dry-cleaning and power-laundry industries. Washington, 1938. (Bull. No. 166.)

Conditions in the Industries

During the period covered by the study important changes took place in the dry-cleaning and dyeing industry. The highly inflammable petroleum hydrocarbons previously used as solvents of grease and loose dirt in dry cleaning were replaced by noninflammable chlorinated hydrocarbons. Newly designed automatic machines for the larger plants and small open machines for small establishments were introduced. These operated electrically and, together with the new press-bed machine and steam iron for pressing, increased the output per employee and decreased costs considerably. In order to secure a greater volume of business, prices were reduced one-half, and the resultant increase in volume of business made it possible to keep the same number of workers as before.

Small units have always been a factor in the industry and the noninflammable fluids made it possible for the small shops doing only sponging and pressing to install open machines. However, because of the same factor of noninflammability, power laundries were able to install the large cleaning and dyeing machine, thus offsetting the influence of the small press shops in the industry. Each of these important changes in the industry affected the employment and earnings opportunities for women in the industry.

In the power-laundry industry during the period 1931–33 laundry receipts decreased greatly, as a result of a diminished use of laundry services and also because of price cuts. Employment and wages were naturally affected, but the former less than the latter. Apparently, it is said, the employers had adopted the policy of dismissing as few employees as possible while keeping the total wage bill closely related to business receipts.

Dry Cleaning and Dyeing

Employment.—In the dry-cleaning industry, either men or women may perform the several operations, the work not being assigned traditionally to either sex and not requiring any peculiar qualifications according to sex. In Ohio and Indiana the proportion of women among all the employees of all the establishments studied was approximately the same in April 1937 as in April 1934—55 percent and 53 percent, respectively. Thus there was no appreciable shift of work between the sexes during the period, nor did the minimum wage affect the relative proportion of women in Ohio as compared with the proportion in the nonminimum State of Indiana. A small percentage of the women were dismissed during the period in both Ohio and Indiana; in Ohio in all but a relatively few cases other factors than the minimum wage were responsible and in those few cases almost all had found other positions.

Hourly earnings.—The minimum wage set in Ohio for the dry-cleaning and dyeing industry was 35 cents an hour or $14 a week for a 40-hour work week, except that for store clerks it was 35 cents an hour or $16.80 for a 48-hour workweek. Under the minimum-wage orders, payments of less than 35 cents an hour have been practically eliminated and after 2 years' operation, as shown by records of identical firms, the proportion of women earning 40 cents and over had increased from 30 percent in 1935 to 51 percent in 1937. Table 1 gives wage data not only for Ohio but also for the nonminimum State of Indiana. Most of the women in the dry-cleaning industry were paid by the hour, but in other cases average hourly earnings were used.

TABLE 1.—*Hourly Earnings of Women in the Dry Cleaning and Dyeing Industry in Ohio and Indiana, 1934, 1935, and 1937*

Hourly earnings	Ohio						Indiana					
	Number of women [1]			Percentage distribution			Number of women [1]			Percentage distribution		
	1934	1935	1937	1934	1935	1937	1934	1935	1937	1934	1935	1937
All establishments reporting for any year												
Total	1,273	1,388	1,889	100.0	100.0	100.0	212	255	428	100.0	100.0	100.0
Under 35 cents	620	55	81	48.7	4.0	4.3	146	171	247	68.9	67.0	57.8
35 and under 40 cents	286	928	929	22.5	66.9	49.2	35	43	71	16.5	16.9	16.6
40 and under 50 cents	294	310	671	23.1	22.3	35.5	24	32	83	11.3	12.5	19.4
50 cents and over	73	95	208	5.7	6.9	11.0	7	9	27	3.3	3.5	6.3
Number of establishments	114	160	249	-----	-----	-----	32	44	91	-----	-----	-----
Identical establishments reporting for each year												
Total	1,247	1,246	1,395	100.0	100.0	100.0	187	193	223	100.0	100.0	100.0
Under 35 cents	614	47	45	49.2	3.8	3.2	121	121	115	64.8	62.7	51.5
35 cents	97	211	136	7.8	16.9	9.7	21	27	25	11.2	14.0	11.2
Over 35 and under 40 cents	180	610	506	14.4	49.0	36.3	14	11	22	7.5	5.7	9.9
40 and under 50 cents	283	287	544	22.7	23.0	39.0	24	25	44	12.8	13.0	19.7
50 cents and over	73	91	164	5.9	7.3	11.8	7	9	17	3.7	4.7	7.6
Number of establishments	106	106	106	-----	-----	-----	26	26	26	-----	-----	-----

[1] Figures include only those for whom hours worked were reported.

In Indiana nearly three-fifths of the women in the industry were still earning less than 35 cents an hour in April 1937, and the proportion of women in identical firms earning 40 cents and over had increased from 16½ percent in 1934 to only 27 percent in 1937.

Comparison of men's and women's hourly earnings in identical firms in Ohio revealed that there was an increase over the 3 years of 7.6 percent in men's median earnings (from 48.8 to 52.5 cents) and of 14 percent in women's median earnings (from 35 to 40 cents). In Indiana the increase in men's earnings was 19 percent (from 35.0 to 41.7 cents) and in women's earnings it was 10 percent (from 30 to 33 cents). Thus, the report states, the minimum wage seems to have influenced

firms in Ohio to give woman employees a relatively larger increase than the men, whereas in Indiana the men received the larger increases. Women in Ohio employed in the same occupations were, however, still earning substantially less than men.

Weekly hours and earnings.—Although the Ohio hour law limits the workweek of women to 50 hours, the minimum-wage order set no specific limit but required the payment of time and a half for all time over 48 hours worked by store clerks and over 40 hours worked by others. During busy months therefore, no attempt was made to limit hours. Only 18½ percent of the women in Ohio worked as long as 48 hours, however, as compared with 41 percent in Indiana, so that the minimum wage did prevent overlong hours for many women.

During the 3-year period, week's earnings of women in all the firms having records increased more than 20 percent and those of women in identical firms increased about 23 percent. These increases in week's earnings compare with increases in Indiana of 10 and 16½ percent, respectively. The weekly minimum set in Ohio, it is concluded, evidently did not become the usual rate, as only 3 percent of the women earned that amount in both 1935 and 1937, and it did not become the maximum as three-fourths of all the woman workers earned more than $14 a week in 1937. Median week's earnings of woman workers in the dry-cleaning and dyeing industry in Ohio and Indiana from 1934 to 1937 are shown in table 2.

TABLE 2.—*Week's Earnings of Women in the Dry Cleaning and Dyeing Industry in Ohio and Indiana, 1934, 1935, and 1937*

Week's earnings	Ohio						Indiana					
	Number of women [1]			Percentage distribution			Number of women [1]			Percentage distribution		
	1934	1935	1937	1934	1935	1937	1934	1935	1937	1934	1935	1937
Average week's earnings [2]	$13.85	$15.20	$16.70				$13.15	$13.70	$14.50			
Total	1,556	1,600	2,150	100.0	100.0	100.0	351	437	890	100.0	100.0	100.0
Under $10	187	171	141	12.0	10.7	6.6	48	57	116	13.7	13.0	13.0
$10 and under $12	192	103	98	12.4	6.4	4.5	70	74	110	19.9	16.9	12.4
$12 and under $14	443	248	179	28.4	15.5	8.3	104	101	162	29.6	23.1	18.2
$14	35	53	70	2.2	3.3	3.3	27	36	60	7.7	8.2	6.7
Over $14 and under $16	275	398	397	17.7	24.9	18.5	65	86	158	18.5	19.7	17.8
$16 and under $18	196	311	486	12.6	19.4	22.6	19	40	107	5.4	9.2	12.0
$18 and under $20	113	147	375	7.2	9.2	17.4	10	25	83	2.8	5.7	9.3
$20 and under $25	87	124	322	5.6	7.8	15.0	5	13	78	1.4	3.0	8.8
$25 and over	28	45	82	1.8	2.8	3.7	3	5	16	.9	1.2	1.8

[1] Figures relate only to those for whom earnings were reported.
[2] The median or midpoint, with half the earnings below and half above the amount shown.

Power-Laundry Industry

About three-fourths of the employees in power laundries are engaged in actual laundering operations, but usually men and women do

distinctively different work, though there is an overlapping in some minor occupations. The women are engaged in ironing operations, and the men in washing operations and in collection and delivery. The proportion of woman employees in identical establishments changed but little between 1933 and 1935, in both New York and Pennsylvania, there being a decrease of only 1.6 points and 0.5 point, respectively. Obviously, the report states, there was no shifting of employment between the sexes because of the minimum wage in New York.

Hourly earnings.—The New York minimum-wage order for the laundry industry, which became effective October 2, 1933, and mandatory August 6, 1934,[2] fixed a rate of 31 cents an hour in the New York City area and 27½ cents an hour in the rest of the State for a work week of 40 hours. Prior to the enforcement of the order, over four-fifths of the woman workers in the New York City area earned less than 31 cents an hour, and more than three-fourths of those in 21 other New York cities earned less than 27½ cents. After 15 months' operation of the minimum-wage order, 45 percent of the woman workers in the New York City area earned 35 cents an hour and 38 percent between 31 and 35 cents; 28 percent of those in the 21 other New York cities earned 27½ cents and 45 percent earned between 27½ and 31 cents. In Pennsylvania, where there was no minimum wage, 87 percent of the woman employees in Philadelphia and 26 other cities earned less than 27½ cents an hour in May 1933, and in November 1935 there were still 71 and 76 percent, respectively, earning less than that amount, as compared with less than 1 percent in New York State. In table 3 is shown a distribution of the woman workers in New York and Pennsylvania power laundries by their hourly earnings in May and November 1933 and in November 1935.

[2] A new order became effective March 14, 1938, and was made mandatory August 22, 1938, which made certain changes in rates.

TABLE 3.—*Hourly Earnings of Women in Power Laundries, in New York and Pennsylvania, 1933 and 1935* [1]

Hourly earnings	Number of women [2]			Percentage distribution			Number of women [2]			Percentage distribution		
	May 1933	November 1933	November 1935	May 1933	November 1933	November 1935	May 1933	November 1933	November 1935	May 1933	November 1933	November 1935
	New York State						Pennsylvania					
Total	3,171	4,505	4,549	100.0	100.0	100.0	2,314	3,214	3,118	100.0	100.0	100.0
Under 20 cents	501	89	------	15.8	2.0	-----	876	13	37	37.8	.4	1.2
20 and under 25 cents	1,260	313	------	39.7	6.9	-----	581	44	461	25.1	1.3	14.8
25 and under 27½ cents	573	268	37	18.1	5.9	.8	562	2,536	1,793	24.3	78.9	57.5
27½ cents	2	928	348	.1	20.6	7.7	------	9	37	-----	.3	1.2
Over 27½ and under 31 cents	393	1,050	610	12.4	23.3	13.4	171	349	430	7.4	10.9	13.8
31 cents	8	587	1,512	.3	13.0	33.2	11	23	11	.5	.7	.4
Over 31 and under 32½ cents	102	327	690	3.2	7.3	15.2	40	53	71	1.7	1.6	2.3
32½ and under 35 cents	133	432	682	4.2	9.6	15.0	25	84	107	1.1	2.6	3.4
35 and under 40 cents	109	320	347	3.4	7.1	7.6	36	73	109	1.6	2.3	3.5
40 cents and over	90	191	323	2.8	4.2	7.1	12	30	62	.5	.9	2.0
Number of establishments	100	131	131	-----	-----	-----	65	87	87	-----	-----	-----
	New York City area						Philadelphia					
Total	2,079	3,217	3,302	100.0	100.0	100.0	1,105	1,636	1,542	100.0	100.0	100.0
Under 25 cents	1,157	382	------	55.7	11.8	-----	757	7	258	68.5	.5	16.7
25 and under 27½ cents	324	167	1	15.6	5.2	(3)	208	1,293	834	18.8	79.0	54.1
27½ and under 31 cents	268	1,061	46	12.9	33.0	1.4	88	200	263	8.0	12.2	17.1
31 cents	5	572	1,488	.2	17.8	45.1	9	17	7	.8	1.0	.5
Over 31 and under 35 cents	181	635	1,243	8.7	19.7	37.6	23	72	95	2.1	4.4	6.2
35 and under 40 cents	76	250	266	3.7	7.8	8.1	18	32	52	1.6	2.0	3.4
40 cents and over	68	150	258	3.3	4.7	7.8	2	15	33	.2	.9	2.1
Number of establishments	58	81	81	-----	-----	-----	18	30	32	-----	-----	-----
	21 other New York localities						26 other Pennsylvania localities					
Total	1,092	1,288	1,247	100.0	100.0	100.0	1,209	1,578	1,576	100.0	100.0	100.0
Under 20 cents	158	2	------	14.4	.2	-----	360	12	11	29.8	.7	.7
20 and under 25 cents	446	18	------	40.9	1.4	-----	340	38	229	28.1	2.4	14.5
25 and under 27½ cents	249	101	36	22.8	7.8	2.9	354	1,243	959	29.3	78.8	60.9
27½ cents	------	350	348	-----	27.2	27.9	------	4	23	-----	.3	1.5
Over 27½ and under 31 cents	127	567	564	11.6	44.0	45.2	83	154	181	6.9	9.8	11.5
31 and under 40 cents	90	209	234	8.2	16.2	18.8	62	112	144	5.1	7.1	9.1
40 cents and over	22	41	65	2.0	3.2	5.2	10	15	29	.8	1.0	1.8
Number of establishments	42	50	50	-----	-----	-----	47	57	55	-----	-----	-----

[1] New York establishments identical for November 1933 and November 1935.
[2] Figures relate only to those for whom hours were reported.
[3] Less than ½ of 1 percent.

Weekly hours and earnings.—The minimum-wage order for the power-laundry industry in New York State specified that time and a half should be paid for all time worked after 45 hours a week. Before the wage order became effective 48 percent of the woman laundry operatives in New York City worked 46 hours or longer, as compared with 12 percent in 1935. In 21 other New York cities, 27 percent of the women worked at least 46 hours in 1933 as against 10 percent in 1935. In Pennsylvania, which permitted a 54-hour week, only 13 percent of the women worked as long as 46 hours in November 1935 but undertime was more of a problem in this State than overtime.

Average week's earnings in New York City increased from $11.10 prior to the minimum-wage order to $13.50 15 months after the order became mandatory, and in 21 other cities in the State the increase was from $9.30 to $11.85 in the same period. Pennsylvania laundry women earned $2.20 less in 1933 than those in New York and $2.50 less in 1935.

The effect of overtime rates is apparent, it is stated, from the fact that the average week's earnings of the women in the New York City area who worked 46 hours or longer in 1935 were $15.30 and in other New York cities $13.70, while in Philadelphia the women averaged but $12.20 and in other parts of the State $12.40 for 46 hours or longer.

Table 4 shows the average week's earnings of women in power laundries in New York and Pennsylvania, and a distribution of the women according to classified earnings.

TABLE 4.—*Week's Earnings of Women in Power Laundries in New York and Pennsylvania, 1933 and 1935*

Week's earnings	Number of women [1]			Percentage distribution			Number of women [1]			Percentage distribution		
	May 1933	November 1933	November 1935	May 1933	November 1933	November 1935	May 1933	November 1933	November 1935	May 1933	November 1933	November 1935
	New York (131 laundries)						Pennsylvania (116 laundries)					
Average week's earnings [2]	$10.60	$12.00	$13.15	-----	-----	-----	$8.40	$10.40	$10.65	-----	-----	-----
Total	4,383	4,554	4,552	100.0	100.0	100.0	4,348	4,346	4,474	100.0	100.0	100.0
Under $5	197	130	71	4.5	2.9	1.6	621	183	161	14.3	4.2	3.6
$5, and under $10	1,641	758	316	37.4	16.6	6.9	2,359	1,636	1,466	54.3	37.6	32.8
$10, and under $11	593	524	162	13.5	11.5	3.6	460	903	915	10.6	20.8	20.5
$11, and under $12	491	861	541	11.2	18.9	11.9	348	927	747	8.0	21.3	16.7
$12, and under $13	449	1,142	1,032	10.2	25.1	22.7	230	305	503	5.3	7.0	11.2
$13, and under $14	338	446	1,099	7.7	9.8	24.1	106	131	212	2.4	3.0	4.7
$14, and under $15	242	255	592	5.5	5.6	13.0	75	87	156	1.7	2.0	3.5
$15 and over	432	438	739	9.9	9.6	16.2	149	174	314	3.4	4.0	7.0
	New York City area (81 laundries)						Philadelphia (50 laundries)					
Average week's earnings [2]	$11.10	$12.25	$13.50	-----	-----	-----	$8.65	$10.65	$10.90	-----	-----	-----
Total	3,114	3,266	3,305	100.0	100.0	100.0	2,434	2,451	2,536	100.0	100.0	100.0
Under $5	124	87	44	4.0	2.7	1.3	347	88	87	14.3	3.6	3.4
$5, and under $10	951	553	155	30.5	16.9	4.7	1,257	758	740	51.6	30.9	29.2
$10, and under $11	452	372	87	14.5	11.4	2.6	291	574	503	12.0	23.4	19.8
$11, and under $12	377	412	115	12.1	12.6	3.5	208	611	454	8.5	24.9	17.9
$12, and under $13	345	890	775	11.1	27.3	23.4	149	188	329	6.1	7.7	13.0
$13, and under $14	286	375	982	9.2	11.5	29.7	63	83	136	2.6	3.4	5.4
$14, and under $15	209	218	519	6.7	6.7	15.7	39	41	99	1.6	1.7	3.9
$15 and over	370	359	628	11.9	11.0	19.0	80	108	188	3.3	4.4	7.4
	21 other New York localities (50 laundries)						26 other Pennsylvania localities (66 laundries)					
Average week's earnings [2]	$9.30	$11.55	$11.85	-----	-----	-----	$8.20	$9.90	$10.40	-----	-----	-----
Total	1,269	1,288	1,247	100.0	100.0	100.0	1,914	1,895	1,938	100.0	100.0	100.0
Under $5	73	43	27	5.8	3.3	2.2	274	95	74	14.3	5.0	3.8
$5, and under $10	690	205	161	54.4	15.9	12.9	1,102	878	726	57.6	46.3	37.5
$10, and under $11	141	152	75	11.1	11.8	6.0	169	329	412	8.8	17.4	21.3
$11, and under $12	114	449	426	9.0	34.9	34.2	140	316	293	7.3	16.7	15.1
$12, and under $13	104	252	257	8.2	19.6	20.6	81	117	174	4.2	6.2	9.0
$13, and under $14	52	71	117	4.1	5.5	9.4	43	48	76	2.2	2.5	3.9
$14, and under $15	33	37	73	2.6	2.9	5.9	36	46	57	1.9	2.4	2.9
$15 and over	62	79	111	4.9	6.1	8.9	69	66	126	3.6	3.5	6.5

[1] Figures relate only to those for whom earnings were reported.
[2] The median or midpoint, with half the earnings below and half above the amount shown.

Wages and Hours of Labor

WAGES AND HOURS OF UNION STREET-RAILWAY EMPLOYEES, 1938

THE average hourly wage rate for union motormen, conductors, and bus operators [1] advanced 2.9 percent between May 15, 1937, and June 1, 1938.[2] The average rate of all the union members for whom reports were received in both years was 73.3 cents per hour in 1937 and 75.5 cents in 1938.

The index of hourly wage rates, based on 1929 as 100, advanced from 105.3 in 1937 to 108.3 in 1938. The current advance in the index of union wage rates is a continuation of the upward trend which began in 1935. The decline following 1931 carried the index to its lowest point (96.1) in 1934. The present index represents an advance of 12.7 percent above the 1934 low point.

TABLE 1.—*Indexes of Union Hourly Wage Rates of Street-Railway Motormen, Conductors, and Bus Drivers, 1929 to 1938*

[1929=100]

Year	Index	Year	Index
1929	100.0	1934	96.1
1930	101.0	1935	99.8
1931	101.0	1936	100.6
1932	99.0	1937	105.3
1933	(1)	1938	108.3

[1] Not available.

The distribution of the membership according to wage rates is shown in table 2. In both 1937 and 1938 the largest group of members had rates between 70 and 80 cents per hour. The proportion in this classification declined from 52.9 percent of the total membership in 1937 to 42.5 percent in 1938. The proportion having rates of 80 cents and

[1] Motormen, conductors, and bus operators on city and city-suburban lines operated by the same company.

[2] This study is one of a series of annual surveys started in 1921. In 1938, effective union scales for street-railway employees were reported in 53 of the 72 cities visited by the Bureau's agents. All of the averages, index numbers, and comparisons presented in the text have been based upon schedules showing rates in both years for the same occupations. These quotations cover 50,316 members. Additional reports were received for 14,792 members for whom no comparable 1937 rates were shown. The average 1938 rate for the entire 65,108 members reported was 75.2 cents per hour. The weights used in computing the averages and the current index numbers are the number of members reported for 1938.

higher, however, increased from 14.5 percent in 1937 to 37 percent in 1938.

TABLE 2.—*Distribution of Union Street-Railway Employees, by Hourly Rate Groups, June 1, 1938, and May 15, 1937*

Classified hourly rate	June 1, 1938	May 15, 1937
Average rate per hour	$0.755	$0.733
Percent of members whose rates were—		
40 and under 50 cents	0.3	0.2
50 and under 60 cents	2.1	4.0
60 and under 70 cents	18.1	28.4
70 and under 80 cents	42.5	52.9
80 and under 90 cents	33.3	10.9
90 cents and under $1	3.7	3.6

Rate increases between May 15, 1937, and June 1, 1938, were reported in 132 quotations received from 24 cities. These quotations covered 67.8 percent of the membership for whom rates for both years were reported. Only 6 rates were shown as having been decreased during the year. These decreases were in 2 cities and applied to 2.3 percent of the membership. Nearly 30 percent of the membership had no change in their rates.

A majority of the changes, affecting 54.7 percent of the membership, were increases of 2 to 6 percent. There were 42 increases of 2 to 4 percent; 28 of 4 to 6 percent; 21 of 6 to 8 percent; 13 of 8 to 10 percent; and 24 of over 10 percent.

Five of the decreases, which affected 2.2 percent of the membership, were 12 to 16 percent deductions in rates over the preceding year. The other decrease, amounting to 9.4 percent, applied to only 0.1 percent of the membership.

TABLE 3.—*Number of Changes in Union Wage Rates and Percent of Members Affected by Each Percent of Change, June 1, 1938, Compared With May 15, 1937*

Classified percent of change in rates	Number of quotations showing—			Percent of members affected—		
	Increase	Decrease	No change	Increase	Decrease	No change
Total quotations	132	6	116	67.8	2.3	29.9
Less than 2 percent	4			.2		
2 and less than 4 percent	42			43.5		
4 and less than 6 percent	28			11.2		
6 and less than 8 percent	21			6.2		
8 and less than 10 percent	13	1		1.3	.1	
10 and less than 12 percent	3			.4		
12 and less than 14 percent	6	3		4.1	2.2	
14 and less than 16 percent	8	2		.4	(1)	
16 percent and over	7			.5		

[1] Less than 1/10 of 1 percent.

Hours per Day and Week

Because of the impracticability of adjusting transportation work to a fixed scale of daily hours, few of the street-railway or bus operators' agreements attempt to specify the exact hours of work. A definite maximum is sometimes provided, but generally the workday specified is merely considered the ideal to be approximated as nearly as possible in the creation of "runs." A great majority of the agreements establish 8 hours as the basic day, although 8½- and 9½-hour days are frequently provided. In a few cases the desirable number of hours is set as low as 6 per day.

The agreements recognize that there are wide variations in the demand for transportation at different hours of the day. The agreements, therefore, permit the creation of some "runs" composed of two or more short daily assignments between which there may be several hours for which the employees are not paid. This privilege is generally limited by the requirement that a majority of the "runs" shall be "straight" and that the day's "split runs" must be completed within a specified number of hours. The maximum spread permitted ranges as high as 15 hours in some cases, although 13½ hours is most commonly specified.

The usual workweek is 6 days, but a number of agreements specify 5 days. In a few instances it is provided that each operator shall have 1 day off in every 8.

Pay for Overtime and Extra Work

Overtime, for which a penalty rate is paid, is generally defined in the agreements as applying only to work in addition to the regularly assigned runs. Extra time required to complete a regular run because of blockades on the line resulting from fires, storms, floods, etc., is commonly paid for at the regular rate, although in a few cases a penalty rate applies after a specified number of hours regardless of the cause.

Under ordinary circumstances all work not included in regular assignments is reserved for men on the "extra board." In a few instances men who hold regular runs are permitted to register their desire for additional work, but may be given such assignments only after all of the extra men have been put to work. Such assignments are paid at the regular rate. In emergencies, however, a regular operator may be given additional work for which he has expressed no desire, in which case he is paid the penalty rate.

The penalty rate provided for overtime is time and one-half in all but a few instances. A small number of agreements specify time and one-fourth or some specific monetary bonus.

Because uninterrupted streetcar and bus service requires that a supply of extra or substitute employees be constantly on call, such workers are usually required to report periodically during the day. These workers are paid for the actual hours worked, subject to a minimum which ranges from 1 hour's pay for each report to $110 per month.

Other types of pay provisions establish pay, at the usual rate, for time spent waiting for repairs, answering complaints, making out reports, etc. Somewhat higher rates are established in most cases for work with snow equipment or on routes involving delivery of newspapers, and for time spent instructing new employees. If an employee is temporarily transferred to a new job, he is paid the higher of the two job rates.

Holidays and Vacations

Holidays are not usually observed in streetcar and bus operations, although generally service is reduced to the Sunday schedule which restricts the amount of work available on those days. The designation of the employees who shall be off on Sunday is established in the selection of "runs." When holidays occur during the week it is customary to allow time off, first, to those for whom the holiday happens to be the regularly scheduled rest day, and then to those who have requested time off, either in the order of their requests or on a seniority basis.

A number of the agreements provide for 1 week's vacation with pay for all employees having a year's service. In a very few instances 2 weeks are allowed. Generally it is specified that the allowed vacation must be taken and may not be accumulated.

Provisions for leave without pay are very common. The right to such leave is usually restricted in respect to the time desired and according to the number of employees requesting leave at the same time, the decision being left with the company. Nearly all the agreements, however, specifically provide that members who are elected to union offices, appointed to committees, or named as delegates to union conventions shall be granted such leave as the performance of their duties may require, with full reinstatement upon their return to work.

Employment Provisions

Only a minority of the agreements call for a closed shop. When union membership is required, it applies only to employees who have completed the probationary employment, usually 90 days. Most of the agreements which require union membership provide that members suspended or expelled by the union must be discharged from the service.

Only a few of the agreements provide for the collection of union dues and assessments by the company. A considerable number, however, specifically provide that union representatives may be present at the barn on pay days for the purpose of making collections.

Many agreements provide that the union may set up a bulletin board in each barn for the purpose of displaying announcements of interest to its members. In the Chicago and Cincinnati agreements it is provided that the companies shall maintain for each regular employee a $1,000 life-insurance policy. In addition, the Chicago companies provide health insurance paying $20 per week during illness.

The regulations concerning the assignment of runs form one of the most important sections in the streetcar and bus operators' contracts. These regulations vary slightly from city to city, but are almost invariably stated with considerable detail in the agreements. In general, the method to be followed requires the company to publish periodically (from two to four times a year) a list of the regular "runs" with their schedules. The regular employees are then permitted to register their preferences and the assignments are made on the combined basis of seniority and personal preference. The same system is used in the assignment of new jobs established when one type of service is abandoned for another.

Seniority likewise governs in lay-off, reemployment, and promotion. The unit of seniority varies from a rating by department to a company-wide standing. The right of transfer, however, usually results in seniority standing according to length of service with the company rather than in a particular branch or department.

A specified period of notice is usually required before lay-offs go into effect. Similar notice of intention to reemploy must be given before an employee can be considered as resigning from the service and forfeiting his seniority rights if he does not answer the call. Occasionally a time limit of 1 or 2 years is set as the period of lay-off during which a worker's seniority status remains intact. This limitation also applies to workers on lay-off due to disability. Promotions are made in accordance with seniority, unless an employee is not considered qualified. The possibility of abuse in making such exceptions to the seniority rule is curtailed by requirements for notification of vacancies before they are permanently filled, for written statement of reasons if seniority is not observed, or for the granting of a trial on the job to the senior employee.

121435—39——9

Rates Paid in Each City

The rates per hour in force on June 1, 1938, and May 15, 1937, in each city are shown in the following table. Hours are not given, since the hours of work are irregular, depending upon the "run."

TABLE 4.—*Union Rates of Wages of Street-Railway Employees, May 15, 1937, and June 1, 1938, by Cities*

City and classification	Rates of wages per hour	
	June 1, 1938	May 15, 1937
Atlanta, Ga.		
2-man cars or feeder bus lines:		
First 9 months	$0.535	$0.500
10–18 months	.585	.550
After 18 months	.615	.580
1-man cars:		
First 9 months	.605	.570
10–18 months	.655	.620
After 18 months	.685	.650
Bus drivers:		
First 9 months	.605	.520
10–18 months	.655	.570
After 18 months	.685	.600
Birmingham, Ala.		
2-man cars:		
First year	.565	.565
Second year	.585	.585
Third year	.615	.615
1-man cars and bus drivers:		
First year	.615	.615
Second year	.635	.635
Third year	.665	.665
Boston, Mass.		
Surface lines:		
2-man cars:		
First 3 months	.580	.550
4–12 months	.640	.610
After 1year	.780	.750
1-man cars and bus drivers	.880	.850
Rapid transit lines:		
Motormen: After 1 year	.830	.800
Guards:		
First 3 months	.580	.550
4–12 months	.640	.610
After 1 year	.780	.750
Butte, Mont.		
Bus drivers	.800	.800
Charleston, S. C.		
Bus drivers:		
First 3 months	.525	.525
4–12 months	.545	.545
After 1 year	.565	.565
Chicago, Ill.		
Surface lines:		
2-man cars:		
First 3 months	.750	.730
4–12 months	.780	.750
After 1 year	.800	.770
Night cars	.820	.790
1-man cars	.880	.850
Night cars	.900	.870
Bus drivers:		
Gas or trolley	.880	.850
Night, gas or trolley	.900	.870
***Chicago, Ill.*—Continued**		
Elevated lines:		
Conductors (regular)	$0.766	$0.736
Motormen:		
First 3 months (extra)	.757	.727
4–12 months (extra)	.766	.736
After 1 year (regular or extra)	.811	.781
Guards (extra):		
First 3 months	.720	.690
4–12 months	.730	.700
After 1 year	.739	.709
Guards (regular)	.748	.718
Cincinnati, Ohio		
2-man cars:		
First 3 months	.620	.570
4–12 months	.650	.600
After 1 year	.670	.620
1-man cars:		
First 3 months	.690	.640
4–12 months	.720	.670
After 1 year	.740	.690
Bus drivers: After 1 year	.740	.690
Cleveland, Ohio		
2-man cars:		
First 3 months	.670	.670
4–12 months	.700	.700
After 1 year	.720	.720
1-man operators collecting fares:		
First 3 months	.740	.740
4–12 months	.770	.770
After 1 year	.790	.790
Columbus, Ohio		
2-man cars:		
First 3 months	.490	.490
4–12 months	.520	.520
After 1 year	.540	.540
1-man cars and class A bus drivers:		
First 3 months	.570	.570
4–12 months	.600	.600
After 1 year	.620	.620
Class B bus drivers:		
First 3 months	.540	.540
4–12 months	.570	.570
After 1 year	.590	.590
Class C bus drivers:		
First 3 months	.490	.490
4–12 months	.520	.520
After 1 year	.540	.540
Davenport, Iowa (See Rock Island (Ill.) district.)		
Dayton, Ohio		
Motormen:		
First 3 months	.580	.580
4–12 months	.600	.600
After 1 year	.620	.620

TABLE 4.—*Union Rates of Wages of Street-Railway Employees, May 15, 1937, and June 1, 1938, by Cities*—Continued

City and classification	Rates of wages per hour	
	June 1, 1938	May 15, 1937
Dayton, Ohio—Continued		
Operators (Hamilton City Lines):		
Motor coach	$0.480	$0.560
Electric cars	.480	.530
Denver, Colo.		
2-man cars	.615	.615
1-man cars and bus drivers:		
First 3 months	.625	---
4–12 months	.635	---
13–18 months	.645	---
19–24 months	.655	---
After 2 years (regular)	.665	.665
Des Moines, Iowa		
1-man cars and bus drivers:		
First 3 months	.625	.611
4–12 months	.655	.640
After 1 year	.700	.683
Detroit, Mich.		
2-man cars:		
First 6 months	.730	---
7–12 months	.770	---
After 1 year	.810	.780
Owl cars	.910	---
1-man cars:		
First 6 months	.780	---
7–12 months	.820	---
After 1 year	.860	.830
Owl cars	.960	---
Bus drivers	.860	.830
Duluth, Minn.		
1-man cars and bus drivers:		
First year	.560	---
Second year	.590	---
After 2 years	.610	---
Erie, Pa.		
Bus drivers:		
First 3 months	.580	.580
4–12 months	.630	.630
After 1 year	.660	.660
Grand Rapids, Mich.		
Bus drivers	.550	.500
Indianapolis, Ind.		
1-man cars and bus drivers:		
First year	.580	.550
Second year	.600	.560
Third year	.620	.570
After 3 years	.650	.580
Little Rock, Ark.		
1-man cars and bus drivers:		
First 6 months	.440	.400
7–12 months	.460	.420
Second year	.490	.450
Third year	.520	.480
After 3 years	.580	.540
Little Rock, Ark.—Continued		
North Little Rock Division:		
1-man cars and bus drivers:		
First 6 months	$0.420	$0.400
7–12 months	.450	.410
Second year	.480	.420
After 2 years	.500	.450
Los Angeles, Calif.		
2-man cars:		
First year	.645	---
Second year	.660	---
After 2 years	.680	---
1-man cars and motor coaches:		
Second year	.730	---
After 2 years	.750	---
Interurban lines:		
Second year	.680	---
After 2 years	.700	---
Single track after 2 years	.750	---
Madison, Wis.		
Bus drivers:		
First 6 months	[1].510	.500
7–12 months	[1].540	.530
13–18 months	[1].560	.550
After 18 months	[1].580	.570
Manchester, N. H.		
1-man cars:		
First 3 months	.550	.550
4–12 months	.610	.610
After 1 year	.670	.670
Bus drivers	.670	---
Memphis, Tenn.		
1-man cars and bus drivers:		
First year	.575	.575
Second year	.625	.625
After 2 years	.675	.675
Milwaukee, Wis.		
2-man cars:		
First year	.670	.580
Second year	.690	.600
Third year	.710	.620
After 3 years	.730	.640
1-man cars and bus drivers:		
First year	.720	.630
Second year	.740	.650
Third year	.760	.670
After 3 years	.780	.690
Minneapolis, Minn.		
2-man cars:		
First year	.590	.560
Second year	.620	.590
Third year	.650	.620
1-man cars and bus drivers:		
First year	.640	.600
Second year	.670	.630
Third year	.710	.670
Moline, Ill.		
(See Rock Island (Ill.) district.)		

[1] 1 cent per hour increase Dec. 1, 1938.

TABLE 4.—*Union Rates of Wages of Street-Railway Employees, May 15, 1937, and June 1, 1938, by Cities*—Continued

City and classification	Rates of wages per hour	
	June 1, 1938	May 15, 1937
Newark, N. J.		
1-man cars and bus drivers:		
First 3 months	$0.610	$0.610
4–12 months	.630	.630
After 1 year	.650	.650
New Haven, Conn.		
2-man cars:		
First 3 months	.530	
4–12 months	.560	
After 1 year	.600	
1-man cars:		
First 3 months	.600	.600
4–12 months	.630	.630
After 1 year	.670	.670
Bus drivers	.670	.670
New Orleans, La.		
Bus drivers:		
First 5 months	.400	.400
6–12 months	.410	.410
13–18 months	.420	.420
19–24 months	.430	.430
25–30 months	.440	.440
After 30 months	.450	.450
New York, N. Y.		
Surface lines:		
3d Ave. Railway System:		
First 3 months	.480	
4 to 12 months	.540	
Second year	.640	
Third year	.700	
Fourth year	.710	
5 to 9 years	[2] .730	
After 9 years	[2] .760	
Brooklyn lines:		
First 6 months	.463	
6 to 12 months	.484	
13 to 18 months	.506	
19 to 21 months	.528	
22 to 24 months	.550	
Third year	.572	
Fourth year	.594	
Fifth year	.616	
After 5 years	.770	
Subway and elevated lines:		
Interboro Rapid Transit:		
Motormen:		
First year	.783	
Second year	.858	
After 2 years	.953	
Yard motormen:		
First year	.659	
After 1 year	.690	
Conductors:		
First 2 years	.648	
Third year	.668	
Conductors, M. U. D. C.:[3]		
First 2 years	.668	
After 2 years	.689	
Trainmen:		
First year	.574	
Second year	.583	
Third year	.619	
Trainmen, M. U. D. C.:[3]		
First year	.594	
Second year	.605	
Third year	.641	
N. Y. R. T. lines:		
Operators	.660	
New York, N. Y.—Continued		
Subway and elevated lines—Continued.		
Trainmen:		
First 2 years	$0.528	
Third year	.550	
Fourth year	.572	
Fifth year	.594	
After 5 years	.616	
B. M. T. lines:		
Operators (1-man cars):		
First year	.792	
Second year	.869	
After 2 years	.957	
Bus lines:		
Avenue B and East Broadway Transit Co.:		
First 6 months	.500	$0.500
7 to 12 months	.520	.520
Second year	.550	.550
Third year	.570	.570
Fourth year	.620	.620
After 4 years	.650	.650
Brooklyn Bus Corporation:		
First year	.528	
13 to 15 months	.550	
16 to 18 months	.572	
19 to 24 months	.594	
Third year	.616	
Fourth year	.638	
Fifth year	.660	
After 5 years	.770	
Fifth Avenue Coach Co.:		
Drivers:		
First year	.730	
Second year	.740	
Third year	.770	
Fourth year	.780	
After 4 years	.790	
Conductors:		
First year	.660	
Second year	.670	
Third year	.700	
Fourth year	.710	
After 4 years	.720	
Green Lines, North Shore Bus Line Co., Schenck Transportation Co., Tri-Boro Coach Corporation, Z. and M. Coach Co.:		
First year	.550	.550
Second year	.570	.570
Third year	.600	.600
Fourth year	.630	.630
After 4 years	.700	.700
N. Y. Omnibus Co.:		
First 6 months	.610	
7 to 12 months	.650	
Second year	.710	
Third year	.770	
Fourth year	.780	
Fifth year	.790	
After 5 years	.820	
Third Avenue Railway System:		
First 3 months	.480	
4 to 12 months	.540	
Second year	.640	
Third year	.700	
Fourth year	.710	
5 to 9 years	.730	
After 9 years	.760	

[2] Starting July 1, 1938, the 76-cent rate applies after 5 years' service.
[3] Multiple unit door control.

TABLE 4.—*Union Rates of Wages of Street-Railway Employees, May 15, 1937, and June 1, 1938, by Cities*—Continued

City and classification	Rates of wages per hour	
	June 1, 1938	May 15, 1937
New York, N. Y.—Continued		
Staten Island Bus Co.:		
First 3 months	$0.550	$0.550
4 to 6 months	.575	.575
7 to 12 months	.600	.600
13 to 18 months	.625	.625
18 to 30 months	.650	.650
31 to 42 months	.675	.675
After 42 months	.700	.700
Triangle Bus Corporation:		
First year	.480	.480
Second year	.500	.500
Third year	.530	.530
Fourth year	.540	.540
After 4 years	.580	.580
Oklahoma City, Okla.		
1-man cars and bus drivers:		
First 6 months	.620	.478
7–12 months	.660	.500
Second year	.680	.525
After 2 years	.700	.560
Interurban	.750	.570
Peoria, Ill.		
2-man cars:		
First year	.610	.560
Second year	.630	.580
After 2 years	.650	.600
1-man cars; trackless trolley men; and bus drivers:		
First year	.660	.610
Second year	.680	.630
After 2 years	.700	.650
Phoenix, Ariz.		
1-man cars and bus drivers:		
First year	[4].688	.688
Second year	[4].700	.688
After 2 years	[4].715	.688
Pittsburgh, Pa.		
1-man cars:		
First 3 months	.810	.810
4–12 months	.900	.900
After 1 year	.955	.955
Bus drivers:		
First 3 months	.630	.630
4–12 months	.740	.740
Second year	.770	.770
After 2 years	.780	.780
Portland, Maine		
1-man cars	.650	.650
Portland, Oreg.		
1-man cars and bus drivers:		
First 3 months	[5].670	.780
4–12 months	[5].700	.810
After 1 year	[5].720	.830
Interurban	[5].690	.800
Providence, R. I.		
Union A. 1-man cars and bus drivers:		
First 3 months	.690	.670
4–12 months	.720	.700
After 1 year	.740	.720
Providence, R. I.—Continued		
Union B. Bus drivers:		
First 6 months	$0.528	----------
7–12 months	.556	----------
Second year	.583	----------
After 2 years	.611	----------
Rochester, N. Y.		
1-man cars:		
First 3 months	.640	$0.640
4–12 months	.660	.660
After 1 year	.680	.680
Bus drivers	.680	.680
2-man subway cars	.650	.650
Rock Island (Ill.) district		
1-man cars and bus drivers:		
First 6 months	.610	.590
7–12 months	.630	.610
After 1 year	.650	.630
St. Louis, Mo.		
2-man cars:		
First 6 months	.540	.520
7–12 months	.600	.580
13–18 months	.660	.640
After 18 months	.710	.690
1-man cars and bus drivers:		
First 6 months	.610	.590
7–12 months	.670	.650
13–18 months	.730	.710
After 18 months	.780	.760
St. Paul, Minn.		
2-man cars:		
First year	.590	.560
Second year	.620	.590
Third year	.650	.620
1-man cars and bus drivers:		
First year	.640	.600
Second year	.670	.630
Third year	.710	.670
Salt Lake City, Utah		
1-man cars and bus drivers:		
First year	.520	.520
After 1 year	.600	.600
San Antonio, Tex.		
Bus drivers	[6].720	.720
San Francisco, Calif.		
2-man cars:		
First 6 months	.600	.575
7–12 months	.625	.600
13–18 months	.650	.625
19–30 months	.675	.650
After 30 months	.700	.675
1-man cars and bus drivers:		
First 6 months	.675	.650
7–12 months	.700	.675
13–18 months	.725	.700
19–30 months	.750	.725
After 30 months	.775	.750
Municipal lines:		
2-man cars	.750	.750
Motor coach drivers	.800	.800

[4] 75 cents per hour for all classifications after July 1, 1938.
[5] 11 cents per hour increase Oct. 1, 1938.
[6] $0.745 after July 1, 1938.

TABLE 4.—*Union Rates of Wages of Street-Railway Employees, May 15, 1937, and June 1, 1938, by Cities*—Continued

City and classification	Rates of wages per hour	
	June 1, 1938	May 15, 1937
Scranton, Pa.		
1-man cars and bus drivers	$0.710	$0.710
Seattle, Wash.		
2-man cars:		
Operators or gripmen	.860	.810
Conductors	.800	.740
1-man cars:		
Regular operators	.860	.800
Extra operators:		
First 6 months	.750	---
7–12 months	.800	---
After 1 year	.820	---
Bus drivers	.860	.800
South Bend, Ind.		
1-man cars and bus drivers	.550	.525
Springfield, Mass.		
1-man cars:		
First 3 months	.620	.620
4–12 months	.670	.670
After 1 year	.710	.710
Bus drivers	.710	.710
Toledo, Ohio		
1-man cars and bus drivers:		
First 6 months	.620	.620
7–12 months	.640	.640
After 1 year	.670	.670
Washington, D. C.		
2-man cars:		
First 3 months	$0.610	$0.610
4–12 months	.650	.650
After 1 year	.670	.670
1-man cars and bus drivers:		
First 3 months	.680	.680
4–12 months	.720	.720
After 1 year	.740	.740
Worcester, Mass.		
1-man cars and bus drivers:		
First 3 months	.640	.620
4–12 months	.690	.670
After 1 year	.740	.720
York, Pa.		
1-man cars and bus drivers:		
First year	.560	.560
Second year	.570	.570
Third year	.580	.580
Fourth year	.590	.590
Fifth year	.600	.600
Youngstown, Ohio		
1-man cars and bus drivers:		
First 3 months	.650	.530
4–12 months	.700	.620
After 1 year	.750	.660

WAGES AND HOURS IN MANUFACTURE OF DRUGS AND TOILET PREPARATIONS, 1938

IN THE drug-manufacturing industry median hourly earnings in 1938 amounted to 55.3 cents and in the branch of the toilet preparation industry covered [1] they were 47.5 cents; this was disclosed in a survey by the United States Women's Bureau of wages and hours in these industries. The survey was preliminary to proceedings to assist the Secretary of Labor in determining the prevailing minimum wages in such industries under the Public Contracts Act, and covered 12,486 regular employees in 220 establishments.[2] These figures included 11,645 employees in 197 drug-manufacturing plants, and 841 employees in 32 toilet preparations firms. The employees covered in drug manufacturing represented more than half of those reported by the 1935 census. Office workers, research workers, and other technical workers not engaged in the actual processing of materials, and yard and maintenance workers, were not included.

