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This Issue in Brief

Collective Bargaining with Employers' Associations.

One of the major efforts of labor unions in the United States has been to eliminate or reduce the factors of wages and hours in competitive costs by standardizing working conditions throughout an industry or area. As far as American trade-unions are concerned, the approach through governmental action has been secondary to standardization by means of collective bargaining. Organized labor has encouraged parallel organization of employers in order to obtain extended coverage under one agreement. It is estimated that there are about 3½ million workers covered by agreements negotiated with national, regional, or city-wide employers' associations. Although there are a few examples of industry-wide and regional collective bargaining in this country, most of the instances of association dealing occur on a city-wide basis. There are probably 5,000 local or city employer associations which deal with various unions. Examples of association dealing in various industries are described in the article on page 302. The prevalence of such bargaining in various industries and trades is also given.

District of Columbia Small-Claims Court.

In a number of States courts have been established for the specific purpose of handling claims involving \$50 or less. These courts operate informally and expeditiously, and generally without the presence of lawyers, and the total cost to the plaintiff usually does not exceed \$1 (the filing fee). Although varied types of claims are dealt with, wage claims form an im-

portant part of the work of these courts. Such a court was established in the District of Columbia in 1938. A description of its work and summaries of cases handled are given in an article on page 269.

Frequency of Pay Days.

That the majority of workers in American industry receive their pay weekly is indicated by a survey made by the Bureau of Labor Statistics, the results of which are given on page 311. Of the total workers covered, over 66 percent were paid once a week, nearly 24 percent every half month, and about 8 percent every 2 weeks; the remainder were paid on some other basis. To some extent the frequency of pay days shown could be attributed to State legislation on this point. Thus, in New England where with few exceptions employers are required to pay by the week, 98.2 percent of the employees covered by the survey received their pay on this basis.

Paid Vacations in Great Britain.

Paid vacations are granted to about 4 million workers in Great Britain under the terms of collective agreements, according to a recent estimate of the British Ministry of Labor. Establishment of holidays with pay by voluntary agreement was recommended by a special committee, and since the committee's report was issued, in the spring of 1938, the total number of persons so benefiting has increased from 3 to 4 million. The major holiday policies are summarized in an article on page 343. In general, the vacation period is 1 week after 12 continuous months of service, and workers who leave their jobs before their vacation is due do not necessarily

lose all the benefit under agreements, but may be granted either vacation time or payment in lieu of vacation.

Canadian Industrial Retirement Plans.

At least 70 percent of the wage and salaried workers in Canada are employed in establishments with no formal retirement provisions for their personnel. On the basis of number of employees covered, self-administered contributory and noncontributory plans are still considerably more important in the Dominion than reinsured contributory schemes, but the obvious trend is toward the latter. Normal retirement before the age of 65 is becoming more and more common, particularly among women. Slightly over 50 percent of the Dominion plans which include both sexes fix an earlier retirement age for women, the most popular combinations as to ages being 65 years for men and 60 for women, 65 for men and 55 for women, and 60 for men and 55 for women. Page 333.

Restriction in Employment of Negroes in New York.

The increasing discrimination against the employment of Negroes in New York, except as manual and unskilled laborers, is a matter of serious concern, the New York State Temporary Commission on the Condition of the Colored Urban Population reports. This investigating body found that financial and mercantile establishments employing hundreds of thousands of white-collar workers throughout the State do not hire Negroes for white-collar jobs. Excluding the garment and fur trades and related industries in the city of New York, the factories for the most part afford no openings for colored people. Insurance companies, banks, and public utilities have definite policies barring or restricting them from employment. Page 360.

Housing of Dependent Aged.

Recipients of old-age assistance are in some cases pooling their small resources and