[1] Including dentifrices, after-shaving creams and lotions, and hair tonics.

[2] 9 firms manufactured both drugs and toilet preparations.

A great variety of products is manufactured in the drug and medicine industry, and establishments therein differ greatly in size and equipment. The smallest plants employ 1 pharmacist and a few helpers and manufacture but one product. The manufacturing processes in many small establishments are simple, being limited to extracting, refining, compounding, or packaging one or a few closely related preparations whose basic ingredient is the same, and therefore little machinery is required. At the other end of the scale are many large firms which manufacture full lines of pharmaceuticals, medicinal chemicals, or biological products, or a combination thereof. As the identity, strength, and purity of each preparation must be definitely established, great care and skill are required in the processing of all the constituent materials. Box-making, printing, glass-making, and machine shops and other auxiliary departments are also maintained by many large firms.

There is a close connection between drug and medicine manufacturing and the toilet preparations industry. In some instances the same firm manufactures both, as the basic ingredients of some types of toilet preparations and the raw materials used in the preparation of medicine are the same. In the toilet preparations industry only plants whose principal products were dentifrices, after-shaving creams, lotions, and powders, and hair tonics and washes were covered, as Government purchases of toilet preparations were limited to these items.

Sex and Occupations of Workers

Men predominated among the workers covered in the drug-manufacturing industry, forming 53 percent thereof, though the proportion varied in the different States. Only one-quarter of the workers in the toilet preparations industry were men.

About 44 percent of all the workers reported on in the two industries were employed in finishing operations; that is, filling and labeling containers and packaging them. These employees were generally women. In the actual processing of materials, the workers (mostly men) comprised one-quarter of the total employees studied. Among them were working pharmacists, chemists, and laboratory technicians; still, percolator, vacuum-machine, compressed-air-syphon, filter-press, and other machine operators; grinders, compounders, and mixers; pill, tablet, and medicated cigarette makers, and pill and tablet coaters; animal caretakers; and other skilled and semiskilled laboratory workers.

About 4 percent of the employees, mostly women, were occupied in making or filling and finishing capsules or ampoules. Workers in the shipping departments, and the auxiliary departments of box making, printing shop, and machine shop and power house, most of whom were

men, formed 21 percent of all the workers. Inspectors or foremen comprised the remaining group.

Hourly Earnings

About four-fifths (78 percent) of the workers were paid on a time basis, the remainder being paid on a piece-rate basis or a guaranteed rate plus a production bonus. The former earned an average of 56.3 cents per hour as compared with 60.2 cents earned by the latter.

When classified on the basis of product, earnings were slightly higher in the drug-manufacturing industry than in the toilet preparations industry. There was an important difference between the two industries, however, when measured by the first quartile and the median (the points in the wage scale below which fell, respectively, 25 and 50 percent of the workers). In drug manufacturing, the quartile was 42.3 cents per hour and the median 55.3 cents; in the toilet preparations industry the quartile was 37.3 cents and the median 47.5 cents. The difference was due principally to the fact that the proportion of finishing workers, the lower-paid employees, was relatively larger in the toilet preparations industry than in drug manufacturing. For all workers the mean (arithmetic average) was 57.2 cents; for drug workers, 58.0 cents; and for those in toilet preparations, 47.5 cents.

In drug manufacturing 60 percent of the workers earned from 35 to 60 cents an hour, while in the toilet preparations industry the same proportion earned from 35 to 45 cents. The highest-paid workers in these industries were in the auxiliary occupations. The mechanical workers earned an average of 83.0 cents an hour, foremen and foreladies, 80.8 cents, and workers in printing and glass-making shops and in paper-box departments classified as "other," 71.8 cents. Among the workers handling the products, the processing or laboratory workers had the highest average hourly earnings (67.2 cents), followed by workers in the shipping department (60.7 cents), and workers on capsule and ampoule operation (61.2 cents). Workers in the finishing department, who were the lowest-paid workers and formed the largest occupational group, earned an average of 46.5 cents.

Hourly earnings varied considerably in the different States. The first quartile ranged from 35.3 cents in Maryland to 55.5 cents in Michigan, a difference of 20.2 cents. Even in the same section of the country there were differences, as the first quartile in Illinois was 14.7 cents lower than that in Michigan and that in Indiana was 8.0 cents lower than that in Michigan. A comparison of the wage levels in the different States is given in table 1:

TABLE 1.—*Hourly Earnings of Workers in Drug and Toilet Preparations Manufacturing, by States*

State	Number of employees	Hourly earnings		
		First quartile	Median	Arithmetic average
		Cents	*Cents*	*Cents*
Total	12,303	42.0	53.9	57.2
California	346	45.2	49.1	52.1
Illinois	1,300	40.8	46.6	50.0
Indiana	1,249	47.5	63.8	63.9
Iowa and Wisconsin	236	40.7	44.5	49.5
Maryland	138	35.3	37.8	46.9
Massachusetts	281	37.0	45.5	54.7
Michigan	2,060	55.5	64.9	69.2
Missouri	968	40.4	62.1	59.5
New Jersey	1,516	42.9	55.5	57.8
New York and Connecticut	2,276	37.8	45.3	52.0
North Carolina and Tennessee	407	36.4	40.5	43.3
Ohio	282	39.3	45.6	53.6
Pennsylvania	1,244	44.1	52.1	55.4

Hours Worked

Almost one-half (48 percent) of the employees in the drug and toilet preparations industries worked 40 hours, and nearly one-third (31 percent) worked less than 40 hours, in the week recorded. Only one-fourteenth (7 percent) worked longer than 44 hours.

In the different States the proportion of the employees working 40 hours or less varied from 46 percent in North Carolina and Tennessee to 93 percent in Indiana and 100 percent in Maryland. Massachusetts had the highest proportion working over 44 hours—22 percent. Table 2 gives a percentage distribution by hours worked and by States:

TABLE 2.—*Hours Worked by Drug and Toilet Preparations Manufacturing Employees*

State	Number of employees with hours worked reported	Percent of employees who worked—						
		Under 40 hours	40 hours	Over 40 to 44 hours	Over 44 and under 48 hours	48 and under 56 hours	56 and under 60 hours	60 hours and over
Total [1]	12,303	31.4	48.3	12.8	4.3	2.8	0.2	0.1
California	346	12.4	41.0	39.0	2.9	4.6	----	----
Illinois	1,300	22.0	38.0	23.7	12.7	3.2	.3	.2
Indiana	1,249	31.6	61.2	4.5	1.4	.9	.2	.3
Iowa and Wisconsin	236	25.4	54.2	15.7	1.3	3.0	.4	----
Maryland	138	10.1	89.9	----	----	----	----	----
Massachusetts	281	26.0	42.3	9.3	19.9	2.5	----	----
Michigan	2,060	46.2	42.6	5.1	1.9	3.3	.9	.1
Missouri	968	11.9	80.3	7.6	.2	----	----	----
New Jersey	1,516	24.6	54.9	9.0	4.7	6.5	.1	.2
New York and Connecticut	2,276	45.4	39.9	8.9	4.2	1.6	----	----
North Carolina and Tennessee	407	5.2	41.0	32.9	13.5	7.4	----	----
Ohio	282	29.8	31.9	24.8	5.7	7.4	.4	----
Pennsylvania	1,244	33.8	41.5	23.6	.5	.7	----	----

[1] In Wisconsin, Connecticut, Maryland, North Carolina, Tennessee, and Pennsylvania, drug firms only were covered.

Weekly Earnings

The median week's earnings reported for the 12,486 employees covered by the survey were $21.10. The highest in the different States was $25.05 in Indiana and the lowest, $15.10, in Maryland. Michigan, Missouri, and New Jersey also had relatively high median weekly earnings—$24.70, $24.50, and $23.35, respectively. Based on the first quartile, Michigan, California, and Indiana paid relatively high wages, and Massachusetts, Maryland, New York and Connecticut, and Ohio relatively low wages, as may be seen by table 3:

TABLE 3.—*Week's Earnings of Workers in Drug and Toilet Preparations Manufacturing, by States*

State	Number of employees	Week's earnings		
		First quartile	Median	Arithmetic average
Total	12,486	$15.90	$21.10	$22.25
California	378	18.25	19.90	21.80
Illinois	1,304	16.25	18.75	20.20
Indiana	1,253	18.00	25.05	24.75
Iowa and Wisconsin	241	15.50	17.45	18.85
Maryland	138	14.15	15.10	18.30
Massachusetts	316	14.60	18.25	21.40
Michigan	2,068	20.70	24.70	26.35
Missouri	970	16.00	24.50	23.70
New Jersey	1,517	16.65	23.35	23.25
New York and Connecticut	2,353	14.10	17.00	19.30
North Carolina and Tennessee	407	15.15	16.85	18.45
Ohio	286	13.80	17.70	21.10
Pennsylvania	1,255	16.05	20.15	21.55

WAGES AND HOURS IN MILK CONDENSERIES, 1938

THE major product of the 161 condenseries reported as operating in the United States is evaporated milk, though some plants also make one or both of the two other forms of preserved milk—condensed milk and dry milk. Over 70 percent of the employees of milk condenseries covered by a survey made by the United States Women's Bureau in March and April 1938 earned from 40 to 60 cents an hour. The survey covered 3,143 workers in 113 plants, all but 137 of the employees being men. The plants were located in 20 States and included the major producers in each State and some smaller plants in the more important of the States in the production of evaporated milk. The following information is from the report of that survey.

Hours Worked

The majority of the condenseries visited operated on a schedule of more than 40 hours per week. The scheduled hours reported by 14

plants were 40 a week; by 34 plants, 44 hours; by 5 plants, between 44 and 48 hours; by 31 plants, 48 hours; and by 9 plants, between 48 and 63 hours. The other 20 plants had irregular hours. A 6-day week was reported for 74 plants and a 7-day week for some employees for 39 plants, including 6 with a 7-day week for the plant.

Only 16.2 percent of the employees actually worked 40 hours or less in the week scheduled. The largest percentage (31.7) worked 48 and under 56 hours in the week. The proportions of the employees in the various States working certain classified hours are shown in table 1.

TABLE 1.—*Hours Worked by Milk Condensery Employees, by State*

State	Number of employees whose hours were reported	Percent of employees who worked—						
		Under 40 hours	40 hours	Over 40 and under 44 hours	44 and under 48 hours	48 and under 56 hours	56 and under 60 hours	60 hours and over
Total	2,926	13.4	2.8	12.2	27.0	31.7	4.9	8.0
California	473	16.7	.2	11.4	18.8	48.2	1.9	2.7
Illinois and Indiana	201	14.4	2.0	16.4	26.4	21.9	8.0	10.9
Kansas and Missouri	114	13.2	-------	23.7	13.2	21.1	9.6	19.3
Kentucky	96	17.7	-------	20.8	41.7	11.5	4.2	4.2
Michigan	220	10.0	3.2	9.5	35.5	35.5	4.5	1.8
New York and Pennsylvania	279	7.9	2.5	6.8	14.7	46.2	9.3	12.5
Ohio	360	10.3	2.2	8.9	29.4	28.9	6.7	13.6
Tennessee	120	28.3	.8	30.0	27.5	10.0	1.7	1.7
Washington and Oregon	78	24.4	-------	28.2	41.0	6.4	-------	-------
Wisconsin and Iowa	814	12.0	4.1	7.9	31.6	31.4	4.3	8.7
Five Southern States [1]	171	11.1	12.9	16.4	26.9	22.2	4.1	6.4

[1] Alabama, Maryland, Mississippi, Texas, and Virginia.

Hourly and Weekly Earnings

Wages were on a time-rate basis in all but three plants. Payment according to production, but with a guaranteed time-rate minimum, was in effect in these three plants.

Hourly earnings.—The median hourly earnings (midpoint) for the 2,926 workers in the 112 condenseries for which hours were reported were 50.1 cents and the mean (arithmetic average) was 48.8 cents. Over seven-tenths of the employees earned from 40 to 60 cents an hour.

A comparison by occupations reveals that the highest hourly earnings (57.3 cents) were in the can-manufacturing department, and that the operating engineers had the next highest earnings (53.6 cents). Workers in the department where the fresh milk was received and tested, and operators of the milk-processing machines averaged 49.7 and 49.3 cents an hour, respectively.

The general utility and warehouse men earned an average of 48.3 cents an hour, and workers in the can-filling and packing department had the lowest average (45.3 cents).

Average hourly earnings in the different States showed greater variation than appeared among the different occupations. The highest hourly earnings were in California condenseries, the average being 60.1 cents. The lowest were reported for plants in Kansas and Missouri, in Tennessee, and in the five Southern States combined; from 58 to 79 percent of all the workers in these States earned under 40 cents an hour. The variation in hourly earnings among the States seems to have been due to dissimilarity in recognized wage standards in the different States, rather than to union agreements, as only one-sixth of the plants scheduled had such contracts. The variation in hourly earnings in the different States may be seen in table 2.

TABLE 2.—*Hourly Earnings of Milk-Condensery Employees, by States*

State	Average hourly earnings (cents)	Percent of employees with average hourly earnings of—									
		Under 30 cents	30 and under 35 cents	35 and under 40 cents	40 and under 45 cents	45 and under 50 cents	50 and under 55 cents	55 and under 60 cents	60 and under 65 cents	65 and under 70 cents	70 cents and over
Total	48.8	0.3	9.2	9.6	15.1	15.5	21.6	13.8	9.2	4.1	1.7
California	60.1	------	------	------	.2	3.4	6.8	30.7	37.6	17.3	4.0
Illinois and Indiana	44.6	.5	11.9	9.0	19.9	35.3	9.5	10.4	2.5	1.0	------
Kansas and Missouri	37.5	------	45.6	25.4	19.3	5.3	.9	2.6	------	------	.9
Kentucky	43.1	------	25.0	21.9	7.3	19.8	11.5	7.3	6.3	1.0	------
Michigan	46.2	------	2.3	4.5	35.0	35.5	14.5	5.9	1.8	------	.5
New York and Pennsylvania	42.3	------	26.9	11.1	22.6	16.8	11.8	6.5	2.5	.7	1.1
Ohio	47.1	------	.6	13.1	26.4	28.9	18.3	7.2	1.9	1.7	1.9
Tennessee	39.3	------	21.7	36.7	24.2	10.8	5.8	------	------	------	.8
Washington and Oregon	55.4	------	------	------	6.4	------	37.2	37.2	11.5	2.6	5.1
Wisconsin and Iowa	52.6	------	.9	1.0	9.3	11.4	48.9	17.3	6.4	2.9	1.8
Five southern States [1]	35.8	4.7	32.2	42.1	15.2	3.5	1.8	.6	------	------	------

[1] Alabama, Maryland, Mississippi, Texas, and Virginia.

Weekly earnings.—The week's earnings recorded in the survey included actual earnings for all work, including overtime. Of the 113 condenseries scheduled, 52 reported pay for overtime, 30 at the rate of time and one-half and 22 at straight time. The median week's earnings ($23.50) were approximately the same as the mean ($23.25). A large majority of the workers (71.2 percent) earned $20 or more in the week, and two-fifths (40.4 percent) earned $25 or more. Among the States, California plants had the highest proportion (71 percent) of the workers earning $25 or more. This was due to higher hourly rates and also to the large proportion working 48 hours or more. With the exception of a few States where the difference in the hours of work of many workers affected the week's earnings, the ranking of the States in week's earnings was the same as in hourly earnings. The average week's earnings of the 3,143 workers in the 113 condenseries in the different States and a percentage distribution of employees according to earnings and by States are set forth in table 3:

TABLE 3.—*Week's Earnings of Milk-Condensery Employees, by States*

State	Average week's earnings	Percent of employees with week's earnings of—								
		Under $10	$10 and under $15	$15 and under $20	$20 and under $25	$25 and under $30	$30 and under $35	$35 and under $40	$40 and under $50	$50 and over
Total	$23.25	3.8	7.8	17.1	30.8	25.2	10.8	2.9	1.4	0.1
California	27.05	2.8	3.2	4.0	18.7	37.0	28.1	4.9	1.1	.2
Illinois and Indiana	22.15	3.2	8.2	23.3	38.8	16.0	5.5	2.3	2.7	------
Kansas and Missouri	20.50	4.1	24.0	23.1	20.7	14.9	10.7	.8	1.7	------
Kentucky	21.60	4.5	10.7	28.6	26.8	17.0	6.2	2.7	3.6	------
Michigan	22.30	2.6	3.8	20.5	49.6	15.8	5.6	1.7	------	.4
New York and Pennsylvania	21.20	4.2	12.2	28.0	27.6	19.6	5.6	1.4	1.4	------
Ohio	23.15	4.6	4.3	20.6	32.8	26.3	6.8	3.5	1.1	------
Tennessee	17.50	8.4	26.0	38.2	18.3	5.3	1.5	.8	1.5	------
Washington and Oregon	23.25	3.7	4.9	4.9	51.9	24.7	7.4	------	2.5	------
Wisconsin and Iowa	24.95	3.0	2.3	8.6	36.8	33.8	10.3	3.8	1.4	.1
Five Southern States[1]	17.95	6.7	26.7	37.9	15.4	7.2	4.1	1.0	1.0	------

[1] Alabama, Maryland, Mississippi, Texas, and Virginia.

EARNINGS OF FACTORY OFFICE WORKERS IN NEW YORK STATE, OCTOBER 1938

OFFICE workers in New York State factories averaged $34.19 per week in October 1938, an increase of 26 cents over October 1937, according to the annual report on factory office workers' earnings by the New York Department of Labor, published in its Industrial Bulletin for November 1938. The New York department points out that, although the figure for 1938 is higher than that for 1937, it is possible that the increase was due as much to the laying off of low-paid clerical employees as to a general rise in salary scales, since the reporting firms employed only 44,040 office workers in October 1938 as against 46,475 a year earlier. Average weekly earnings of all factory workers, office and shop combined, are reported to have dropped 36 cents during the same period, with a much greater decline in the total number employed than was recorded for office workers alone.

Average weekly earnings of office employees in the various industry groups in New York State, in October of each year from 1929 to 1938, are shown in table 1. The averages are based upon reports from the fixed list of manufacturing firms whose reports are used by the New York Department of Labor in its monthly employment record. As these reports cover substantially the same firms each year, the data in the table may be assumed to indicate the trend in office salaries. However, the New York department emphasizes that variations in salaries as between occupations, and in the proportion of higher salaried supervisory and technical workers in different industries, render questionable any comparisons of dollar earnings as between industries.

The workers covered in this annual survey include clerks, stenographers, bookkeepers, accountants, cashiers, stock clerks, office managers, and superintendents.

TABLE 1.—*Average Weekly Earnings of Office Employees in Representative New York State Factories in October of Each Year, 1929 to 1938*

Industry	Average weekly earnings in October—									
	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938
Average, all industries	$36.94	$37.48	$35.49	$31.86	$31.85	$32.45	$32.71	$33.05	$33.93	$34.19
Stone, clay, and glass	34.70	35.52	34.35	31.48	28.83	27.74	26.47	26.65	28.07	29.30
Metals and machinery	37.72	38.29	35.06	31.27	32.39	34.29	35.30	35.56	36.83	36.21
Wood manufactures	37.56	36.74	38.07	32.04	30.31	30.59	30.05	30.02	32.67	33.02
Furs, leather, and rubber goods	29.34	30.58	28.75	24.73	24.72	23.72	24.51	24.73	23.80	24 98
Chemicals, oils, paints, etc	34.07	34.74	32.87	29.93	30.64	31.00	30.41	31.49	32.59	32.81
Pulp and paper	[1]	[1]	[1]	[1]	[1]	[1]	[1]	[1]	[1]	[1]
Printing and paper goods	42.68	43.94	41.85	37.25	36.44	36.71	36.13	36.23	37.28	38.89
Textiles	30.87	33.47	33.46	29.35	31.76	29.97	[2]26.32	26.92	26.45	27.59
Clothing and millinery	33.30	32.60	31.27	27.63	26.24	25.38	26.28	26.67	27.44	27.41
Food and tobacco	36.04	36.49	35.10	33.10	31.90	31.86	32.84	33.55	33.49	34.41
Water, light and power	30.77	33.01	30.64	31.59	30.24	34.10	34.68	35.47	36.30	36.07

[1] Separate earnings not computed because of small number of employees.
[2] Not comparable with preceding years.

Table 2 shows average weekly earnings of men and women in October 1938. The figures in this table were not based on a fixed list of firms, as was the case with those in table 1.

TABLE 2.—*Average Weekly Earnings of Men and Women in Factory Offices in New York State, October 1938*

Industry [1]	Men			Women		
	Total State	New York City	Upstate	Total State	New York City	Upstate
Average, all industries	$43.52	$44.46	$42.99	$22.23	$23.45	$21.35
Metals and machinery	43.33	40 89	43.89	21.68	23.80	21.00
Wood manufactures	43.85	36.87	46.42	20.35	20.49	20.31
Furs, leather, and rubber goods	37.99	40.22	36.18	20.00	20.98	18.96
Chemicals, oils, paints, etc	43.59	36.94	47.00	22.69	23.01	22.56
Printing and paper goods	48.38	52.54	41.87	22.55	23.24	21.60
Textiles	36.91	40.23	36.00	20.72	20.63	20.75
Clothing and millinery	39.20	39.48	37.92	23.01	24.00	20.09
Food and tobacco	42.65	44.74	39.19	23.95	25.05	22.80

[1] Separate earnings not computed for stone, clay, and glass, pulp and paper, and water, light, and power industries, because of small number of employees.

The data in table 3, on employment and pay rolls, show that the number of employees in factory offices in New York State declined 5.2 percent from October 1937 to October 1938, and pay rolls 4.5 percent.

TABLE 3.—*Employment and Pay Rolls in Factory Offices in New York State, October 1938 as Compared With October 1937*

Industry	Employees		Pay rolls	
	Number, October 1938	Percent of change, October 1937–October 1938	Amount, October 1938	Percent of change, October 1937–October 1938
Total	44,040	−5.2	$1,505,576	−4.5
Stone, clay, and glass	961	+22.3	28,156	+27.6
Metals and machinery	15,140	−5.6	548,216	−7.2
Wood manufactures	1,348	−3.9	44,512	−2.8
Furs, leather and rubber goods	2,811	−5.5	70,227	−.7
Chemicals, oils, paints, etc	3,703	−6.4	121,484	−5.7
Pulp and paper	328	−1.2	12,816	−5.3
Printing and paper goods	8,537	−9.3	332,015	−5.3
Textiles	1,959	−12.1	54,056	−8.3
Clothing and millinery	3,857	+3.6	105,710	+3 4
Food and tobacco	3,767	−6.0	129,625	−3.4
Water, light, and power	1,629	+.4	58,759	−.3

WAGES IN MEXICO, 1937 AND 1938 [1]

STATE regulation of wages in Mexico is exercised, under provisions of the Federal Constitution, by the central board of conciliation and arbitration (*Junta Central de Conciliación y Arbitraje*) in each State, which coordinates the work of the municipal minimum wage commissions, or in the absence of these local commissions, itself fixes the minimum wage. Federal regulation is exercised through decrees issued by the President of the Republic giving the force of law to collective labor contracts, including wage agreements, which have been entered into by two-thirds of the employers and union workers in a specified branch of industry and in a given district, making these terms binding upon all employers and workers in that branch of industry in the area.

The Federal Labor Code of August 28, 1931, as amended by a decree of October 6, 1933, provides that the special municipal minimum wage commissions are to be composed of an equal number of representatives of employers and workers in the municipality, not less than two of each, and a representative of the municipal government, acting as chairman. If the employers and workers do not select their representatives within the time limit specified in the law, the State central board of conciliation and arbitration is empowered to complete the required number of members for the commission. Action to secure the fixing of minimum wages in municipalities is to be initiated by the central board of conciliation and arbitration on the first day of October in odd years; the decisions of the special commissions are subject to review by the central boards, after which they are promulgated by those boards. Upon the application of the majority of employers or workers in a municipality, the special commissions are (if conditions seem to justify it) to review the minimum wage fixed, and as in the case of the biennial fixing of wages, their findings are subject to review by the central boards. Time limits are set for each step in the proceedings, and if the special commissions do not act within the time limits set, after due notice to the parties concerned, the central boards fix the minimum wage. Work which, by its nature, is carried on in more than one municipality is to receive the highest of the minima established by the special commissions concerned. Piece-work rates

[1] Data are from reports of Willard Galbraith, American consul at Mexico City, October 4, 1938; G. R. Willson, American consul at Piedras Negras, January 18, 1938; Charles H. Taliaferro, American vice consul at Mérida, January 20, 1938; A. F. Yepis, American vice consul at Guaymas, February 23, 1938; and Perry Ellis, American vice consul at Mazatlán, February 14 and April 5, 1938. Other sources consulted include Revista del Trabajo (Mexico); Diario Oficial (Mexico); Boletin Oficial (La Paz); Periodico Oficial (Chihuahua); Periodico Oficial (Pachuca de Soto); and Bulletin of the Pan American Union.

are to be so fixed that 8 hours of labor will normally yield a return not less than the minimum wage.

An executive resolution of September 7, 1933, established the National Minimum Wage Committee (*Cómisión Nacional del Salario Mínimo*) of five members, which, working with State governors, municipal authorities, progressive employers, and workers in general, was to expedite the fixing of minimum wages. Rulings of that body dated January 26 and February 28, 1934, reiterated the right of women and minors to receive the minimum wage, as specified in article 86 of the Federal Labor Code.

The minimum-wage rates which had been determined by the early part of 1938 for the years 1938 and 1939, varied from 75 centavos per day in Jalisco to 4.50 pesos in the northern district of Lower California.[2] In 4 States and the Territory of Quintana Roo only one wage was established for all types of work, although this wage varied from one municipality to another in 3 of the States. In 13 municipalities of Tlaxcala the minimum wage consisted of a specified amount of money and a specified quantity of maize. The greatest number of minimum wage rates fixed according to type of work was 9, in Sinaloa.

Table 1 shows for the various political divisions of Mexico the number of different types of work for which wages were fixed for 1938 and 1939, with the lowest and highest minimum-wage rates for each division.

TABLE 1.—*Minimum Daily Rates Fixed in States of Mexico for 1938 and 1939*

[Average exchange rate of peso in 1937=27.75 cents, and in July 1938=20.10 cents]

State or district	Number of types of work for which rates were fixed	Minimum wage		State or district	Number of types of work for which rates were fixed	Minimum wage	
		Lowest	Highest			Lowest	Highest
		Pesos	*Pesos*			*Pesos*	*Pesos*
Aguascalientes	7	1.15	1.75	Morelos	2	1.00	2.00
Lower California:				Nayarit	5	1.10	2.00
Northern district	2	3.00	4.50	Nuevo León	2	1.00	2.50
Southern district	8	1.50	2.50	Oaxaca	8	1.00	2.00
Campeche	1	1.50	2.00	Puebla	2	1.30	2.10
Chiapas	4	.80	2.50	Querétero	4	1.00	1.50
Chihuahua	3	1.50	3.50	Quintana Roo	1	3.00	3.00
Coahuila	3	1.20	2.50	San Luis Potosí	5	1.00	2.00
Colima	3	1.15	2.00	Sinaloa	9	1.00	3.00
Durango	4	1.00	2.50	Sonora	3	1.00	3.25
Federal District	2	1.65	2.50	Tabasco	2	1.50	2.50
Guanajuato	4	1.00	1.85	Tamaulipas	3	1.00	3.60
Guerrero	3	1.00	2.00	Tlaxcala	3	[1].90	1.25
Hidalgo	3	1.00	2.25	Veracruz	3	1.55	2.85
Jalisco	1	.75	1.70	Yucatan	1	1.75	3.50
Mexico	2	1.25	2.50	Zacatecas	2	1.00	1.75
Michoacán	1	1.00	1.00				

[1] In 13 municipalities a specified amount of maize is added.

[2] For 1936 and 1937 the range was from 75 centavos to 4.50 pesos. See Monthly Labor Review, August 1936 (pp. 409-410).

These rates represent an increase in the lowest minimum wage in 12 governmental divisions, varying from 5 centavos in Chiapas to 50 centavos in Quintana Roo, and an increase in the highest wage in 24 divisions, varying from 20 centavos in Guanajuato to 1.50 pesos in Mexico. Decreases shown in the lowest wages were 5 centavos in Veracruz, 15 centavos in Nayarit, 20 centavos in Jalisco, and 50 centavos in Sonora; in the highest rate, 25 centavos in the southern district of Lower California and Zacatecas, 45 centavos in Veracruz, and 50 centavos in Oaxaca. In Quintana Roo, where only one wage rate was established for each biennium, that for 1938 and 1939 showed an increase of 50 centavos. The lowest rates remained the same in the northern district of Lower California, and in Michoacán, Querétero, and Tlaxcala.

In 26 of the governmental divisions special minimum wages were fixed for field work, ranging from 80 centavos in Chiapas to 2.75 pesos in Sonora and 4 pesos in the northern district of Lower California; in 20 of these divisions special wage rates were designated for city workers as such, ranging from 1.10 pesos in Chiapas, Nayarit, Nuevo León, and Tamaulipas, to 3.60 pesos in Tamaulipas, and 4.50 pesos in the northern district of Lower California. In 8 divisions separate wages were established in mining, varying from 1.25 pesos in Querétero to 2.80 pesos in the southern district of Lower California. Workers designated as unskilled or unclassified were assigned wages ranging from 1 peso in Morelos to 1.75 pesos in Zacatecas; and skilled or classified workers from 1.25 pesos in Guanajuato to 2.50 pesos in Mexico. Four States fixed rates of 1 peso to 2.85 pesos for industry, 3 States 1 peso to 2.70 pesos for commerce, and Nayarit and Sinaloa 1.75 and 2 pesos, respectively, for fishing. In the southern district of Lower California the minimum wages fixed amounted to 2 pesos for seamen and 2.75 pesos for laborers in salt works; and other special rates were set for specified groups of workers. In Oaxaca the rate for domestic servants in certain kinds of public institutions was 1.75 pesos.

National Collective Agreements

Articles 58 and 64 of the Federal Labor Code provide that when a collective agreement has been entered into by two-thirds of the employers and union workers in a specified branch of industry and in a given district, it becomes binding upon all employers and workers in the same branch of industry in that district if a decree to that effect is issued by the President. The period of effectiveness in such cases is not to exceed 2 years, although under certain circumstances it may be extended for similar periods of time.

Such collective agreements (including the wage scales fixed in them) have become law in various industries. Thus, in the silk and artificial

silk industry the agreement of August 5, 1937, provided for immediate increases of 3 to 20 percent over wage levels effective at that time, and allowed 6 months for a commission to study the question of minimum wages in the industry. In the textile industry an agreement binding upon the entire industry, made effective by a decree in 1929, was modified in coverage by a decree of July 14, 1932, so as to apply only to the cotton-textile industry in 22 governmental entities and the Federal District; its period of effectiveness was extended for 6 months from July 15, 1932. It has been extended by periods of 6 months each until the present time, but by a decree of April 4, 1938, temporary wage increases were made to apply to the cotton-textile industry throughout the country until the convention then in session completed its work of revision and the agreement might be made effective throughout the Nation. The latest extension of the rates of 1925–27 (a decree of July 14, 1938), however, makes provision that this decree shall cease to apply if, before its expiration, the permanent contract for the Nation goes into force. Other industries in which collective agreements have been put into effect throughout the industry, and the period and date of their effectiveness, are shown below.

	Period (years)	*Date effective*
Woolen-textile industry	2	July 20, 1937
Counterpane industry	2	Dec. 7, 1937
Rubber industry	2	[1] Jan. 16, 1938
Sugar, alcohol, and similar industries	1	[1] Dec. 22, 1937

[1] Extension of original period.

A collective agreement in the hard-fiber textile industry (henequen, jute, istle, etc.), signed June 3, 1938, by more than two-thirds of the employers and unionized workers in the industry, has been published, but up to December 1, 1938, has not been made law by a presidential decree.

PROVISIONS OF AGREEMENTS

The principal minimum requirements specified in the Federal Labor Code apply to all contracts unless otherwise noted. These include full pay for 3 compulsory rest days and the vacation period each year, and for 8 days of maternity leave before and a month after confinement, with two 30-minute nursing periods per day after return to work (any additional maternity leave is without pay); a maximum 8-hour day (7 hours at night and 7½ hours for a mixed shift); double time for overtime, which is not to exceed 3 hours per day on 3 days in a week; prohibition of overtime work for minors under 16 years and for women; a compulsory day of rest each week with pay; for workers with more than a year's service, not less than 4 days' paid vacation each year nor after 2 years less than 6 days; wages not to be discounted except, with the worker's consent, for debts contracted with the employer

(not to exceed 30 percent of that part of the wage exceeding the minimum), for union dues, or for the establishment of cooperative associations and savings banks; prohibition of work requiring considerable physical exertion during 3 months before childbirth; and special quarters for working mothers to nurse their babies, in enterprises employing more than 50 women.

Silk and Artificial-Silk Industry

The agreement in the silk and artificial-silk industry is provisional, and certain regulations are subject to revision, but it established the wage increases noted above. It provides that the third (night) shift is gradually to be eliminated from the industry. Five compulsory holidays with pay and three without pay are designated for each year. Workers with more than a year's service are to have 6 days' paid vacation in the spring, each year, and persons with 6 months' service get 3 days with pay and 3 days without pay. Enterprises may, with advance notice, suspend operations for 1 workday coming between two holidays, but in that case must pay for it. Leave of absence without pay, either individual or collective, may be granted for periods usually not less than 1 day nor more than 30 days. A first-aid station must be maintained. Enterprises are required to pay 50 centavos per month per worker for medical attention to workers in the clinic chosen by the workers' union, or may contract directly with the clinic. Enterprises employing 30 or more women are to furnish a suitable room apart from the working place in which working mothers may leave their babies in charge of a competent person paid by the employer, and the company physician is to advise them regarding the care of their babies.

Woolen-Textile Industry

The effective period for the national agreement in the woolen industry is 2 years, unless extended; but the agreement between the parties agreeing to it is to remain in force indefinitely, although it may be revised in accordance with the provisions of the Federal Labor Code.

Various wage rates are established, representing an advance over existing levels. Daily wages set for workers engaged in the woolen-textile industry itself range from 2.30 to 2.80 pesos; for mechanics, carpenters, and other artisans employed in connection with the industry, from 2.35 to 5.85 pesos. For many types of piece work, including family manufacture of blankets (*sarapes*), flat rates of pay are set, but for certain other types of piece work involving varied degrees of responsibility or skill the agreement provides for increases (in existing rates) ranging from 1 to 35 percent, and for certain simple types of piece work increases ranging from 13½ to 25 percent. In

factories already paying wages higher than those established in the schedule, wages are to be increased by 10 percent. In the case of jobs not mentioned in the contract, the following increases are to apply: Jobs paying 3 pesos per day or less, 20 percent; those paying 5 pesos or less, but more than 3 pesos, 15 percent; and for those paying more than 5 pesos, 10 percent.

The above rates apply to the day shift which begins between 6 and 8 a. m. and lasts for 8 hours. The second and third shifts are not to last longer than 7 hours each. Workers on the second and third shifts employed by the day are to receive pay for 8 hours, increased by 5 and 17½ percent, respectively, and those employed at piece-work rates receive regular pay increased by 15 and 22½ percent, respectively. Double time is paid for overtime and for work during vacations and under ordinary circumstances on the weekly rest day.

One day of rest in seven is compulsory, but must be paid for at the regular rate, in proportion to the days worked each week. Regular wages are paid for 5 holidays each year, and 4 other (church) days' leave without pay may be granted. Each year, 10 "natural" days of vacation are allowed all workers who have been employed in the enterprise for more than a year, to be paid for on the day preceding the vacation; piece workers are to be paid at the average rate for the preceding 4 weeks. Workers who have maintained a good record of conduct may also take 20 days' leave without pay each year, in periods not less than 1 day each.

Present housing arrangements (not described in the agreement) continue in force. Compensation for industrial accidents is to be as provided for by law, except that, in the case of temporary injuries, 75 percent of regular wages are to be paid for the first 4 days and after that 100 percent during the period of incapacity for work but not to exceed 1 year.[3] Maternity benefits include leave with full pay for 12 days before and after confinement.

Employers are to furnish athletic fields unless adjacent ones can be used by the workers. The enterprise is to pay to the union 1.15 pesos per month for each worker for care of nonoccupational diseases or may continue care as at present, until the adoption of a national social security scheme. Each employer must pay 1 peso per half year for each worker into a special fund to be administered by a committee of three (one person each, representing the employer, the workers, and the Government), to provide specialized technical education for workers or the sons of workers who meet specified requirements. The number of such students (not more than 10) depends on funds on hand.

[3] Art. 303 of the Federal Labor Code allows 75 percent of regular wages from the first day of disability and for a period not to exceed 1 year.

Rubber Industry

In the national collective agreement for the rubber industry, effective for 2 years from January 16, 1938, almost all jobs are described, and most of the wages specified are for piece work; a few rates, however, are given for work by the week or month, and more for work by the day. The daily minimum is set at 2.25 pesos; for work requiring a high degree of skill or responsibility, 6 or even 8 pesos are specified, particularly in jobs involving some supervisory duties.

Four holidays with pay are to be given each year; for work done on these days double time must be paid, and in addition the worker is to be allowed a substitute holiday with pay. Permanent workers are to have 6 days' vacation each year, regardless of their length of service, paid in advance. The agreement stipulates 40 days' maternity leave, with full pay, medical attendance, and medicines.

Benefits for retirement because of disability are payable for life, at the rate of wage received at retirement, in the case of workers employed continuously in the same enterprise for 25 years under a contract which has not lapsed, provided disability is not due to venereal disease, drugs, alcoholism, or criminal acts. Medical and pharmaceutical care is required in the case of occupational risks, full pay for time lost, and indemnities as provided in the Federal Labor Code. For diseases other than occupational and for conditions not caused by venereal disease, drugs, alcoholism, or criminal acts, the worker is to receive medical and pharmaceutical aid as long as needed, and after 4 days of disability, 50 percent of pay for 30 days. When, after a year of service, a worker dies from cause other than occupational risk, suicide, or criminal act, the enterprise is to pay 60 pesos for burial expenses.

Enterprises in which more than 25 women are employed are to furnish a nursing room, and in those in which more than 50 women work, a place is to be provided where mothers may leave their babies under a year old.

Sugar, Alcohol, and Allied Industries

The national labor agreement in the sugar, alcohol, and allied industries applies to both field and factory employment. The enterprises covered by the contract are divided into three groups, according to wages paid; only a few companies are classified in the first (highest) and second wage groups, leaving most of them subject to the lowest wage rates.

One day of rest per week must be paid for, except for persons employed by the month; if a worker is absent 1 workday no deduction is made from his pay for Sunday, if he is absent 2 days he receives 75 percent of normal pay for Sunday, and if absent three times, 50 per-

cent, unless local practices in the industry are otherwise. Four days of holiday with pay each year are compulsory, with double pay for any work done, and if a worker is obliged to work on a holiday which coincides with his weekly rest day he is to receive triple pay. Upon advance notice the union may declare not to exceed 3 days of collective holiday without pay each year. Workers are to have 8 days of paid vacation for their first year of service and 12 days for the second and subsequent years, or 6 days for those persons who work throughout the grinding season (*zafra*), with shorter vacations in proportion for persons in all three instances who have worked less than full time. Leave without pay up to 90 days per year is allowed for personal reasons, and for union business or official duties whatever time is needed is granted. By agreement, cane cutters may have up to 50 per cent of their wages advanced.

For occupational disabilities workers are to receive full pay during the period of their incapacity, in addition to medical attention. The enterprise is to employ a physician to care for the health of the workers and the common diseases of specified relatives who are members of their immediate families. A clinic or hospital is to be maintained for the workers and their families. In addition to funeral expenses for workers required by the Federal Labor Code, employers are to contribute to the funeral expenses of certain near relatives in accordance with the local custom. For sickness and for nonoccupational accidents the employer is to pay 50 percent of wages for up to 60 days, and if the disability lasts longer he is to continue to furnish medical attention. However, the health benefits to either the worker or members of his family do not apply if the condition is due to fighting, to venereal disease, drugs, or intoxication.

Workers are to have sanitary living quarters furnished, and those who live on the estate, a garden plot also, with the privilege of using farm animals to work it, and of cutting firewood and of getting sugar for their own use at a lower price. The enterprises must furnish athletic fields for their workers and elementary schooling for their workers' children.

Cotton-Textile Industry

By the terms of a temporary contract for the cotton-textile industry of the Nation, signed March 19, 1938 (but effective from March 17, 1938, until a permanent contract goes into effect), all wages except certain daily wages over 7 pesos were increased above the wage scale adopted in 1925–27. Persons receiving 2 pesos per day under the scale of 1925–27 were raised to 2.70 pesos. All wages below 2 pesos per day were increased by 70 centavos. All piece-work rates less than 7 pesos were increased by 70 centavos, except that wages of persons minding 3 looms were increased by 55 centavos and those minding two

looms, by 43 centavos. Piece workers getting more than 7 pesos were to receive increases of 43 centavos. An increase of 70 centavos was prescribed for salaried employees listed in the former contract to receive up to 7 pesos. For wages not listed in the schedule by day or piece work, increases of 70 centavos for those up to 5 pesos per day; 35 centavos, from 5.01 to 7 pesos; and for persons receiving 7.01 pesos or more no increase, unless one was needed to equal the pay of a person from the lower wage level engaged at the same sort of work whose wage had, by this contract, been increased by 35 centavos.

Wages and Earnings in Various Industries

In addition to manufacturing industries, agriculture, livestock, petroleum, and mining play an important part in Mexican economic life. In general, the provisions of the Federal Labor Code apply to all branches of industry, involving the maximum 8-hour day, 48-hour week, double pay for overtime, limited to 3 hours per day on 3 days per week, compulsory rest day with pay each week, and certain other requirements for larger concerns. The only general deductions from wages are those mentioned in connection with the collective labor contracts, and income tax, where applicable. Except as noted in the following pages, supplementary payments are not usual.

AGRICULTURE

Farming operations formerly carried on by independent growers on leased or independently owned land have been greatly curtailed during recent years by the extensive practice of expropriating large estates and parceling them out for operations on a communal basis, with the financial aid of the Government, by former farm laborers. For general farm work wages range from a minimum of 80 centavos in a part of Chiapas to 2.75 pesos for one municipality in Sonora, and 3 to 4 pesos per day in the northern district of Lower California; these wages are the minima established by the local commissions, and apply only to the independently operated farms. In the State of Durango, for which information is available, employers ordinarily furnish farm laborers with free housing, fuel, and pasturage for their livestock. The laborers usually cultivate the lands of their employers on shares, and receive wages only for the time they work for the employer, and a part of these wages is often paid in kind. Skilled and semiskilled agricultural laborers, persons able to operate tractors and machinery, receive from 1.75 to 3.50 pesos per day.

The minimum wage rate fixed by decree in the banana region of Chiapas is 1.80 pesos; in Oaxaca, 1.50 to 2.00 pesos.

In the banana industry in the Veracruz consular district, workers paid on a piece-work basis employed at cleaning, pruning, and culti-

vation are able to earn 4 to 5 pesos per day; for cutting and hauling fruit from farm to river, from 10 to 13 pesos for a day of from 8 to 10 hours. For transporting fruit to port the basic minimum monthly pay varies from 130 to 245 pesos and actual earnings from 400 to 600 pesos; persons paid by the trip earn 300 to 500 pesos per trip. Every person working by the day must be paid for a day of rest each week; a worker employed by the month is paid 2 full days' wages extra if he works on Sundays. The employers provide schools and medical attention. The banana planters house their workers in large camps.

In Chiapas, minimum wage rates in the coffee region are 1.10 to 1.30 pesos. Wages paid in Veracruz, 2.50 to 3.00 pesos daily, average higher than any minimum wage fixed by decree in that State. In Veracruz double rates are paid for overtime; in Chiapas time and a half is paid on ordinary days and double time on holidays. Payment of wages is made for four national holidays each year. In Chiapas workers are furnished free housing, wood for fuel, and sometimes free electric light; they also have medical attention and are supplied with medicines for all illnesses of an occupational nature.

In the pineapple industry in Veracruz, drivers and cultivators are paid at the rate of 2.50 pesos per day; a crew of four men engaged in loading cars earns a total of about 15 pesos per day. Overtime is not customary. The only supplementary payments are medical attention and medicines. In one district in this State, steady workers are paid 45 pesos per month and day workers 1.50 to 2.00 pesos.

In the Torreón consular district, laborers on the small private cotton farms usually receive 1.75 to 2.00 pesos per day and foremen about 3.00 pesos The farm operators usually supply their regular workers with free housing, light, water, and medical attention.

The henequen and chicle industries are localized in the region of the Mérida consular district. Most of the henequen farms are operated on a communal basis, but on the approximately 740 privately owned farms the minimum wages for the various municipalities are paid—2.50 pesos in Mérida and an average of 2.18 pesos in the other places. Overseers receive 75 to 125 pesos per month. For piece work, assistant mechanics and firemen in rasping plants average 2 pesos per day; field laborers, 1.00 to 2.62 pesos; and for leaf-transportation men and operators of baling machines the maximum average daily earnings do not exceed 3.75 pesos. Because of the extremely trying climate, hours are irregular throughout the year but are on the average less than 8 per day. All workers are allowed the use of certain specified areas in which to plant corn and beans and to raise such animals as they can afford, and the majority of them are furnished housing. Employers are required to furnish medical attention and medicines without any deductions from wages.

Work in the chicle industry is mainly on a piece-work basis, at which the worker can produce about 2½ to 3 quintals of chicle per month, earning about 151.25 pesos. The usual day's work in the jungle is from 6 to 8 hours. It is stated that when workers are furnished medical attention a deduction of 2 pesos per quintal is made. The contractor of labor for the chicle industry furnishes food, clothes, etc., for the workers during the chicle season of about 7 months.

CATTLE RAISING

In the Nogales consular district, cattle-ranch hands receive at least 1.50 pesos (the minimum fixed by decree), and ranch foremen from 2.50 to 4.00 pesos per day. In the Piedras Negras district, cowhands are paid 30 to 50 pesos per month, sheepherders 25 pesos, and foremen of sheepherders 35 pesos. In the Agua Prieta and Chihuahua consular districts, cowhands receive 2 pesos per day. In all these districts free housing is furnished, and in the Piedras Negras district workers' families also receive meat, as well as timber for firewood.

LOGGING, LUMBERING, AND NAVAL STORES

Logging and lumbering wages reported from Durango are as follows:

	Daily wages (pesos)
Roustabouts	2. 33– 2. 75
Mill workers	2. 33– 5. 00
Mill hands, skilled	5. 00– 8. 00
Box-factory laborers	2. 33– 2. 75
Box-factory laborers, skilled	3. 00–11. 00
Loggers	[1] 5. 00
Sawyers, skilled	5. 00– 9. 00
Locomotive engineers and machinists	9. 50–12. 00

[1] Average.

Skilled men working at piece-work rates in the box factory earn slightly more than the day workers. Paid vacations are from 8 to 25 days per year, depending on length of service. Supplementary items include free housing, light, and fuel.

In the hardwood industry around Veracruz unskilled laborers are paid 2 pesos per day, skilled laborers 2.30 to 4.00 pesos, and carpenters 4 to 7 pesos. Workers receive free medical attention and medicines. Schools are provided for their children.

In the mahogany region around Mérida, loaders are paid 150 pesos per month, mechanics and tractor men 250 pesos, and foremen 288 to 324 pesos. Hunters and fellers are paid by the tree, 1 and 5 pesos respectively, and workers who clear the pathway 2.50 pesos per 30 yards. The piece workers average about 5 pesos daily throughout the season (which corresponds roughly with the dry season) of about 6 or 7 months, but if food is furnished wages average about 1 peso per day

less. Men usually work in 2 shifts of 12 hours each, but the hours of piece workers are irregular. Foremen receive free housing, and the other workers make their huts from materials at hand. Workers are given free medical treatment.

In the production of naval stores in the Durango consular district, laborers receive 2.33 to 2.75 pesos per day and chippers, freighters, and dippers 8 to 10.75 pesos per standard gum barrel. Average daily earnings of distillers and of deck hands on a piece-work basis are 6.60 and 3.30 pesos respectively. Supplementary payments include free housing, schools, paid vacations of 6 days for 1 year to 12 days for 7 years' service, and free medical attention and 2 pesos per day for board and lodging until the patient is discharged by the doctor.

PETROLEUM INDUSTRY

In the expropriated properties of the foreign oil companies, administered by a Government organization known as "Mexican Petroleum" (*Petroleos Mexicanos*), workers are grouped according to pay, regardless of occupational classification. In the Tampico and Minatitlán refineries and production units, 12 wage groups are listed, with a total of 1,190 classifications of workers. Table 2 shows representative classifications, from these groups and from the wage schedule of an American-owned petroleum company which was not expropriated.

TABLE 2.—*Daily Wage Rates in Petroleum Industry in Mexico*

Occupation	Daily wage (pesos)
Government-administered properties of foreign oil companies—Tampico and Minatitlán refineries:	
Wheelbarrowmen, waterboys, cook's assistants, second assistant masons, painters, and electricians, common laborers	*Average* 4.87
Barrel nailers, packers, barrel repairers, watchmen	5.41
Belt tighteners, third assistant greasers, topping-machine operators, third-class painters, barrel closers, assistant masons, painters, and riveters	5.91
Stillmen, first-class firemen, soldering-machine operators, fourth-class electricians, utility-gang bosses, assistant gasoline treaters	6.69
Absorbers, steam-hammer operators, first-class mechanic's assistants, third-class mechanics, plumbers, solderers, electricians and pipe fitters	7.53
Cranemen, winchmen, gas redistillation plant operators, boss pipe fitters	7.87
Laboratory assistants, analyzers, Diesel-plant operators, second-class masons, mechanics, and electricians	8.63
Pumpmen, refiners, lubricant treaters	9.43
Tractor operators, asphalt dippers, first-class operations bosses	9.94
First-class plant and relief operators	10.43
First-class masons, boilermen, plumbers, and pipe fitters, boss winchmen, tinsmiths, plate riveters	11.09
Privately operated company:	*Maximum*
Machinists	12.50
Mechanics, foremen, and master welders	12.00
Carpenters, marine pilots or engineers, pumpers, and caterpillar operators	8.00
Warehousemen and rig helpers	7.00
Clerks, field, and telephone operators	9.50
Truck drivers, well men, and gagers	6.00
Firemen	5.50
Watchmen	4.50
Watchmen, land department	5.00
Ferrymen	4.50
Connection men, line riders, and machinists' helpers	5.00
Station men	8.33
Teamsters	4.50
Laborers	4.00

Drillers and tool dressers are paid 300 and 250 pesos per month respectively, and in addition they are given room, board, and laundry.

MINING AND SMELTING INDUSTRIES

Minimum wages in the mining industry in Mexico have been officially fixed for 1938 and 1939 in the States of Aguascalientes, Coahuila, Durango, Guanajuato, Nayarit, Querétero, and Sinaloa, and in the southern district of Lower California. These minima range from 1.25 pesos in Querétero to 2.80 pesos in Lower California.

For copper, silver, and gold mining, as reported from Saltillo, mine superintendents receive 600 to 800 pesos per month, timekeepers 120 pesos, and weighers 100 pesos.

Actual wages in the mining and smelting and refining industries in various regions are shown in table 3.

TABLE 3.—*Daily Wages in Mining and Smelting Industries in Mexico*

Type of mining, district, and occupation or process	Daily wage
Coal mining	
Piedras Negras:	
Cutting and loading:	
Laborers, watermen, porters, and screeners	*Pesos* 3.80
Shovelers and trackmen	4.50–5.60
Mule drivers	4.50–6.20
Drilling and shooting	5.60
Hauling and hoisting:	
Laborers and telephone operators	3.80
Haulage auditors	3.80–4.50
Weighers	5.60
Signal foremen	4.50
Hoisting foremen and men in charge of hoisting cable	10.44
Mine-car repair:	
Greasers	3.80
Carpenters and foremen	4.50–7.50
Other operations:	
Ventilation workers and hoistmen and shaftmen	3.80–5.60
Outside-lamp workers	3.60–6.20
Stable workers	3.20–4.50
Tipple and washer workers	3.20–6.20
Coke-oven workers	3.20–9.48
Zinc mining	
Piedras Negras: Workers in—	
Sampling division	3.60–6.80
Laboratory (chemists), and zinc rolling mills (except foremen)	4.50–6.20
Dryers, skinner roasters and coolers, D. & L. sinters, pottery and condenser concentrators, crushers, and clay mills	3.20–5.04
Cottrell plants and baghouses	3.20–6.80
Acid plants	3.80–6.80
Zinc-sulphate plants	3.80–6.20
Batteries of zinc	4.50–8.40
Gas producers	3.20–8.40
Refineries (including foremen) and concentrator mills	3.20–5.60
Circulating pumps, lime kilns	3.20–4.50
Mechanical departments of shops	3.60–8.40
Magnetic separators	3.20–3.60
Zinc mining	
Piedras Negras: Workers in—Contd.	
Mix rooms:	*Pesos*
Foremen	10.44
Assistant foremen	6.20
Others	3.20–5.60
Copper, silver, and gold mining	
Saltillo:	
Foremen	6.60
Mine bosses	4.60
Timbermen and pickmen	5.00
Helpers	3.00
Laborers	2.85
Guadalajara:	
Pneumatic-drill operators	3.24
Hoist operators	2.50
Car counters and carters	2.16
Trackmen and drillers	2.16–2.70
Tool dressers and helpers	1.70–3.78
Watchmen and unskilled laborers	1.80
Mine bosses	4.32–5.17
Pipe fitters	3.25–4.50
Pump operators	3.00
Mechanics	2.70–3.24
Electricians	4.25–5.75
Agua Prieta:	
Pumpmen, masons, electricians, carpenters, machinists, and blacksmiths	4.00
Pipe fitters	3.50
Hoistmen	5.00
Drill sharpeners	4.50
Motormen	3.70
Compressor attendants	6.00
Timbermen and trackmen	3.70
Diesel-plant operators	10.00
Diesel-plant oilers	5.10
Boilermakers	8.80
Plumbers and millmen	5.10
Welders	6.75
Mill repairmen	4.60
Flotation operators	4.15
Crusher operators	3.45
Conveyormen	3.25
Engineer, railroad	8.80
Conductors	5.10

TABLE 3.—*Daily Wages in Mining and Smelting Industries in Mexico*—Continued

Type of mining, district, and occupation or process	Daily wage
Copper, silver, and gold mining—Con.	
Agua Prieta—Continued.	*Pesos*
Firemen and brakemen	4.40
Common laborers, surface	3.00
Common laborers, underground	3.25
Miners, muckers, and trammers	3.25
Smelting and refining	
Monterrey:	
Unloaders and melters, lead bullion	4.84–5.85
Smelting and refining—Continued.	
Monterrey—Continued.	*Pesos*
Softeners, lead bullion	4.84–7.09
Desilverizers, and cupellers of retort metal	4.84–5.29
Retorters of zinc crust	5.02–5.57
Dezincers, lead bullion	5.29–5.79
Shippers of refined lead	4.84–5.79
Workers in engine and car service	6.55–8.95
Workers in mechanical department	4.00–11.40

In zinc mining, loading and unloading are done mostly on the piecework basis, though some persons are employed at monthly salaries.

Supplementary payments in both coal and zinc mining include housing at a minimum rental of 50 centavos to 7.50 pesos per month, depending on the type of house rented; medical attention, medicines, and hospitalization for workers in case of occupational accidents or diseases; and free medical attention and medicines for workers and their families suffering from nonoccupational ailments. Workers suffering from occupational accidents and diseases receive full pay throughout the time they are under the medical care of the company, and in the case of nonoccupational ailments 50 percent of pay as long as their illness continues. In the case of unavoidable accidents in coal mining, the company guarantees a salary of 6.80 pesos to motormen and of 5.60 pesos to assistant motormen.

Supplementary payments reported in gold and silver mining in Guadalajara usually include housing, and the larger mines provide free medical attention and medicines for mine workers and their families. During occupational illness workers receive 75 percent of regular pay; they are also allowed up to 30 days of sick leave for nonoccupational illness, on half pay. For the region about Agua Prieta it is reported that all workers are given free rent, light, and water, and medical attention for themselves and their families.

Workers in the smelters and refineries at Monterrey each receive 6 pesos per month for house rent, and the company pays to the union 2.50 pesos per month per worker for medical attention and medicines for the worker's family, in addition to furnishing medical care, including surgery and hospitalization, free to the worker himself. Persons absent from work because of occupational accidents or diseases receive full pay, and those absent because of nonoccupational ailments, 60 percent of pay for not to exceed 60 days each year. All workers are insured for 500 pesos. In case of death from causes other than occupational, the company furnishes the casket and pays the family (for funeral expenses) 45 days' pay; in case of death from

occupational accident or disease, the company pays 60 days' pay, for funeral expenses, and an indemnity of 812 days' wages. If a worker chooses to retire after 20 years' service the company pays him in a lump sum the equivalent of 25 days for each year of service; if he is entitled to retirement but dies before he claims it, his family receives the payment.

The company pays into a savings fund 1 percent of all workers' wages.

MANUFACTURES

The actual wages paid in various manufacturing industries in the different localities of Mexico are shown in table 4:

TABLE 4.—*Wages Paid in Manufacturing Industries in Specified Localities in Mexico*

[For benefits and payments in addition to wages, see text pp. 412, 413]

Industry, locality, and occupation	Wage per day
Aluminum ware, Saltillo:	*Pesos*
Deep stampers	6.00
Turners (lathe)	3.75
Polishers, burnishers, finishers, decorators, and foundry workers	2.50
Unskilled workers	2.00
Breweries, Mexicali:	
Brewmasters	[1] 750.00
Engineers	[1] 250.00
Bottle foremen	[1] 600.00
Cellarmen, chief	[2] 75.00
Cellarmen, assistant	11.50–14.00
Kettlemen	15.75
Breweries, Veracruz:	
Tank feeders	4.50
Tank chargers	3.95
Tank dischargers	3.30
Bottlers	4.20–5.75
Cappers	3.70
Pasteurizing-tank chargers and dischargers	3.80
Labelers	4.20
Inspectors	2.25
Packers	4.40
Temperature watchers	3.30
Beer-box inspectors and markers	2.75
Cold rooms:	
Tankmen	6.00
Beer changers	4.75
Fermentation men	4.00
Filter adjusters and specialized helpers	3.85
Hot rooms:	
Engineers	7.00
Other workers	2.47–4.50
Brick and tile, Monterrey:	
Tile pressers, machine	4.50–5.50
Tile pressers, hand	4.50–5.30
Kiln burners	4.50
Dippers	4.00
Decorators	2.90
Unskilled laborers	2.56
Cement, Monterrey:	
Furnacemen	7.20
Dryer foremen	5.00
Grinders	4.44–5.60
Mill workers	5.00
Oilers	3.45–3.60
Briquet men	3.10
Clinker tenders	2.96
Common laborers	2.80
Chewing gum, Monterrey: [3]	*Pesos*
Kettlemen	3.30
Millmen, mechanics, and gum coaters	2.80
Gum washers	2.60
Wrapping-machine operators and gum breakers	2.50
Cigarettes, Monterrey:	*Per hour*
Packing-machine fixers	1.00–1.20
Knife changers	.44
Stamp cutters	.43
Dryer feeders	.42
Opening-leaf workers and tobacco-banks turners	.38
Machine feeders	.36
Cigarette-machine operators, cigarette catchers, packing-machine operators and feeders, glacine-machine operators, pack-wrapper operators and feeders	[4].38
Pack-wrapper catchers	[4].35
Cordage, Mérida:	
Spreader-machine and breaker-machine operators	*Per day* 3.70
Breaker receivers and drawing-frame operators	3.45
Twisters and balling-machine operators	3.20
Winding-machine and cop-machine operators, drawing-frame assistants, finishing drawing-frame attendants, and breaker receivers' assistants	3.15
Cotton ginning, Mexicali:	
Ginners	12.00
Pressmen	8.90
Suction-tube handlers	6.60
Sweepers	6.10
Samplers	7.60
Pressmen, hull presses	8.64
Crusher foremen	9.68
Crusher foremen, assistant	7.15
Oil-press foremen	11.97
Oil-press workers	6.07–8.94
Cake-mill foremen	8.64
Cake-mill workers	6.07–6.75
Forage mixers, meal warehouse	7.69
Soap makers	9.58
Soap-factory workers, other	6.00–7.00

[1] Per month.
[2] Per week.
[3] A bonus is also paid which amounts to about 20 percent of the wages stated.
[4] Minimum; supplemented by efficiency bonus.

TABLE 4.—*Wages Paid in Manufacturing Industries in Specified Localities in Mexico*—Continued

Industry, locality, and occupation	Wage per day
Cottonseed-oil mills, Torreón:	*Pesos*
Mill superintendents	4.00
Skilled workers	3.25
Unskilled workers	3.00
Explosives, Torreón:	
Chemists	[2] 70.00
	Per hour
Acid-department workers	0.60–0.70
Powder men, extra	.70
Dynamite-department workers and nitroglycerin men	.80–1.00
Dynamite mixers	.90–1.00
Cartridge fillers	1.00
Electrician winders	1.50
Fish-products canneries, Ensenada:	*Per day*
Skilled workers	6.00–10.00
Semiskilled workers	5.00– 6.00
Brine-tank attendants, packing-case workers, and manual workers	*Per hour* 0.75
Cutters, boilers, and retorts operators	1.50
Sealing-machine operators	1.25
Fish cleaners and cutters, female	.65
Mechanics	[2] 100.00
Overseers	[2] 80.00
Flour milling, Guaymas:	*Per day*
Millers, first	3.80
Millers, second	3.45
Millers, rice-mill	4.60
Sack menders	3.45
Weighmasters, large scales	4.05
Weighmasters, small scales	3.20
Unskilled labor	3.05
Flour milling, Saltillo:	
Millers, second	4.50
Wheat weighers	4.00
Oilers	2.80
Packers	2.14
Sweepers, watchmen, and laborers	2.00
Engineers	6.40
Flour milling, Mexicali:	
Millers	[5] 22.00–23.00
Millers, assistant	7.50
Common laborers	5.50
Flour milling, Piedras Negras:	
Millers	5.00–10.00
Millers, assistant	3.00
Packers	2.50– 3.75
Laborers	2.00
Furniture, Monterrey:	
Planing mill:	
Lumber jacks, planter feeders' and equalizers' helpers, and lathe sanders	2.56
Molders' helpers	2.80
Sawyers, cut-off	3.92
Planter feeders	3.04
Molders, equalizers, and shapers	4.40
Lathe operators	4.00
Band sawyers	3.60
Sanders	2.96
Cabinet room:	
Assemblers	4.00
Sanders	2.80
Sweepers	2.56
Finishing room:	
Sprayers	4.80
Sprayers' helpers	2.80
Sanders	2.56
Packing room: Packers	3.20
Delivery department:	
Truck drivers	4.40
Truck drivers' helpers	2.96
Furniture, Monterrey—Continued.	
Bed and spring department:	*Pesos*
Bending-machine operators	4.40
Bending-machine operators' helpers	2.96
Boring-machine operators	3.60
Assemblers, and punch-press operators	4.00
Spring-coiler operators	3.36
Chair department:	
Boring-machine operators	2.96
Planer-feeder operators and automatic sander operators	3.20
Planer-feeder and banding-machine operators' helpers, and sanders	2.56
Lathe operators	4.00
Band sawyers, assemblers, and finishers	3.60
Shaper operators	4.40
Banding-machine operators	2.80
Glass, Monterrey:	
Modelers	7.80– 9.50
Welders	6.00– 8.40
Engravers	4.00– 6.00
Furnace men	4.00
Incandescent lamps, Monterrey:	
Mechanics, electricians, and machine adjusters	9.27–12.00
Female workers	4.38– 5.75
Iron and steel, Mexico City:	
Pattern makers	6.00– 7.20
Molders	6.30– 7.60
Mechanics	6.30– 7.00
Common laborers	3.00
Istle fiber, Saltillo:	
Engineers	4.50
Engineers, assistant, and waste packers	2.50
Packers and bundlers	3.50
Cutters and bleachers	4.00
Assemblers and matchers	3.00
Mechanics	5.00
Watchmen	2.00
Istle fiber, Monterrey:	*Per week*
Cutters	26.76
Combers	20.60
Hacklers	23.06
Bunchers	24.42
Packers	23.43
Boilermen	33.96
Rope twisters	22.31
Rope untwisters	19.90
Mechanics	27.32
Watchmen	21.12
Matches, Monterrey:	*Per day*
Match dippers	5.25
Match dippers' helpers, and packers	3.00
Waxmen	4.25
Waxmen's helpers	3.40
Match-box makers	4.25
Match-box makers' helpers	2.80
Match-box liners	3.50
Paper, Mexico City:	
Paper-machine operators	6.00–10.00
Paper cutters and selectors	3.00– 6.00
Shoes, Monterrey:	
Construction room:	*Per week*
Stitchers	20.00
Levelers, heel setters, and cementers	17.00
Cutting room:	
Foremen	26.50
Leather cutters and tip and tube cutters	20.00
Tongue and lining cutters	18.00

[2] Per week.
[5] Average earnings on piece-rate basis.

TABLE 4.—*Wages Paid in Manufacturing Industries in Specified Localities in Mexico*—Continued

Industry, locality, and occupation	Wage per week
Shoes, Monterrey—Continued.	
Stitching room:	*Pesos*
Foremen	26.50
Upper stitchers	17.00
Tube stitchers, lining stitchers, and eyelet-machine operators	16.00
Sole-leather department:	
Foremen	26.50
Cutters, sole-leather and inner and middle soles	20.00
Heel cutters	17.00
Sole skivers	15.00
Lasting room:	
Foremen	26.50
Welt lasters	24.00
Stitch-down lasters	16.00
Stitch-down machine operators	18.00
Cement lasters and tip lasters	17.00
Rounders	20.00
Finishing department:	
Heel skivers, edge-setting machine operators, and ironers	18.00
Inking and finishing boys	16.00
Soap, Torreón:	*Per day*
Unskilled laborers	3.00
Master soap makers	11.00
Soap, Monterrey:	
Master soap makers	20.00
Sugar, Veracruz:	
Boiler firemen	5.60
Centrifugal operators	4.72
Sugar, Guadalajara:	
Refinery foremen	4.31–4.82
Centrifugal foremen	4.05–4.73
Firemen	3.64–4.25
Boss filtermen	2.70–3.15
Oilers	1.95–2.27
Textiles, Veracruz: [6]	
Preparation department:	
Blowing-room operatives, strippers, and grinders, and drawing-frame, slubbing-frame, intermediate-frame, and roving-frame tenders	*Per week* 22.00
Textiles, Veracruz—Continued.	
Preparation department—Con.	*Pesos*
Ring spinners	21.25
Bobbin winders and reelers, male	16.92
Bobbin winders and reelers, female	19.75
Doubler tenders, mechanics, and carpenters	26.75
Beamers	42.25
Slashers	52.25
Weavers, 4 looms	26.50
Finishing department:	
Cloth-warehousemen, turbine operators, and boiler tenders	22.25
Laborers	15.25
Textiles, cotton, Saltillo: [5]	
Cotton dressers	22.30
Carders	24.60
Carders, assistant	19.90
Roving-machine workers	22.30–31.60
Spinners	22.15–24.00
Bobbin removers	16.50
Bleachers	21.30
Finishers	21.35
Dyers	33.00
Cleaners	24.00
Stokers	26.80
Warpers	36.70
Starch sizers	42.00
Dressers	45.00
Weavers	20.00
Textiles, woolen, San Luis Potosí: [5]	
Carders, combers, knotters, and machine operators	*Per day* 2.60–3.50
Warpers	5.00–12.00
Weavers	2.60–7.00
Yarn-machine operators	2.60–5.00
Unskilled labor	2.40–2.50

[5] Average earnings on piece-rate basis.
[6] Average wages.

In the aluminum industry in Saltillo the day shift works 43 hours and 20 minutes and the mixed and night shifts 42 hours each, weekly, but all workers are paid for seven 8-hour days a week.

Work in breweries in Veracruz is done in three shifts of 8 hours each; workers on the mixed shift are paid 1 hour's overtime and those on the night shift receive 2 hours' overtime. Medical attention and medicines are furnished free to the workers and their families.

In the cordage mills in the city of Mérida, workers incapacitated for a temporary period are paid regular wages, and if fully incapacited are indemnified in accordance with the provisions of the Federal Labor Code. All of the mills provide medical attention and free medicines; the larger mills have their own physicians.

Workers employed in cotton ginning in Mexicali are paid for 4 obligatory holidays and for 7 days' vacation each year.

Cottonseed-oil mills in Torreón usually work three shifts of 8 hours each, with double pay for one-half hour of the mixed shift and for the last hour of the night shift. As the work does not continue throughout the year, workers are paid a bonus ranging in amount from 2 weeks' to 1 month's wages. Some of the mills give free housing, light, and water to permanent workers. Medical attention is provided for nonoccupational as well as occupational sickness. Wages are not paid for absence because of nonoccupational sickness.

In the explosives factory in Torreón, the company furnishes free housing, water, and light, and the income tax on salary.

Workers employed by an iron and steel manufacturer in Mexico City are paid for 5 holidays and 2 weeks' vacation each year. The family of a deceased worker receives 1,000 pesos and in addition 100 pesos for funeral expenses. One peso per month is deducted from a worker's wages for union dues, and 10 percent of his wages is placed in a bank as an individual savings fund, to which the company adds 1 percent of his wages.

Supplementary payments to workers by an important shoe manufacturing concern in Mexico City include holidays and vacations on full pay, payments for death from natural causes, a recreation club, medical attention and medicines, and payment of wages during sickness, both occupational and nonoccupational. In Guadalajara workers in shoe factories receive free medical attention and medicines for occupational diseases and accidents. Union dues are deducted from wages.

In the woolen-textile industry in San Luis Potosí medical attention and medicines are furnished for both occupational and nonoccupational sickness, and the worker's wages are paid while he is disabled or sick. Union dues are deducted from the wages, and amount to 40 to 60 centavos per month per man.

TRANSPORTATION

The Mexican Railway Co., Ltd., pays the following daily wages for certain track-department workers: Track foremen, 15.48 and 16.26 pesos; section bosses, 3.22 to 4.19 pesos; drillers, 2.36 and 2.84 pesos; wheelbarrow men, 2.94 to 3.20 pesos; various guards, water carriers, and track repairers, 2.20 to 3.19 pesos; sand bosses, 2.36 pesos; sandmen, 2.20 pesos; crane engineers, 8.70 and 10.65 pesos; blasters, 2.20 to 2.91 pesos; and transportation hands, 3.64 pesos. Monthly salaries paid by this company are: Engineers, 566 pesos for local trains to 1,150 pesos for passenger trains (firemen receive 50 percent of the salaries paid to engineers); and for conductors, 602 pesos for local trains to

748 pesos for passenger trains, but Pullman conductors are paid 450 pesos (brakemen receive 50 percent of conductors' salaries). Monthly salaries of yard engineers are 205 pesos; general and yard foremen, 475 and 325 pesos respectively; and dispatchers, 515 and 635 pesos. Various classes of telegraphers are paid 205 to 469 pesos per month, and of agents, 180 to 525 pesos; agents also receive a commission on express which sometimes amounts to 1,000 pesos. The hourly wages of railway shop workers for this company are as follows:

	Pesos per hour
Mechanics	1. 03–1. 13
Boilermen	1. 03–1. 13
Electricians	1. 03–1. 13
Foundrymen	. 93–1. 00
Molders	. 93–1. 00
Carpenters	. 83– . 88
Painters	. 83– . 88
Tinsmiths	. 83– . 88
Upholsterers	. 88
Masons	. 54

Hours worked are in accordance with the Federal Labor Code. Double time is paid for overtime, except for trainmen who receive time and a quarter. Company houses, where available, are provided free of charge.

On the Southern Pacific Railway of Mexico, engineers and conductors are paid 11 pesos per day for 160 kilometers, and are guaranteed 286 pesos per month; firemen and brakemen, 7.30 pesos per day for 160 kilometers, with a monthly guaranty of 165 pesos. Mechanics receive 8.40 and section hands 2.25 pesos per day. The daily wage is calculated on an 8-hour day or mileage basis or both, and double time is paid for overtime. Trainmen receive extra pay for extra mileage and overtime for delays. Union and hospital dues are deducted from wages.

Wages for certain workers on the Coahuila & Zacatecas Railway are as follows:

	Pesos per month
Hand-car operators	54. 00
Section bosses	64. 00
Builders pumpers	63. 00
Telegraph linemen	87. 50
Roundhouse hostlers	151. 65
Station masters	244. 98
Yardmasters	136. 49
Telegraphers	151. 65
Telegraph messengers	58. 33
	Pesos per day
Boilermakers	3. 80–10. 90
Laborers	2. 30

Day shifts work 45 hours per week (5 hours on Saturday), mixed and night shifts, 7½ and 7 hours per day respectively, but all are paid for a 48-hour week. Overtime on regular work days is paid for at regular rate, but on holidays double time is paid for overtime, both computations being based on 195 hours (26 days × 7½ hours) per month. Free housing is provided for the superintendent, master mechanic, supervisor, section bosses, and line laborers. Employees 55 years of age are pensioned after 35 years' service on full salary; after 30 but less than 35 years' service, on three-fourths salary; and after 20 but less than 30 years' service, on half salary.

Deduction of 1.2 percent of wages is paid to the railway employees' union. Deductions paid to the life insurance fund are: On salaries of 100 pesos, 70 centavos; of from 100 to 200 pesos, 1.40 pesos; of from 200 to 300 pesos, 2.10 pesos; and of 300 pesos and up, 2.80 pesos.

From Guadalajara the following daily wages are reported for street railways:

	Pesos per day
Inspectors	4. 16
Motormen	4. 00
Trolleymen	2. 56
Conductors	3. 48
Track workers	
Foremen	3. 96
Helpers	3. 64
Unskilled laborers	2. 64
Foremen or superintendents	5. 08
Mechanics	2. 64–3. 15
Electricians	2. 64–3. 96

Each worker contributes 5 centavos per day toward the expenses of sick fellow-workers, and in case of the death of a fellow-worker he contributes a day's wages toward the expenses and pension of the deceased worker's family. Free medical attention, nursing, and medicines are furnished the workers.

The street-car system of Veracruz is a cooperative organization, hence the wage system is not in effect. Hourly earnings for certain workers are as follows:

	Pesos per hour
Traffic managers	0. 81
Dispatchers	. 81
Inspectors	. 73
Motormen	. 73
Conductors	. 64
Switchmen	. 55
Linemen, air	. 73
Assistant linemen	. 60
Chauffeurs	. 65

BUILDING CONSTRUCTION

Daily wages in building construction reported from Guadalajara are: Bricklayers, 2 to 2.75 pesos; plumbers and electricians, 4.50 to 6 pesos; carpenters, 3 to 8 pesos; painters, 2 to 4 pesos; and unskilled laborers, 1.70 pesos. The Piedras Negras consulate reports that carpenters, brickmasons, and painters are paid 4 pesos and plumbers 5 pesos per day. A report from the Monterrey consulate states that masons and all other skilled laborers except carpenters are paid 3.50 to 6 pesos per day; carpenters, 3.50 to 5 pesos; and common laborers, 2.50 pesos. Wages in building construction reported from Saltillo are as follows: Foremen and electricians, 4 pesos per day; pipe layers, painters, carpenters, and masons, 3 pesos; timekeepers, 2.50 pesos; and common labor, 2 pesos.

The following wages are paid in the city of Veracruz in building construction:

	Pesos per day
Masons	6. 00
Mason's apprentices	3. 00
Laborers	2. 85
Painters	3. 50–4. 50
Painter's apprentices	2. 00–2. 50
Carpenters	5. 00–8. 00
Carpenter's apprentices	2. 50–3. 25
Electricians	2. 50–7. 50
Electrician's apprentices	2. 00–2. 50
Watchmen	2. 50
Plumbers	4. 50
Plumber's apprentices	2. 50

The report from Saltillo states that its rates are for 8-hour days, 7 days per week, that night shifts receive 50 percent increase over day shifts, and that double time is paid for overtime. Union and hospital dues are deducted from wages at Guadalajara. The contractors or employers pay insurance fees and furnish medical attention and medicines. Employers at Veracruz who hire labor for an extended period are required to pay for 2 weeks' vacation annually for the workers.

PRINTING AND PUBLISHING

In Saltillo bookbinders and line rulers are paid 35 pesos per week; typesetters and pressmen, 23 and 21 pesos per week respectively; and linotypists, 5 pesos per day.

From Monterrey the following daily wages are reported:

	Pesos per day
Bookbinders	7. 00
Linotypists	6. 00
Compositors, stone engravers, and cutters	5. 00
Line rulers	4. 00
Pressmen	3. 50–7. 00

	Pesos per day
Unskilled laborers	2. 50
Apprentices	2. 00

In Guadalajara compositors, printers, and binders are paid 3.60 to 4.20 pesos and apprentices 85 centavos per day. The report from Guadalajara also states that medical attention and medicines are furnished by the employers during illness, and that workers' pay continues during such illnesses.

SHIPPING AND STEVEDORING

Although the principal coastwise-shipping company of Veracruz is a cooperative organization and the members, strictly speaking, do not receive wages, nevertheless the payments operate almost like the wage system. "Advance payments" made to certain employees are as follows:

	Pesos per day
Captains	15. 48–17. 14
Mates	8. 78–11. 44
Engineers	8. 79–15. 22
Radio operators	7. 98
Pursers	6. 55
Boatswains	6. 20
Steersmen and quartermasters	5. 72
Chief stewards	6. 51
Carpenters, oilers, and first cooks	6. 20
Seamen and second cooks	5. 27
Room stewards	5. 21–5. 99
Scullions	4. 91
Mess boys	2. 00

Members have 1 month's paid vacation annually and medical attention in case of accident or illness. An annual partition of profits is made among members, but because of the unfavorable economic situation no profits are anticipated at present, and salaries have had to be readjusted downward recently.

Stevedores at Veracruz are reported to earn, under present rates, 11.80 and 12 pesos daily for 8 hours' work during ordinary hours. The stevedores' union pays the cost of insurance.

Monthly salaries reported from Guaymas are as follows:

	Pesos per month
Masters	427. 00
Mates	148. 00–289. 87
Engineers	185. 00–370. 00
Radio operators	148. 00
Pursers	181. 00
Boatswains	130. 00
Oilers	125. 00
Quartermasters	120. 00
Firemen	110. 00
Sailors	84. 00

Labor Turn-Over

LABOR TURN-OVER IN MANUFACTURING, NOVEMBER 1938

LOWER total separation and accession rates in November than in the preceding month were indicated by the Bureau of Labor Statistics' monthly survey of labor turn-over in manufacturing industries. Total separations declined from 3.30 per 100 employees in October to 3.14 in November, which was, with one exception, the lowest total separation rate since April 1937. The accession rate decreased from 5.19 to 4.24 during the same period. Compared with November 1937, the lay-offs and total separations were less than half as high and the accession rate was more than twice as high. Compared with October 1938, slightly lower quit and discharge rates were shown, but a small increase was indicated in the number of lay-offs.

Of the 24 industries for which separate rates are published, 12 had lower total separation rates than in October 1938 and 23 had lower total separation rates than in November 1937. The November 1938 accession rate was above that for the preceding month in 6 industries. Compared with November 1937, there were 18 industries showing 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 November employed nearly 2,300,000 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 24 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 11 months in 1938 for manufacturing as a whole. The averages of the monthly rates for 1937 are also presented.

TABLE 1.—*Monthly Labor Turn-Over Rates in Representative Factories in 144 Industries* [1]

Class of turn-over and year	January	February	March	April	May	June	July	August	September	October	November	December	Average
Separations:													
Quits:													
1938	0.52	0.49	0.61	0.59	0.62	0.61	0.59	0.65	0.82	0.78	0.60	------	------
1937	1.27	1.19	1.43	1.38	1.37	1.89	1.25	1.23	1.59	1.05	.72	.60	1.25
Discharges:													
1938	.11	.11	.11	.10	.13	.11	.09	.10	.12	.12	.10	------	------
1937	.21	.22	.24	.23	.21	.19	.21	.19	.19	.19	.16	.14	.20
Lay-offs: [2]													
1938	5.45	3.79	3.74	3.85	3.82	3.69	3.13	2.33	2.62	2.40	2.44	------	------
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:													
1938	6.08	4.39	4.46	4.54	4.57	4.41	3.81	3.08	3.56	3.30	3.14	------	------
1937	3.38	2.85	3.20	3.09	3.37	4.02	3.52	3.99	4.62	5.69	6.87	8.51	4.43
Accessions:													
1938	3.78	3.13	3.13	2.58	2.84	3.44	4.81	5.29	4.51	5.19	4.24	------	------
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] The various turn-over rates represent the number of quits, discharges, lay-offs, total separations, and accessions per 100 employees.
[2] Including temporary, indeterminate, and permanent lay-offs.

Detailed turn-over rates for 24 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 November and October 1938 and November 1937.

TABLE 2.—*Monthly Turn-Over Rates (Per 100 Employees) in Specified Industries*

Class of rates	Nov. 1938	Oct. 1938	Nov. 1937	Nov. 1938	Oct. 1938	Nov. 1937	Nov. 1938	Oct. 1938	Nov. 1937
	Automobiles and bodies			Automobile parts			Boots and shoes		
Quit	0.49	0.34	0.63	0.57	0.64	0.70	0.59	0.85	0.62
Discharge	.08	.04	.14	.11	.14	.18	.10	.10	.10
Lay-off	1.89	1.41	11.09	2.35	1.94	13.71	4.79	4.17	8.36
Total separation	2.46	1.79	11.86	3.03	2.72	14.59	5.48	5.12	9.08
Accession	8.29	21.62	2.96	9.97	15.14	2.13	2.23	1.57	2.75
	Brick, tile, and terra cotta			Cement			Cigars and cigarettes		
Quit	0.53	0.73	0.62	0.64	0.40	0.86	0.89	1.16	1.36
Discharge	.10	.13	.14	.04	.03	.33	.10	.19	.12
Lay-off	4.65	2.31	10.22	6.46	3.29	6.14	4.08	1.37	.88
Total separation	5.28	3.17	10.98	7.14	3.72	7.33	5.07	2.72	2.36
Accession	4.92	4.88	3.62	.66	4.05	1.17	2.29	2.69	1.45
	Cotton manufacturing			Electrical machinery			Foundries and machine shops		
Quit	1.01	1.15	0.81	0.47	0.48	0.55	1.87	0.39	0.51
Discharge	.21	.17	.15	.07	.07	.22	.05	.06	.18
Lay-off	1.38	2.07	5.62	.98	.95	5.33	1.67	2.45	5.93
Total separation	2.60	3.39	6.58	1.52	1.50	6.10	3.59	2.90	6.62
Accession	4.08	5.05	1.64	3.45	5.38	.83	4.12	3.33	1.07

TABLE 2.—*Monthly Turn-Over Rates (Per 100 Employees) in Specified Industries*—Continued

Class of rates	Nov. 1938	Oct. 1938	Nov. 1937	Nov. 1938	Oct. 1938	Nov. 1937	Nov. 1938	Oct. 1938	Nov. 1937
	Furniture			Hardware			Iron and steel		
Quit	0.65	4.09	0.71	0.48	0.43	0.50	0.43	0.41	1.00
Discharge	.19	.13	.19	.09	.11	.12	.03	.03	.04
Lay-off	3.56	2.78	11.16	.65	1.07	5.85	.79	.85	6.68
Total separation	4.40	7.00	12.06	1.22	1.61	6.47	1.25	1.29	7.72
Accession	4.87	3.29	3.09	3.51	4.64	.38	4.42	2.51	1.05
	Knit goods			Men's clothing			Petroleum refining		
Quit	0.67	0.74	1.00	0.64	0.74	0.68	0.23	0.30	0.28
Discharge	.10	.11	.10	.05	.27	.06	.01	.06	.06
Lay-off	1.38	1.11	3.21	6.47	5.64	10.03	1.97	1.39	2.70
Total separation	2.15	1.96	4.31	7.16	6.65	10.77	2.21	1.75	3.04
Accession	2.27	3.37	1.66	3.92	4.29	1.91	1.01	1.65	1.95
	Printing and publishing						Radios and phonographs		
	Book and job			Newspapers					
Quit	0.35	0.53	0.57	0.24	0.27	0.38	1.29	2.28	1.06
Discharge	.08	.11	.28	.01	.05	.10	.20	.17	.17
Lay-off	2.61	2.74	4.37	.94	.88	2.97	1.72	1.46	19.37
Total separation	3.04	3.38	5.22	1.19	1.20	3.45	3.21	3.91	20.60
Accession	4.45	4.70	4.70	2.08	2.70	2.51	11.23	17.73	1.32
	Rayon			Rubber tires			Sawmills		
Quit	0.56	0.78	0.57	0.45	0.41	0.81	0.91	1.59	1.07
Discharge	.11	.15	.13	.06	.05	.06	.18	.19	.25
Lay-off	1.21	2.37	4.42	.56	1.33	7.41	5.34	4.70	13.00
Total separation	1.88	3.30	5.12	1.07	1.79	8.28	6.43	6.48	14.32
Accession	1.25	1.94	1.44	3.23	3.47	.66	3.95	4.68	2.88
	Slaughtering and meat packing			Steam and hot-water heating apparatus			Woolen and worsted goods		
Quit	0.61	0.76	0.64	0.42	0.51	0.79	0.84	0.65	0.59
Discharge	.17	.14	.20	.09	.13	.14	.06	.09	.07
Lay-off	5.93	4.92	7.64	1.62	2.67	8.77	3.71	4.43	13.07
Total separation	6.71	5.82	8.48	2.13	3.31	9.70	4.61	5.17	13.73
Accession	11.11	8.77	7.74	.98	1.36	.62	8.63	10.12	2.60

LABOR TURN-OVER IN THE IRON AND STEEL INDUSTRY, 1936 AND 1937 [1]

GREATER stability of employment in the iron and steel industry than in all manufacturing was shown by reports on labor turn-over received by the Bureau of Labor Statistics in 1936 and 1937. The combined separation and accession rate in the 105 iron and steel plants reporting to the Bureau for both years was 59.71 in 1936. In 1937 the combined separation and accession rate was 71.03. The

[1] Prepared in the Bureau's Division of Construction and Public Employment. For previous articles on labor turn-over in the iron and steel industry see Monthly Labor Review June 1934, p. 1393; and September 1936, p. 647.

all-manufacturing rate [2] was 92.41 in 1936 and 95.53 in 1937. This means that the maintenance and necessary curtailment and expansion in the volume of production in iron and steel plants involved total personnel changes equivalent to approximately one-half of the average number of employees in 1936 and nearly three-fourths in 1937. In all manufacturing, however, the total changes were nearly 100 percent of the average number of workers on the pay rolls.

The annual quit rate in the iron and steel plants increased from 12.55 in 1936 to 14.82 per 100 employees in 1937. The discharge rate declined from 1.13 to 0.99 in the same period. The number of lay-offs was nearly three times as high in 1937 as in 1936. The total separation rate increased from 21.51 in 1936 to 38.41 per 100 employees in 1937. In 1936 workers were hired or rehired at the rate of 38.20 per 100; in 1937 the hiring rate was 32.62. The 105 plants included in the study employed an average of 276,390 workers in 1936 and an average of 318,348 in 1937.

Table 1 shows the labor turn-over rates in all manufacturing and in iron and steel plants, 1936 and 1937.

TABLE 1.—*Labor Turn-Over Rates in All Manufacturing and in the Manufacture of Iron and Steel, 1936 and 1937* [1]

Item	Separations								Accessions	
	Quits		Discharges		Lay-offs [2]		Total			
	1937	1936	1937	1936	1937	1936	1937	1936	1937	1936
All manufacturing	15.02	12.96	2.37	2.64	35.67	24.73	53.06	40.33	42.47	52.08
Iron and steel	14.82	12.55	.99	1.13	22.60	7.83	38.41	21.51	32.62	38.20

[1] The rates for iron and steel are based on reports from 105 identical plants. The annual quit, discharge, lay-off, total separation, and accession rates are found by taking the total for each class of turn-over during the 12 months as the numerator. The denominator is the average of 12 monthly averages, each found by taking the reported number of employees at the beginning and at the end of the month and dividing by 2. The resulting fraction is multiplied by 100 to secure the rate on a basis of "per 100 employees."

[2] Including temporary, indeterminate, and permanent lay-offs.

Labor Turn-Over, by Rate Group

Table 2 shows for each type of turn-over the number of plants and the number of their employees according to the hiring and separation rates in 1936 and 1937. The figures relate to 105 identical plants in the 2 years.

The number of plants having a quit rate of less than 10 per 100 employees remained virtually the same in both years. Firms showing a quit rate of 30 or more, however, increased from 8 plants with 15,280 workers on the pay roll in 1936 to 17 employing 31,981 workers in 1937.

[2] Compiled from monthly labor turn-over reports received from representative firms employing more than 1,500,000 workers in 144 industries.

No significant changes in the classification of discharges were shown in the number of firms or employees. In 1936, 53.3 percent of the total number of plants, employing 58.8 percent of the total number of workers, reported a discharge rate of less than 1 per 100 workers. In 1937, 54.3 percent of the total number of firms, with 62.6 percent of the employees, were in the same group.

A substantial decrease was shown in 1937, compared with 1936 in the number of plants with lay-off and total separation rates of less than 20 per 100. However, in the groups reporting lay-offs of 20 to 40, there was a marked increase in firms and employees in 1937 compared with 1936. The increase in the number of firms having lay-off rates of 90 or more was insignificant.

The number of firms registering an accession rate of less than 20 per 100 workers increased from 10, in 1936 to 27, in 1937. In the rate groups of 70 or more, the distribution of plants did not vary greatly between the 2 years.

TABLE 2.—*Distribution of 105 Establishments Manufacturing Iron and Steel, by Turn-Over Rates, 1936 and 1937* [1]

Class and rate of turn-over	Number of establishments		Number of employees		Percent of total employees	
	1937	1936	1937	1936	1937	1936
Total	105	105	318,348	276,390	100.00	100.00
Quits:						
Under 2.5	5	2	1,564	2,084	.49	.75
2.5 and under 5.0	12	13	14,844	19,987	4.66	7.23
5.0 and under 7.5	11	14	35,745	21,262	11.23	7.69
7.5 and under 10.0	22	18	120,171	89,140	37.75	32.25
10.0 and under 15.0	21	24	75,371	78,553	23.68	28.43
15.0 and under 20.0	6	9	14,978	15,875	4.70	5.74
20.0 and under 25.0	6	10	20,968	28,132	6.59	10.18
25.0 and under 30.0	5	7	2,726	6,077	.86	2.20
30.0 and under 35.0	5	3	14,170	12,470	4.45	4.51
35.0 and over	12	5	17,811	2,810	5.59	1.02
Discharges:						
Under 0.2	19	21	34,550	53,172	10.85	19.24
0.2 and under 0.4	7	6	19,522	7,994	6.13	2.89
0.4 and under 0.5	1	5	719	11,566	.23	4.18
0.5 and under 0.8	25	18	138,969	82,695	43.65	29.92
0.8 and under 1.0	5	6	5,616	7,138	1.76	2.58
1.0 and under 1.5	14	10	64,301	41,237	20.21	14.92
1.5 and under 2.0	12	5	19,959	31,915	6.27	11.55
2.0 and under 3.0	10	17	13,724	25,092	4.31	9.08
3.0 and under 5.0	8	13	18,624	12,540	5.85	4.54
5.0 and over	4	4	2,364	3,041	.74	1.10
Lay-offs:						
Under 5	11	45	14,964	127,179	4.70	46.01
5 and under 10	16	25	45,279	95,376	14.22	34.51
10 and under 20	29	19	110,432	32,528	34.69	11.77
20 and under 30	24	7	116,719	15,245	36.68	5.52
30 and under 40	11	3	18,561	2,578	5.83	.93
40 and under 60	5	3	3,707	914	1.16	.33
60 and under 90	5	2	1,161	715	.36	.26
90 and under 120	0	1	0	1,855	0	.67
120 and under 150	1	0	269	0	.08	0
150 and over	3	0	7,256	0	2.28	0

[1] The various turn-over rates represent the number of quits, discharges, lay-offs, total separations, and accessions per 100 employees.

TABLE 2.—*Distribution of 105 Establishments Manufacturing Iron and Steel, by Turn-Over Rates, 1936 and 1937*—Continued

Class and rate of turn-over	Number of establishments		Number of employees		Percent of total employees	
	1937	1936	1937	1936	1937	1936
Total separations:						
Under 10	3	15	1,665	27,123	.52	9.81
10 and under 20	17	33	30,515	150,578	9.59	54.49
20 and under 30	24	23	133,676	56,098	41.99	20.29
30 and under 40	18	15	75,922	12,947	23.85	4.68
40 and under 60	20	9	49,956	12,707	15.69	4.60
60 and under 90	11	8	12,440	14,942	3.91	5.41
90 and under 120	3	2	4,131	1,995	1.30	.72
120 and under 150	5	0	2,401	0	.75	0
150 and under 180	1	0	386	0	.12	0
180 and over	3	0	7,256	0	2.28	0
Accessions:						
Under 5	1	1	123	1,920	.04	.69
5 and under 10	6	2	2,966	5,225	.93	1.89
10 and under 20	20	7	44,915	17,783	14.11	6.43
20 and under 30	31	25	188,073	41,240	59.08	14.92
30 and under 40	26	22	54,427	71,867	17.10	26.01
40 and under 50	6	17	10,510	66,992	3.30	24.24
50 and under 70	4	18	1,535	64,115	.48	23.20
70 and under 110	3	11	5,644	5,088	1.77	1.84
110 and under 150	6	2	7,702	2,160	2.42	.78
150 and over	2	0	2,453	0	.77	0

Turn-Over Rates, By Size of Plant

Table 3 shows comparative labor turn-over rates for plants with less than 1,000 employees compared with those employing 1,000 or more. All classes of separations and accessions were lower in both years in firms having an average of 1,000 or more workers on the pay roll.

Forty-eight plants had fewer than 1,000 employees per establishment and 57 had 1,000 or more. The smaller plants had an average of 21,008 persons on the pay roll in 1936 and 23,693 workers in 1937. The firms with 1,000 or more employees on the pay roll had an average of 255,382 workers in 1936 and 294,655 in 1937.

TABLE 3.—*Comparative Labor Turn-Over Rates in Iron and Steel Plants, by Size of Establishment, 1936 and 1937*

Class of turn over	Rate per 100 employees in plants employing in—			
	1937		1936	
	Fewer than 1,000 employees	1,000 or more employees	Fewer than 1,000 employees	1,000 or more employees
Separations:				
Quits	18.56	14.52	15.82	12.28
Discharges	1.75	.93	2.80	1.00
Lay-offs	32.71	21.79	12.64	7.43
Total	53.02	37.24	31.26	20.71
Accessions	38.49	32.15	47.09	37.47

Employment Offices

OPERATIONS OF UNITED STATES EMPLOYMENT SERVICE, DECEMBER 1938

CONTINUED declines in the number of persons seeking employment through offices of the United States Employment Service occurred during December, but the number of placements exceeded those of December 1937. For the fourth consecutive month the number of registrants in the active file declined and the number of persons currently registering for work during the month showed a drop from November. Placements declined moderately from November but were 28.9 percent above December 1937.

At the close of December, 7,215,691 persons were actively seeking jobs through the public employment service, a decline of 4.2 percent from the November total and of 11.1 percent from the active file at the end of August which was then at the highest level since early 1936. Men represented 5,688,578 applicants in December and women, 1,527,113.

During December employment offices received 1,051,047 applications for work, 800,922 being from men. The majority of these applicants were persons who were renewing their applications. The volume of new applications continued the decline which has been reported since the close of last January when the inauguration of unemployment-compensation benefit payments in 21 States and the District of Columbia threw a heavy burden on the employment offices. Compared to the 942,374 new applications received in January 1938 the December total was only 477,030.

December placements numbered 230,268, a decline of 10.3 percent from the November daily rate. Private jobs accounted for 160,982 of the placements, 75,573 of these being of men and 85,409 of women. The influence of the seasonal nature of the fluctuations is shown in the 24.8 percent drop in private placements of men during December compared to an increase of 4.6 percent in private placements of women. Public placements numbered 69,286, off 6.9 percent from November and up 40.9 percent from December 1937.

During December the 1,647 offices and 2,066 itinerant points of the United States Employment Service received 8,922,579 personal visits. During the same period the employment-office personnel made 136,279

field visits to employers in connection with the program for expanding job opportunities. The offices also participated in filling 26,872 jobs through supplemental placement activity. These placements are not included in the general totals of complete placements because of the more limited extent of the employment offices' participation in effectuating the placements.

TABLE 1.—*Summary of Operations of United States Employment Service, December 1938*

Activity	Number	Percent of change from—		
		November 1938 [1]	December 1937	December 1936
Total applications	1,051,047	−5.5	+17.1	+47.3
New applications	477,030	−7.2	+5.5	+55.3
Renewals	574,017	−3.9	+29.0	+41.3
Total placements	230,268	−10.3	+28.9	−24.1
Private	160,982	−11.6	+24.3	−6.4
Public	69,286	−6.9	+40.9	−47.2
Active file (end of month)	7,215,691	−4.2	+48.0	+14.3

[1] Adjusted for number of working days in months.

Activities of the Employment Service for veterans during December showed similar trends, although the decline in placements from the preceding month was smaller than for nonveterans. Total placements of veterans in December numbered 11,331, off only 4.6 percent from November. Private jobs accounted for 5,197 placements, while placements in public employment numbered 6,134. New applications were received from 13,725 veterans and renewals from 28,117. At the close of December 361,335 veterans were actively seeking work through offices of the Employment Service.

TABLE 2.—*Summary of Veterans' Activities, December 1938*

Activity	Number	Percent of change from—		
		November 1938 [1]	December 1937	December 1936
Total applications	41,842	−3.1	−8.0	−7.0
New applications	13,725	−3.4	−20.6	+8.5
Renewals	28,117	−2.9	−.2	−13.1
Total placements	11,331	−4.6	+15.4	−40.0
Private	5,197	−19.4	+8.2	−30.0
Public	6,134	+13.0	+22.4	−46.5
Active file (end of month)	361,335	−5.0	+34.7	+4.9

[1] Adjusted for number of working days in months.

TABLE 3.—*Operations of United States Employment Service, December 1938*

TOTAL

Division and State	Placements					Field visits	Applications		Active file, Dec. 31, 1938	Personal visits	Supplemental placement
	Total	Private			Public		Total	New			
		Number	Percent of change from November [1]	Regular (over 1 month)							
United States	230,268	160,982	−12	64,541	69,286	136,279	1,051,047	477,030	7,215,691	8,922,579	26,872
New England	11,618	8,604	−11	5,035	3,014	7,912	63,200	28,760	607,053	757,092	774
Maine	1,658	895	+6	673	763	1,362	8,760	2,756	51,298	87,274	124
New Hampshire	1,855	1,542	−11	1,124	313	874	6,468	1,726	35,052	41,939	95
Vermont	918	610	−3	313	308	322	3,261	1,216	16,657	17,512	10
Massachusetts	2,934	2,031	−20	1,187	903	2,143	24,035	14,732	324,368	403,489	437
Rhode Island	1,079	863	+13	486	216	434	5,738	3,115	69,135	79,360	42
Connecticut	3,174	2,663	−18	1,252	511	2,777	14,938	5,215	110,543	127,518	66
Mid. Atlantic	26,696	21,611	−3	8,400	5,085	15,990	240,159	107,969	1,842,013	2,528,463	1,328
New York	15,856	12,930	+3	4,359	2,926	9,064	151,217	66,919	580,075	1,724,079	173
New Jersey	2,873	2,723	−34	955	150	1,502	16,736	6,368	234,126	57,627	31
Pennsylvania	7,967	5,958	+6	3,086	2,009	5,424	72,206	34,682	1,027,812	746,757	1,124
E. N. Central	39,215	31,400	−7	14,015	7,815	23,913	181,590	82,216	1,525,883	1,349,844	2,443
Ohio	7,603	5,658	−8	2,103	1,945	3,938	39,339	18,120	448,436	200,633	369
Indiana	5,977	5,571	−3	2,736	406	4,401	32,021	16,979	221,127	327,632	815
Illinois	11,719	11,053	−4	3,898	666	6,431	29,372	11,840	305,259	148,393	603
Michigan	8,602	5,674	−10	3,697	2,928	6,268	49,601	26,202	413,552	490,049	96
Wisconsin	5,314	3,444	−13	1,581	1,870	2,875	31,257	9,075	137,509	183,137	560
W. N. Central	22,050	13,614	−17	5,223	8,436	19,520	96,464	41,900	665,421	635,963	1,691
Minnesota	4,550	3,185	−19	1,539	1,365	8,617	23,316	10,057	203,882	245,917	331
Iowa	6,427	3,899	−13	1,348	2,528	3,275	20,615	8,439	100,962	206,604	742
Missouri	3,443	2,429	+4	1,035	1,014	2,611	22,646	11,928	187,691	78,864	42
North Dakota	1,911	1,655	−22	378	256	716	4,039	1,346	28,483	18,442	77
South Dakota	1,095	676	−36	224	419	455	2,821	1,193	35,663	13,580	100
Nebraska	1,852	807	−23	335	1,045	2,374	10,170	3,214	42,216	36,835	62
Kansas	2,772	963	−27	364	1,809	1,472	12,857	5,723	66,524	35,721	337
S. Atlantic	33,607	17,545	−1	8,405	16,062	13,896	116,787	55,562	877,898	914,450	2,360
Delaware	1,001	780	−10	429	221	111	2,441	955	14,134	9,294	15
Maryland	3,286	2,036	+0	865	1,250	1,713	19,255	7,178	70,959	131,713	158
Dist. of Col.	3,237	2,603	+1	928	634	73	8,063	3,707	55,022	74,896	87
Virginia	5,283	2,110	+5	1,229	3,173	1,532	18,635	8,777	50,372	125,487	95
West Virginia	3,373	2,673	−1	1,469	700	2,194	14,622	5,271	158,454	148,651	557
North Carolina	8,289	4,276	−4	2,045	4,013	2,643	25,306	13,186	155,142	261,458	410
South Carolina	2,559	877	−0	526	1,682	1,161	8,623	4,171	131,900	94,162	141
Georgia	5,128	2,190	−1	914	2,938	4,287	15,334	8,917	132,972	47,830	128
Florida	1,451	0	-------	0	1,451	182	4,508	3,400	108,943	20,959	769
E. S. Central	14,885	8,341	−4	4,837	6,544	6,019	54,993	28,627	479,414	444,954	3,104
Kentucky	1,700	806	−10	316	894	245	10,649	6,218	98,034	30,047	380
Tennessee	4,623	2,952	+28	1,610	1,671	2,071	11,531	6,865	145,618	163,308	646
Alabama	4,833	3,261	−28	2,231	1,572	2,584	15,113	6,908	150,469	133,485	1,748
Mississippi	3,729	1,322	+39	680	2,407	1,119	17,700	8,636	85,293	118,114	330
W. S. Central	45,778	35,253	−3	8,597	10,525	26,710	119,059	58,860	474,878	941,774	8,240
Arkansas	2,178	1,002	−23	535	1,176	1,550	10,080	6,005	73,388	33,693	330
Louisiana	3,860	2,576	−10	1,682	1,284	2,506	16,587	8,315	120,210	130,628	1,467
Oklahoma	2,853	1,880	−17	439	973	1,227	28,257	15,306	58,744	144,317	503
Texas	36,887	29,795	−1	5,941	7,092	21,427	64,135	29,234	222,536	633,136	5,940
Mountain	12,577	8,408	−53	3,604	4,169	7,173	48,911	17,032	194,695	279,511	2,534
Montana	1,392	596	−18	259	796	1,459	4,213	1,071	33,180	27,879	177
Idaho	1,452	974	−49	368	478	1,508	7,508	2,886	22,608	75,461	50
Wyoming	799	346	−12	121	453	330	3,022	837	9,305	13,332	22
Colorado	1,729	1,115	−35	465	614	956	12,018	3,940	46,851	46,390	25
New Mexico	2,087	1,578	−83	770	509	1,182	5,460	2,118	37,226	31,982	69
Arizona	3,085	2,512	+29	1,272	573	578	6,187	3,169	22,654	39,532	1,553
Utah	1,205	801	−33	133	404	514	8,421	2,395	18,898	35,115	588
Nevada	828	486	−20	216	342	646	2,082	616	3,973	9,820	50
Pacific	23,529	16,030	−17	6,375	7,499	14,985	127,891	54,423	540,754	1,063,292	4,195
Washington	1,281	948	−34	358	333	1,976	12,348	5,849	135,195	58,720	488
Oregon	2,711	1,346	−4	889	1,365	1,655	14,251	6,480	85,827	164,643	556
California	19,537	13,736	−17	5,128	5,801	11,354	101,292	42,094	319,732	839,929	3,151
Alaska	83	69	−19	16	14	45	481	367	1,626	3,099	[2] 0
Hawaii	230	107	−12	34	123	116	1,512	1,314	6,056	4,137	203

[1] Adjusted for number of working days in month.

[2] Incomplete.

TABLE 3.—*Operations of United States Employment Service, December 1938*—Continued

MEN

Division and State	Placements					Applications			Active file, Dec. 31, 1938
		Private					New		
	Total	Number	Percent of change from November [1]	Regular (over 1 month)	Public	Total	Number	Percent of change from November [1]	
United States	144,139	75,573	−25	29,449	68,566	800,922	341,809	−3	5,688,578
New England	6,967	3,988	−29	2,542	2,979	43,549	17,687	−9	428,108
Maine	1,200	437	−20	328	763	6,834	1,843	−12	40,865
New Hampshire	1,357	1,053	−24	804	304	4,767	1,172	−13	25,682
Vermont	560	252	−34	144	308	2,509	823	+30	13,438
Massachusetts	1,741	847	−40	526	894	15,825	8,800	−17	225,439
Rhode Island	483	282	+3	180	201	3,582	1,712	+7	45,458
Connecticut	1,626	1,117	−33	560	509	10,032	3,337	−7	77,226
Middle Atlantic	12,408	7,477	−20	3,498	4,931	168,443	69,448	−8	1,408,682
New York	7,360	4,470	−19	1,671	2,890	104,167	44,160	−3	400,480
New Jersey	923	775	−34	345	148	12,057	4,632	−26	183,449
Pennsylvania	4,125	2,232	−16	1,482	1,893	52,219	20,656	−12	824,753
East North Central	20,721	12,991	−22	5,975	7,730	139,063	60,817	+4	1,260,611
Ohio	3,877	1,944	−26	660	1,933	31,507	13,915	+19	381,593
Indiana	2,336	1,951	−23	996	385	23,425	12,265	+4	177,350
Illinois	5,400	4,746	−14	1,554	654	20,557	7,931	−2	250,444
Michigan	5,970	3,049	−27	2,176	2,921	39,828	19,986	+6	338,292
Wisconsin	3,138	1,301	−28	589	1,837	23,746	6,720	−16	112,932
West North Central	14,266	5,937	−30	1,966	8,329	76,324	30,795	+27	542,868
Minnesota	2,695	1,353	−35	589	1,342	17,885	7,211	+26	165,548
Iowa	4,258	1,773	−23	543	2,485	16,092	5,767	+15	80,878
Missouri	2,051	1,037	−15	392	1,014	17,447	8,859	+47	154,881
North Dakota	963	711	−36	167	252	2,829	853	−10	23,379
South Dakota	664	259	−56	63	405	2,275	882	+1	28,422
Nebraska	1,401	376	−29	94	1,025	8,657	2,454	+15	34,937
Kansas	2,234	428	−39	118	1,806	11,139	4,769	+34	54,823
South Atlantic	23,558	7,629	−18	3,677	15,929	89,712	40,156	−25	681,554
Delaware	442	223	−27	133	219	1,893	708	+39	11,017
Maryland	2,144	895	−22	462	1,249	14,505	4,808	+1	56,567
District of Columbia	1,491	865	−10	290	626	5,226	2,178	−11	36,283
Virginia	4,045	908	−16	591	3,137	14,934	6,647	−17	38,452
West Virginia	1,712	1,018	−31	695	694	12,111	4,030	+6	135,947
North Carolina	5,910	1,920	−15	762	3,990	18,076	9,134	−43	111,662
South Carolina	2,202	528	+5	321	1,674	6,863	3,044	−56	105,591
Georgia	4,197	1,272	−18	423	2,925	12,346	6,869	−15	104,618
Florida	1,415	0	-------	0	1,415	3,758	2,738	−5	81,417
East South Central	10,912	4,387	−14	2,394	6,525	45,592	22,521	−21	388,573
Kentucky	1,164	271	−25	58	893	9,104	5,214	+30	78,152
Tennessee	3,061	1,392	+27	719	1,669	8,874	5,032	−12	116,233
Alabama	3,457	1,891	−35	1,214	1,566	12,304	5,317	−20	121,091
Mississippi	3,230	833	+14	403	2,397	15,310	6,958	−43	73,097
West South Central	30,719	20,227	−11	4,199	10,492	96,938	47,243	+17	386,672
Arkansas	1,582	413	−45	138	1,169	8,657	5,154	+22	63,346
Louisiana	2,657	1,377	−10	962	1,209	13,400	6,383	−8	96,715
Oklahoma	1,644	675	−30	108	969	24,487	13,312	+97	49,904
Texas	24,836	17,762	−9	2,991	7,074	50,394	22,394	−1	176,707
Mountain	9,031	4,913	−58	2,222	4,118	41,384	13,455	+4	164,447
Montana	1,145	370	−30	159	775	3,760	867	−32	28,152
Idaho	911	440	−69	137	471	6,576	2,393	−7	20,624
Wyoming	620	170	−32	75	450	2,571	631	−24	7,752
Colorado	1,113	502	−49	155	611	10,059	3,204	+7	37,737
New Mexico	1,511	1,009	−84	542	502	4,602	1,699	+23	31,274
Arizona	2,465	1,900	+40	972	565	5,359	2,641	+33	19,300
Utah	667	263	−66	31	404	6,637	1,517	+2	16,150
Nevada	599	259	−32	151	340	1,820	503	+31	3,458
Pacific	15,319	7,912	−29	2,946	7,407	98,051	38,129	+1	420,355
Washington	782	460	−45	133	322	9,802	4,104	−4	117,808
Oregon	2,314	954	−11	641	1,360	11,877	5,245	−16	69,978
California	12,223	6,498	−30	2,172	5,725	76,372	28,780	+5	232,569
Alaska	63	52	−26	11	11	438	326	−21	1,468
Hawaii	175	60	−27	19	115	1,428	1,232	+228	5,240

[1] Adjusted for number of working days in month.

TABLE 3.—*Operations of United States Employment Service, December 1938*—Continued

WOMEN

Division and State	Placements				Applications			Active file, Dec. 31, 1938
	Total	Private			Total	New		
		Number	Percent of change from November [1]	Regular (over 1 month)		Number	Percent of change from November [1]	
United States	86,129	85,409	+5	35,092	250,125	135,221	−17	1,527,113
New England	4,651	4,616	+15	2,493	19,651	11,073	−17	178,945
Maine	458	458	+52	345	1,926	913	−23	10,433
New Hampshire	498	489	+47	320	1,701	554	−29	9,370
Vermont	358	358	+44	169	752	393	+21	3,219
Massachusetts	1,193	1,184	+6	661	8,210	5,932	−21	98,929
Rhode Island	596	581	+18	306	2,156	1,403	−6	23,677
Connecticut	1,548	1,546	−2	692	4,906	1,878	−22	33,317
Middle Atlantic	14,288	14,134	+9	4,902	71,716	38,521	−9	433,331
New York	8,496	8,460	+20	2,688	47,050	22,759	−17	179,595
New Jersey	1,950	1,948	−34	610	4,679	1,736	−43	50,677
Pennsylvania	3,842	3,726	+25	1,604	19,987	14,026	+17	203,059
East North Central	18,494	18,409	+8	8,040	42,527	21,399	−19	265,272
Ohio	3,726	3,714	+5	1,443	7,832	4,205	−12	66,843
Indiana	3,641	3,620	+12	1,740	8,596	4,714	−33	43,777
Illinois	6,319	6,307	+6	2,344	8,815	3,909	−16	54,815
Michigan	2,632	2,625	+23	1,521	9,773	6,216	−6	75,260
Wisconsin	2,176	2,143	+0	992	7,511	2,355	−31	24,577
West North Central	7,784	7,677	−2	3,257	20,140	11,105	−5	122,553
Minnesota	1,855	1,832	−2	950	5,431	2,846	+1	38,334
Iowa	2,169	2,126	−3	805	4,523	2,672	−1	20,084
Missouri	1,392	1,392	+24	643	5,199	3,069	+4	32,810
North Dakota	948	944	−7	211	1,210	493	−30	5,104
South Dakota	431	417	−10	161	546	311	−30	7,241
Nebraska	451	431	−17	241	1,513	760	−22	7,279
Kansas	538	535	−13	246	1,718	954	−10	11,701
South Atlantic	10,049	9,916	+17	4,728	27,075	15,406	−31	196,344
Delaware	559	557	−1	296	548	247	+4	3,117
Maryland	1,142	1,141	+29	403	4,750	2,370	−8	14,392
District of Columbia	1,746	1,738	+7	638	2,837	1,529	−31	18,739
Virginia	1,238	1,202	+29	638	3,701	2,130	−29	11,920
West Virginia	1,661	1,655	+37	774	2,511	1,241	−27	22,507
North Carolina	2,379	2,356	+7	1,283	7,230	4,052	−40	43,480
South Carolina	357	349	−6	205	1,760	1,127	−43	26,309
Georgia	931	918	+39	491	2,988	2,048	−25	28,354
Florida	36	0	-------	0	750	662	−34	27,526
East South Central	3,973	3,954	+9	2,443	9,401	6,106	−28	90,841
Kentucky	536	535	+1	258	1,545	1,004	−22	19,882
Tennessee	1,562	1,560	+29	891	2,657	1,833	−12	29,385
Alabama	1,376	1,370	−17	1,017	2,809	1,591	−39	29,378
Mississippi	499	489	+122	277	2,390	1,678	−33	12,196
West South Central	15,059	15,026	+10	4,398	22,121	11,617	−22	88,206
Arkansas	596	589	+8	397	1,423	851	+4	10,042
Louisiana	1,203	1,199	−11	720	3,187	1,932	−26	23,495
Oklahoma	1,209	1,205	−9	331	3,770	1,994	+8	8,840
Texas	12,051	12,033	+16	2,950	13,741	6,840	−28	45,829
Mountain	3,546	3,495	−41	1,382	7,527	3,577	−12	30,248
Montana	247	226	+14	100	453	204	−48	5,028
Idaho	541	534	+8	231	932	493	−8	1,948
Wyoming	179	176	+24	46	451	206	−3	1,553
Colorado	616	613	−16	310	1,959	736	−32	9,114
New Mexico	576	569	−82	228	858	419	+4	5,952
Arizona	620	612	+4	300	828	528	−20	3,354
Utah	538	538	+28	102	1,784	878	+29	2,748
Nevada	229	227	+1	65	262	113	+24	515
Pacific	8,210	8,118	−1	3,429	29,840	16,294	−15	120,399
Washington	499	488	−19	225	2,546	1,745	+14	17,387
Oregon	397	392	+15	248	2,374	1,235	−24	15,849
California	7,314	7,238	+0	2,956	24,920	13,314	−17	87,163
Alaska	20	17	+21	5	43	41	−41	158
Hawaii	55	47	+21	15	84	82	−16	816

[1] Adjusted for number of working days in month.

121435—39——12

TABLE 4.—*Operations of United States Employment Service, December 1938*

VETERANS

Division and State	Placements					Applications			Active File, Dec. 31, 1938
		Private			Public		New		
	Total	Number	Percent of change from November [1]	Regular (over 1 month)		Total	Number	Percent of change from November [1]	
United States	11,331	5,197	−19	1,706	6,134	41,842	13,725	−3	361,335
New England	774	267	−27	152	507	2,690	858	−13	29,647
Maine	149	26	−21	19	123	431	86	+2	2,621
New Hampshire	79	50	−24	33	29	349	55	−24	2,031
Vermont	27	15	−25	7	12	146	46	+44	794
Massachusetts	242	49	−52	34	193	977	443	−23	16,820
Rhode Island	91	21	+17	12	70	185	61	−22	2,581
Connecticut	186	106	−18	47	80	602	167	−3	4,800
Middle Atlantic	749	345	−30	186	404	5,862	1,960	−6	74,256
New York	393	166	−39	68	227	2,255	984	+0	18,642
New Jersey	64	60	−41	54	4	662	160	−33	11,155
Pennsylvania	292	119	−2	64	173	2,945	816	−7	44,459
East North Central	1,542	813	−24	346	729	7,312	2,562	−5	88,577
Ohio	345	167	−12	43	178	1,481	501	−5	29,609
Indiana	141	94	−39	53	47	1,212	539	+2	12,559
Illinois	428	328	−18	99	100	1,370	373	−9	19,297
Michigan	349	154	−23	114	195	1,565	777	−1	18,682
Wisconsin	279	70	−44	37	209	1,684	372	−18	8,430
West North Central	1,413	555	−26	148	858	4,718	1,473	+27	42,135
Minnesota	241	119	−26	42	122	1,098	340	+32	13,717
Iowa	613	229	−26	47	384	1,155	296	−1	6,084
Missouri	129	71	−23	30	58	1,055	435	+43	12,868
North Dakota	49	32	−32	9	17	108	17	−29	1,333
South Dakota	78	40	−15	4	38	118	28	−18	1,969
Nebraska	115	29	−22	5	86	519	121	+30	2,168
Kansas	188	35	−42	11	153	665	236	+63	3,996
South Atlantic	1,543	422	−22	175	1,121	4,569	1,541	−17	37,855
Delaware	25	14	−33	3	11	119	33	+43	850
Maryland	161	66	+10	32	95	817	186	+6	3,491
District of Columbia	181	68	−19	16	113	441	161	−20	3,585
Virginia	274	38	−44	22	236	754	220	+0	1,798
West Virginia	126	50	−38	32	76	606	148	+17	6,979
North Carolina	304	73	−24	28	231	761	297	−40	4,572
South Carolina	135	27	−10	11	108	291	104	−46	4,417
Georgia	244	86	−17	31	158	581	250	−3	4,897
Florida	93	0	--------	0	93	199	142	−10	7,266
East South Central	651	240	−13	107	411	2,218	788	−17	20,514
Kentucky	113	34	−21	12	79	576	204	+21	5,064
Tennessee	254	98	+10	40	156	539	221	−1	7,229
Alabama	183	88	−27	43	95	588	187	−35	6,104
Mississippi	101	20	−17	12	81	515	176	−35	2,117
West South Central	1,870	1,114	−15	210	756	4,666	1,750	+23	21,256
Arkansas	128	31	−54	9	97	456	206	+38	3,531
Louisiana	167	80	−6	54	87	584	184	−20	4,753
Oklahoma	159	75	−23	8	84	1,402	668	+57	3,532
Texas	1,416	928	−12	139	488	2,224	692	+11	9,440
Mountain	929	474	−15	149	455	2,890	742	+0	11,533
Montana	128	38	−24	18	90	307	41	−45	2,088
Idaho	129	64	−54	13	65	445	138	−1	1,320
Wyoming	48	8	−33	3	40	209	36	−32	609
Colorado	69	31	−57	7	38	601	136	−6	2,448
New Mexico	73	31	−67	25	42	300	80	+13	2,087
Arizona	321	249	+106	69	72	447	198	+11	1,578
Utah	87	21	−53	1	66	443	79	+46	1,157
Nevada	74	32	+23	13	42	138	34	+42	246
Pacific	1,844	957	−10	233	887	6,822	1,979	−13	35,090
Washington	82	45	−42	8	37	570	180	−24	10,046
Oregon	292	90	+7	60	202	656	198	−18	5,013
California	1,470	822	−9	165	648	5,596	1,601	−11	20,031
Alaska	6	3	−40	0	3	37	25	−31	129
Hawaii	10	7	+75	0	3	58	47	+327	343

[1] Adjusted for number of working days in month.

SUMMARY OF ACTIVITIES OF UNITED STATES EMPLOYMENT SERVICE IN 1938

OPERATIONS of the Employment Service during the calendar year 1938 reflected the influence of the recession in business activity and even more notably the marked effect of the widespread inauguration of unemployment-compensation activities throughout the country. Beginning in January, general business activity as reflected in the principal indices was near bottom and continued at a low level through the first half of the year. The greatest effect of the unemployment-compensation program, in which the Employment Service participates directly through the registration of all claimants, was felt immediately in January when payments of unemployment-compensation benefits were begun in 21 States and the District of Columbia. Added States began benefit payments successively through the year—2 States in April, 3 at the end of June, 1 in September, and 2 at the beginning of December.

Reflecting the combined influence of both factors, the volume of registrations at employment offices increased tremendously in 1938. During January 1½ million applications for work were received, the highest volume for any month in more than 2 years, and the active file jumped from 4,874,000 at the end of December 1937 to over 6,000,000 at the end of January. This upward trend continued until the end of August. Placements fell to extremely low levels in both January and February.

The volume of current applications after January became more stable, although remaining throughout the year well above the levels of 1937. The excess ranged from 136 percent in January down to 17 percent in December. During the first 8 months the major portion of applications were received from new registrations; in the last 4 months of the year the volume of renewals exceeded the new registrations. The active file continued to increase until the end of August when a total of 8,119,000 registrations was reached, the highest volume since early 1936.

After the initial rush of registrations, during which time employment offices were of necessity preoccupied to a considerable extent with the handling of the huge volume of applicants, particularly in January and February, placement activity again received increasing attention. By the latter half of the year placements began to approximate the levels of the previous year and during the months of November and December exceeded the totals for the same months in 1937. The year ended with the active file at 7,215,691 after 4 months of steady decline; and the monthly volume of current applications and placements moderately below the levels for the months immediately preceding but notably above the levels of a year earlier.

The following table summarizes principal operating totals for the year. Table 2 reports activities for the individual States.

TABLE 1.—*Summary of Operations of United States Employment Service, Calendar Year 1938*

Activity	Number, 1938	Percent of change from—	
		1937	1936
Total applications	14,597,789	+80.7	+66.0
New applications	8,041,443	+121.2	+88.7
Renewals	6,556,346	+49.4	+43.1
Total placements	2,701.349	−25.8	−46.9
Private	1,885,744	−19.9	+24.9
Public (including relief)	815,605	−36.7	−77.2
Field visits	1,485,646	−21.6	+34.4

TABLE 2.—*Operations of United States Employment Service, January–December 1938*

Division and State	Placements					Field visits	Applications		Active file, Dec. 31, 1938	Personal visits [1]
	Total	Private			Public		Total	New		
		Total								
		Number	Percent of change, Jan.–Dec. 1937	Regular (over 1 month)						
U. S	2,701,349	1,885,744	−19.8	842,259	815,605	1,485,646	14,597,789	8,041,443	7,215,691	105,674,103
N. Eng	117,203	86,218	+10.7	53,698	30,985	63,548	989,285	603,966	607,053	12,716,840
Maine	18,698	10,394	+257.7	8,241	8,304	13,095	142,197	62,468	51,298	1,106,895
N. H	17,508	13,887	+63.2	8,153	3,621	8,212	97,403	44,689	35,052	678,979
Vt	10,446	6,692	−7.1	3,750	3,754	3,944	44,881	21,198	16,657	244,979
Mass	24,963	19,030	−12.3	12,442	5,933	15,687	359,728	252,304	324,368	6,309,530
R. I	10,572	8,098	−7.3	4,812	2,474	4,727	91,516	61,148	69,135	1,884,712
Conn	35,016	28,117	−2.4	16,300	6,899	17,883	253,560	162,159	110,543	2,491,745
M. Atlantic	319,337	240,184	−27.9	115,032	79,153	144,696	3,524,425	2,131,753	1,842,013	29,348,957
N. Y	165,224	129,919	−34.3	56,134	35,305	51,215	2,023,406	1,240,458	580,075	16,326,748
N. J	41,910	38,464	−24.7	17,161	3,446	34,361	329,080	162,104	234,126	934,585
Pa	112,203	71,801	−14.8	41,737	40,402	59,120	1,171,939	729,191	1,027,812	12,087,624
E. N. Central	436,778	343,026	−41.1	168,737	93,752	262,702	2,935,300	1,557,026	1,525,883	15,529,569
Ohio	98,695	72,182	−57.2	32,338	26,513	65,026	645,206	322,079	448,436	2,257,216
Ind	57,819	52,973	−5.8	31,918	4,846	46,390	473,657	283,853	221,127	3,530,223
Ill	148,375	127,218	−41.1	50,804	21,157	80,280	527,421	225,440	305,259	1,868,136
Mich	64,650	43,304	−44.2	27,935	21,346	42,811	842,265	560,696	413,552	5,548,560
Wis	67,239	47,349	−25.9	25,742	19,890	28,195	446,751	164,958	137,509	2,325,434
W. N. Central	298,330	185,367	−24.7	80,289	112,963	195,382	1,109,572	496,458	665,421	5,424,838
Minn	60,627	46,084	−32.8	23,601	14,543	66,412	282,124	138,139	203,882	2,393,946
Iowa	75,960	44,742	−21.9	17,268	31,218	38,381	212,622	88,824	100,962	1,307,241
Mo	42,340	30,449	−26.6	14,459	11,891	33,680	281,543	138,182	187,691	691,545
N. Dak	35,175	29,153	+.2	11,414	6,022	11,125	65,595	24,297	28,483	247,328
S. Dak	17,996	8,765	−16.7	3,587	9,231	7,605	43,949	17,513	35,663	144,696
Nebr	35,604	13,946	−24.2	5,766	21,658	25,406	100,316	38,648	42,216	339,940
Kans	30,628	12,228	−41.3	4,194	18,400	12,773	123,423	50,855	66,524	300,142
S. Atlantic	361,199	197,373	−22.7	109,243	163,826	145,583	1,806,314	1,047,302	877,898	13,300,879
Del	13,507	9,889	−25.1	4,750	3,618	4,418	34,884	12,980	14,134	121,698
Md	31,358	21,134	+29.7	11,554	10,224	18,787	235,183	131,017	70,959	2,158,792
Dist. of Col	27,968	25,680	+1.7	11,353	2,288	3,469	119,285	60,089	55,022	856,148
Va	59,135	30,678	−2.8	21,841	28,457	21,111	272,149	152,971	50,372	1,616,190
W. Va	33,799	19,816	−13.6	12,223	13,983	16,571	303,965	186,853	158,454	2,953,054
N. C	89,823	57,191	−2.6	32,703	32,632	23,875	373,205	229,151	155,142	4,098,974
S. C	28,061	8,636	−61.5	4,453	19,425	13,042	154,305	96,232	131,900	741,988
Ga	62,077	24,317	−35.9	10,329	37,760	42,084	233,496	124,657	132,972	518,886
Fla	15,471	32	−99.9	31	15,439	2,226	79,842	53,352	108,943	235,149

[1] 11 months total only. Data not available for January 1938.

TABLE 2.—*Operations of United States Employment Service, January–December 1938*—Continued

Division and State	Placements					Field visits	Applications		Active file, Dec. 31, 1938	Personal visits
	Total	Private			Public		Total	New		
		Total		Regular (over 1 month)						
		Number	Percent of change, Jan.–Dec. 1937							
E. S. Central	176,887	85,220	−10.0	55,142	91,667	60,293	876,472	506,095	479,414	6,048,264
Ky.	24,732	10,307	−67.3	4,363	14,425	6,216	162,296	81,061	98,034	333,219
Tenn.	46,113	27,205	+16.0	17,572	18,908	22,440	167,459	105,301	145,618	2,508,326
Ala.	52,200	32,733	−12.9	22,376	19,467	19,084	291,274	170,052	150,469	2,126,046
Miss.	53,842	14,975	+603.7	10,831	38,867	12,553	255,443	149,681	85,293	1,080,673
W. S. Central	497,333	398,156	+1.4	106,742	99,177	350,876	1,365,183	723,684	474,878	9,364,653
Ark.	33,565	25,320	+14.6	6,004	8,245	20,845	105,567	57,719	73,388	266,181
La.	41,804	30,776	+34.2	20,887	11,028	23,683	255,471	150,452	120,210	1,500,154
Okla.	43,698	32,431	−11.2	6,016	11,267	16,086	169,507	79,780	58,744	613,001
Tex.	378,266	309,629	−.4	73,835	68,637	290,262	834,638	435,733	222,536	6,985,317
Mountain	192,252	133,443	+15.8	57,500	58,809	89,460	558,796	215,644	194,695	2,870,017
Mont.	24,667	12,614	+12.1	7,064	12,053	16,490	63,537	23,306	33,180	357,981
Idaho	25,321	17,380	+36.7	5,826	7,941	17,358	90,262	29,853	22,608	421,381
Wyo.	12,789	5,602	−23.2	3,061	7,187	3,913	38,485	11,313	9,305	160,518
Colo.	45,421	34,690	+2.3	11,798	10,731	16,147	141,289	52,349	46,851	562,740
N. Mex.	36,610	31,192	+104.4	13,103	5,418	16,702	59,829	23,483	37,226	266,383
Ariz.	22,369	15,850	+10.0	9,820	6,519	6,762	66,993	35,907	22,654	502,026
Utah	14,761	9,678	−35.7	3,082	5,083	5,251	76,380	31,738	18,898	497,099
Nev.	10,314	6,437	+19.6	3,746	3,877	6,837	22,021	7,695	3,973	101,889
Pacific	291,316	214,168	−16.0	94,935	77,148	170,525	1,414,467	744,165	540,754	11,004,977
Wash.	23,281	16,137	−45.6	6,149	7,144	20,959	171,367	74,187	135,195	667,868
Oreg.	44,752	28,481	+24.6	18,600	16,271	21,470	170,847	107,507	85,827	1,670,463
Calif.	223,283	169,550	−16.2	70,186	53,733	128,096	1,072,253	562,471	319,732	8,666,646
Alaska [2]	3,618	1,117	.....	453	2,501	1,255	5,767	4,330	1,626	34,347
Hawaii [3]	7,096	1,472	.....	488	5,624	1,326	12,208	11,020	6,056	30,762

[2] Operations inaugurated January 1938.
[3] Operations inaugurated February 1938

Trend of Employment and Pay Rolls

SUMMARY OF REPORTS FOR DECEMBER 1938

Total Nonagricultural Employment

THERE was a further increase of 200,000 in employment in nonagricultural industries in December. The most significant features of the December gain were the continued increase in factory employment, which normally declines at this season, and an unusually large expansion in retail trade. Since July almost 1,200,000 workers have been reemployed in nonagricultural occupations. These figures do not include employees on projects of the Works Progress Administration and other Federal emergency agencies, or certain temporary workers who are hired only during peaks of activity in some industries.

In addition to the gain of approximately 55,000 workers in manufacturing industries, approximately 450,000 additional persons were employed in retail stores between mid-November and mid-December to handle the holiday trade. Smaller increases were reported in metal and coal mining, wholesale trade, brokerage, and insurance. In quarries, dyeing and cleaning plants, and private building construction there were substantial seasonal recessions. In building, the decline was much less pronounced than usual in December. Class I railroads laid off nearly 18,000 workers. The seasonal reductions in employment in crude petroleum producing, utilities, hotels, and laundries were not large.

In December employment gains were reported on P. W. A. projects, on low-cost housing projects of the United States Housing Authority, on Federal projects under The Works Program, and on work projects of the National Youth Administration. Decreases in the number working occurred on all other programs. In the regular services of the Federal Government increases occurred in the executive, judicial, and military services; a decrease occurred in the legislative service.

Industrial and Business Employment

Increases in employment were reported by 49 of the 87 manufacturing industries surveyed by the Bureau and 7 of the 16 nonmanufacturing industries covered. Pay-roll increases were reported by 63 of the manufacturing and 7 of the nonmanufacturing industries.

The rise of 0.8 percent (55,000 workers) in factory employment continued the succession of increases which began in July 1938, although in December employment normally declines by about 1 percent. The Bureau of Labor Statistics' index of factory employment (91.2 percent of the 1923–25 average) is above that for any month during the past year. It shows a reduction of 3.5 percent from December 1937. The gain of 3.0 percent in factory pay rolls was much more pronounced than the usual seasonal increase of 0.4 percent and represented an addition of $4,800,000 in weekly disbursements to factory wage earners. The Bureau's index of factory pay rolls for December (86.6 percent of the 1923–25 average) reached the highest level since November 1937 and was 2.9 percent above the December 1937 level.

The employment increases in the separate manufacturing industries were in most instances either more pronounced than seasonal or contra-seasonal, while most of the declines were smaller than usual. The most pronounced gains were in the durable-goods industries, in which employment rose 1.2 percent as compared with 0.4 percent in the nondurable-goods group. The manufacturing industries in which the most substantial numbers of workers were returned to employment between November and December were as follows: Automobiles (20,100); woolen goods (12,200); foundries and machine shops (11,200); shoes (9,100); steel (5,700); cotton goods (4,400); agricultural implements (3,700); and book and job printing (3,000). Among the manufacturing industries showing comparatively large seasonal declines were canning (15,100); sawmills (6,700); beet sugar (3,500); and men's clothing (1,800).

In retail trade the employment gain of 12.9 percent (440,000 workers) reflected the expansion necessary to handle holiday volume and was the most pronounced employment increase in this month during the last 10 years. In the general merchandising group (department, variety, and general merchandise stores and mail-order houses) the gain of 37.9 percent in employment brought the index for December to 146.0 percent of the 1929 average, the highest level shown during the past decade, and represented a substantially larger gain than the usual December increase of 26 percent. Pronounced gains were also reported in the following lines of retail trade: Jewelry, 22.3 percent; apparel, 13.4 percent; furniture, 5.2 percent; hardware, 4.1 percent; drugs, 3.2 percent; coal, wood, and ice, 2.8 percent; cigars, 2.7 percent; automotive, 1.2 percent; and food, 1.2 percent.

Wholesale trade showed a contraseasonal employment gain of 0.3 percent, or 3,200 persons. This increase brought the employment level for this industry to the highest point since February. Among the important wholesale groups which shared in the increase were: Farm products (1.7 percent); paper and paper products (3.7 percent);

automotive (0.8 percent); electrical (0.5 percent); furniture (0.7 percent); and groceries (0.1 percent). Among the wholesale lines reporting employment declines were food products, dry goods and apparel, and lumber and building materials.

The employment gain of 0.6 percent or 400 workers in metal mines continued the upward movement of the last 4 months and brought the employment level above that of any month since March 1938. Bituminous coal mines took on 3,200 additional workers, while quarries and oil wells curtailed employment slightly less than seasonally, by approximately 4,000 workers. Anthracite mines showed an employment gain of 0.6 percent, coupled with a pay-roll increase of 17.3 percent. Laundries and dyeing and cleaning plants reduced their forces seasonally by 0.3 percent and 4.5 percent, respectively. Telephone and telegraph companies curtailed their forces by 0.2 percent, electric light and power companies by 0.5 percent, and electric railroads by 0.3 percent. Year-round hotels reduced their staffs by 0.6 percent, which is less than usual for December.

Private building-construction firms reported a decline of 6.7 percent in employment, according to returns from 15,137 contractors employing 121,428 workers. This was the smallest curtailment reported for December in the last 6 years, with the exception of 1935. Corresponding pay rolls decreased 6.6 percent. Decreases in building-construction employment were reported in each geographic division. The reports on which these figures are based do not cover construction projects financed by the Public Works Administration, the Works Progress Administration, and the Reconstruction Finance Corporation, or by regular appropriations of the Federal, State, and local Governments.

Average employment and pay rolls for the year 1938 were below those for 1937 for most of the major industrial groups surveyed monthly by the Bureau. In employment the outstanding decreases from 1937 to 1938 were 26 percent for the durable-goods group of manufacturing industries (nondurable goods showed a decline of 11 percent and manufacturing as a whole showed a drop of 18 percent), 26 percent for private building construction, 23 percent for metal mining, 18 percent for quarrying, 15 percent for brokerage, and 13 percent for coal mining. The pay-roll declines for these industries were equal to or more pronounced than the employment decreases. All of the remaining industries covered showed employment decreases ranging from 2 percent to 6 percent and pay-roll decreases ranging from less than 1 percent to 4 percent, except insurance which showed an employment gain of 2 percent and the telephone and telegraph industry, which showed a pay-roll gain of 3 percent.

A preliminary report of the Interstate Commerce Commission indicated a decrease between November and December of 1.8 percent, or

17,620 in the number of employees on class I railroads. The total number reported in December was 943,082. Corresponding pay-roll figures for December were not available when this report was prepared. For November they amounted to $149,011,526 as against $155,270,047 for October, a decrease of 4.0 percent.

Hours and earnings.—The average hours worked per week by wage earners in manufacturing industries were 37.1 in December, an increase of 2.0 percent since November. The corresponding average hourly earnings were 64.8 cents, an increase of 0.5 percent as compared with the preceding month. Average weekly earnings increased 2.3 percent to $24.24.

TABLE 1.—*Employment, Pay Rolls, and Earnings in All Manufacturing Industries Combined and in Nonmanufacturing Industries, December 1938 (Preliminary figures)*

Industry	Employment			Pay roll			Average weekly earnings		
	Index, December 1938	Percentage change from—		Index, December 1938	Percentage change from—		Average in December 1938	Percentage change from—	
		November 1938	December 1937		November 1938	December 1937		November 1938	December 1937
All manufacturing industries combined [1]	(*1923–25 =100*) 91.2	+0.8	−3.5	(*1923–25 =100*) 86.6	+3.0	+2.9	[2]24.24	+2.3	+6.6
Class I steam railroads [2 3]	52.8	−1.8	−6.3	[4]	[4]	[4]	[4]	[4]	[4]
Coal mining:	(*1929= 100*)			(*1929= 100*)					
Anthracite [5]	51.3	+.6	−16.4	42.5	+17.3	−17.1	26.99	+16.6	−.8
Bituminous [5]	89.3	+.8	−10.2	80.9	−.6	−14.9	24.05	−1.4	−5.3
Metalliferous mining	62.3	+.6	−11.6	54.1	+3.5	−16.9	27.16	+2.8	−6.0
Quarrying and nonmetallic mining	41.4	−6.7	−5.6	33.7	−9.6	+.9	20.42	−3.2	+6.9
Crude-petroleum producing	67.7	−.9	−11.4	62.5	−1.3	−10.4	33.41	−.5	+1.2
Public utilities:									
Telephone and telegraph	74.2	−.2	−4.8	92.7	−.3	−2.1	[6]30.71	−.1	+2.9
Electric light and power and manufactured gas	91.4	−.5	−4.8	98.2	−.5	−4.1	[6]33.72	+.1	+.7
Electric-railroad and motorbus operation and maintenance	69.4	−.3	−4.8	69.5	+1.0	−3.3	[6]32.59	+1.3	+1.5
Trade:									
Wholesale	90.0	+.3	−3.5	75.6	+.4	−2.7	[6]29.10	+.1	+.8
Retail	98.5	+12.9	−1.9	79.9	+11.4	−.9	[6]20.21	−1.4	+1.1
General merchandising	146.0	+37.9	+.1	125.9	+35.0	+2.1	[6]17.08	−2.2	+2.0
Other than general merchandising	86.0	+4.5	−2.8	70.4	+4.6	−1.9	[6]24.05	+.1	+.9
Hotels (year-round) [5 7]	91.9	−.6	−3.1	81.1	−.2	−1.8	[6]15.02	+.5	+1.3
Laundries [5]	93.4	−.3	−3.7	80.0	+.9	−1.3	17.43	+1.2	+2.5
Dyeing and cleaning [5]	97.9	−4.5	−1.2	68.3	−7.5	−.4	19.23	−3.1	+.9
Brokerage	[4]	+.2	−9.9	[4]	+.9	−12.7	[6]36.59	+.7	−3.1
Insurance	[4]	+.1	+2.2	[4]	+1.2	−.5	[6]35.79	+1.1	−2.6
Building construction	[4]	−6.7	−15.5	[4]	−6.6	−11.8	28.97	+.2	+3.9

[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] Cash payments only; the additional value of board, room and tips cannot be computed.

Of the 14 nonmanufacturing industries for which man-hour data are available, 8 showed increases in average hours worked per week and 4 showed gains in average hourly earnings. Average weekly earnings were higher for 10 of the 16 nonmanufacturing industries surveyed.

Employment and pay-roll indexes and average weekly earnings in December 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.

Public Employment

Employment on projects of the Public Works Administration showed an increase of 21,000 for the month ending December 15. The gains in the number working on projects financed from funds provided by the Public Works Administration Appropriation Act of 1938 were sufficiently great to offset declines in employment on P. W. A. projects financed from other funds. Of the 195,000 at work in December, 12,000 were working on Federal and non-Federal projects financed from National Industrial Recovery Act funds, 46,000 on non-Federal projects financed from funds provided by the Emergency Relief Appropriation Acts of 1935, 1936, and 1937, and 137,000 on Federal and non-Federal projects financed with funds provided by the Public Works Administration Appropriation Act of 1938. Pay-roll disbursements for the period amounted to $16,170,000.

During the month ending December 15 more than 2,000 men were working on new construction and demolition projects of the United States Housing Authority; pay rolls amounted to $293,000. These figures pertain only to new projects under the United States Housing Authority and not to those formerly under the Public Works Administration.

The seasonal decline in construction work, usual at this time of the year, was reflected in the drop of 25,000 in the number of men working on construction projects financed by regular Federal appropriations. Decreases in employment were reported for all types of projects with the following exceptions: Building construction, dredging, dikes, revetments, etc., ship construction, streets and roads, and miscellaneous projects. During the month ending December 15, 215,000 men were at work; pay rolls for the period amounted to $20,191,000.

Nearly 3,000 men were working on construction projects financed by the Reconstruction Finance Corporation during the month ending December 15. Monthly pay rolls for this period amounted to $308,000.

In December there was a drop from November of 226,000 in employment on projects operated by the Works Progress Administration. However, the number at work, 2,987,000, was more than 1,316,000 above the employment level of a year ago. Pay rolls for December 1938 amounted to $167,160,000, a decrease of $5,214,000 when compared with the preceding month but a gain of $82,447,000 over the pay rolls for December 1937. There was a small increase in the number working on Federal projects under The Works Program during the month ending December 15. A gain of 12,000 in employment was reported on work projects of the National Youth Administration. Data on employment and pay rolls for student aid in December will not be available until next month.

In the regular services of the Federal Government increases in employment were reported in the number working in the executive, judicial, and military services; a decrease was shown for the legislative service. Of the 917,000 employees in the executive service in December 120,000 were working in the District of Columbia and 797,000 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 Post Office Department, the Navy Department, and the administrative offices of the Public Works Administration. The following agencies reported declines in employment: War, Interior, Agriculture, and the Tennessee Valley Authority.

As usual at the end of an enlistment period there was a decrease in employment in the Civilian Conservation Corps. In December 15,000 were dropped from the rolls, reducing the total number in camps to 321,000. Of this total 284,000 were enrollees, 5,000 reserve officers, 300 nurses, 1,600 educational advisers, and 30,000 supervisory and technical employees. For all groups of workers monthly pay-roll disbursements totaled $14,450,000.

As a result of seasonal influences, employment on State-financed road projects declined during the month ending December 15. Of the 184,000 at work, 21,000 were employed on new road construction and 163,000 were engaged in maintenance work. Pay rolls for both types of road work were $11,439,000.

A summary of Federal employment and pay-roll data for November and December is given in table 2.

TABLE 2.—*Summary of Federal Employment and Pay Rolls, December 1938*[1] *(Preliminary figures)*

Class	Employment		Percentage change	Pay rolls		Percentage change
	December	November		December	November	
Federal services:						
Executive[2]	917,303	[3] 869,256	+5.5	$141,924,984	[3] $131,568,899	+7.9
Judicial	2,271	2,264	+.3	554,388	544,630	+1.8
Legislative	5,145	5,163	−.3	1,197,211	1,205,224	−.7
Military	340,891	339,938	+.3	26,935,537	26,795,878	+.5
Construction projects:						
Financed by P. W. A.[4]	194,677	173,310	+12.3	16,169,889	14,861,489	+8.8
U. S. Housing Authority, low-cost housing	2,301	1,199	+91.9	292,583	149,530	+95.7
Financed by R. F. C.[5]	2,892	3,243	−10.8	308,347	390,238	−21.0
Financed by regular Federal appropriations	214,844	239,511	−10.3	20,190,980	23,014,693	−12.3
Federal projects under The Works Program	124,074	123,119	+.8	5,914,821	5,925,239	−.2
Projects operated by W. P. A.	2,986,931	3,213,115	−7.0	167,159,709	172,373,413	−3.0
National Youth Administration:						
Work projects	237,399	225,088	+5.5	4,328,281	4,110,810	+5.3
Student aid	([6])	361,067	----	([6])	2,400,437	----
Civilian Conservation Corps	320,975	335,479	−4.3	14,449,956	14,718,482	−1.8

[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 125,033 employees and pay-roll disbursements of $14,681,831 for December and 125,546 employees and pay-roll disbursements of $14,814,599 for November.

[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 46,049 wage earners and $4,106,952 pay roll for December; 57,000 wage earners and $5,191,123 for November, covering Public Works Administration projects financed from Emergency Relief Appropriation Acts of 1935, 1936, and 1937 funds. Includes 136,966 wage earners and $10,747,455 pay roll for December; 101,590 wage earners and $8,085,341 pay roll for November, covering Public Works Administration projects financed from funds provided by the Public Works Administration Appropriation Act of 1938.

[5] Includes 241 employees and pay-roll disbursements of $19,499 for December; 347 employees and pay-roll disbursements of $35,177 for November on projects financed by the RFC Mortgage Co.

[6] December data not available.

DETAILED TABLES FOR NOVEMBER 1938

A MONTHLY report on unemployment and pay rolls is published as a separate pamphlet by the Bureau of Labor Statistics. This gives detailed data regarding employment, pay rolls, working hours, and earnings for the current month for industrial and business establishments and for the various forms of public employment. This pamphlet is distributed free upon request. Its principal contents for the month of November, insofar as industrial and business employment is concerned, are reproduced in this section of the Monthly Labor Review.

Industrial and Business Employment

Monthly reports on employment and pay rolls are available for the following groups: 87 manufacturing industries; 16 nonmanufacturing industries, including private building construction; and class I steam railroads. The reports for the first two of these groups—manufacturing and nonmanufacturing—are based on sample surveys by the Bureau of Labor Statistics, and in virtually all industries the samples are large enough to be entirely representative. The figures on class I steam railroads are compiled by the Interstate Commerce Commission and are presented in the foregoing summary.

EMPLOYMENT, PAY ROLLS, HOURS, AND EARNINGS

The indexes for the manufacturing industries have been adjusted to the 1935 Census of Manufactures and are not comparable to those published in the July 1938 and earlier issues of the pamphlet. Comparable indexes for earlier months and years are available on request. Electric- and steam-railroad repair shops have been excluded from the new series in keeping with the reclassification for the 1937 Census of Manufactures.

The average hours worked per week, average hourly earnings, and average weekly earnings for all manufacturing industries combined now relate to 87 industries, instead of 89 as heretofore, because of the exclusion of electric- and steam-railroad repair shops. This exclusion also affects the averages for the durable-goods group because these industries were classified in that group. The average hours and hourly earnings for the 87 manufacturing industries combined, and for the manufacturing groups, are weighted on the basis of estimated employment for the separate industries. As these estimates have been affected by the revision of the indexes, it follows that the weighted averages for October and November differ from the averages that would result if the former estimates of employment were used as weights. Revised averages for earlier months will be computed and made available in the near future.

The indexes and averages for the iron and steel group and the nonferrous metal products group have been affected by the transfer of the stamped and enameled ware industry from the latter group to the former. The indexes, hours, and hourly earnings for the knit-goods industry are now weighted on the basis of four subdivisions (hosiery, knitted outerwear, knitted underwear, and knitted cloth) for which separate figures are now given. Tractor manufacturing establishments have been transferred from the engine, turbine, water wheel, and windmill industry to the agricultural implement industry, thereby affecting the figures for both industries.

The revised series of employment and pay-roll indexes, as well as average hours worked per week, average hourly earnings, and average weekly earnings for September, October, and November 1938, where available, are presented in table 1. The September and October figures, where given, may differ in some instances from those previously published, not only because of the foregoing, but also because of revisions necessitated by the inclusion of late reports and other causes.

The weekly average earnings shown in table 1 are computed by dividing the total weekly pay rolls in the reporting establishments by the total number of full- and part-time employees reported. As all reporting establishments do not supply man-hour data, average hours worked per week and average hourly earnings are necessarily based on data supplied by a smaller number of reporting firms. The size and composition of the reporting sample varies slightly from month to month and therefore the average hours per week, average hourly earnings, and average weekly earnings shown in tables 1 and 2 are not strictly comparable from 1 month to another. 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. The changes from the preceding month, expressed as percentages, are based on identical lists of firms for the 2 months, but the changes from November 1937 are computed from chain indexes based on the month-to-month percentage changes.

TABLE 1.—*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 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]		
	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938
													Cents	*Cents*	*Cents*
All manufacturing	**90.5**	**89.5**	**88.8**	**84.1**	**83.8**	**81.0**	**$23.82**	**$23.98**	**$23.32**	**36.5**	**37.4**	**36.9**	**64.5**	**63.7**	**63.2**
Durable goods	**82.2**	**79.0**	**75.3**	**78.3**	**75.2**	**68.7**	**27.14**	**27.01**	**25.80**	**36.5**	**37.4**	**36.0**	**72.4**	**71.0**	**70.8**
Nondurable goods	**98.3**	**99.4**	**101.6**	**90.5**	**93.4**	**94.9**	**20.84**	**21.36**	**21.33**	**36.4**	**37.4**	**37.5**	**58.0**	**57.9**	**57.7**
Durable goods															
Iron and steel and their products, not including machinery	**86.8**	**84.1**	**81.7**	**79.1**	**74.8**	**68.6**	**26.72**	**26.13**	**24.59**	**35.1**	**34.9**	**33.0**	**75.7**	**75.3**	**75.3**
Blast furnaces, steel works, and rolling mills	90.3	86.6	85.1	81.8	73.8	67.6	28.64	27.11	25.25	33.8	32.2	30.0	84.1	84.0	83.9
Bolts, nuts, washers, and rivets	90.0	84.9	81.9	90.6	81.0	73.1	25.69	24.42	22.82	37.1	35.0	32.5	69.5	69.9	70.5
Cast-iron pipe	65.7	65.4	64.6	54.5	53.8	53.8	19.71	19.54	19.77	33.9	34.1	34.2	58.0	56.9	57.4
Cutlery (not including silver and plated cutlery) and edge tools	82.6	80.2	77.7	75.5	73.6	67.5	23.11	23.22	21.88	39.0	39.3	36.9	60.2	59.7	60.1
Forgings, iron and steel	47.9	45.6	43.5	44.6	41.9	37.7	26.82	26.94	25.45	36.0	36.3	34.5	74.6	74.3	73.9
Hardware	84.4	79.5	66.9	93.2	86.3	65.7	26.79	26.32	23.86	39.0	38.8	36.3	68.9	68.0	65.8
Plumbers' supplies	73.0	73.1	73.2	54.9	62.0	59.6	21.34	24.14	23.21	32.0	36.1	35.0	66.6	66.7	66.3
Stamped and enameled ware	133.4	128.7	121.6	133.5	133.3	119.9	24.08	24.88	23.67	38.0	40.0	37.9	63.2	62.1	62.6
Steam and hot-water heating apparatus and steam fittings	69.1	71.3	69.8	53.3	59.0	53.3	23.27	24.98	23.00	33.9	36.3	33.3	68.9	69.0	69.1
Stoves	78.9	83.1	79.7	62.7	75.7	69.2	23.55	26.98	25.71	35.5	41.0	39.4	66.7	66.2	65.9
Structural and ornamental metal work	60.7	61.1	60.5	50.1	50.5	49.7	26.07	26.12	25.93	36.0	36.3	35.8	72.5	72.0	72.6
Tin cans and other tinware	84.6	86.2	97.6	87.5	89.2	103.0	22.50	22.50	22.85	37.3	37.3	38.2	60.7	60.6	59.9
Tools (not including edge tools, machine tools, files, and saws)	80.9	77.0	74.8	75.8	71.9	67.4	23.24	23.11	22.28	38.0	38.2	36.4	61.2	60.8	61.5
Wirework	164.6	146.5	127.9	180.2	156.1	134.2	26.39	25.65	25.31	38.8	37.9	36.9	68.1	68.0	68.7
Machinery, not including transportation equipment	**89.5**	**87.2**	**85.5**	**83.9**	**81.9**	**78.6**	**26.07**	**26.07**	**25.57**	**36.2**	**36.3**	**35.4**	**72.0**	**71.7**	**72.1**
Agricultural implements (including tractors)	96.6	93.7	90.3	95.0	92.4	87.1	27.08	27.11	26.55	34.3	35.2	34.6	79.4	77.7	77.1
Cash registers, adding machines, and calculating machines	135.4	136.1	136.4	119.7	119.7	120.8	28.57	28.43	28.62	35.0	34.9	35.3	82.3	82.2	81.8
Electrical machinery, apparatus, and supplies	83.2	80.7	77.4	80.4	78.0	73.0	26.69	26.71	26.07	36.7	36.5	35.3	73.0	73.2	73.7

See footnotes at end of table.

TABLE 1.—*Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries*—Continued

MANUFACTURING—Continued

Industry	Employment index			Pay-roll index			Average weekly earnings			Average hours worked per week			Average hourly earnings		
	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938
Durable goods—Continued															
Machinery, not including transportation equipment—Continued.													*Cents*	*Cents*	*Cents*
Engines, turbines, water wheels, and windmills	83.5	83.4	83.1	91.6	90.4	90.0	$28.35	$28.01	$28.00	36.2	35.8	35.6	78.6	78.5	78.8
Foundry and machine-shop products	78.9	77.5	77.7	70.6	69.4	68.1	25.58	25.54	25.02	35.8	36.0	35.2	71.3	70.9	71.0
Machine tools	117.6	115.8	114.2	110.8	110.5	107.8	26.78	27.12	26.87	36.3	36.8	36.3	73.8	73.8	74.1
Radios and phonographs	118.8	108.0	93.5	106.9	97.9	83.5	22.40	22.53	22.21	38.5	39.1	37.5	58.2	57.7	59.4
Textile machinery and parts	64.2	61.3	59.9	61.3	56.5	54.1	24.83	24.09	23.56	36.6	36.6	35.5	67.9	66.0	66.6
Typewriters and parts	128.9	125.3	121.6	130.9	128.1	115.7	24.39	24.55	22.85	37.9	38.0	35.4	64.4	64.6	64.6
Transportation equipment	**91.6**	**79.4**	**63.7**	**95.9**	**83.8**	**64.7**	**33.64**	**33.88**	**32.64**	**37.1**	**38.6**	**36.4**	**90.6**	**87.8**	**89.7**
Aircraft	814.9	785.8	755.5	799.0	780.8	727.2	29.81	30.79	29.87	40.2	40.4	40.1	75.1	75.5	75.1
Automobiles	101.9	86.3	64.9	107.6	91.3	66.3	34.89	34.98	33.81	37.5	38.7	36.3	93.2	90.6	93.3
Cars, electric- and steam-railroad	26.3	25.3	27.4	23.1	23.5	25.3	24.21	25.62	25.48	32.7	34.7	34.9	74.0	73.9	73.0
Locomotives	16.9	16.1	16.1	12.8	11.1	11.1	24.30	22.14	22.13	31.7	29.2	29.0	76.5	75.9	76.4
Shipbuilding	96.6	92.1	89.9	94.2	95.1	92.3	29.05	30.75[a]	30.60	34.5	36.9	36.5	83.8	83.2	83.7
Nonferrous metals and their products	**95.5**	**92.2**	**87.9**	**90.3**	**88.5**	**81.4**	**25.62**	**26.06**	**25.14**	**38.7**	**39.7**	**37.8**	**66.2**	**65.9**	**66.1**
Aluminum manufactures	143.2	142.4	136.3	148.0	148.4	138.8	26.44	26.66	26.04	40.4	40.1	38.8	65.5	66.5	67.2
Brass, bronze, and copper products	100.5	96.4	92.7	99.8	96.2	89.1	27.14	27.28	26.32	38.3	38.5	36.9	71.0	70.9	71.3
Clocks and watches and time-recording devices	85.0	83.6	79.9	87.6	85.6	78.1	21.57	21.66	20.66	37.2	37.7	36.3	57.9	57.5	56.9
Jewelry	101.0	100.3	96.0	82.7	91.8	81.4	22.81	25.89	23.87	39.2	45.2	41.0	57.6	56.3	57.4
Lighting equipment	91.6	85.4	76.2	83.4	78.1	69.2	25.43	25.53	25.31	37.6	38.7	38.1	67.7	65.9	66.5
Silverware and plated ware	66.5	64.0	59.8	66.1	62.4	55.6	27.39	26.77	25.56	42.4	41.5	39.5	64.9	64.5	64.6
Smelting and refining—copper, lead, and zinc	71.1	66.4	65.4	65.8	62.2	60.3	26.03	26.34	25.95	37.9	38.2	37.7	68.8	68.9	68.8
Lumber and allied products	**65.3**	**65.7**	**65.8**	**56.2**	**60.0**	**60.0**	**19.91**	**21.09**	**21.31**	**37.6**	**41.0**	**40.3**	**53.3**	**52.0**	**52.6**
Furniture	79.9	79.7	79.0	65.0	68.4	68.1	19.74	20.77	21.50	37.9	40.5	39.9	52.4	51.8	52.4
Lumber:															
Millwork	54.9	54.0	54.0	44.5	46.0	45.5	21.40	22.40	22.17	39.7	42.4	41.6	54.0	52.8	53.4
Sawmills	52.3	53.1	53.5	46.4	50.4	50.6	19.57	20.94	20.88	37.0	40.9	40.3	53.7	52.0	52.5
Stone, clay, and glass products	**71.6**	**70.1**	**67.8**	**63.9**	**63.0**	**58.3**	**23.87**	**23.97**	**23.00**	**36.3**	**37.1**	**36.2**	**64.5**	**64.0**	**63.2**
Brick, tile, and terra cotta	52.4	52.0	51.2	39.4	40.6	38.6	19.67	20.37	19.77	36.5	38.8	38.0	53.1	52.6	51.6
Cement	67.8	70.1	68.0	63.7	65.4	63.4	26.15	26.02	25.96	38.0	37.8	37.4	68.8	69.2	69.4
Glass	92.1	87.5	82.1	98.6	92.9	82.6	25.68	25.47	24.13	35.7	35.6	34.3	72.2	71.6	70.7
Marble, granite, slate, and other products	42.9	42.3	43.0	30.7	30.1	31.3	24.12	23.99	24.31	34.9	35.1	35.7	68.8	67.5	67.1
Pottery	80.0	77.7	74.8	74.5	73.2	63.9	23.12	23.41	21.40	36.8	37.2	35.7	62.4	62.6	62.4

Nondurable goods															
Textiles and their products	**96.9**	**97.5**	**97.9**	**78.5**	**83.1**	**84.0**	**16.34**	**17.00**	**17.03**	**34.6**	**35.5**	**35.4**	**47.8**	**48.6**	**49.2**
Fabrics	89.6	87.2	86.6	77.4	76.5	74.7	16.34	16.65	16.43	36.3	37.0	36.3	46.0	45.9	46.2
Carpets and rugs	79.8	76.7	72.7	67.2	66.0	60.8	22.23	22.78	22.15	35.5	36.0	35.0	62.7	63.2	63.3
Cotton goods	86.1	83.7	83.2	73.8	72.4	71.0	13.93	14.04	13.83	36.2	36.8	36.2	38.4	38.2	38.3
Cotton small wares	83.0	79.9	76.4	77.3	77.4	71.1	17.81	18.56	17.89	38.0	39.9	38.8	47.4	46.9	46.4
Dyeing and finishing textiles	109.3	105.8	104.1	92.7	92.0	89.5	20.47	20.99	20.85	38.2	39.2	38.6	53.0	53.0	53.4
Hats, fur-felt	82.8	89.1	90.0	70.1	78.0	95.0	21.77	22.13	26.85	31.5	31.2	36.4	69.7	67.2	71.1
Knit goods	114.6	114.5	111.8	118.5	122.1	116.0	18.13	18.68	18.11	36.8	37.7	36.4	50.5	50.9	51.1
Hosiery	145.5	143.9	140.7	165.0	167.0	159.1	19.64	20.13	19.60	37.2	37.5	36.2	53.8	54.4	54.9
Knitted outerwear	78.2	83.3	80.1	68.6	77.0	71.6	16.81	17.91	17.27	36.6	39.2	38.2	45.9	45.4	44.8
Knitted underwear	70.9	70.2	69.1	61.4	62.7	59.3	14.58	15.06	14.39	35.0	36.1	34.6	41.5	42.2	41.6
Knitted cloth	154.8	156.3	150.3	119.4	131.0	128.1	17.65	18.99	19.06	37.2	40.8	40.8	46.9	46.0	47.6
Silk and rayon goods	61.7	61.2	63.2	48.6	50.2	50.6	15.15	15.83	15.99	35.6	37.2	35.7	42.1	42.2	44.5
Woolen and worsted goods	78.4	71.9	72.7	63.7	58.1	57.5	18.78	18.75	18.39	35.8	35.6	35.0	52.6	52.7	52.7
Wearing apparel	112.0	119.6	122.1	78.1	93.0	99.5	16.35	18.01	18.68	31.4	33.1	33.9	51.0	53.1	53.9
Clothing, men's	98.1	104.5	107.5	63.1	74.9	80.1	16.73	18.68	19.33	28.9	31.4	32.3	57.2	59.1	59.4
Clothing, women's	158.5	171.4	177.1	101.7	128.8	137.6	17.10	19.94	20.69	31.1	33.0	34.0	50.5	54.8	55.4
Corsets and allied garments	98.5	98.9	97.3	99.8	104.8	96.1	16.96	17.75	16.54	36.8	38.8	36.2	46.0	45.8	45.7
Men's furnishings	149.2	149.2	138.1	151.4	140.1	124.9	15.77	14.85	14.17	38.3	36.7	34.9	38.0	36.4	35.7
Millinery	55.1	74.2	79.3	40.4	62.7	91.6	18.99	21.92	28.29	28.6	33.9	40.1	66.3	62.3	69.0
Shirts and collars	117.7	119.2	117.9	104.1	99.3	97.4	13.70	12.84	12.69	35.3	34.7	34.9	38.9	37.0	36.5
Leather and its manufactures	**84.8**	**89.6**	**92.3**	**62.4**	**69.6**	**74.0**	**17.22**	**18.32**	**18.98**	**32.8**	**35.3**	**36.8**	**53.3**	**53.0**	**52.4**
Boots and shoes	83.3	89.9	93.8	54.4	64.5	70.9	15.41	16.97	17.87	31.3	34.6	36.3	50.8	50.6	50.1
Leather	84.0	81.2	78.6	84.7	81.7	78.9	24.30	24.23	24.24	38.6	38.5	38.7	62.9	63.0	62.9
Food and kindred products	**123.3**	**128.7**	**142.7**	**122.4**	**126.9**	**136.7**	**24.22**	**24.15**	**23.43**	**40.1**	**41.0**	**41.3**	**61.2**	**59.8**	**57.6**
Baking	144.6	144.3	145.6	139.7	139.5	143.5	25.21	25.30	25.86	41.6	42.0	42.8	61.1	60.9	61.0
Beverages	229.2	233.6	250.3	264.7	272.6	297.6	32.11	32.50	33.12	37.8	38.5	39.2	85.7	85.5	85.4
Butter	96.8	99.4	103.7	82.4	85.6	90.0	22.27	22.52	22.76	45.8	46.6	46.9	48.7	48.3	48.3
Canning and preserving	103.3	147.3	272.0	86.0	130.3	238.1	15.14	16.07	15.83	33.5	37.3	38.3	47.0	44.9	42.5
Confectionery	90.6	93.0	87.9	84.9	91.6	90.9	17.40	18.23	19.22	37.8	40.2	42.1	46.7	45.9	46.2
Flour	78.2	77.5	77.2	73.8	79.7	81.2	24.67	26.88	27.72	41.6	45.2	46.1	59.5	58.7	59.9
Ice cream	70.5	73.8	83.4	60.7	63.7	70.1	28.89	29.33	28.19	44.9	45.1	46.0	63.5	63.5	60.7
Slaughtering and meat packing	100.7	97.4	95.5	110.0	110.0	108.7	27.54	28.51	28.66	40.5	41.8	41.9	68.5	68.5	68.6
Sugar, beet	264.9	260.7	100.2	274.2	226.1	97.3	25.76	22.22	25.00	51.2	43.7	41.3	50.6	51.4	61.7
Sugar refining, cane	86.6	89.0	92.7	75.4	79.3	84.8	23.46	23.96	24.59	37.7	38.5	40.3	62.2	62.3	61.0
Tobacco manufactures	**68.9**	**68.3**	**66.3**	**59.8**	**60.7**	**61.0**	**16.55**	**16.84**	**16.96**	**35.8**	**37.1**	**37.1**	**46.2**	**45.6**	**45.8**
Chewing and smoking tobacco and snuff	61.9	57.7	62.6	69.1	63.3	71.8	17.47	17.17	17.97	34.2	35.0	35.5	51.3	49.3	50.7
Cigars and cigarettes	67.5	67.4	66.8	58.5	60.3	59.6	16.33	16.77	16.72	35.9	37.4	37.2	45.6	45.2	45.3
Paper and printing	**107.0**	**105.5**	**104.3**	**103.3**	**103.7**	**101.1**	**27.48**	**28.14**	**27.91**	**37.9**	**38.6**	**38.0**	**76.2**	**76.4**	**76.5**
Boxes, paper	105.2	102.8	98.8	110.0	112.7	105.4	21.34	22.29	21.74	40.4	42.2	40.8	53.3	53.2	53.8
Paper and pulp	105.9	104.8	104.0	103.0	106.5	101.5	23.81	24.85	23.92	38.9	40.6	39.1	61.3	61.3	61.3
Printing and publishing:															
Book and job	101.4	99.6	98.9	89.1	87.9	88.2	29.22	29.35	29.68	37.1	37.3	37.5	79.8	79.9	80.0
Newspapers and periodicals	107.1	106.0	105.1	109.4	108.7	106.4	36.84	37.25	37.26	36.4	36.5	36.2	98.5	99.1	98.8

See footnotes at end of table.

TABLE 1.—*Employment, Pay Rolls, and Earnings in Manufacturing and Nonmanufacturing Industries—Continued*

MANUFACTURING—Continued

Industry	Employment index			Pay-roll index			Average weekly earnings [1]			Average hours worked per week [1]			Average hourly earnings [1]		
	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938	November 1938	October 1938	September 1938
Nondurable goods—Continued															
													Cents	*Cents*	*Cents*
Chemicals and allied products, and petroleum refining	**113.0**	**113.4**	**113.0**	**119.1**	**120.1**	**118.9**	**$28.26**	**$28.41**	**$28.36**	**37.8**	**38.7**	**38.3**	**74.4**	**73.6**	**74.4**
Petroleum refining	118.9	119.5	121.0	133.6	132.8	134.6	34.86	34.45	34.58	35.8	35.5	35.3	97.9	97.6	98.4
Other than petroleum refining	111.6	111.9	111.1	114.6	116.2	114.1	25.41	25.79	25.70	38.6	39.9	39.5	65.7	64.8	65.3
Chemicals	117.2	114.8	112.5	128.1	128.1	121.4	30.22	30.88	29.90	38.9	39.8	38.3	77.6	77.5	78.1
Cottonseed—oil, cake, and meal	116.3	122.1	113.5	100.1	104.0	95.1	13.11	13.04	12.93	44.7	51.3	50.8	28.8	25.2	25.3
Druggists' preparations	109.7	110.3	109.6	119.6	123.9	118.6	24.54	25.31	24.40	38.7	40.3	39.4	59.2	58.9	58.7
Explosives	82.8	84.1	84.9	91.7	96.5	93.1	30.45	31.62	30.16	38.0	39.4	37.7	80.2	80.3	80.1
Fertilizers	78.5	79.5	82.1	65.2	70.1	77.4	15.38	16.41	17.58	33.9	36.7	38.3	45.4	44.8	45.9
Paints and varnishes	112.4	112.9	112.5	113.8	116.3	114.5	27.34	27.83	27.70	39.4	40.1	39.7	69.5	69.4	69.9
Rayon and allied products	312.8	314.4	315.2	302.7	302.6	308.2	23.74	23.63	24.02	37.0	37.0	37.7	64.1	63.9	63.8
Soap	88.9	93.2	92.6	88.3	94.8	94.6	28.29	28.98	29.10	38.0	39.4	39.7	74.6	73.7	73.5
Rubber products	**82.4**	**77.7**	**75.9**	**85.2**	**79.7**	**76.7**	**27.58**	**27.27**	**26.91**	**36.7**	**36.6**	**35.9**	**75.6**	**75.6**	**75.8**
Rubber boots and shoes	63.4	60.1	58.0	60.6	61.6	57.7	21.88	23.48	22.79	36.6	38.7	37.7	59.7	60.7	60.5
Rubber tires and inner tubes	66.1	63.5	61.9	75.3	69.1	67.3	32.77	31.25	31.27	34.5	33.1	33.0	95.2	94.4	94.6
Rubber goods, other	133.6	123.3	121.0	130.7	122.6	116.6	23.09	23.43	22.73	39.2	40.0	38.5	59.5	59.2	59.4

NONMANUFACTURING

[Indexes are based on 12-month average, 1929=100]

Coal mining:													*Cents*	*Cents*	*Cents*
Anthracite [2]	51.0	52.4	46.4	36.2	43.4	29.4	$23.14	$26.99	$20.64	24.9	28.8	22.1	91.7	92.5	91.1
Bituminous [2]	88.6	87.2	83.4	81.4	78.3	71.9	24.56	23.84	22.86	28.0	26.8	26.0	87.9	88.7	88.2
Metalliferous mining	61.4	57.9	55.2	51.6	49.2	46.1	25.96	26.52	26.04	38.3	39.5	39.0	68.2	67.5	67.0
Quarrying and nonmetallic mining	44.4	44.4	44.6	37.2	39.2	38.4	21.15	22.37	21.68	38.2	40.9	40.6	55.7	54.4	53.5
Crude-petroleum producing	68.1	69.5	71.5	62.8	63.7	66.5	33.50	33.81	34.38	39.2	39.7	40.2	85.6	83.9	83.8
Public utilities:															
Telephone and telegraph [2]	74.4	74.7	74.9	93.0	95.3	92.6	30.98	31.57	30.72	39.1	39.8	39.1	82.5	82.7	81.6
Electric light and power and manufactured gas [2]	92.0	92.5	92.5	98.6	99.9	98.4	33.71	33.72	33.19	39.8	39.8	39.8	85.0	84.5	83.4
Electric-railroad and motorbus operation and maintenance [2]	69.5	69.9	69.3	68.8	68.9	68.4	32.36	32.23	32.27	45.0	44.7	44.8	71.1	71.2	71.3

Trade:															
Wholesale [3]	89.8	89.1	88.5	75.3	75.1	74.3	29.22	29.70	29.35	42.0	42.3	42.1	69.4	70.6	70.3
Retail [3]	87.0	86.1	85.0	71.6	71.1	69.7	21.26	21.04	20.81	42.4	42.4	42.2	53.9	53.8	53.3
General merchandising [3]	105.4	100.7	98.2	93.1	89.7	86.8	18.00	17.62	17.58	39.0	39.0	38.6	47.5	48.1	48.2
Other than general merchandising [3]	82.2	82.3	81.5	67.2	67.2	66.1	23.97	24.04	23.71	43.5	43.5	43.4	56.1	55.7	54.9
Hotels (year-round) [2 3 4]	92.4	92.9	91.8	81.1	80.8	78.9	14.96	15.01	14.81	47.1	46.7	46.4	31.6	31.9	31.6
Laundries [3]	93.7	94.4	96.5	79.3	79.5	81.4	17.30	17.24	17.05	41.7	41.4	41.9	41.6	41.8	41.3
Dyeing and cleaning [3]	102.6	106.8	107.8	73.8	78.0	81.7	19.63	19.91	20.85	41.3	42.1	43.5	48.6	47.9	48.3
Brokerage [3 5]	+.8	−.9	−1.4	+1.6	+1.2	−1.2	36.36	35.76	34.82	(6)	(6)	(6)	(6)	(6)	(6)
Insurance [3 5]	−.2	−.5	+.6	+1.3	+.2	−.8	36.02	35.56	35.18	(6)	(6)	(6)	(6)	(6)	(6)
Building construction [1]	−4.2	+3.2	−.4	−8.4	+5.0	−.5	28.95	30.19	29.66	31.9	33.8	32.9	90.7	89.4	90.3

[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. The 2 industries excluded are electric- and steam-railroad repair shops. The averages for the durable goods group have also been affected by this exclusion. See text in section headed, "Employment, pay rolls, hours, and earnings."

[2] Indexes adjusted to 1935 census. Comparable series back to January 1929 presented in January 1938 issue of pamphlet, "Employment and Pay Rolls."

[3] Average weekly earnings, hourly earnings, and hours not strictly comparable with figures published in pamphlets prior to January 1938 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.

INDEXES OF EMPLOYMENT AND PAY ROLLS

Indexes of employment and pay rolls are given in table 2 for all manufacturing industries combined, for the durable- and nondurable-goods groups of manufacturing industries, and for 13 nonmanufacturing industries, including 2 subgroups under retail trade, by months, from November 1937 to November 1938, inclusive. The accompanying chart indicates the trend of factory employment and pay rolls from January 1919 to November 1938.

The indexes of factory employment and pay rolls are computed from returns supplied by representative manufacturing establishments in 87 manufacturing industries and relate to wage earners only. Formerly 89 manufacturing industries were covered in the Bureau's monthly survey, but two of these—electric- and steam-railroad repair shops—are now excluded. The base used in computing the indexes is the 3-year average 1923–25 as 100. In November 1938 reports were received from 25,422 manufacturing establishments employing 4,237,795 workers, whose weekly earnings were $100,963,723. The employment reports received from these establishments cover more than 55 percent of the total wage earners in all manufacturing industries of the country and more than 65 percent of the wage earners in the 87 industries included in the monthly survey of the Bureau of Labor Statistics.

The indexes for the nonmanufacturing industries are based on the 12-month average for 1929 as 100. Figures for mining, laundries, dyeing and cleaning, and building construction cover wage earners only, but the figures for public utilities, trade, hotels, brokerage, and insurance relate to all employees, except corporation officers, executives, and other employees whose duties are mainly supervisory. For crude-petroleum producing they cover wage earners and clerical field force.

Data for both manufacturing and nonmanufacturing industries are based on reports of the number of employees and amount of pay rolls for the pay period ending nearest the 15th of the month.

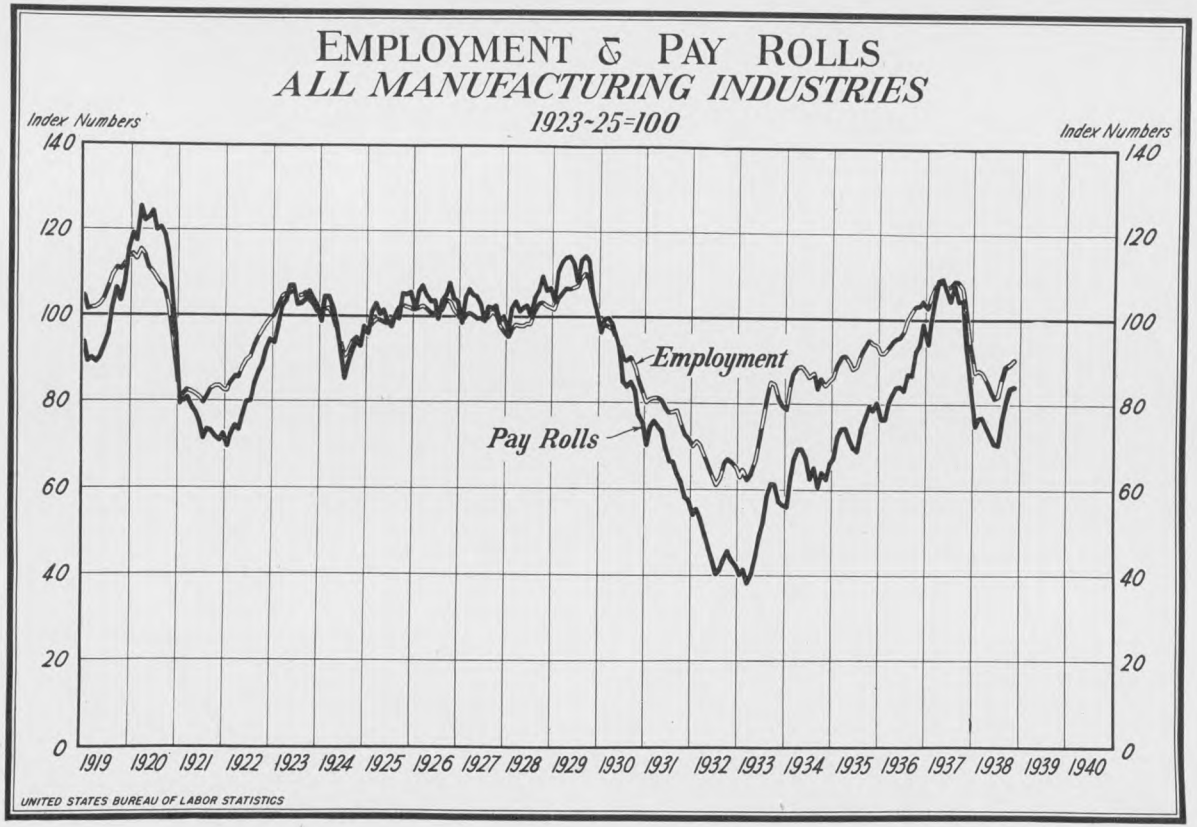


TABLE 2.—*Indexes of Employment and Pay Rolls in Selected Manufacturing [1] and Nonmanufacturing [2] Industries, November 1937 to November 1938, Inclusive*

Industry	Employment												
	1937			1938									
	Avg. 1937	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.
Manufacturing														
All industries	105.8	101.1	94.5	87.8	88.2	87.7	85.7	83.4	81.6	81.9	85.7	88.8	89.5	90.5
Durable goods [3]	104.0	100.8	91.7	81.7	80.1	79.3	77.0	75.0	72.4	70.3	71.7	75.3	79.0	82.2
Nondurable goods [4]	107.6	101.4	97.2	93.7	95.9	95.8	94.0	91.5	90.3	92.9	99.0	101.6	99.4	98.3
Nonmanufacturing														
Anthracite mining	60.2	60.9	61.4	59.6	60.0	59.3	57.0	52.8	56.0	44.6	37.6	46.4	52.4	51.0
Bituminous-coal mining	99.3	101.4	99.4	96.9	95.5	93.2	85.8	82.2	80.2	78.5	80.1	83.4	87.2	88.6
Metalliferous mining	76.8	75.4	70.4	67.4	63.6	62.3	61.6	58.8	56.0	49.7	51.4	55.2	57.9	61.4
Quarrying and nonmetallic mining	51.4	49.9	43.9	38.2	37.8	38.9	41.7	43.7	43.6	44.1	44.6	44.6	44.4	44.4
Crude-petroleum producing	76.5	77.2	76.5	75.3	74.2	73.6	73.8	73.2	72.8	72.3	72.4	71.5	69.5	68.1
Telephone and telegraph	77.8	78.9	78.0	77.8	75.7	74.9	74.8	75.0	74.8	74.9	74.8	74.9	74.7	74.4
Electric light and power, and manufactured gas	95.6	97.3	96.1	93.8	92.6	92.0	91.8	91.7	92.2	92.3	92.7	92.5	92.5	92.0
Electric-railroad and motorbus operation and maintenance [5]	73.1	73.2	72.8	72.3	71.2	70.8	71.1	70.6	70.4	70.1	69.5	69.3	69.9	69.5
Wholesale trade	92.0	93.5	93.3	91.0	90.4	89.1	88.5	87.3	87.2	86.8	87.6	88.5	89.1	89.8
Retail trade	89.8	91.7	100.4	84.1	82.4	83.0	88.2	83.8	83.6	81.1	80.0	85.0	86.1	87.0
General merchandising	104.3	109.8	145.9	91.5	88.8	90.5	101.0	92.4	91.9	87.9	86.4	98.2	100.7	105.4
Other than general merchandising	85.9	86.9	88.5	82.1	80.7	81.0	84.9	81.5	81.4	79.3	78.3	81.5	82.3	82.2
Year-round hotels	94.9	96.6	94.9	94.3	94.5	93.4	93.5	93.7	92.2	90.7	90.4	91.8	92.9	92.4
Laundries	100.6	97.8	97.0	96.8	95.7	94.8	95.4	96.2	96.6	97.8	97.5	96.5	94.4	93.7
Dyeing and cleaning	107.5	103.5	99.2	96.8	95.6	98.5	111.8	109.9	110.8	108.6	105.0	107.8	106.8	102.6
	Pay rolls													
Manufacturing														
All industries	102.0	92.9	84.2	75.0	76.9	77.1	74.6	72.9	70.8	70.6	76.9	81.0	83.8	84.1
Durable goods [3]	103.5	94.8	81.0	67.1	67.2	67.4	65.6	64.2	61.7	58.6	63.7	68.7	75.2	78.3
Nondurable goods [4]	100.4	90.8	87.7	84.0	87.8	87.9	84.7	82.6	80.9	84.1	91.7	94.9	93.4	90.5
Nonmanufacturing														
Anthracite mining	46.9	49.0	51.3	46.5	46.1	47.3	39.0	38.3	49.7	20.2	20.0	29.4	43.4	36.2
Bituminous-coal mining	88.5	91.1	95.1	70.4	74.0	68.4	56.3	55.3	57.0	56.8	64.2	71.9	78.3	81.4
Metalliferous mining	74.0	71.6	65.1	59.1	55.8	56.3	53.3	51.2	46.1	38.0	43.7	46.1	49.2	51.6
Quarrying and nonmetallic mining	45.4	41.7	33.4	27.7	28.6	30.2	33.9	38.3	37.3	37.0	39.2	38.4	39.2	37.2
Crude-petroleum producing	68.2	70.2	69.8	68.2	69.6	68.0	68.0	66.7	67.6	66.7	66.8	66.5	63.7	62.8
Telephone and telegraph	89.6	91.4	94.7	93.7	89.9	92.6	91.6	91.3	90.9	90.9	91.3	92.6	95.3	93.0
Electric light and power, and manufactured gas	99.6	103.8	102.4	98.9	98.5	98.6	97.6	97.4	98.6	98.3	98.9	98.4	99.9	98.6
Electric-railroad and motorbus operation and maintenance [5]	70.6	71.8	71.9	70.6	70.2	69.9	70.0	71.2	69.7	69.0	69.5	68.4	68.9	68.8
Wholesale trade	76.6	78.3	77.8	75.4	75.3	74.7	74.6	75.1	73.8	73.6	73.7	74.3	75.1	75.3
Retail trade	73.1	75.3	80.6	70.1	68.4	68.6	72.2	70.0	69.5	68.1	66.8	69.7	71.1	71.6
General merchandising	92.5	97.1	123.3	84.6	81.5	82.2	89.4	84.4	84.3	80.4	78.8	86.8	89.7	93.1
Other than general merchandising	69.1	70.8	71.8	67.1	65.7	65.8	68.6	67.0	66.4	65.6	64.3	66.1	67.2	67.2
Year-round hotels	80.6	84.3	82.6	81.6	83.6	80.9	80.5	80.5	79.6	77.4	77.4	78.9	80.8	81.1
Laundries	83.0	81.1	81.1	80.1	79.1	78.6	80.6	80.9	81.8	83.0	83.1	81.4	79.5	79.3
Dyeing and cleaning	77.6	73.7	68.6	65.5	65.2	65.2	87.2	80.7	83.3	77.5	74.3	81.7	78.0	73.8

[1] 3-year average, 1923–25=100—adjusted to 1935 Census of Manufactures. Comparable indexes for earlier months are in the November issue of the Monthly Labor Review.

[2] 12-month average for 1929=100. Comparable indexes are in the February 1935 and subsequent issues of the Monthly Labor Review, except for anthracite and bituminous-coal mining, year-round hotels, laundries, and dyeing and cleaning. Indexes for these industries from January 1929 forward have been adjusted to the 1935 census and are presented in the January 1938 and subsequent issues of Employment and Pay Rolls.

[3] Includes: Iron and steel, machinery, transportation equipment, railroad repair shops, nonferrous metals, lumber and allied products, and stone, clay, and glass products.

[4] Includes: Textiles and their products, leather and its manufactures, food and kindred products, tobacco manufactures, paper and printing, chemicals and allied products, products of petroleum and coal, rubber products, and a number of miscellaneous industries not included in other groups.

[5] Not including electric-railroad car building and repairing.

TREND OF INDUSTRIAL AND BUSINESS EMPLOYMENT, BY STATES

A comparison of employment and pay rolls, by States and geographic divisions, in October and November 1938 is shown in table 3 for all groups combined and for all manufacturing industries combined based on data supplied by reporting establishments. The percentage changes shown, unless otherwise noted, are unweighted—that is, the industries included in the manufacturing group and in the grand total have not been weighted according to their relative importance.

The totals for all manufacturing industries combined include figures for miscellaneous manufacturing industries in addition to the 87 manufacturing industries presented in table 1. The totals for all groups combined include all manufacturing industries, each of the nonmanufacturing industries presented in table 3 (except building construction), and seasonal hotels.

Similar comparisons showing only percentage changes are available in mimeographed form for "all groups combined," for "all manufacturing," for anthracite mining, bituminous-coal mining, metalliferous mining, quarrying and nonmetallic mining, crude-petroleum producing, public utilities, wholesale trade, retail trade, hotels, laundries, dyeing and cleaning, and brokerage and insurance.

TABLE 3.—*Comparison of Employment and Pay Rolls in Identical Establishments in October and November 1938, by Geographic Divisions and by States*

[Figures in italics are not compiled by the Bureau of Labor Statistics, but are taken from reports issued by cooperating State organizations]

Geographic division and State	Total—all groups					Manufacturing				
	Number of establishments	Number on pay roll, November 1938	Percentage change from October 1938	Amount of pay roll (1 week) November 1938	Percentage change from October 1938	Number of establishments	Number on pay roll, November 1938	Percentage change from October 1938	Amount of pay roll (1 week) November 1938	Percentage change from October 1938
				Dollars					*Dollars*	
New England	**13,326**	**854,393**	**+0.9**	**19,099,417**	**−2.5**	**3,628**	**587,307**	**+1.3**	**12,444,581**	**−1.6**
Maine	775	51,729	−.9	951,127	−4.8	290	43,216	−1.1	761,849	−5.4
New Hampshire	591	38,157	−3.7	707,451	−9.8	212	33,455	−3.8	612,070	−10.5
Vermont	444	15,381	+.8	313,181	−3.9	154	9,979	+3.0	197,811	−1.3
Massachusetts	[1] *7,925*	*459,615*	−.4	*10,564,555*	*−3.1*	*1,781*	*265,083*	+.2	*5,702,126*	*−1.9*
Rhode Island	1,197	92,093	+5.3	1,822,341	−2.5	449	76,405	+6.0	1,449,101	−1.0
Connecticut	2,394	197,418	+3.3	4,740,762	+.5	742	159,169	+2.6	3,721,624	+1.1
Middle Atlantic	**32,040**	**2,018,735**	**+.6**	**51,839,292**	**−.5**	**6,464**	**1,162,548**	**+.9**	**28,875,375**	**−.4**
New York	20,462	914,791	−.1	24,724,152	−1.4	[2] *2,553*	*422,189*	−.7	*11,092,476*	−2.9
New Jersey	3,846	332,409	+1.9	8,298,299	+ [3]	1,613	274,867	+2.5	6,775,952	+ [3]
Pennsylvania	7,732	771,535	+1.0	18,816,841	+.5	*2,298*	*465,492*	[4] *+1.1*	*11,006,947*	[4] *+1.6*
East North Central	**25,167**	**2,088,087**	**+3.7**	**56,698,768**	**+4.6**	**8,553**	**1,522,391**	**+4.5**	**42,354,087**	**+5.2**
Ohio	7,138	523,099	+2.4	13,819,518	+3.7	2,435	387,535	+3.2	10,454,249	+5.2
Indiana	*2,993*	*251,332*	*+2.7*	*6,283,943*	*+3.2*	*1,083*	*197,803*	*+3.2*	*5,090,464*	*+3.8*
Illinois	[5] *6,847*	*583,511*	*+1.1*	*15,017,708*	*+.5*	*2,465*	*374,157*	*+1.2*	*9,562,184*	+.7
Michigan	3,816	500,445	+10.7	15,854,537	+11.7	*1,054*	*407,177*	*+11.2*	*13,330,053*	*+10.5*
Wisconsin	[6] *4,373*	*229,700*	+.6	*5,723,062*	+.9	[7] *1,516*	*155,719*	[4] +.2	*3,917,137*	[4] *+.9*

See footnotes at end of table.

TABLE 3.—*Comparison of Employment and Pay Rolls in Identical Establishments in October and November 1938, by Geographic Divisions and by States*—Continued

Geographic division and State	Total—all groups					Manufacturing				
	Number of establishments	Number on pay roll, November 1938	Percentage change from October 1938	Amount of pay roll (1 week) November 1938	Percentage change from October 1938	Number of establishments	Number on pay roll, November 1938	Percentage change from October 1938	Amount of pay roll (1 week) November 1938	Percentage change from October 1938
				Dollars					*Dollars*	
West North Central	**11,833**	**438,992**	**−.1**	**10,440,855**	**−.6**	**2,484**	**210,754**	**−.5**	**5,038,645**	**−1.2**
Minnesota	[8] *2,709*	*123,890*	*−.2*	*3,228,416*	*−.5*	*641*	*49,626*	*+.8*	*1,303,003*	*+.3*
Iowa	2,032	62,324	−1.6	1,419,406	−2.9	385	34,424	−2.5	801,607	−5.4
Missouri	2,751	157,643	+.4	3,628,814	−.2	817	88,798	−.6	1,966,413	−1.5
North Dakota	568	4,967	−.2	116,443	−1.2	29	458	−6.5	11,436	−13.4
South Dakota	459	6,596	+.6	148,687	−1.1	33	2,754	+2.1	66,480	−.5
Nebraska	1,065	28,412	+.5	639,592	+3.7	136	10,374	−.5	256,166	+6.0
Kansas	[9] *2,249*	*55,160*	[10] *−.6*	*1,259,497*	[4] *−1.3*	*445*	*24,320*	[3]	*633,540*	*0*
South Atlantic	**11,056**	**867,962**	**+1.3**	**16,468,429**	**+.5**	**2,968**	**593,859**	**+1.6**	**10,226,262**	**+.8**
Delaware	250	14,582	+.3	332,352	−.2	*82*	*10,033*	[3]	*229,102*	*+1.0*
Maryland	*1,641*	*131,191*	+.7	*3,071,958*	*+.1*	*651*	*88,842*	[4] *−.5*	*2,064,074*	[4] (3)
District of Columbia	1,059	39,098	+.6	1,033,931	−.2	40	3,436	+.8	113,861	−2.3
Virginia	2,066	113,456	−1.6	2,069,872	−2.9	446	77,338	−1.4	1,350,480	−3.3
West Virginia	1,167	135,933	+2.2	3,388,651	+1.4	217	50,897	+4.6	1,237,956	+5.0
North Carolina	1,588	178,677	+1.5	2,672,910	−.3	680	162,897	+2.0	2,411,927	−.3
South Carolina	802	91,364	+1.4	1,290,317	+1.9	253	83,942	+1.4	1,157,960	+2.2
Georgia	1,472	118,471	+.8	1,823,499	+1.1	401	93,904	+1.1	1,315,915	+1.4
Florida	1,011	45,190	+9.1	784.939	+7.4	198	22,570	+8.9	344,987	+4.8
East South Central	**4,129**	**290,871**	**+1.8**	**5,311,209**	**+.3**	**1,043**	**181,015**	**+2.5**	**3,070,845**	**+.3**
Kentucky	1,263	80,693	+3.2	1,663,327	−1.0	281	32,572	+7.6	636,995	−.5
Tennessee	1,288	99,152	+.9	1,737,748	−1.6	370	72,944	+1.1	1,241,206	−2.0
Alabama	1,078	93,466	+2.5	1,661,974	+4.5	304	63,378	+2.7	1,033,251	+4.8
Mississippi	500	17,560	−2.1	248,160	−3.8	88	12,121	−2.8	159,393	−6.0
West South Central	**6,124**	**230,092**	**−.5**	**5,037,898**	**−.6**	**1,320**	**111,163**	**−1.3**	**2,369,470**	**−1.4**
Arkansas	[11] *1,135*	*35,336*	*−1.1*	*595,932*	*−2.3*	*311*	*22,057*	*−1.4*	*361,403*	*−4.7*
Louisiana	991	53,994	−2.1	1,042,284	−2.8	238	30,474	−4.4	550,766	−4.6
Oklahoma	1,310	39,067	−1.5	960,017	−1.7	135	10,590	−4.0	248,821	−4.6
Texas	*2,688*	*101,695*	*+.9*	*2,439,665*	*+1.3*	*636*	*48,042*	*+1.3*	*1,208,480*	*+1.9*
Mountain	**4,102**	**125,404**	**+1.1**	**3,192,075**	**+5.2**	**551**	**40,115**	**−1.5**	**989,089**	**+7.6**
Montana	642	18,707	+8.1	509,676	+6.5	72	5,204	+5.4	129,321	−1.3
Idaho	496	11,812	−1.5	287,815	−.4	61	4,622	−5.1	112,019	+5.7
Wyoming	325	9,130	+.1	270,478	+4.6	39	1,937	−1.7	58,184	+.5
Colorado	1,273	43,973	+ [3]	1,095,212	+7.3	197	16,151	+.2	406,819	+13.1
New Mexico	292	6,586	−.9	141,759	+4.0	31	925	−11.2	15,512	−11.4
Arizona	420	13,985	+5.2	362,490	+2.2	41	2,776	+4.2	65,380	+2.0
Utah	495	18,753	−2.8	450,962	+6.5	96	8,262	−7.1	195,175	+10.8
Nevada	159	2,458	+2.7	73,683	+1.7	14	238	+4.4	6,679	−1.9
Pacific	**10,447**	**445,572**	**−1.9**	**12,551,590**	**−2.4**	**2,662**	**229,499**	**−5.0**	**6,207,416**	**−5.7**
Washington	2,614	85,724	−3.3	2,220,655	−5.1	557	49,913	−5.3	1,272,899	−7.5
Oregon	1,273	43,798	−3.2	1,109,384	−6.2	310	26,534	−4.6	661,135	−9.7
California	[12] *6,560*	*316,050*	*−1.3*	*9,221,551*	*−1.3*	*1,795*	*153,052*	*−5.0*	*4,273,382*	*−4.5*

[1] Includes banks and trust companies; construction, municipal, agricultural, and office employment; amusement and recreation; professional services; and trucking and handling.
[2] Includes laundering and cleaning; and water, light, and power.
[3] Less than 1/10 of 1 percent.
[4] Weighted percentage change.
[5] Includes automobile and miscellaneous services; restaurants; and building and contracting.
[6] Includes construction but not public works.
[7] Does not include logging.
[8] Includes banks; real estate; pipe-line transportation; trucking and transfer; railroads (other than repair shops); motor transportation (other than operation and maintenance); water transportation; hospitals and clinics; personal, business, mechanical repair, and miscellaneous services; and building construction.
[9] Includes financial institutions, miscellaneous services, and restaurants.
[10] Weighted percentage change including hired farm labor.
[11] Includes automobile dealers and garages; and sand, gravel, and building stone.
[12] Includes banks, insurance, and office employment.

INDUSTRIAL AND BUSINESS EMPLOYMENT IN PRINCIPAL METROPOLITAN AREAS

A comparison of employment and pay rolls in October and November 1938 is made in table 4 for 13 metropolitan areas which had a population of 500,000 or over in 1930. Cities within these areas, but having a population of 100,000 or over, are not included. Data concerning them are presented in a supplementary tabulation which is available on request.

Footnotes to the table indicate which cities are excluded. The figures represent reports from cooperating establishments and cover both full- and part-time workers in the manufacturing and nonmanufacturing industries presented in table 1, with the exception of building construction, and include also miscellaneous industries.

Revisions made in the figures after they have gone to press, chiefly because of late reports by cooperating firms, are incorporated in the supplementary tabulation mentioned above. This supplementary tabulation covers these 13 metropolitan areas as well as other metropolitan areas and cities having a population of 100,000 or more according to the 1930 Census of Population.

TABLE 4.—*Comparison of Employment and Pay Rolls in Identical Establishments in October and November, 1938 by Principal Metropolitan Areas*

Metropolitan area	Number of establishments	Number on pay roll November	Percentage change from October	Amount of pay roll (1 week) November	Percentage change from October
New York, N. Y.[1]	14,665	626,738	+0.6	$16,482,056	−1.0
Chicago, Ill.[2]	4,564	417,985	+1.4	11,317,155	+.7
Philadelphia, Pa.[3]	2,083	194,682	+1.7	5,170,351	+.7
Detroit, Mich.	1,608	321,504	+11.6	10,920,392	+12.5
Los Angeles, Calif.[4]	3,083	155,944	+1.7	4,498,434	+1.1
Cleveland, Ohio	1,712	119,442	+1.8	3,200,713	+1.4
St. Louis, Mo.	1,470	118,412	+.7	2,803,238	+(7)
Baltimore, Md.	1,193	99,052	+.9	2,346,787	+.4
Boston, Mass.[5]	1,551	107,917	+1.1	2,868,016	−1.3
Pittsburgh, Pa.	1,092	162,338	+1.4	4,249,585	+4.3
San Francisco, Calif.[6]	1,721	81,595	+3.4	2,418,282	+3.2
Buffalo, N. Y.	829	65,400	+2.3	1,792,265	+1.6
Milwaukee, Wis.	1,145	94,288	+1.7	2,576,546	+3.7

[1] Does not include Elizabeth, Jersey City, Newark, or Paterson, N. J., nor Yonkers, N. Y.
[2] Does not include Gary, Ind.
[3] Does not include Camden, N. J.
[4] Does not include Long Beach, Calif.
[5] Figures relate to city of Boston only.
[6] Does not include Oakland, Calif.
[7] Less than 1/10 of 1 percent.

UNEMPLOYMENT IN FOREIGN COUNTRIES, LAST QUARTER OF 1938

AS WAS to be expected from returns for earlier months in 1938, statistics of unemployment in many foreign countries reflected a

somewhat less satisfactory situation at the end of the year than in 1937. Increased unemployment was reported in trade-union statistics, unemployed registered, and in returns for some compulsorily insured workers.

In Belgium, Canada, France, Great Britain, Norway, The Netherlands, and Sweden the latest available figures show that unemployment was heavier than in the same period of 1937.

Conditions were more favorable in Australia, Denmark, Germany, Ireland, Poland, New Zealand, and Switzerland, but in some countries the series on unemployment showed a comparatively small decrease in unemployment in the latter part of 1938 as compared with identical months in 1937.

The table following gives statistics of unemployment in foreign countries as officially reported, by years from 1932 to 1937, and by months beginning with November 1937 and including the latest month for which figures are available. Beyond comparisons of the figures in a single series for different periods, it is not possible to use the official unemployment statistics to measure volume of unemployment in a single country or to compare conditions in one country with those in another, owing to the fact that the coverage is not always complete. For example, only insured persons may be reported in some instances, or certain classes, such as agricultural labor, may be excluded.

Statement of Unemployment in Foreign Countries

Year and date (end of month)	Australia		Austria	Belgium			
	Trade-unionists unemployed		Compulsory insurance, number of unemployed in receipt of benefit	Unemployment-insurance societies			
				Wholly unemployed		Partially unemployed	
	Number	Percent		Number	Percent	Number	Percent
1932	120,454	29.4	309,969	161,468	19.0	175,259	20.7
1933	104,035	25.1	328,844	168,033	17.0	170,023	17.2
1934	86,865	20.5	287,528	182,855	19.0	166,229	17.2
1935	71,823	15.6	261,768	165,469	17.9	118,754	12.8
1936	53,992	12.2	259,185	122,256	13.4	91,451	10.0
1937	41,823	9.3	231,313	104,785	11.5	89,281	9.8
1937							
November			224,166	115,564	12.7	110,176	12.1
December	37,558	8.2	268,784	136,298	14.9	147,510	16.1
1938							
January			302,263	146,678	16.0	178,668	19.4
February			300,294	141,499	15.3	164,444	17.8
March	37,111	8.0	263,000	131,007	14.2	136,510	14.8
April			[1] 280,000	121,734	13.1	136,141	14.7
May			[1] 246,000	121,763	13.1	171,217	18.4
June	39,824	8.6	[1] 190,000	115,382	12.3	158,064	16.8
July			[1] 123,619	114,555	12.1	152,286	16.1
August			[1] 91,511	118,750	12.5	149,096	15.7
September	43,092	9.2	[1] 73,488	124,010	13.0	144,076	15.1
October			[1] 69,617	135,847	14.1	154,827	16.1

[1] Revised series—unemployed registered.

Statement of Unemployment in Foreign Countries—Continued

Year and date (end of month)	Canada	Czechoslovakia			Danzig, Free City of	Denmark	
	Percent of trade-unionists unemployed	Number of unemployed on live register	Trade-union insurance funds—unemployed in receipt of benefit		Number of unemployed registered	Trade-union unemployment funds—unemployed	
			Number	Percent		Number	Percent
1932	22.0	554,059	184,555	13.5	33,244	99,508	31.7
1933	22.3	738,267	247,613	16.9	31,408	97,417	28.8
1934	18.2	676,994	245,953	17.4	20,326	81,756	22.2
1935	15.4	686,269	235,623	15.9	17,983	76,195	19.8
1936	13.3	622,687	208,539	13.1	13,553	78,669	19.3
1937	10.7	408,949	151,167	8.8	8,009	95,103	21.9
1937							
November	11.2	333,455	132,364	7.5	5,028	103,878	23.5
December	13.0	459,142	177,972	10.0	9,714	153,384	34.6
1938							
January	12.4	519,002	222,050	12.4	10,223	130,288	29.2
February	13.7	511,288	220,138	12.3	8,580	124,228	27.7
March	12.8	434,506	204,132	11.4	4,722	99,076	22.1
April	13.1	360,849	173,487	9.7	3,157	90,983	20.3
May	13.2	284,785	145,692	8.4	2,022	78,541	17.5
June	13.5	224,170	121,827	6.8	1,544	75,227	16.7
July	14.0	184,118	107,596	6.0	1,139	76,743	16.9
August	11.6	165,423	96,205	5.4	1,048	76,659	16.9
September	10.4	[2] 61,697	----------	----------	1,200	76,739	16.8
October	12.3	[2] 77,331	----------	----------	1,757	86,188	18.8
November	13.7	[2] 102,232	----------	----------	1,985	103,701	22.6

Year and date (end of month)	Estonia	Finland	France	Germany	Great Britain
	Number unemployed remaining on live register	Number of unemployed registered	Number of unemployed in receipt of benefit	Number of unemployed registered	Number of persons registered with employment exchanges [4]
1932	7,121	17,581	273,412	5,579,858	2,757,000
1933	8,210	17,139	276,033	4,733,014	2,520,616
1934	2,970	10,011	345,033	2,718,309	2,159,231
1935	1,779	7,163	426,931	[3] 2,151,039	2,036,422
1936	1,276	4,796	432,120	[3] 1,592,630	1,754,975
1937	1,158	3,763	350,458	[3] 912,312	----------
1937					
November	1,473	3,924	332,850	572,621	1,499,203
December	1,726	3,770	365,452	994,784	1,665,407
1938					
January	2,255	4,579	403,813	1,051,745	1,827,607
February	1,798	4,544	412,386	946,431	1,810,421
March	1,805	3,635	398,254	507,649	1,748,981
April	1,302	3,462	393,054	422,530	1,747,764
May	872	2,963	380,826	338,355	1,778,805
June	684	2,414	362,899	292,240	1,802,912
July	519	2,186	344,517	218,328	1,773,116
August	522	2,747	338,383	178,762	1,759,242
September	607	3,192	338,409	155,996	1,798,618
October	999	4,041	361,724	163,941	1,781,227
November	1,719	5,172	367,106	152,430	1,828,103
December	1,831	----------	404,730	455,622	1,831,372

[2] New territory.
[3] Includes the Saar.
[4] New series from September 1937 on.

Statement of Unemployment in Foreign Countries—Continued

Year and date (end of month)	Great Britain and Northern Ireland				Hungary		
	Compulsory insurance				Employment exchanges, applications for work	Trade-unionists unemployed	
	Wholly unemployed		Temporary stoppages				
	Number	Percent	Number	Percent		Christian (Budapest)	Social Democratic
1932	2,272,590	17.6	573,805	4.5	66,235	1,026	29,772
1933	2,110,090	16.4	456,678	3.5	60,595	1,085	26,716
1934	1,801,913	13.9	368,906	2.9	52,157	996	22,291
1935	1,714,844	13.2	312,958	2.3	52,048	967	18,315
1936	1,497,587	11.3	251,379	1.9	52,114	800	15,637
1937	1,277,928	9.4	204,020	1.5	48,359	945	14,279
1937							
November	1,284,386	9.4	222,204	1.6	36,968	1,116	13,840
December	1,338,850	9.8	326,026	2.4	46,132	1,211	16,163
1938							
January	1,466,354	10.7	351,483	2.6	49,832	1,270	19,108
February	1,466,887	10.7	340,630	2.5	50,442	1,211	18,142
March	1,425,596	10.4	338,483	2.5	50,850	1,150	17,486
April	1,394,315	10.2	365,599	2.7	47,423	1,061	18,476
May	1,375,768	10.0	404,303	3.0	46,445	1,022	18,767
June	1,351,865	9.9	477,617	3.5	45,415	1,214	19,191
July	1,338,509	9.8	480,569	3.5	45,454	1,205	19,134
August	1,333,082	9.7	447,161	3.3	47,659	1,115	15,534
September	1,387,087	10.1	419,695	3.1	47,413	946	12,889
October	[5] 1,516,467	10.2	[5] 314,161	2.1	45,328	----------	----------
November	1,568,883	10.6	311,562	2.1	----------	----------	----------
December	1,591,128	10.7	299,831	2.0	----------	----------	----------

Year and date (end of month)	Ireland	Japan		Latvia	Netherlands	
	Compulsory insurance—number unemployed	Official estimates, unemployed		Number unemployed remaining on live register	Unemployment insurance societies—unemployed	
		Number	Percent		Number	Percent
1932	62,817	485,681	6.8	14,587	153,500	29.5
1933	72,255	408,710	5.6	8,156	163,000	31.0
1934	103,671	372,941	5.0	4,972	160,400	32.1
1935	[6] 119,498	356,044	4.6	4,825	173,673	36.3
1936	99,834	338,365	4.3	3,851	168,668	36.2
1937	82,425	295,443	3.7	3,014	137,700	29.2
1937						
November	94,414	270,418	3.4	2,304	138,118	28.9
December	97,855	270,592	3.4	3,968	155,959	32.4
1938						
January	105,449	271,874	3.4	4,123	166,288	34.5
February	104,829	265,845	3.3	4,071	156,575	31.2
March	102,515	254,906	3.1	3,622	142,578	29.2
April	100,076	243,093	3.0	2,611	133,106	27.0
May	97,571	227,992	2.9	1,313	128,016	26.0
June	71,959	230,262	2.9	1,148	122,873	24.9
July	68,320	----------	----------	887	122,013	24.6
August	70,552	----------	----------	604	118,894	23.9
September	70,411	----------	----------	663	117,738	24.0
October	91,280	----------	----------	1,060	120,357	24.5
November	93,223	----------	----------	2,132	113,192	----------
December	88,380	----------	----------	----------	195,047	----------

[5] Includes agricultural and domestic labor.
[6] Incomplete figures.

Statement of Unemployment in Foreign Countries—Continued

Year and date (end of month)	New Zealand	Norway			Poland	Rumania
	Number unemployed registered by employment exchanges [7]	Trade-unionists (10 unions) unemployed		Number unemployed remaining on live register	Number unemployed registered with employment offices	Number unemployed remaining on live register
		Number	Percent			
1932	51,549	14,790	30.8	32,705	255,582	38,899
1933	46,971	16,588	33.4	35,591	249,660	29,060
1934	39,235	15,963	30.7	35,121	342,166	16,871
1935	38,234	14,783	25.3	36,103	381,935	13,852
1936	36,890	13,267	18.8	32,643	367,327	13,549
1937	----------	16,532	20.0	28,520	375,088	10,851
1937						
November	11,276	18,827	22.0	32,239	329,474	8,341
December	8,367	22,687	26.6	33,906	463,175	12,135
1938						
January	8,056	24,746	28.9	33,046	546,947	12,096
February	7,241	24,321	28.2	35,311	547,983	11,927
March	6,695	22,916	26.5	34,104	493,000	10,907
April	7,215	21,256	24.5	29,850	393,291	7,957
May	8,314	17,853	20.5	25,693	304,336	5,618
June	8,721	16,197	18.5	22,938	296,322	5,348
July	3,929	14,843	16.9	20,144	276,759	3,836
August	2,154	14,504	16.4	21,068	211,076	4,807
September	1,575	15,683	17.7	26,105	234,534	5,493
October	1,245	16,490	18.5	30,085	316,474	5,290
November	1,026	----------	----------	33,861	316,474	----------
December	----------	----------	----------	34,873	455,470	----------

Year and date (end of month)	Sweden	Switzerland				Yugoslavia
	Trade-unionists unemployed	Unemployment funds				Number of unemployed registered
		Wholly unemployed		Partially unemployed		
	Number	Percent	Number	Percent	Number	Percent	
1932	89,922	22.8	----------	9.1	----------	12.2	14,761
1933	97,316	23.7	----------	10.8	----------	8.5	15,997
1934	80,216	18.9	----------	9.8	----------	6.1	15,647
1935	81,385	16.1	----------	11.8	----------	5.9	16,752
1936	71,552	13.6	----------	13.2	----------	5.3	19,436
1937	67,351	11.6	----------	10.0	----------	2.5	21,650
1937							
November	69,533	11.7	50,000	9.5	16,200	3.0	18,494
December	109,621	18.5	71,613	13.4	18,877	3.5	29,988
1938							
January	92,909	15.4	77,900	14.0	20,900	4.0	44,234
February	89,614	14.5	75,900	13.6	23,400	4.4	42,145
March	84,474	13.7	52,007	9.6	25,074	4.7	36,413
April	71,812	11.6	42,100	7.5	24,200	4.6	29,184
May	56,281	9.1	37,900	6.8	24,900	4.7	18,023
June	57,285	9.3	34,005	6.3	25,580	4.7	14,828
July	49,093	8.0	32,700	5.8	24,800	4.6	13,049
August	50,461	8.1	33,600	6.0	23,800	4.4	10,973
September	51,557	8.2	34,264	6.3	23,502	4.3	10,926
October	62,137	9.8	38,400	6.8	22,000	4.1	12,103
November	75,289	11.9	----------	----------	----------	----------	14,739

[7] New series from 1933 through September 1937; revised in October 1937.

Building Operations

SUMMARY OF BUILDING CONSTRUCTION IN PRINCIPAL CITIES, DECEMBER 1938 [1]

IN DECEMBER there was a decrease of 0.5 percent from November in the value of permits issued for all classes of building construction, a considerably smaller drop than the usual seasonal decline. The value of new residential buildings decreased 14.8 percent and additions, alterations, and repairs showed a decline of 3.3 percent. The permit valuation of new nonresidential buildings, however, increased 22.5 percent. These data are based on reports received by the Bureau of Labor Statistics from 2,078 cities.

A comparison of data for December 1938 and December 1937, based on reports of building activity in 1,607 identical cities, showed a decline of 5.8 percent in the value of permits issued for all classes of building construction. However, figures excluding data for New York City showed an increase of 57.9 percent for all classes of building construction with gains in new residential construction of 65.2 percent and in new nonresidential of 93.7 percent. The value of additions, alterations, and repairs declined 7.2 percent. In studying the cyclical trend of building construction the data excluding New York City are more significant than the data for all cities including New York, because a new building code became effective in New York City the latter part of January 1938. This caused a large influx of applications for permits during December 1937 and January 1938 which normally would have been spread over a longer period.

Comparison of December 1938 With November 1938

A summary of building construction in 2,078 identical cities in November and December 1938 is given in table 1.

[1] More detailed information by geographic divisions and individual cities is given in a separate pamphlet entitled "Building Construction, December 1938," copies of which will be furnished upon request.

TABLE 1.—*Summary of Building Construction for Which Permits Were Issued in 2,078 Identical Cities, November and December 1938*

Class of construction	Number of buildings			Permit valuation		
	December 1938	November 1938	Percentage change	December 1938	November 1938	Percentage change
All construction	37,869	53,109	−28.7	$144,902,709	$145,621,671	−0.5
New residential	10,812	13,809	−21.7	63,372,090	74,350,052	−14.8
New nonresidential	6,932	10,409	−33.4	60,013,610	49,009,275	+22.5
Additions, alterations, and repairs	20,125	28,891	−30.3	21,517,009	22,262,344	−3.3

A summary of permit valuations of housekeeping dwellings and the number of families provided for in new dwellings in 2,078 identical cities having a population of 1,000 and over, is shown in table 2 for December compared with November 1938.

TABLE 2.—*Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 2,078 Identical Cities, November and December 1938*

Type of dwelling	Permit valuation of housekeeping dwellings			Numberof families provided for in new dwellings		
	December 1938	November 1938	Percentage change	December 1938	November 1938	Percentage change
All types	$62,553,030	$74,088,331	−15.6	16,753	20,088	−16.6
1-family	40,537,226	52,066,702	−22.1	10,045	12,964	−22.5
2-family [1]	1,875,656	2,379,720	−21.2	730	960	−24.0
Multifamily [2]	20,140,148	19,641,909	+2.5	5,978	6,164	−3.0

[1] Includes 1- and 2-family dwellings with stores.
[2] Includes multifamily dwellings with stores.

Comparison of December 1938 With December 1937

Table 3 presents a summary of the number of buildings and value of permits issued in 1,607 identical cities in December 1938 compared with the corresponding month of 1937.

TABLE 3.—*Summary of Building Construction for Which Permits Were Issued in 1,607 Identical Cities, December 1937 and 1938*

Class of construction	Number of buildings			Permit valuation		
	December 1938	December 1937	Percentage change	December 1938	December 1937	Percentage change
All construction	37,198	33,993	+9.4	$142,631,983	$151,450,762	−5.8
New residential	10,535	8,031	+31.2	62,326,335	64,236,457	−3.0
New nonresidential	6,768	5,729	+18.1	59,089,924	60,519,351	−2.4
Additions, alterations, and repairs	19,895	20,233	−1.7	21,215,724	26,694,954	−20.5

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 1,607 identical cities with a population of 2,500 and over in December 1938 with the corresponding month of the preceding year.

TABLE 4.—*Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 1,607 Identical Cities, December 1937 and 1938*

Type of dwelling	Permit valuation of housekeeping dwellings			Number of families provided for in new dwellings		
	December 1938	December 1937	Percentage change	December 1938	December 1937	Percentage change
All types	$61,510,775	$63,111,210	−2.5	16,474	16,028	+2.8
1-family	39,516,671	26,833,885	+47.3	9,775	7,043	+38.8
2-family [1]	1,871,956	4,793,734	−60.9	725	1,454	−50.1
Multifamily [2]	20,122,148	31,483,591	−36.1	5,974	7,531	−20.7

[1] Includes 1- and 2-family dwellings with stores. [2] Includes multifamily dwellings with stores.

Construction During Calendar Years 1937 and 1938

Cumulative totals for the calendar year of 1938 compared with 1937 are shown in table 7. The data are based on reports received from cities having a population of 2,500 and over.

TABLE 7.—*Permit Valuation of Building Construction, Calendar Years 1937 and 1938, by Class of Construction*

Class of construction	Permit valuation of building construction		
	1938	1937	Percentage change
All construction	$1,694,345,021	$1,647,962,177	+2.8
New residential	842,102,523	738,047,040	+14.1
New nonresidential	544,963,928	545,283,338	−0.1
Additions, alterations, and repairs	307,278,570	364,631,799	−15.7

Table 8 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 calendar years 1937 and 1938.

TABLE 8.—*Permit Valuation of Housekeeping Dwellings and Number of Families Provided for, Calendar Years 1937 and 1938, by Type of Dwelling*

Type of dwelling	Permit valuation of housekeeping dwellings			Number of families provided for		
	1938	1937	Percentage change	1938	1937	Percentage change
All types	$832,925,148	$726,134,491	+14.7	228,539	181,755	+25.7
1-family	549,570,247	516,388,274	+6.4	138,412	119,905	+15.4
2-family [1]	31,670,980	33,775,296	−6.2	12,064	11,916	+1.2
Multifamily [2]	251,683,921	175,970,921	+43.0	78,063	49,934	+56.3

[1] Includes 1- and 2-family dwellings with stores. [2] Includes multifamily dwellings with stores.

The information on building permits issued during November and December 1938 is based on reports received by the Bureau of Labor Statistics from 2,078 identical cities having a population of 1,000 and over. The data for December 1937 and 1938 are based on reports from 1,607 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 December 1938 the value of these buildings amounted to $12,426,000; in November 1938, to $17,496,000; and in December 1937, to $6,479,000.

Construction From Public Funds

The value of contracts awarded and force-account work started during December 1938, November 1938, and December 1937 on construction projects financed wholly or partially from various Federal funds is shown in table 9.

TABLE 9.—*Value of Contracts Awarded and Force-Account Work Started on Projects Financed From Federal Funds, November and December 1938 and December 1937* [1]

Federal agency	Contracts awarded and force-account work started		
	December 1938	November 1938 [2]	December 1937 [2]
Total	$116,127,488	$224,725,582	$139,545,435
Public Works Administration:			
Federal	6,151,504	21,007,404	68,895
Non-Federal:			
N. I. R. A.	0	676,653	1,837,422
E. R. A. A.	491,173	2,362,904	59,968,854
P. W. A. A. 1938	37,476,607	110,292,216	----------
Federal projects under The Works Program	2,233,200	2,120,604	7,451,275
Regular Federal appropriations	61,438,223	87,792,351	69,618,989
U. S. Housing Authority	8,336,781	473,450	----------

[1] Preliminary, subject to revision.
[2] Revised.

The value of public-building and highway-construction awards financed wholly from appropriations from State funds, as reported by the various State governments for December 1938, November 1938, and December 1937 is shown in table 10.

TABLE 10.—*Value of Public-Building and Highway-Construction Awards Financed Wholly From State Funds*

Type of project	Value of contracts		
	December 1938	November 1938	December 1937
Public building	$205,283	$3,651,020	$4,549,602
Highway construction	4,051,786	4,456,701	2,572,449

Retail Prices [1]

FOOD PRICES IN DECEMBER 1938

RETAIL costs for food increased 1.0 percent between November and December due principally to a greater than seasonal advance of 7.3 percent in the price of butter and higher prices for 11 of the 13 fresh fruit and vegetable items.

The December index for all foods was 78.6 percent of the monthly average of the 1923–25 period. It was 4.9 percent lower than in December 1937 when the index was 82.6. Decreases for the 12-month period were shown for all of the commodity groups except eggs and fruits and vegetables. As compared with December 1937, eggs advanced 10.3 percent, and important items of fresh fruits and vegetables, including potatoes and apples, were priced higher. Food costs were 21.3 percent higher than in December 1932 when the index was 64.7, and 25.7 percent lower than in December 1929 when the index was 105.7.

Indexes of retail food costs by commodity groups for December and November 1938, together with indexes for December 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 December 1938, inclusive.

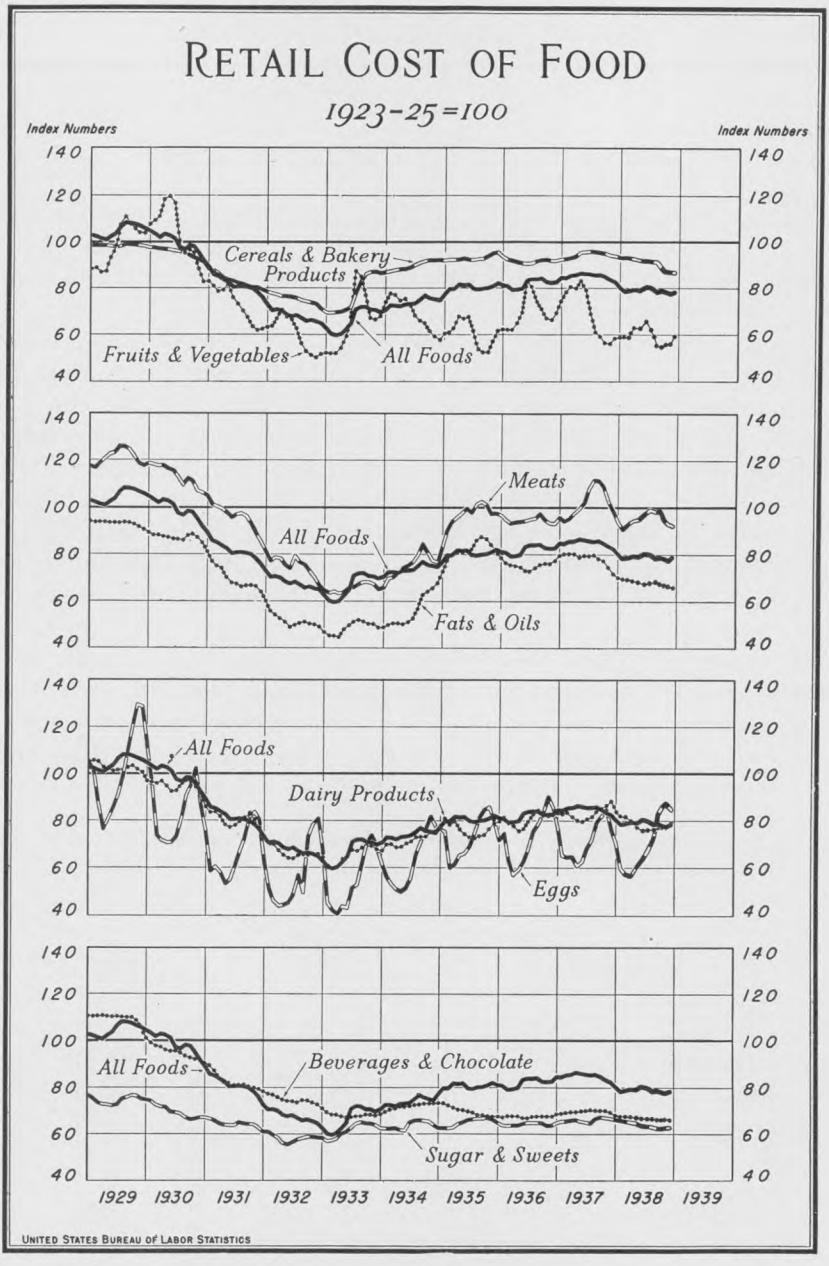
TABLE 1.—*Indexes of Retail Food Costs in 51 Large Cities Combined,*[1] *by Commodity Groups, December and November 1938 and December 1937, 1932, and 1929*

[1923–25=100]

Commodity group	1938		1937	1932	1929
	Dec. 13 [2]	Nov. 15	Dec. 14	Dec. 15	Dec. 15
All foods	78.6	77.8	82.6	64.7	105.7
Cereals and bakery products	86.5	86.8	93.6	71.1	97.8
Meats	92.7	93.2	98.0	66.8	117.6
Dairy products	79.1	77.4	88.2	65.7	100.5
Eggs	84.5	87.2	76.7	80.6	128.7
Fruits and vegetables	59.6	55.9	58.4	51.8	103.7
Fresh	58.2	54.0	56.2	50.7	104.1
Canned	74.5	75.0	79.9	66.8	94.6
Dried	57.3	57.7	62.4	49.5	106.9
Beverages and chocolate	66.3	66.4	69.4	72.8	105.3
Fats and oils	65.8	66.6	72.0	49.0	90.7
Sugar and sweets	62.6	62.5	66.8	58.5	75.1

[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.

[1] More details on food, gas and electricity prices are given as a separate pamphlet, entitled "Retail Prices in December 1938."



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 49 of the 84 foods included in the index were lower in December than in November, 29 were higher, and 6 were unchanged. Compared with December 1937, prices of 73 foods were lower and 11 were higher.

Average prices of each of the 84 foods for 51 cities combined are shown in table 2 for December and November 1938, and December 1937.

TABLE 2.—*Average Retail Prices of 84 Foods in 51 Large Cities Combined, December and November 1938 and December 1937*

[*Indicates the foods included in indexes prior to Jan. 1, 1935]

Article		1938		1937
		Dec. 13 [1]	Nov. 15	Dec. 14
Cereals and bakery products:				
Cereals:		*Cents*	*Cents*	*Cents*
*Flour, wheat	pound	3.7	3.7	4.3
*Macaroni	do	14.6	14.6	15.2
*Wheat cereal	28-oz. package	24.4	24.4	24.5
*Corn flakes	8-oz. package	7.3	7.3	7.6
*Corn meal	pound	4.6	4.6	5.0
Hominy grits	24-oz. package	8.6	8.7	9.1
*Rice	pound	7.6	7.6	8.1
*Rolled oats	do	7.1	7.2	7.3
Bakery products:				
*Bread, white	do	8.2	8.2	8.9
Bread, whole-wheat	do	9.3	9.3	9.8
Bread, rye	do	9.5	9.5	10.0
Cake	do	25.0	24.9	25.4
Soda crackers	do	15.4	15.5	16.6
Meats:				
Beef:				
*Sirloin steak	do	38.4	38.4	39.4
*Round steak	do	35.1	35.2	36.1
*Rib roast	do	29.9	29.7	31.6
*Chuck roast	do	23.4	23.3	24.8
*Plate	do	15.9	15.5	16.9
Liver	do	25.5	25.0	24.8
Veal:				
Cutlets	do	42.7	42.7	43.6
Pork:				
*Chops	do	29.4	31.5	31.1
Loin roast	do	23.4	25.5	25.3
*Bacon, sliced	do	35.3	35.9	40.0
Bacon, strip	do	29.7	30.5	33.8
*Ham, sliced	do	47.0	47.2	47.1
Ham, whole	do	28.2	28.8	28.4
Salt pork	do	20.1	20.0	23.7
Lamb:				
Breast	do	12.7	12.4	14.7
Chuck	do	22.0	21.3	24.4
*Leg	do	27.4	27.3	30.0
Rib chops	do	35.0	34.4	38.0

[1] Preliminary.

TABLE 2.—*Average Retail Prices of 84 Foods in 51 Large Cities Combined, December and November 1938 and December 1937*—Continued

Article		1938		1937
		Dec. 13	Nov. 15	Dec. 14
Meats—Continued.				
Poultry:		*Cents*	*Cents*	*Cents*
*Roasting chickens	pound	29.8	29.4	35.4
Fish:				
Salmon, pink	16-oz. can	12.5	12.6	14.0
*Salmon, red	do	23.5	23.8	27.0
Dairy products:				
*Butter	pound	35.6	33.2	45.5
*Cheese	do	25.1	25.2	29.4
Cream	½ pint	14.6	14.6	15.0
Milk, fresh (delivered and store)	quart	12.3	12.2	12.7
*Milk, fresh (delivered)	do	12.6	12.6	13.0
Milk, fresh (store)	do	11.5	11.5	12.1
*Milk, evaporated	14½-oz. can	6.9	6.9	7.5
*Eggs	dozen	43.2	44.5	39.0
Fruits and vegetables:				
Fresh:				
Apples	pound	5.2	4.9	4.4
*Bananas	do	6.2	6.2	6.2
Lemons	dozen	24.5	24.2	36.8
*Oranges	do	26.0	26.2	28.6
Beans, green	pound	10.4	9.8	13.9
*Cabbage	do	3.0	2.5	3.7
Carrots	punch	6.2	5.5	5.8
Celery	stalk	8.2	7.6	8.8
Lettuce	head	9.2	8.1	8.1
*Onions	pound	3.9	3.7	4.3
*Potatoes	do	2.2	1.9	2.0
Spinach	do	6.7	6.1	8.1
Sweetpotatoes	do	3.7	3.4	3.7
Canned:				
Peaches	No. 2½ can	17.0	17.2	19.5
Pears	do	20.6	20.6	21.7
Pineapple	do	21.4	21.5	23.1
Asparagus	No. 2 can	28.2	28.2	30.1
Beans, green	do	10.6	10.6	11.5
*Beans with pork	16-oz. can	7.3	7.3	7.6
*Corn	No. 2 can	11.0	11.0	12.1
*Peas	do	14.2	14.3	16.0
*Tomatoes	do	8.6	8.6	9.0
Tomato soup	10½-oz. can	7.4	7.4	7.4
Dried:				
Peaches	pound	14.8	14.9	16.2
*Prunes	do	9.2	9.1	9.8
*Raisins	15-oz. package	9.4	9.5	10.2
Black-eyed peas	pound	7.6	7.7	8.3
Lima beans	do	9.0	9.2	9.7
*Navy beans	do	6.0	6.1	6.9
Beverages and chocolate:				
*Coffee	do	22.8	22.9	25.0
*Tea	¼ pound	17.8	17.8	17.7
Cocoa	8-oz. can	8.5	8.6	9.8
Chocolate	8-oz. package	16.2	16.2	16.5
Fats and oils:				
*Lard	pound	11.9	12.4	14.7
Shortening, other than lard:				
In cartons	do	13.2	13.3	13.5
In other containers	do	20.5	20.5	20.1
Salad oil	pint	24.5	24.5	25.2
Mayonnaise	½ pint	17.3	17.3	17.5
*Oleomargarine	pound	16.8	16.9	17.6
Peanut butter	do	18.3	18.4	19.0
Sugar and sweets:				
*Sugar	do	5.2	5.2	5.6
Corn sirup	24-oz. can	13.8	13.9	14.4
Molasses	18-oz. can	13.6	13.6	14.4
Strawberry preserves	pound	21.1	21.2	22.4

DETAILS BY REGIONS AND CITIES

Each of the nine regional areas contributed to the 1.0 percent increase in the cost of all foods between November and December. Higher costs were reported from 47 cities and slightly lower costs from 4 cities. In the 2 cities registering the largest increases, Cleveland, 4.0 percent, and Scranton, 3.7 percent, the general advance in the cost of fresh fruits and vegetables was greater than elsewhere. In Cleveland the price increase of 8.5 percent for butter was greater than average, and meats advanced, contrary to the general price movement. In Scranton the price of milk rose 1 cent per quart and butter showed an increase of 8.9 percent. Decreases in the cost of food were shown for 4 widely scattered cities, Boston, Cincinnati, Kansas City, and Richmond. None of these cities reported a drop of as much as 1 percent.

Indexes of retail food costs by regions and cities are given in table 3 for December and November 1938 and December 1937.

TABLE 3.—*Indexes of the Average Retail Cost of All Foods, by Regions and Cities,*[1] *December and November 1938, and December 1937*

[1923–25=100]

Region and city	1938		1937	Region and city	1938		1937
	Dec. 13 [2]	Nov. 15	Dec. 14		Dec. 13	Nov. 15	Dec. 14
United States	78.6	77.8	82.6	**South Atlantic**	77.5	76.9	81.0
New England	76.4	76.2	81.0	Atlanta	73.1	71.9	76.6
Boston	74.5	74.6	78.7	Baltimore	83.1	82.6	86.1
Bridgeport	81.1	80.4	86.6	Charleston, S. C.	79.9	78.6	82.2
Fall River	79.8	78.8	84.6	Jacksonville	76.5	75.4	79.4
Manchester	80.0	79.2	82.1	Norfolk	75.5	74.7	79.8
New Haven	80.7	79.7	86.1	Richmond	71.4	72.0	76.0
Portland, Maine	76.8	75.9	81.4	Savannah	77.8	77.2	80.8
Providence	75.4	[3] 75.0	80.6	Washington, D. C.	80.2	79.4	83.6
Middle Atlantic	79.9	79.0	84.0	**East South Central**	72.2	71.4	77.2
Buffalo	78.7	77.4	81.8	Birmingham	67.5	67.1	72.8
Newark	82.0	81.2	85.6	Louisville	81.8	80.0	86.9
New York	81.9	81.2	86.0	Memphis	74.3	73.5	78.5
Philadelphia	78.4	77.7	83.9	Mobile	74.0	73.6	76.6
Pittsburgh	78.0	77.5	81.1	**West South Central**	77.6	76.9	80.7
Rochester	78.2	76.7	82.8	Dallas	74.2	73.1	78.7
Scranton	75.0	72.3	77.0	Houston	77.9	77.4	80.3
East North Central	78.4	77.5	82.9	Little Rock	73.0	72.8	78.5
Chicago	78.8	78.3	84.2	New Orleans	82.8	82.5	84.2
Cincinnati	78.4	78.7	83.3	**Mountain**	80.4	79.0	84.8
Cleveland	80.8	77.6	81.9	Butte	75.6	75.1	80.5
Columbus, Ohio	76.5	75.1	81.0	Denver	82.6	81.4	87.8
Detroit	76.7	76.3	82.5	Salt Lake City	77.7	75.8	80.9
Indianapolis	77.9	77.3	81.6	**Pacific**	77.7	76.5	80.0
Milwaukee	80.9	79.9	85.7	Los Angeles	73.7	71.6	74.9
Peoria	79.1	78.6	82.5	Portland, Oreg.	79.8	78.9	82.3
Springfield, Ill.	77.6	76.8	80.9	San Francisco	81.9	81.4	85.1
West North Central	80.7	80.2	84.2	Seattle	78.5	77.8	81.5
Kansas City	79.8	80.6	82.0				
Minneapolis	83.4	82.7	87.1				
Omaha	75.4	74.3	79.9				
St. Louis	82.7	82.2	86.3				
St. Paul	79.5	78.8	83.9				

[1] Aggregate costs of 42 foods in each city prior to Jan. 1, 1935, and of 84 foods since that date, weighted to represent total purchases, have been combined for regions and for the United States with the use of population weights.

[2] Preliminary. [3] Revised.

ELECTRICITY PRICES ON DECEMBER 15, 1938

RESIDENTIAL rates for electricity are secured quarterly in March, June, September, and December, from 51 cities. These rates are used for computing average prices and typical bills in each city for the quantities of electricity which most nearly approximate the consumption requirements for the usual domestic services for a five-room house, including living room, dining room, kitchen, and two bedrooms. The blocks of consumption which have been selected as representative of average conditions throughout the country are 25 and 40 kilowatt-hours for the use of electricity for lighting and small energy-consuming appliances; 100 kilowatt-hours for lighting, small appliances, and a refrigerator; and 250 kilowatt-hours for lighting, and electric appliances including both refrigerator and range.

The technical specifications which are used as the basis for the application of these rates are:

	Watts
Floor area (1,000 square feet).	
Connected load:	
Lighting and appliances	700
Refrigeration	300
Cooking	6,000
Measured demand:	
Lighting and appliances	600
Refrigeration	100
Cooking	2,300
Outlets: Fourteen 50-watt.	
Active room count: In accordance with schedule of rates.	

Price changes between September and December were reported for 4 of the 51 cities—Scranton, Birmingham, Louisville, and Memphis. Typical monthly bills and average prices per kilowatt-hour for amounts of electricity representative of the requirements of 4 residental services on December 15, 1938, are shown in table 4 for each of the 51 cities.

TABLE 4.—*Total Net Monthly Bill and Price per Kilowatt-Hour for Typical Consumption of Electricity Based on Rates as of Dec. 15, 1938, by Cities*

[25 and 40 kilowatt-hours for lighting and small energy-consuming appliances]
[100 kilowatt-hours for lighting, small appliances, and refrigerator]
[250 kilowatt-hours for lighting, small appliances, refrigerator, and range]

Region and city	Type of ownership [1]	Net monthly bill				Net monthly price per kilowatt-hour			
		25 kwh.	40 kwh.	100 kwh.	250 kwh.	25 kwh.	40 kwh.	100 kwh.	250 kwh.
New England:						*Cents*	*Cents*	*Cents*	*Cents*
Boston	P	$1.55	$2.30	$5.10	$9.60	6.2	5.8	5.1	3.8
Bridgeport	P	1.31	1.93	4.03	7.28	5.3	4.8	4.0	2.9
Fall River	P	1.58	2.38	4.98	9.13	6.3	5.9	5.0	3.7
Manchester	P	2.00	2.80	5.00	8.00	8.0	7.0	5.0	3.2
New Haven	P	1.31	1.93	4.03	7.28	5.3	4.8	4.0	2.9
Portland, Maine	P	1.85	2.60	4.70	7.70	7.4	6.5	4.7	3.1
Providence	P	1.76	2.66	5.50	9.50	7.0	6.7	5.5	3.8
Middle Atlantic:									
Buffalo	P	1.13	1.70	3.06	5.31	4.5	4.3	3.1	2.1
Newark	P	1.81	2.49	4.39	8.64	7.2	6.2	4.4	3.5
New York: [2]									
Bronx	P	1.71	2.48	4.86	8.24	6.8	6.2	4.9	3.3
Brooklyn	P	1.71	2.48	4.86	8.24	6.8	6.2	4.9	3.3
Manhattan	P	1.71	2.48	4.86	8.24	6.8	6.2	4.9	3.3
Queens	P	1.71	2.48	4.86	8.24	6.8	6.2	4.9	3.3
	P	1.97	3.05	6.14	10.77	7.9	7.6	6.1	4.3
Richmond	P	1.75	2.52	5.05	8.14	7.0	6.3	5.0	3.3
Philadelphia [3]	P	1.43	2.19	3.84	6.90	5.7	5.5	3.8	2.8
Pittsburgh	P	1.25	2.00	4.00	7.50	5.0	5.0	4.0	3.0
Rochester	P	1.59	2.26	4.41	7.83	6.3	5.7	4.4	3.1
Scranton	P	1.25	1.90	3.85	7.10	5.0	4.8	3.9	2.8
East North Central:									
Chicago	P	1.34	1.94	3.65	6.65	5.4	4.9	3.7	2.7
Cincinnati	P	1.00	1.45	2.50	4.75	4.0	3.6	2.5	1.9
Cleveland	P	1.00	1.60	3.75	7.25	4.0	4.0	3.8	2.9
	M	.85	1.27	2.80	5.55	3.4	3.2	2.8	2.2
Columbus	P	1.25	1.95	4.50	8.50	5.0	4.9	4.5	3.4
	M	1.00	1.58	3.80	8.30	4.0	4.0	3.8	3.3
Detroit [2 4]	P	1.39	1.95	3.48	6.95	5.6	4.9	3.5	2.8
Indianapolis	P	1.38	2.10	4.00	7.10	5.5	5.3	4.0	2.8
Milwaukee	P	1.41	1.90	3.35	6.23	5.7	4.8	3.4	2.5
Peoria	P	1.25	1.84	3.34	6.09	5.0	4.6	3.3	2.4
Springfield, Ill.	P	1.25	1.90	3.02	5.22	5.0	4.8	3.0	2.1
	M	1.25	1.90	3.02	4.80	5.0	4.8	3.0	1.9
West North Central:									
Kansas City [3]	P	1.28	2.04	3.83	7.65	5.1	5.1	3.8	3.1
Minneapolis	P	1.19	1.76	3.56	6.65	4.7	4.4	3.6	2.7
Omaha	P	1.19	1.90	3.88	7.78	4.8	4.8	3.9	3.1
St. Louis [3 4]	P	1.21	1.74	3.20	6.35	4.8	4.4	3.2	2.5
	P	1.09	1.45	2.91	5.81	4.4	3.6	2.9	2.3
St. Paul	P	1.25	1.85	3.75	7.00	5.0	4.6	3.8	2.8
South Atlantic:									
Atlanta:									
Immediate	P	1.45	2.12	3.95	6.57	5.8	5.3	3.9	2.6
Inducement [5]	P	1.22	1.90	3.85	6.57	4.9	4.7	3.8	2.6
Baltimore	P	1.13	1.80	3.90	8.20	4.5	4.5	3.9	3.3
Charleston, S. C.	P	1.50	2.25	4.20	6.82	6.0	5.6	4.2	2.7
Jacksonville	M	1.50	2.35	4.60	7.60	6.0	5.9	4.6	3.0
Norfolk	P	1.25	2.00	4.63	7.63	5.0	5.0	4.6	3.1
Richmond	P	1.25	2.00	4.63	7.63	5.0	5.0	4.6	3.1
Savannah	P	1.62	2.37	4.57	7.97	6.5	5.9	4.6	3.2
Washington, D. C.	P	.98	1.56	2.85	5.10	3.9	3.9	2.9	2.0
East South Central:									
Birmingham	P	.98	1.56	3.20	6.95	3.9	3.9	3.2	2.8
Louisville [2]	P	1.03	1.65	3.61	6.70	4.1	4.1	3.6	2.7
Memphis	P	.86	1.38	2.88	5.75	3.5	3.5	2.9	2.3
Mobile:									
Present	P	1.45	2.13	3.95	6.58	5.8	5.3	4.0	2.6
Objective [5]	P	1.20	1.80	3.50	6.13	4.8	4.5	3.5	2.5
West South Central:									
Dallas	P	1.06	1.66	3.91	7.51	4.2	4.2	3.9	3.0
Houston	P	1.20	1.80	3.83	7.08	4.8	4.5	3.8	2.8
Little Rock [3]	P	1.79	2.55	5.10	8.67	7.1	6.4	5.1	3.5
New Orleans	P	1.58	2.25	4.80	8.50	6.3	5.6	4.8	3.4

[1] Type of ownership is indicated as follows: P, private utility; M, municipal plant.
[2] Prices include 3-percent sales tax.
[3] Prices include 2-percent sales tax.
[4] Prices include free lamp-renewal service.
[5] The "Inducement" rate in Atlanta and the "Objective" rate in Mobile were designed to encourage greater use of electricity.

TABLE 4.—*Total Net Monthly Bill and Price per Kilowatt-Hour for Typical Consumption of Electricity Based on Rates as of Dec. 15, 1938, by Cities*—Continued

Region and city	Type of ownership	Net monthly bill				Net monthly price per kilowatt-hour			
		25 kwh.	40 kwh.	100 kwh.	250 kwh.	25 kwh.	40 kwh.	100 kwh.	250 kwh.
Mountain:						*Cents*	*Cents*	*Cents*	*Cents*
Butte	P	1.55	2.38	4.43	7.93	6.2	5.9	4.4	3.2
Denver [1]	P	1.53	2.45	4.90	9.49	6.1	6.1	4.9	3.8
Salt Lake City [1]	P	1.63	2.30	3.83	7.14	6.5	5.7	3.8	2.9
Pacific:									
Los Angeles	P	1.10	1.65	2.97	5.10	4.4	4.1	3.0	2.0
	M	1.10	1.65	2.97	5.10	4.4	4.1	3.0	2.0
Portland, Oreg	P	1.25	1.88	3.37	6.07	5.0	4.7	3.4	2.4
	P	1.25	1.88	3.37	6.07	5.0	4.7	3.4	2.4
San Francisco	P	1.30	1.77	3.09	5.89	5.2	4.4	3.1	2.4
Seattle	P	1.25	2.00	3.20	6.08	5.0	5.0	3.2	2.4
	M	1.25	2.00	3.20	6.10	5.0	5.0	3.2	2.4

[1] Prices include 2-percent sales tax.

Price Changes December 1937 to December 1938

Changes in prices of electricity for residential customers between December 15, 1937, and December 15, 1938, were reported for 25 of the 51 cities. The Pacific coast was the only region showing no change. In one of these cities, Philadelphia, an increase of 2 percent resulted from the introduction of a city sales tax. Rate reductions were effective in each of the remaining 24 cities. In New York only the customers in Richmond Borough were benefited by the lower rates, while prices for customers in all boroughs were advanced by an increase from 2 percent to 3 percent in the city sales tax. Prices for Bronx, Brooklyn, Manhattan, and a part of Queens were also affected by changes in the cost of fuel to the companies. Twelve of the twenty-four cities which reported lower rates in 1938 also registered rate reductions in 1937.

Typical net monthly bills representing the use of electricity for each of the 4 services for the 24 cities showed that the greatest reductions in 1938 accrued to customers using from 25 to 40 kilowatt-hours in 13 cities, and to those using from 100 to 250 kilowatt-hours in 9 cities. The distribution of benefits due to rate reductions was fairly equitable for all customers in 2 cities—Newark where the decreases averaged less than in other cities and Memphis where the greatest decreases occurred. The decreases for the 4 services varied between 0.6 percent and 2.0 percent for Newark, and between 32.4 percent and 37.3 percent for Memphis. Between these 2 extremes reductions for each of the 4 services ranged from 6.3 percent in Charleston (S. C.) to 23.1 percent in Kansas City for 25 kilowatt-hours; from 4.3 percent in Salt Lake City to 21.1 percent in New Orleans for 40 kilowatt-hours; from 0.5 percent in Norfolk and Richmond to 22.2 percent in Salt Lake City and 21.5 percent in Charleston for 100 kilowatt-hours; and from 0.3 percent in Norfolk

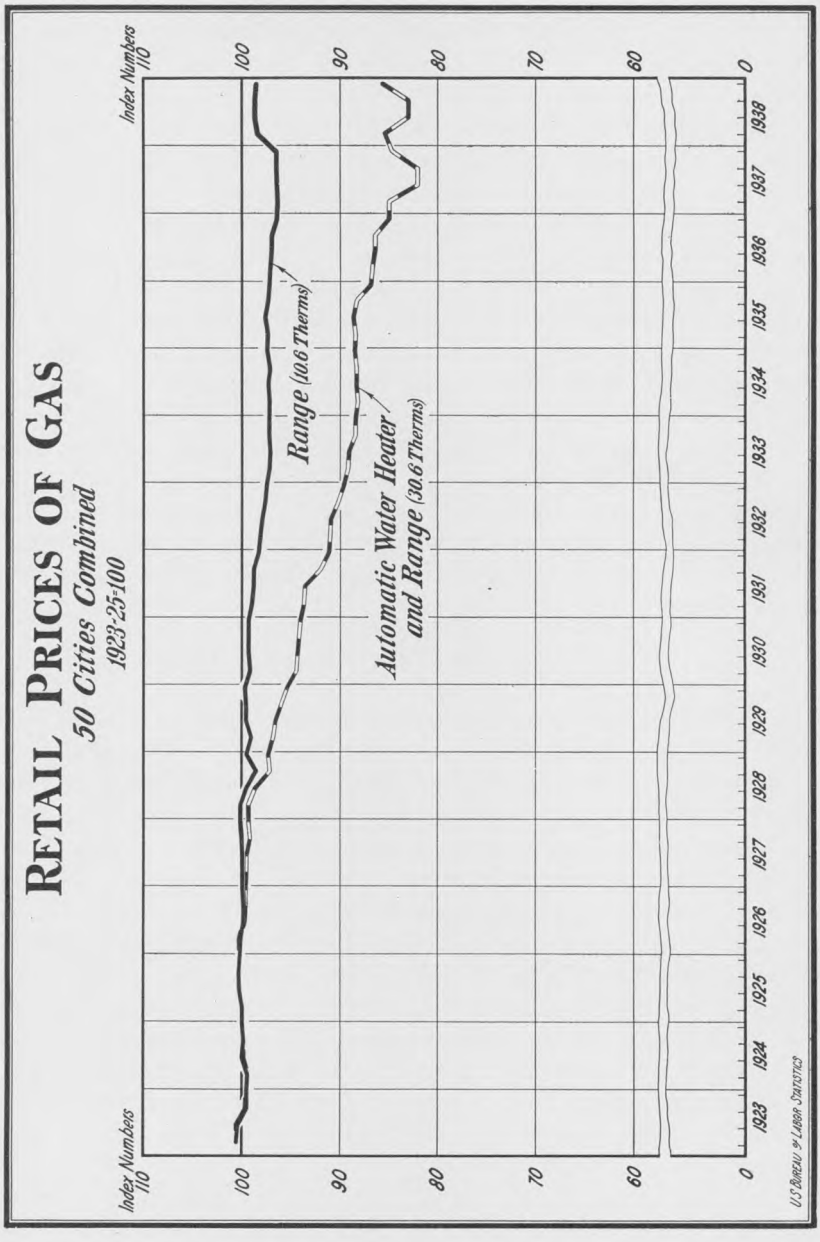
and Richmond to 22.9 percent in Charleston for 250 kilowatt-hours. Two cities reported slight advances to customers using 250 kilowatt-hours per month. In Minneapolis, the increase was 0.7 percent, and in Rochester, 0.3 percent.

Lower prices for Charleston and Salt Lake City resulted from the discontinuation of the "Objective" rate plan. The "Objective" rate was made available to all customers, hence the benefits affected only the 35 or 40 percent of customers in each city which previously had been served under the "Immediate" or "Present" rates. Two other cities discontinued the "Objective" rate plan in 1938. In Little Rock a new rate schedule which superseded both the "Present" and "Centennial" rates provided reductions for all customers using relatively small amounts of electricity. In Birmingham only the customers served under the "Immediate" rate were benefited by the two separate rate reductions reported during the year. The first, a reduction in the "Immediate" rate occurred in March. The second was the discontinuation of the "Objective" rate plan in December which eliminated the "Immediate" rate under which about half of their customers were being served and automatically made the lower or "Objective" rate available to all customers.

GAS PRICES ON DECEMBER 15, 1938

RESIDENTIAL rates for gas are secured quarterly in March, June, September, and December from 50 cities. Since December 1934 these rates have been used for computing average prices and typical bills for each city for quantities of gas which approximate the average residential consumption requirements per month for each of four combinations of services. In order to put the prices upon a comparable basis it was necessary to convert the normal consumption requirements used for computing monthly bills into an equivalent heating value expressed in therms (1 therm=100,000 B. t. u.). This procedure was required because of the wide range in the heating value of a cubic foot of gas between different cities. The equipment and blocks of consumption which have been selected as representative of average conditions throughout the country are based upon the requirements of a five-room house, including living room, dining room, kitchen, and two bedrooms.

Trends of prices from March 1923 through December 1938 for each of two services, as indicated by the composite indexes for 50 cities combined, appear in the chart on page 472.



Typical net monthly bills and average prices per thousand cubic feet and per therm for each of 4 services, based on rates effective December 15, 1938, are presented in table 5 by cities.

TABLE 5.—*Total and Unit Net Monthly Prices of Gas for Specified Consumptions, Based on Rates as of Dec. 15, 1938, by Cities*

[10.6 therms for range]
[19.6 therms for range and manual-type water heater]
[30.6 therms for range and automatic storage or instantaneous type water heater]
[40.6 therms for range, automatic storage or instantaneous type water heater, and refrigerator]

MANUFACTURED GAS

Region and city	Heating value per cubic foot in British thermal units	Cubic feet equivalent to specified number of therms [1]				Net price based on monthly use of specified consumptions											
						Total price (net monthly bill)				Unit price							
										Per thousand cubic feet				Per therm			
		10.6 therms	19.6 therms	30.6 therms	40.6 therms	10.6 therms	19.6 therms	30.6 therms	40.6 therms	10.6 therms	19.6 therms	30.6 therms	40.6 therms	10.6 therms	19.6 therms	30.6 therms	40.6 therms
New England:						*Dollars*	*Dollars*	*Dollars*	*Dollars*	*Dollars*	*Dollars*	*Dollars*	*Dollars*	*Cents*	*Cents*	*Cents*	*Cents*
Boston	535	1,980	3,660	5,720	7,590	2.48	4.16	5.70	7.19	1.25	1.14	1.00	0.95	23.4	21.2	18.6	17.7
	535	1,980	3,660	5,720	7,590	2.28	4.21	5.63	7.12	1.15	1.15	.98	.94	21.5	21.5	18.4	17.5
Fall River	528	2,010	3,710	5,800	7,690	2.53	4.06	5.94	7.64	1.26	1.09	1.02	.99	23.9	20.7	19.4	18.8
Manchester	525	2,020	3,730	5,830	7,730	2.85	4.82	5.67	6.92	1.41	1.29	.97	.89	26.8	24.6	18.5	17.0
New Haven	528	2,010	3,710	5,800	7,690	2.41	4.11	6.20	8.09	1.20	1.11	1.07	1.05	22.7	21.0	20.3	19.9
Portland, Maine	525	2,020	3,730	5,830	7,730	3.03	5.16	6.51	8.03	1.50	1.38	1.12	1.04	28.5	26.3	21.3	19.8
Providence	510	2,080	3,840	6,000	7,960	2.57	4.16	6.10	7.86	1.24	1.08	1.02	.99	24.3	21.2	19.9	19.4
Middle Atlantic:																	
Newark	525	2,020	3,730	5,830	7,730	2.69	4.31	6.06	7.29	1.33	1.16	1.04	.94	25.4	22.0	19.8	18.0
New York: [2]																	
Bronx	540	1,960	3,630	5,670	7,520	2.32	4.30	6.72	8.91	1.18	1.18	1.18	1.18	21.9	21.9	21.9	21.9
Brooklyn	540	1,960	3,630	5,670	7,520	2.36	3.83	5.30	6.48	1.20	1.06	.94	.86	22.3	19.6	17.3	16.0
	540	1,960	3,630	5,670	7,520	2.46	4.09	6.09	7.90	1.25	1.13	1.07	1.05	23.2	20.9	19.9	19.5
	540	1,960	3,630	5,670	7,520	2.61	4.42	6.62	8.62	1.33	1.22	1.17	1.15	24.6	22.5	21.6	21.2
Manhattan	540	1,960	3,630	5,670	7,520	2.32	4.30	6.72	8.91	1.18	1.18	1.18	1.18	21.9	21.9	21.9	21.9
Queens	540	1,960	3,630	5,670	7,520	2.32	4.30	6.72	8.91	1.18	1.18	1.18	1.18	21.9	21.9	21.9	21.9
Richmond	540	1,960	3,630	5,670	7,520	3.14	5.15	7.15	8.95	1.60	1.42	1.26	1.19	29.6	26.3	23.3	22.1
Philadelphia [3]	530	2,000	3,700	5,770	7,660	1.84	3.31	5.10	6.74	.92	.89	.88	.88	17.3	16.9	16.7	16.6
Rochester	537	1,970	3,650	5,700	7,560	1.97	3.65	5.56	7.05	1 00	1.00	.98	.93	18.6	18.6	18.2	17.4
Scranton	520	2,040	3,770	5,880	7,810	2.89	4.57	5.77	7.60	1.41	1.21	.98	.97	27.2	23.3	18.8	18.7
East North Central:																	
Indianapolis	570	1,860	3,440	5,370	7,120	1.58	2.92	4.57	6.05	.85	.85	.85	.85	14.9	14.9	14.9	14.9
Milwaukee	520	2,040	3,770	5,880	7,810	1.76	2.89	4.26	5.51	.86	.77	.72	.71	16.6	14.7	13.9	13.6
West North Central:																	
Omaha	555	1,910	3,530	5,510	7,320	1.46	2.27	3.26	4.16	.76	.64	.59	.57	13.7	11.6	10.6	10.2
St. Paul	550	1,930	3,560	5,560	7,380	1.98	3.16	4.59	5.87	1.03	.89	.83	.79	18.7	16.1	15.0	14.5

TABLE 5.—*Total and Unit Net Monthly Prices of Gas for Specified Consumptions, Based on Rates as of Dec. 15, 1938, by Cities*—Continued

MANUFACTURED GAS—Continued

Region and city	Heating value per cubic foot in British thermal units	Cubic feet equivalent to specified number of therms				Net price based on monthly use of specified consumptions											
						Total price (net monthly bill)				Unit price							
										Per thousand cubic feet				Per therm			
		10.6 therms	19.6 therms	30.6 therms	40.6 therms	10.6 therms	19.6 therms	30.6 therms	40.6 therms	10.6 therms	19.6 therms	30.6 therms	40.6 therms	10.6 therms	19.6 therms	30.6 therms	40.6 therms
South Atlantic:						*Dollars*	*Dollars*	*Dollars*	*Dollars*	*Dollars*	*Dollars*	*Dollars*	*Dollars*	*Cents*	*Cents*	*Cents*	*Cents*
Baltimore	500	2,120	3,920	6,120	8,120	1.80	3.33	4.78	6.08	.85	.85	.78	.75	17.0	71.0	15.6	15.0
Charleston, S. C.:																	
Immediate	550	1,930	3,560	5,560	7,380	2.70	4.98	7.19	9.01	1.40	1.40	1.29	1.22	25.5	25.5	23.5	22.2
Objective [4]	550	1,930	3,560	5,560	7,380	(5)	4.42	5.92	7.28	(5)	1.24	1.06	.99	(5)	22.6	19.3	17.9
Jacksonville	535	1,980	3,660	5,720	7,590	3.97	5.73	7.59	9.27	2.01	1.57	1.33	1.22	37.5	29.3	24.8	22.8
Norfolk	530	2,000	3,700	5,770	7,660	2.40	4.36	6.62	8.51	1.20	1.18	1.15	1.11	22.6	22.2	21.6	21.0
Richmond	525	2,020	3,730	5,830	7,730	2.63	4.78	6.05	7.76	1.30	1.28	1.04	1.00	24.8	24 4	19.8	19.1
Savannah	535	1,980	3,660	5,720	7,590	2.48	4.58	7.15	9.49	1.25	1.25	1.25	1.25	23.3	23.3	23.3	23.3
East South Central:																	
Birmingham	520	2,040	3,770	5,880	7,810	1.63	3.02	4.70	6.25	.80	.80	.80	.80	15.4	15.4	15.4	15.4
Pacific:																	
Portland, Oreg	570	1,860	3,440	5,370	7,120	2.34	3.98	5.33	6.61	1.26	1.16	.99	.93	22.0	20.3	17.4	16.3
Seattle [2]	500	2,120	3,920	6,120	8,120	3.10	5.36	5.32	6.45	1.46	1.37	.87	.79	29.2	27.3	17.4	15.9

NATURAL GAS

Middle Atlantic:																	
Pittsburgh	1,113	950	1,760	2,750	3,650	[6] 1.00	1.06	1.65	2.19	1.05	0.60	0.60	0.60	9.4	5.4	5.4	5.4
	1,100	960	1,780	2,780	3,690	[6] 1.00	1.07	1.67	2.21	1.04	.60	.60	.60	9.4	5.4	5.4	5.4
	1,100	960	1,780	2,780	3,690	[6] 1.00	1.07	1.67	2.21	1.04	.60	.60	.60	9.4	5.4	5.4	5.4
East North Central:																	
Cleveland	1,100	960	1,780	2,780	3,690	[6] .75	.89	1.43	1.93	.78	.50	.51	.52	7.1	4.5	4.7	4.8
Columbus	1,050	1,010	1,870	2,910	3,870	[6] .75	1.03	1.60	2.13	.74	.55	.55	55	7.1	5.2	5.2	5.2
	1,050	1,010	1,870	2,910	3,870	[6] .75	.90	1.40	1.86	.74	.48	.48	.48	7.1	4.6	4.6	4.6
Detroit [2]	1,010	1,050	1,940	3,030	4,020	1.55	2.51	3.68	4.75	1.47	1.29	1.21	1.18	14.6	12.8	12.0	11.7
Peoria	1,000	1,060	1,960	3,060	4,060	2.12	3.64	4.67	5.57	2.00	1.86	1.53	1.37	20.0	18.6	15.3	13.7
Springfield, Ill	1,000	1,060	1,960	3,060	4,060	1.91	3.36	4.47	5.37	1.80	1.71	1.46	1.32	18.0	17.1	14.6	13.2
West North Central:																	
Kansas City [3]	1,040	1,020	1,880	2,940	3,900	1.33	2.12	3.05	3.88	1.31	1.13	1.04	1.00	12.6	10.8	10.0	9.6

South Atlantic:																
Atlanta	980	1,080	2,000	3,120	4,140	1.78	2.70	3.77	4.38	1.65	1.35	1.21	1.06	16.8	13.8	12.3	10.8
East South Central:																	
Memphis	980	1,080	2,000	3,120	4,140	1.51	2.48	3.60	4.21	1.40	1.24	1.15	1.02	14.3	12.7	11.8	10.4
Mobile:																	
Present	960	1,100	2,040	3,190	4,230	2.25	3.43	4.75	5.43	2.05	1.68	1.49	1.28	21.2	17.5	15.5	13.4
Objective [4]	960	1,100	2,040	3,190	4,230	2.05	2.99	4.06	4.69	1.86	1.47	1.27	1.11	19.3	15.3	13.3	11.5
West South Central:																	
Dallas	1,050	1,010	1,870	2,910	3,870	1.26	1.84	2.54	3.19	1.25	.98	.87	.82	11.9	9.4	8.3	7.9
Houston	1,030	1,030	1,900	2,970	3,940	1.17	1.74	2.43	3.06	1.14	.91	.82	.78	11.0	8.9	7.9	7.5
Little Rock [3]	1,000	1,060	1,960	3,060	4,060	1.11	1.61	2.23	2.79	1.04	.82	.73	.69	10.4	8.2	7.3	6.9
New Orleans	950	1,120	2,060	3,220	4,270	1.26	2.10	3.15	4.09	1.12	1.02	.98	.96	11.9	10.7	10.3	10.1
Mountain:																	
Butte	850	1,250	2,310	3,600	4,780	1.11	1.59	2.17	2.70	.89	.69	.60	.57	10.5	8.1	7.1	6.7
Denver [3]	825	1,280	2,380	3,710	4,920	2.18	3.35	4.20	4.84	1.70	1.41	1.13	.98	20.6	17.1	13.7	11.9
Salt Lake City [3]	865	1,230	2,270	3,540	4,690	2.12	3.27	4.16	4.86	1.72	1.44	1.17	1.04	20.0	16.7	13.6	12.0
Pacific:																	
Los Angeles	1,100	960	1,780	2,780	3,690	1.25	1.81	2.42	2.95	1.30	1.01	.87	.80	11.8	9.2	7.9	7.3
San Francisco	1,150	920	1,700	2,660	3,530	1.22	1.73	2.35	2.85	1.32	1.01	.88	.81	11.5	8.8	7.7	7.0

MIXED MANUFACTURED AND NATURAL GAS

Middle Atlantic:																
Buffalo	900	1,180	2,180	3,400	4,510	0.77	1.42	2.21	2.93	0.65	0.65	0.65	0.65	7.2	7.2	7.2	7.2
East North Central:																	
Chicago	800	1,330	2,450	3,830	5,080	2.26	3.65	5.01	5.71	1.70	1.49	1.31	1.12	21.3	18.6	16.4	14.1
Cincinnati	930	1,140	2,110	3,290	4,370	.85	1.52	2.29	2.97	.74	.72	.70	.68	8.0	7.8	7.5	7.3
West North Central:																	
Minneapolis	800	1,330	2,450	3,830	5,080	1.94	3.05	4.40	5.59	1.46	1.25	1.15	1.10	18.3	15.6	14.4	13.8
St. Louis [3]	800	1,330	2,450	3,830	5,080	2.05	3.35	4.92	6.23	1.54	1.37	1.29	1.23	19.4	17.1	16.1	15.3
South Atlantic:																	
Washington, D. C.	604	1,750	3,250	5,070	6,720	1.51	2.71	4.01	5.16	.86	.83	.79	.77	14.2	13.8	13.1	12.7
East South Central:																	
Louisville [3]	900	1,180	2,180	3,400	4,510	.98	1.58	2.20	2.78	.83	.72	.65	.62	9.2	8.0	7.2	6.8

[1] Typical monthly consumption for each service for a 5-room house. (1 therm equals 100,000 B. t. u.).
[2] Prices include 3-percent sales tax.
[3] Prices include 2-percent sales tax.
[4] The "Objective" rates in Charleston, S. C., and Mobile were designed to encourage a greater use of gas. An intermediate rate called the "Inducement" rate also available in Mobile, provided a price lower than that of the "Present" rate for a part of the monthly consumption for customers whose increase in the use of gas was not sufficient to entitle them to the advantages of the "Objective" rate.
[5] The "Objective" rate was not applicable for customers using 10.6 therms since the bill would have been higher than that computed under the "Immediate" rate.
[6] Minimum charge.

Price Changes December 1937 to December 1938

Changes in prices of gas between December 1937 and December 1938 occurred in 10 of the 50 cities. Rates were raised in 2 cities—Chicago and Louisville, and lowered in 4—Minneapolis, Springfield (Ill.), Jacksonville, and San Francisco. The heating value of the gas was increased in Cincinnati and decreased in Pittsburgh. Prices were increased in Philadelphia and New York by sales taxes. New York prices also showed the effect of the summer rates which were in operation for May through December. These 10 cities are listed below according to type of gas served.

Manufactured gas	*Natural gas*	*Mixed manufactured and natural gas*
New York.	Pittsburgh.	Chicago.
Philadelphia.	Springfield, Ill.	Cincinnati.
Jacksonville.	San Francisco.	Minneapolis.
		Louisville.

Price decreases were reported for five cities. Among the cities serving mixed manufactured and natural gas, two, Cincinnati and Minneapolis, showed reductions which were general for the four types of services typical of the use of 10.6, 19.6, 30.6, and 40.6 therms. The decreases ranged between 1 and 2 percent in Minneapolis, due to a reduction in rates, and between 6 and 7 percent in Cincinnati, where there was an increase in the heating value of the gas. Customers using the larger amounts benefited most from the rate reductions in two cities served with natural gas. In Springfield (Ill.) there was no change for customers using 10.6 or 19.6 therms, while prices for 30.6 and 40.6 therms averaged about 3.5 percent lower. In San Francisco where the benefits increased gradually with an increase in consumption, the decreases ranged from 4.4 percent for 10.6 therms to 8.1 percent for 40.6 therms. The greatest decrease reported for any of the five cities was for manufactured gas in Jacksonville where the price for 19.6 therms dropped 9.6 percent. For the other services the decreases ranged downward to 1.4 percent for 10.6 therms.

Price increases were reported for five cities. In two, New York and Philadelphia, advances were due to city sales taxes. The tax was increased from 2 to 3 percent in New York, and a 2-percent tax was introduced in Philadelphia. The greatest increase occurred in Chicago where new rates for mixed manufactured and natural gas advanced the price 16.5 percent for customers using 10.6 therms. Since the rate change consisted of an increase in the initial charge covering the use of the first 2 therms, the advance in price was less as the consumption increased and diminished to 5.9 percent for 40.6 therms. In Louisville price advances for mixed gas ranged between 5.5 and 10.1 percent. In Pittsburgh the decrease in the heating value of natural gas resulted in an advance of about 1.5 percent for customers using an amount in excess of that covered by the minimum bill.

Wholesale Prices

WHOLESALE PRICES, DECEMBER AND YEAR 1938[1]

THE Bureau of Labor Statistics index number of wholesale prices for the calendar year 1938 was 8.9 percent below the 1937 average. Although the range of movement during the 12-month period was less than 5 percent, the trend was gradually downward from the high point of 1938 (January) when the index stood at 80.9 percent of the 1926 average to December when the index had fallen to 77.0.

Wholesale prices on the average were generally lower in 1938 than in 1937. The farm products group registered the largest decline, 20.7 percent. Foods decreased 13.9 percent; textile products, 12.6 percent; hides and leather products, 11.3 percent; chemicals and drugs, 7.5 percent; miscellaneous commodities, 5.8 percent; building materials, 5.1 percent; housefurnishing goods, 3.2 percent; and fuel and lighting materials, 1.4 percent. The metals and metal products group index rounded off at the level of a year ago.

From 1937 to 1938, raw material prices fell 15.1 percent and semimanufactured commodities declined 11.6 percent. Average wholesale prices of finished products decreased 5.7 percent. The index for the large group of "All commodities other than farm products," marking the movement in prices of nonagricultural commodities, declined 6.5 percent between 1937 and 1938 and, according to the index for "All commodities other than farm products and foods," industrial commodity prices dropped 4.2 percent.

Some of the outstanding changes in subgroup indexes during the year period were a decline of 38.4 percent for grains, 35.2 percent for hides and skins, 30.4 percent for cattle feed, 22.4 percent for cotton goods, 21.6 percent for fruits and vegetables, 18.8 percent for nonferrous metals, and 17.3 percent for livestock and poultry. A few subgroup indexes averaged above the 1937 level. These were coal, coke, agricultural implements, iron and steel, motor vehicles, and automobile tires and tubes.

In table 1 will be found a comparison of the 1938 group and subgroup indexes with 1937 and 1929; also the dates and indexes for the high and low points falling between July 1935 and December 1938.[2]

[1] More detailed information on wholesale prices is given in the December and Year 1938 issue of Wholesale Prices.

[2] Similar data for June 1930–June 1935 are given in the December and Year 1937 Wholesale Price Pamphlet.

TABLE 1.—*Index Numbers of Wholesale Prices for Year 1938 Compared With 1937 and 1929, and High and Low Points Between July 1935 and December 1938*

[1926=100.0]

Group and subgroup	1938	1937	Percentage change	1929	Percentage change	High, July 1935–December 1938		Low, July 1935–December 1938	
						Date	Index	Date	Index
All commodities	**78.6**	**86.3**	**−8.9**	**95.3**	**−17.5**	**Apr. 1937**	**88.0**	**Dec. 1938**	**77.0**
Farm products	**68.5**	**86.4**	**−20.7**	**104.9**	**−34.7**	**Mar. 1937**	**94.1**	**Oct. 1938**	**66.8**
Grains	60.6	98.3	−38.4	97.4	−37.8	Apr. 1937	119.2	Oct. 1938	50.8
Livestock and poultry	79.0	95.5	−17.3	106.1	−25.5	Aug. 1937	108.2	Dec. 1938	74.4
Other farm products	63.9	77.2	−17.2	106.6	−40.1	Mar. 1937	88.5	Apr. 1938	62.0
Foods	**73.6**	**85.5**	**−13.9**	**99.9**	**−26.3**	**Sept. 1937**	**88.0**	**May 1938**	**72.1**
Dairy products	72.8	83.1	−12.4	105.6	−31.1	Mar. 1937	90.2	June 1938	68.5
Cereal products	78.4	87.6	−10.5	88.0	−10.9	Oct. 1935	98.9	Nov. 1938	74.0
Fruits and vegetables	58.2	74.2	−21.6	97.8	−40.5	Feb. 1937	87.8	Sept. 1938	55.5
Meats	83.3	99.1	−15.9	109.1	−23.6	Sept. 1937	113.4	Feb. 1938	78.4
Other foods	67.5	75.6	−10.7	93.9	−28.1	Dec. 1936	84.0	Apr. 1938	64.5
Hides and leather products	**92.8**	**104.6**	**−11.3**	**109.1**	**−14.9**	**Aug. 1937**	**108.1**	**July 1935**	**89.3**
Shoes	102.2	105.0	−2.7	106.3	−3.9	Oct. 1937	107.6	July 1935	97.8
Hides and skins	73.6	113.5	−35.2	112.7	−34.7	Aug. 1937	122.1	June 1938	62.3
Leather	83.7	96.8	−13.5	113.2	−26.1	Apr. 1937	100.7	July 1935	80.2
Other leather products	98.5	102.6	−4.0	106.4	−7.4	Sept. 1937	103.3	July 1935	84.4
Textile products	**66.7**	**76.3**	**−12.6**	**90.4**	**−26.2**	**Apr. 1937**	**79.5**	**June 1938**	**65.5**
Clothing	82.9	87.9	−5.7	90.0	−7.9	July 1937	90.1	Aug. 1935	80.5
Cotton goods	65.4	84.3	−22.4	98.8	−33.8	Apr. 1937	95.1	June 1938	63.9
Hosiery and underwear	60.3	65.1	−7.4	88.5	−31.9	Sept. 1937	66.5	July 1936	59.3
Silk and rayon	29.3	32.5	−9.8	80.4	−63.6	Oct. 1935	35.1	June 1938	27.6
Woolen and worsted goods	77.4	91.1	−15.0	88.3	−12.3	July 1937	94.4	Dec. 1938	74.8
Other textile products	65.5	68.4	−4.2	93.1	−29.6	Aug. 1937	71.1	Dec. 1938	64.4
Fuel and lighting materials	**76.5**	**77.6**	**−1.4**	**83.0**	**−7.8**	**Sept. 1937**	**78.7**	**Sept. 1935**	**73.0**
Anthracite	78.0	77.8	+0.3	90.1	−13.4	Nov. 1935	83.0	Apr. 1937	72.4
Bituminous coal	99.0	98.6	+0.4	91.3	+8.4	Jan. 1938	103.2	Aug. 1935	96.0
Coke	104.8	103.1	+1.6	84.6	+23.9	Dec. 1937	105.5	July 1935	88.6
Electricity	(1)	80.4	.....	94.5	.....	Feb. 1938	89.6	Apr. 1937	77.1
Gas	(1)	82.4	.....	93.1	.....	July 1935	94.0	Mar. 1937	79.8
Petroleum products	55.9	60.5	−7.6	71.3	−21.6	Sept. 1937	62.2	Oct. 1935	50.1
Metals and metal products	**95.7**	**95.7**	**0.0**	**100.5**	**−4.8**	**Sept. 1937**	**97.1**	**June 1936**	**86.2**
Agricultural implements	95.5	94.0	+1.6	98.7	−3.2	Apr. 1938	96.3	Apr. 1937	92.1
Farm machinery	96.9	95.6	+1.4	98.0	−1.1	Apr. 1938	97.8	July 1935	91.7
Iron and steel	98.6	98.2	+0.4	94.9	+3.9	May 1938	101.8	Mar. 1936	86.3
Motor vehicles	95.4	89.3	+6.8	100.0	−4.6	(1)	(1)	(1)	(1)
Nonferrous metals	72.8	89.6	−18.8	106.1	−31.4	Mar. 1937	101.1	July 1935	66.1
Plumbing and heating	78.5	78.8	−0.4	95.0	−17.4	Sept. 1937	80.6	July 1935	68.8
Building materials	**90.3**	**95.2**	**−5.1**	**95.4**	**−5.3**	**May 1937**	**97.2**	**July 1935**	**85.2**
Brick and tile	91.0	93.5	−2.7	94.3	−3.5	Aug. 1937	95.5	Oct. 1935	88.3
Cement	95.5	95.5	0.0	91.8	+4.0	Oct. 1935	95.5	July 1935	94.9
Lumber	90.4	99.0	−8.7	93.8	−3.6	Apr. 1937	103.0	Dec. 1935	81.5
Paint and paint materials	81.3	83.4	−2.5	94.9	−14.3	Sept. 1937	84.6	Aug. 1935	78.6
Plumbing and heating	78.5	78.8	−0.4	95.0	−17.4	Sept. 1937	80.6	July 1935	68.8
Structural steel	111.0	113.2	−1.9	98.1	+13.1	Apr. 1937	114.9	July 1935	92.0
Other building materials	92.7	99.1	−6.5	97.7	−5.1	May 1937	101.3	Mar. 1936	88.5
Chemicals and drugs	**77.6**	**83.9**	**−7.5**	**94.2**	**−17.6**	**Feb. 1937**	**87.8**	**June 1938**	**76.3**
Chemicals	81.6	89.9	−9.2	99.1	−17.7	Jan. 1937	96.4	Dec. 1938	80.0
Drugs and pharmaceuticals	73.9	79.1	−6.6	71.5	+3.4	Feb. 1937	83.0	June 1938	71.9
Fertilizer materials	69.2	71.2	−2.8	92.1	−24.9	Oct. 1937	72.5	June 1936	64.0
Mixed fertilizers	72.2	73.2	−1.4	97.2	−25.7	Oct. 1937	74.9	Apr. 1936	64.5
House-furnishing goods	**86.8**	**89.7**	**−3.2**	**94.3**	**−8.0**	**Aug. 1937**	**91.1**	**July 1935**	**80.4**
Furnishings	90.8	93.4	−2.8	93.6	−3.0	Aug. 1937	95.0	July 1935	84.0
Furniture	82.8	85.9	−3.6	95.0	−12.8	Aug. 1937	87.1	July 1935	76.8
Miscellaneous commodities	**73.3**	**77.8**	**−5.8**	**82.6**	**−11.3**	**Apr. 1937**	**81.1**	**Sept. 1935**	**67.1**
Automobile tires and tubes	57.7	55.8	+3.4	54.5	+5.9	Nov. 1938	58.8	July 1935	45.0
Cattle feed	76.9	110.5	−30.4	121.6	−36.8	Apr. 1937	146.8	Oct. 1938	66.5
Paper and pulp	85.0	91.7	−7.3	88.9	−4.4	June 1937	95.0	Dec. 1935	79.2
Rubber, crude	30.5	40.5	−24.7	42.3	−27.9	Mar. 1937	50.9	Sept. 1935	24.0
Other miscellaneous	81.5	84.7	−3.8	98.4	−17.2	June 1937	85.8	Aug. 1935	80.0
Raw materials	**72.0**	**84.8**	**−15.1**	**97.5**	**−26.2**	**Mar. 1937**	**90.1**	**May 1938**	**70.7**
Semimanufactured articles	**75.4**	**85.3**	**−11.6**	**93.9**	**−19.7**	**Mar. 1937**	**89.6**	**July 1935**	**72.8**
Finished products	**82.2**	**87.2**	**−5.7**	**94.5**	**−13.0**	**Sept. 1937**	**89.1**	**Dec. 1938**	**80.2**
All commodities other than farm products	**80.6**	**86.2**	**−6.5**	**93.3**	**−13.6**	**Aug. 1937**	**87.6**	**Dec. 1938**	**79.0**
All commodities other than farm products and foods	**81.7**	**85.3**	**−4.2**	**91.6**	**−10.8**	**Apr. 1937**	**86.5**	**Sept. 1935**	**77.8**

[1] Data not available.

Wholesale Price Level in December 1938

During December wholesale commodity prices fell 0.6 percent to the lowest point reached in the past 4 years. Pronounced declines in average prices for foods and hides and leather products largely accounted for the decrease.

The all-commodity index of 813 price series dropped to 77.0 percent of the 1926 average, representing a decline of 5.8 percent from December a year ago.

Six of the 10 major commodity group classifications declined from November to December. Hides and leather products dropped 1.6 percent; foods, 1.3 percent; fuel and lighting materials, 0.7 percent; textile products, 0.6 percent; and farm products and metals and metal products, 0.3 percent. Building materials and housefurnishing goods advanced 0.2 percent and chemicals and drugs and miscellaneous commodities rose 0.1 percent during the month. Each of the groups was below its December 1937 level. The decreases ranged from 1.8 percent for metals and metal products to 8.4 percent for foods.

A comparison of the December level of wholesale prices with November 1938 and December 1937 is shown in table 2.

TABLE 2.—*Index Numbers of Wholesale Prices by Groups of Commodities, December 1938 Compared With November 1938 and December 1937*

[1926=100]

Commodity group	December 1938	November 1938	Change from a month ago	December 1937	Change from a year ago
			Percent		*Percent*
All commodities	77.0	77.5	−0.6	81.7	−5.8
Farm products	67.6	67.8	−.3	72.8	−7.1
Foods	73.1	74.1	−1.3	79.8	−8.4
Hides and leather products	93.1	94.6	−1.6	97.7	−4.7
Textile products	65.8	66.2	−.6	70.1	−6.1
Fuel and lighting materials	73.2	73.7	−.7	78.4	−6.6
Metals and metal products	94.6	94.9	−.3	96.3	−1.8
Building materials	89.4	89.2	+.2	92.5	−3.4
Chemicals and drugs	76.7	76.6	+.1	79.5	−3.5
Housefurnishing goods	86.0	85.8	+.2	89.7	−4.1
Miscellaneous	73.1	73.0	+.1	75.0	−2.5
Raw materials	70.9	71.5	−.8	75.4	−6.0
Semimanufactured articles	75.2	76.2	−1.3	77.7	−3.2
Finished products	80.2	80.5	−.4	85.3	−6.0
All commodities other than farm products	79.0	79.5	−.6	83.5	−5.4
All commodities other than farm products and foods	80.3	80.6	−.4	83.6	−3.9

Index Numbers by Commodity Groups, 1926 to December 1938

Index numbers of wholesale prices by commodity groups for selected years from 1926 to 1938, inclusive, and by months from December 1937 to December 1938, inclusive, are shown in table 3.

TABLE 3.—*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
1938	68.5	73.6	92.8	66.7	76.5	95.7	90.3	77.6	86.8	73.3	78.6
By months:											
1937:											
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
November	67.8	74.1	94.6	66.2	73.7	94.9	89.2	76.6	85.8	73.0	77.5
December	67.6	73.1	93.1	65.8	73.2	94.6	89.4	76.7	86.0	73.1	77.0

The price trend for specified years and months since 1926 is shown in table 4 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.

TABLE 4.—*Index Numbers of Wholesale Prices, by Special Groups of Commodities*

[1926=100]

Year and month	Raw materials	Semimanufactured articles	Finished products	All commodities other than farm products	All commodities other then farm products and foods	Year and month	Raw materials	Semimanufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods
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
1938	72.0	75.4	82.2	80.6	81.7	June	71.4	74.1	82.2	80.3	81.3
By months:						July	72.3	74.3	82.5	80.8	81.4
1937:						August	71.4	74.4	81.8	80.3	81.4
December	75.4	77.7	85.3	83.5	83.6	September	72.0	74.7	81.8	80.4	81.3
						October	70.9	75.9	81.1	79.9	81.1
						November	71.5	76.2	80.5	79.5	80.6
						December	70.9	75.2	80.2	79.0	80.3

Recent Publications of Labor Interest

JANUARY 1939

Agriculture

Agricultural labor in Pacific coast States: A bibliography and suggestions for research. Berkeley, University of California, Giannini Foundation of Agricultural Economics, August 1938. 64 pp.

Patterns of agricultural labor migration within California. By Paul S. Taylor and Edward J. Rowell. Washington, U. S. Bureau of Labor Statistics, 1938. 11 pp. (Serial No. R. 840, reprint from November 1938 Monthly Labor Review.)

Trends in size and production of the aggregate farm enterprise, 1909–36. By Raymond G. Bressler, Jr., and John A. Hopkins. Washington, U. S. Works Progress Administration, 1938. 255 pp., maps, charts. (National Research Project, Studies of Changing Techniques and Employment in Agriculture, Report No. A–6.)

One of a series of studies intended to explain the relationships between the volume of agricultural production and the amount of labor employed since 1909 and to throw light on the future trends of agriculture, particularly with regard to employment prospects. This volume is designed in particular for the purpose of constructing indexes of agricultural production, general and regional. It is announced that a forthcoming study will make use of the indexes for measuring changes in labor productivity and in the demand for labor.

Civilian Conservation Corps

Annual report of Director of Civilian Conservation Corps, fiscal year ended June 30, 1938. Washington, U. S. Civilian Conservation Corps, 1938. 96 pp., folders.

Data from this report are given in this issue of the Monthly Labor Review.

Coal-Mining Industry

The world coal-mining industry: Volume I, Economic conditions; Volume II, Social conditions. Geneva, International Labor Office (American branch, 734 Jackson Place NW., Washington, D. C.), 1938. 258 and 372 pp. (Studies and Reports, Series B, No. 31.)

Revised and final edition of the report originally prepared and distributed by the International Labor Office, as a "White" Report, to serve as a basis for discussion at the Technical Tripartite Conference on the Coal-Mining Industry, held in Geneva in May 1938. This report represents an effort by the International Labor Office to give a comprehensive picture of economic and social conditions in the coal-mining industry, particularly as regards their bearing on the problem of hours of work in coal mines. Data from the earlier report, on labor productivity and labor costs in various countries, were published in the June 1938 Monthly Labor Review (pp. 1386–1390), and on earnings of coal-mine labor, in the July 1938 Monthly Labor Review (pp. 145–147).

Pennsylvania anthracite. Washington, U. S. Bureau of Mines, 1938. 32 pp. (Chapter from Minerals Yearbook, 1938.)

The labor statistics presented show average number of men employed, average number of days plants operated, man-days of labor, output per man per day, and labor disputes, in 1936.

1938 year book on coal mine mechanization. Washington, American Mining Congress, 1938. 409 pp., diagrams, illus.

Contains papers on the general aspects and extent of coal-mine mechanization and reviews the experience in specific mines as reported to the convention of the American Mining Congress.

Consumer Problems

Consumers and the market. By Margaret G. Reid. New York, F. S. Crofts & Co., 1938. 584 pp.

A book designed "to help consumers," emphasizing the character of consumer problems as they are related to buying in the market, practices and policies affecting consumers' day-to-day difficulties and the efficiency of the distribution system in general, and factors responsible for the present practices and policies. One chapter deals with consumers' cooperatives.

It's an art. By Helen Woodward. New York, Harcourt, Brace & Co., 1938. 405 pp.

Written, from the standpoint of the consumer, by an ex-advertising writer, this book analyzes the faults and virtues of the "advertising game."

Cooperative Movement

Agricultural cooperatives in Rio Grande do Sul, Brazil. By Fabio Luz Filho. Washington, Pan American Union, Division of Agricultural Cooperation, 1938. 28 pp.; mimeographed. (Series on Cooperatives, No. 11.)

Contains brief accounts of individual agricultural cooperatives.

Organizing a farmers' cooperative. By S. D. Sanders. Washington, U. S. Farm Credit Administration, 1938. 42 pp. (Circular No. C–108.)

Describes the proper methods of procedure and gives in appendixes suggested forms of articles of incorporation, bylaws, etc., and the text of the Capper-Volstead Act.

The cooperative banks of Massachusetts. By Donald H. Davenport. Boston, Harvard University, Graduate School of Business Administration, 1938. 53 pp., charts. (Business Research Studies, No. 20.)

Analysis of building and loan associations in Massachusetts, with comparative statistics from 1890 to 1937.

Cooperative productive enterprises in the United States. Washington, U. S. Bureau of Labor Statistics, 1938. 10 pp. (Serial No. R. 841, reprint from November 1938 Monthly Labor Review.)

Economic and Social Problems

Capital consumption and adjustment. By Solomon Fabricant. New York, National Bureau of Economic Research, 1938. 271 pp., charts. (Publication No. 35.)

Described by the writer as an appendix to the studies of capital formation by the National Bureau of Economic Research, under the direction of Simon Kuznets. These studies are instances of current interest in the problem of declining opportunities for the profitable investment of funds available under prevailing allocations of income.

Capitalism in crisis. By James Harvey Rogers. New Haven, Yale University Press, 1938. xi, 210 pp.

The author views our economic system in historical perspective, and recognizes the necessity for constant adaptations as the price of survival. "If the system is to be saved, careful diagnosis of its most dangerous ills must first be made before an intelligent cure can be attempted. If it is to be allowed to perish, a similar diagnosis is necessary in order to determine the least painful means of exit." He holds that the outcome depends mainly on the ability of capitalism to reestablish economic security and to eliminate present losses from the failure to utilize effectively our economic resources.

Monopoly and competition in industry and labor. Edited by John A. Krout. New York, Academy of Political Science, 1939. 143 pp. (Proceedings, Vol. XVIII, No. 2.)

One of the papers is on "Labor policies and the volume of employment," by Prof. Leo Wolman, who thinks there is "need for a quick and thoroughgoing relaxation of many of the standards which we have put into effect in these last years."

Britain in recovery. Prepared by a Research Committee, Economic Science and Statistics Section, British Association for the Advancement of Science. London, Sir Isaac Pitman & Sons, Ltd., 1938. 474 pp.

Collection of articles on the experience of individual industries in varying periods up to 1937, and on general questions, including employment, unemployment, and industrial relations.

The second industrial survey of South Wales. Cardiff, National Industrial Development Council of Wales and Monmouthshire, 1937. 3 vols.

This study was undertaken to ascertain the potentialities of the industrial region of South Wales in relation to the transfer of workers from the Special Area. Part 1 covers industries, part 2, facilities, and part 3, development.

Nazi Germany: Its women and family life. By Clifford Kirkpatrick. New York, Bobbs-Merrill Co., 1938. 353 pp., illus.; bibliography.

Deals with the status of women and family life in present-day Germany.

Democratic Sweden. Edited by Margaret Cole and Charles Smith. London, George Routledge & Sons, Ltd., 1938. 334 pp.

Wages, cost of living, labor organizations, the cooperative movement, social services, and education, are among the subjects discussed in this volume on present-day socio-economic conditions in Sweden.

Education and Guidance

Annotated list of pamphlet material for workers' classes. New York, Affiliated Schools for Workers, Inc., Labor Education Service, 1938. 45 pp.; mimeographed.

The material is classified under the following heads: The labor movement; labor economics; English and parliamentary law; labor plays; methods and materials.

Federal aid for education, 1935–36 and 1936–37, with a brief history and bibliography. By Timon Covert. Washington, U. S. Office of Education, 1938. 24 pp. (Leaflet No. 30.)

Objectives and problems of vocational education. Edited by Edwin A. Lee. New York and London, McGraw-Hill Book Co., Inc., 1938. 476 pp. 2d ed.

The subjects discussed in this symposium include vocational education as a national responsibility; trends in the various fields of vocational education and in vocational guidance; the vocational rehabilitation of the disabled; industrial arts education; and the attitudes of employers and of organized labor toward vocational education.

Employment and Unemployment

Revised indexes of factory employment adjusted for seasonal variation. (In Federal Reserve Bulletin, U. S. Federal Reserve Board, Washington, October 1938, pp. 835–866; also reprinted.)

In this compilation the monthly index numbers of the United States Bureau of Labor Statistics, 1919 to 1938, have been adjusted for seasonal variations.

Ten years of work experience of Philadelphia machinists. By Helen Herrmann. Washington, U. S. Works Progress Administration, 1938. 132 pp., charts, illus. (National Research Project, Philadelphia Labor Market Studies, Report No. P–5.)

A study of the experiences of 683 Philadelphia machinists during the years 1926–36. The materials were obtained by interviewing the machinists in their homes. The evidence indicates that machinists as a group had less unemployment during the 10-year period than other Philadelphia groups that have been studied. But machinists found greater difficulty in utilizing their skills by transferring from one industry to another than is commonly supposed. There were reports of a shortage of machinists in the Philadelphia area in 1936 but the study indicated that 12 percent of machinists were unemployed in May 1936.

Health and Industrial Hygiene

Disability from specific causes in relation to economic status. Washington, U. S. Public Health Service, National Institute of Health, 1938. 13 pp., charts. (National Health Survey, Preliminary Reports, Sickness and Medical Care Series, Bull. 9.)

The report shows the relation found in the National Health Survey between the economic status of the families surveyed and the per capita volume of disability from certain of the more important diseases.

Industrial hygiene: A handbook of hygiene and toxicology for engineers and plant managers. By Laurence B. Chenoweth, M. D., and Willard Machle, M. D. New York, F. S. Crofts & Co., 1938. 235 pp., illus.

Intended to be used primarily as a textbook for engineering students and others studying industrial hygiene.

Industrial hygiene: Report on activities of Division of Industrial Hygiene, New York State Department of Labor. (In Industrial Bulletin, Department of Labor, Albany, October 1938, pp. 466–470.)

Shows how the State labor department operates to control industrial accidents and diseases.

Health hazards from cement dust and wet concrete. Chicago, Illinois Department of Public Health, [1938?]. 8 pp. (Educational Health Circular, Industrial Health Series No. 1.)

Causes of the different types of disability resulting from work with Portland cement—irritation of the respiratory tract, irritation or burning of the skin, conjunctivitis, irritation of the eyes, clogging of the ears, and rheumatic conditions—are discussed, and measures of prevention are suggested.

The analysis of mine dusts: I, The determination of carbon dioxide in mine dusts containing carbonates; II, The determination of free and combined water in mine dusts containing gypsum. By A. L. Godbert. London, Safety in Mines Research Board, 1938. 20 pp., diagrams, illus. (Paper No. 101.)

Second International Conference on Silicosis. (In International Labor Review, Geneva, December 1938, pp. 819–825.)

Summary of conclusions regarding items on agenda of the conference held in Geneva from August 29 to September 9, 1938, in accordance with a decision of the Governing Body of the International Labor Office. The conference was attended by medical experts from 10 countries as well as by representatives of the Governing Body and of the Health Section of the League of Nations Secretariat.

L'assicurazione obligatoria contro le malattie professionali. By Aldo Mattioni. Rome, Patronato Nazionale per l'Assistenza Sociale, 1938. 47 pp. (Supplement to l'Assistenza Sociale, October 1938.)

Brief account of existing legislation providing compulsory insurance against occupational diseases in Italy and other countries, and a discussion of certain diseases not now compensable in Italy which the author thinks should be included under the law. A bibliography on occupational diseases is included.

Housing

Housing—a national disgrace. By Charles Stevenson. (In The Atlantic Monthly, Boston, December 1938, pp. 835–845.)

A discussion of the rackets which make house construction costly and act as a deterrent to the replacement of substandard dwellings. The conclusion reached is that the Government in its housing program should reform the building industry. The article is divided into two parts of which this is the first.

Municipal subsidies for public housing. By Paul Studenski. (In National Municipal Review, New York, December 1938, pp. 577–582.)

Considers the suitability of tax exemption and direct subsidy for public housing as a means of assistance by municipalities for local housing projects.

What the Housing Act can do for your city. Washington, U. S. Housing Authority, 1938. 88 pp., charts, illus.

Explains the provisions of the United States Housing Act and shows the need for new housing.

Maaseudun asunto-olot vuonna 1937. Helsingfors, Sosiaaliministeriö, Sosiaalinen Tutkimustoimisto, 1938. Various paging.

Report on housing conditions in rural districts of Finland in 1937, including data on number of rooms and air space per person and per family, dwellings provided by employers for their workers, and dwellings owned by workers. There is a résumé in French and a French translation of the table of contents.

Income

Statistics of income for 1936: Part 1, Compiled from individual income tax returns, estate tax returns, and gift tax returns. Washington, U. S. Bureau of Internal Revenue, 1938. 178 pp.

Wealth and income (basic information sources). Washington, U. S. Bureau of Foreign and Domestic Commerce, July 1938. 8 pp.; mimeographed.

The national income of Australia. By Colin Clark and J. G. Crawford. Sydney and London, Angus & Robertson, Ltd., 1938. 120 pp.

Describes the different methods of computing national income and presents statistics for a number of years ending with 1937–38. Income available and income produced are calculated, as well as real income.

Industrial Accidents and Workmen's Compensation

Industrial injuries to women and men, 1932 to 1934. By Margaret T. Mettert. Washington, U. S. Women's Bureau, 1938. 37 pp., map, chart. (Bulletin No. 160.)

Työssä sattuneet tapaturmat vuonna 1935. Helsingfors, Sosiaaliministeriö, Sosiaalinen Tutkimustoimisto, 1938. 63 pp.

Report on industrial accidents in Finland during 1935, including information on causes, duration, severity, degree of disability, and mortality. French translations are furnished for the table of contents and some table heads.

Ongevallenstatistiek, betreffende het kalenderjaar 1936. Amsterdam, Rijksverzekeringsbank, 1938. 257 pp.

Statistics of accidents and accident insurance in the Netherlands in 1936, covering workers in practically all industries.

Industrial Management

Creative forces in industry: Labor's view of time and motion study. By M. H. Hedges. Washington, M. H. Hedges, International Brotherhood of Electrical Workers, 1938. 9 pp.; mimeographed.

Paper presented at time and motion clinic sponsored by the Industrial Management Society, Chicago, November 4, 1938.

Seventh International Management Congress, Washington, D. C., September 19 to 23, 1938. Baltimore, Waverly Press, Inc. (for International Management Congress, Inc.), 1938. 6 vols.

The six volumes of the proceedings cover, respectively, administration; agriculture; distribution; home management; personnel and general management; and production.

The principles of rational industrial management. By James J. Gillespie. London, Sir Isaac Pitman & Sons, Ltd., 1938. xv, 229 pp.

A text by an English management consultant that throws light on English conceptions of labor relations. The author emphasizes the view that "there is need not only for obedience of authority by employees but, also, for obedience by management to the whole purpose which industry is serving." Management, he asserts, should recognize the need for social acceptance of disciplines and the role of government in the processes of general coordination and integration.

Multiple management. By Charles Perry McCormick. New York and London, Harper & Brothers, 1938. xii, 175 pages.

Describes the organization and functioning of the junior board of directors in the author's company, which he says "not only makes unionization unnecessary, but discourages attempts at unionization."

The development of scientific management in Great Britain. By Lyndall Urwick. (Reprinted from British Management Review, Vol. III, No. 4, London, 1938; 85 pp., paster.)

Traces the history of the evolution of the modern management practice culminating with the formation of the British Management Council in 1936.

Industrial Relations

Collective agreements of United Shoe Workers. Washington, U. S. Bureau of Labor Statistics, 1938. 8 pp. (Serial No. R. 843, reprint from November 1938 Monthly Labor Review.)

Industrial relations—1939 model. By Ordway Tead. (In Personnel Journal, New York, November 1938, pp. 160–167.)

The author analyzes some of the deeper industrial trends and suggests that personnel, executive, and corporation problems may be more easily solved when considered with community problems of which they are a part.

What employees think: The results of a Nation-wide survey of employee attitude. New York, National Association of Manufacturers, [1938?]. 15 pp.

International Labor Conference

Record of proceedings of International Labor Conference, twenty-fourth session, Geneva, 1938. Geneva, International Labor Office, 1938. 712 pp.

The results of the conference were summarized in the August 1938 Monthly Labor Review (pp. 278–285).

Labor and Social Legislation

A summary of State laws affecting employment of minors in factories and stores. Washington, U. S. Children's Bureau, November 1938. 7 pp.

Labor law and relations: The law and statutes involved in dealings and relations with labor as interpreted by the courts and administrative agencies. By Herbert A. Lien. New York, Matthew Bender & Co., Inc., 1938. 747 pp. Supplement, Wages and hours guide (Fair Labor Standards Act of 1938), 72 pp.

Código del trabajo con todas sus modificaciones y reglamentos [*Chile*]. Santiago, ["Diario Oficial"?], 1937. 586 pp.

The Labor Code of Chile with all its amendments and regulations through May 22, 1937, annotated.

Labor legislation in Czechoslovakia, with special reference to the standards of the International Labor Organization. By Esther Bloss. New York, Columbia University Press, 1938. 210 pp.

Covers general provisions for protection of workers, special provisions for protection of woman and child workers, protection of workers against industrial accidents and diseases, and social insurance, in Czechoslovakia, and in Austria and Hungary prior to 1938, and participation of workers in management in Czechoslovakia. A chapter is devoted to Czechoslovakia and the International Labor Organization.

Labor legislation in Indian States. By Rajani Kanta Das. (In International Labor Review, Geneva, December 1938, pp. 794–818.)

The tenants' guide. By Michael Best. London, Labor Research Department, 1938. 54 pp.

A guide to the present legal position under the British Rent Acts, from the tenant's point of view, and a summary of the provisions of the rent law enacted in 1938.

Labor Organization and Activities

American labor. By Herbert Harris. New Haven, Yale University Press, 1939. 459 pp.; bibliography.

This is both a history and an analysis of the American labor movement in the light of the trend of economic conditions in the United States during the last few decades. The philosophy of labor is illustrated in a more detailed analysis of the

histories of the United Mine Workers, the Brotherhood of Carpenters and Joiners, the American Newspaper Guild, the Ladies' Garment Workers, and the railroad unions. Professor Harris concludes that the "real paradox of poverty amid potential abundance has become a challenge to the American labor movement." The American worker "has made up his mind that the promise of life, liberty, and the pursuit of happiness which is still the mainspring of his spiritual being must be met in fuller measure."

The Brewery Workers International Union. By Joseph Obergfell. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, December 1938, pp. 1–3.)

Report of proceedings of 54th annual convention of Trades and Labor Congress of Canada, held at Niagara Falls, Ontario, September 12–17, inclusive, 1938. Ottawa, Trades and Labor Congress of Canada, 1938. 208 pp.

The membership of the Congress as reported to the convention was 160,378, distributed in 1,892 unions.

Legal Aid and the Legal Profession

Report of Commission on the People's Court of Baltimore City. Baltimore, June 17, 1938. 117 pp.

Lawyers and the promotion of justice. By Esther [Lucile Brown. New York, Russell Sage Foundation, 1938. 302 pp.

In a section on new trends in the promotion of justice there is a discussion of legal service for the poor.

The economics of the legal profession. Chicago, American Bar Association, 1938. 230 pp.

Describes the results of the bar surveys made to date; the principal proposals which have been advanced for the improvement of the economic condition of the profession and for furthering its capacity for usefulness. Includes data on the earnings of lawyers, for as late as 1936 in some cases, and also on the earnings of doctors and certain other professional workers, 1929–34.

Lumber Industry

Lumber, its manufacture and distribution. By Ralph Clement Bryant. New York, John Wiley & Sons, Inc., 1938. xxiv, 535 pp., diagrams, illus.

A brief section is devoted to labor matters, including efficiency, wage systems, unions, and accident prevention.

The lumber industry in Washington, including logging, sawmills, shingle mills, pulp and paper, specialties, distribution. By William Ray Melton. Tacoma, National Youth Administration of Washington, 1938. 160 pp., illus.; mimeographed. (Industrial Study No. 1.)

Contains information on occupations, qualifications for employment, average wages, working conditions, and labor organizations.

Minimum Wage

Report of Confectionery Minimum Wage Board to Industrial Commissioner, New York State, October 7, 1938. New York, [Department of Labor?], 1938. 12 pp.; mimeographed.

The effect of minimum-wage determinations in service industries: Adjustments in dry-cleaning and power-laundry industries. Washington, U. S. Women's Bureau, 1938. 44 pp., charts. (Bulletin No. 166.)

Data from this report are given in this issue of the Monthly Labor Review.

Report of Pennsylvania Minimum Wage Board for Laundries, May 31, 1938. Harrisburg, 1938. 18 pp.; mimeographed.

Contains the minimum fair wage rates recommended by the board.

A minimum-wage budget for employed women in Pennsylvania. Harrisburg, Department of Labor and Industry, 1938. 89 pp., mimeographed.

The minimum-wage budget presented was established primarily for women working in laundries or laundry occupations, but in large measure is applicable to women employed in other industries. The process of constructing such a budget is described.

Minimum wage legislation in Latin America. By Eugene D. Owen. (In Bulletin of the Pan American Union, Washington, June 1938, pp. 323–331; July 1938, pp. 406–414; bibliography.)

Account of minimum wage legislation in the 14 Latin American republics in which such legislation is in force.

This article was also published, in two parts, in the August and October 1938 issues of the Portuguese edition of the Pan American Union Bulletin, and in the October and November 1938 issues of the Spanish edition.

Negro in Industry

Job opportunities for Negro youth in Columbus. By Chester J. Gray. Columbus, National Youth Administration in Ohio, 1938. 87 pp., charts, bibliography; mimeographed.

Thirty-four occupations in which Negroes are commonly employed are discussed, and suggestions are offered to help Negro youth in using available community resources.

The Negro and economic reconstruction. By T. Arnold Hill. Washington, Associates in Negro Folk Education, 1937. 80 pp. (Bronze Booklet No. 5.)

Older Worker in Industry

Report of International Labor Office on question of discrimination against elderly workers. Sixteenth item on agenda of 85th session of Governing Body, London, October 25, 1938. Geneva, International Labor Office, 1938. Various paging.

Reviewed in this issue.

Planning

Governmental planning machinery—a comparative study. By Sir Henry N. Bunbury. Chicago, Public Administration Service, 1938. 25 pp. (Publication No. 63.)

Brief comparisons of public agencies in the field of planning in France, England, and the United States, with references to similar agencies in other countries, and a concluding general analysis. The author emphasizes a restricted view of planning which would retain private enterprise as a "free profit-seeking activity."

Public works as a factor in economic stabilization. (In International Labor Review, Geneva, December 1938, pp. 727–757.)

This article outlines the principles on which the International Labor Office has based its recommendations in regard to the advance planning of public works with a view to diminishing economic fluctuations. It gives examples of the application of these principles in a number of countries, and explains the function in such activities of the International Public Works Committee set up within the International Labor Organization.

Soviet planning organizations. By Jacob Miller. (In Plan Age, National Economic and Social Planning Association, Washington, November 1938, pp. 247–260.)

Revision of an article originally published in the Slavonic Review for April 1938.

Prison Labor

Report of commissioners of prisons and directors of convict prisons [Great Britain] for year 1937. London, Home Office, Prison Commission, 1938. 137 pp. (Cmd. 5868.)

The section on prison industries is summarized in this issue of the Monthly Labor Review.

Prisoner activities. By Sam A. Lewisohn. Address delivered at 68th Annual Congress of American Prison Association, St. Paul, Minn., October 5, 1938. [New York, American Prison Association?], 1938. 18 pp.
Stresses the importance of education for prisoners.

Relief Measures and Statistics

A survey of the current relief situation in 43 representative areas in 28 States of the United States, winter of 1938. New York, American Association of Social Workers, 1938. 31 pp.; mimeographed.
A compilation showing, State by State, the general relief situation.

Analysis of 70,000 rural rehabilitation families. By E. L. Kirkpatrick. Washington, U. S. Farm Security Administration and Bureau of Agricultural Economics, 1938. 93 pp. (Social Research Report No. IX.)
Most of the families included in these surveys represent farm population with levels of living regarded as below the minimum of decent standards.

Summary of recommendations of Social Study of Pittsburgh and Allegheny County. Pittsburgh, Social Study of Pittsburgh and Allegheny County, Citizens' Committee, 1938. 144 pp.
The recommendations of a committee appointed by the Community Fund and the Federation of Social Agencies to study the whole program of social work in Pittsburgh in the light of present conditions. Recommendations cover all phases of social care, including problems of immigrants and care of the aged.

Public welfare administration in the United States—select documents. By Sophonisba P. Breckenridge. Chicago, University of Chicago Press, 1938. 1229 pp. 2d ed.
The documents included consist almost entirely of reports of legislative committees or of special investigative commissions, statutes authorizing the creation of public welfare agencies, reports of the authorities created under such statutes, and discussions in national conferences or similar gatherings evaluating these agencies and proposing their development or alteration.

L'assistenza medico-legale dei lavoratori in Italia. Rome, Patronato Nazionale per l'Assistenza Sociale, 1938. 192 pp. (In Italian and German.)
Deals primarily with medico-legal assistance to workers in Italy, its development, administration, and operation, from 1926 to 1937, but there is also discussion of the subject in general and a brief account of such assistance in France and Germany.

Social Security

Three years' progress toward social security, August 14, 1935–August 14, 1938. Washington, U. S. Social Security Board, 1938. 10 pp.; mimeographed.
Data from this report were given in the October 1938 Monthly Labor Review (p. 758).

L'assistenza di malattia ai lavoratori del commercio durante l'anno 1937. By Filippo Pennavaria. (In Assistenza Fascista, Cassa Nazionale Malattie per gli Addetti al Commercio, Rome, July-August 1938, pp. 157–184.)
Report on extension of the services of the Italian National Sickness Fund for Commercial Workers in 1937 to include new regional offices, family allowances, surgical aid, consultative clinics, etc., and on the activities of the fund during the year. Statistics of sickness and sick benefits are also analyzed.

Wages and Hours of Labor

Survey of agreements and bulletin board statements covering wages, hours, and working conditions in effect [on newspapers] on June 1, 1938. New York, American Newspaper Guild, 1938. 13 pp.

Settlement of railroad wage controversy. By Nelson M. Bortz. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, December 1938, pp. 9–11.)

Earnings and hours in private shipyards and navy yards. Washington, U. S. Bureau of Labor Statistics, 1938. 19 pp. (Serial No. R. 845, reprint from November 1938 Monthly Labor Review.)

Wages in Great Britain, 1937. Washington, U. S. Bureau of Labor Statistics, 1938. 28 pp. (Serial No. R. 838, reprint from October 1938 Monthly Labor Review.)

Report on economic and commercial conditions in Philippine Islands. By Stanley Wyatt-Smith. London, Department of Overseas Trade, 1938. 44 pp.
A brief section on labor gives some information on wages in 1937 and 1938.

Wages and hours in the Scandinavian countries, 1937–38. Washington, U. S. Bureau of Labor Statistics, 1938. 12 pp. (Serial No. R. 848, reprint from November 1938 Monthly Labor Review.)

Undersökningar rörande arbetstidsförhållanden och lönevillkor för privatanställda. Stockholm, Socialstyrelsen, 1938. 235 pp.
Contains the results of an investigation of working hours and salary levels of salaried employees in private industrial and trade establishments in Sweden. There is a résumé in French and a French translation of the table of contents.

Undersökning rörande löneläget och lönevariationerna inom jordbruket 1935–1936. Stockholm, Socialstyrelsen, 1938. 172 pp., maps.
Report of an investigation of wages and wage changes in agriculture in Sweden, including data on working hours, housing, and conditions in domestic service in rural districts.

Women in Industry

Women in industry: A series of papers to aid study groups. By Mary Elizabeth Pidgeon. Washington, U. S. Women's Bureau, 1938. 85 pp. (Bulletin No. 164; revision of Bulletin No. 91.)
The topics covered include the work of wage-earning women; the industrial world in which women work; married women workers; women and unemployment; health standards for women's work—working conditions and working time; labor legislation for women; what the wage-earning woman earns; various connections of women with the industrial and labor world; work of the Women's Bureau.

Report of Minimum Wage Division of Industrial Commission of Arizona on cost of living survey and wage studies, 1937–1938. [Phoenix], 1938. 60 pp.
Reports on surveys of women's wages in retail stores, hotels and restaurants, hospitals, and laundry and dry-cleaning establishments in Arizona are included, together with a summary of the effects of the various State minimum-wage laws.

Report of Industrial Commissioner to Cleaning and Dyeing Wage Board relating to wages and other conditions of employment of women and minors in cleaning and dyeing industry, New York State. New York, Department of Labor, Division of Women in Industry and Minimum Wage, 1938. 137 pp., charts; mimeographed.

Report of Industrial Commissioner to Confectionery Minimum Wage Board relating to wages and other conditions of employment of women and minors in confectionery industry, New York State. New York, Department of Labor, Division of Women in Industry and Minimum Wage, 1938. Various paging.

Report to wage board for laundry industry on employment of women and minors in laundry occupations in Pennsylvania. Harrisburg, Department of Labor and Industry, Bureau of Hours and Wages, 1938. 44 pp.; mimeographed.

Hours and earnings of women in the underwear and nightwear industry in Connecticut, 1937. Hartford, Department of Labor, 1938. Mimeographed.
Data from this report are given in this issue of the Monthly Labor Review.

Youth Problems

American youth—an annotated bibliography. By Louise Arnold Menefee and M. M. Chambers. Washington, American Council on Education, American Youth Commission, 1938. 492 pp.
The main topics under which the references are classified include the following: Youth in the depression—unemployment and relief; employment and vocational adjustment; education; child welfare and child labor; family life and housing; governmental youth-serving agencies; Negro youth; youth in other countries. One chapter lists bibliographies.

Report on National Youth Administration, June 26, 1935, to June 30, 1938. Washington, U. S. Works Progress Administration, 1938. 11 pp., charts, illus. (Reprinted from Report on progress of WPA program, June 30, 1938.)

Youth demands a peaceful world: Report of 2d World Youth Congress, Vassar College, Poughkeepsie, N. Y., August 16–23, 1938. New York, World Youth Congress, 1938. 53 pp., illus.

General Reports

Biennial report of Commissioner of Labor, Nevada, for period July 1, 1936, to June 30, 1938. Carson City, 1938. 36 pp., mimeographed.

Following recommendations for changes in State labor legislation, statistics are given on collection of wage claims and on prison labor. Other statistics deal with the work of the State employment offices and unemployment compensation. The report also contains a directory of local labor unions in Nevada, their officers, and legislative representatives.

Manufacturing industries [of Australia], 1936–37: No. 1, Cement and cement goods. Canberra, Commonwealth Bureau of Census and Statistics, 1938. 6 pp., mimeographed.

One of a series of 33 brochures for the more important manufacturing industries in Australia, giving statistics of production, employment by sexes, and salaries and wages.

Informes que para la memoria anual del Ministerio de Previsión Social, Trabajo, Agricultura, etc. [Ecuador], presentan al Ministro del Ramo los jefes de sección y los directores de las dependencias adscritas, acerca de las labores desarrolladas desde el 23 de octubre de 1937 hasta el 10 de agosto de 1938. Quito, [Ministerio de Previsión Social?], 1938. 98 pp., pasters, illus.

The report of the Director General of Labor of Ecuador, which forms a part of this volume, itemizes labor laws and gives details of factory inspection and brief accounts of other activities of the labor office from October 23, 1937, to August 10, 1938. The chief of the legal bureau outlines the proposed labor code which is now under consideration.

Annuaire statistique, Direction de la Statistique Générale et de la Documentation, Ministère de l'Économie Nationale, République Française, 1937. Paris, 1938. Various paging.

This French statistical yearbook includes statistics of wages, production, consumption, savings, social-insurance systems, education, housing, strikes, industrial disputes, and other economic data. The figures in general relate to the years 1935 and 1936 but in some cases cover the year 1937.

Labor movement in Japan. By Mitsu Kohno. [Tokyo], Foreign Affairs Association of Japan, 1938. 25 pp.

Contains data on working hours, wages, employee-employer relations, and unemployment.

Condiciones de vida y de trabajo de la población indigena del Peru. By Moises Poblete Troncoso. Geneva, International Labor Office (American Branch, 734 Jackson Place NW., Washington, D. C.), 1938. 233 pp. (Studies and Reports, Series B, No. 28; in Spanish.)

Historical account of living and working conditions of the Indians of Peru from the days of the Incas to the present, with an analytical discussion of their working conditions in agriculture, industry, and mining today, and of welfare measures which have been taken by the Government in their behalf.

Extracto estadístico del Peru, 1936–1937. Lime, Ministerio de Hacienda y Comercio, Dirección Nacional de Estadística, 1938. lvi, 442 pp., maps.

Gives for the city of Lima certain wholesale and retail prices and index numbers, cost-of-living index numbers, and statistics of industrial accidents and number of registered unemployed; and for the country as a whole, data on number of workers employed; working hours; daily wages in wheat growing, in the sugar and rice industries, and in the cotton industry; and employment and total wages in the mineral industry. English translations of table heads are supplied.

○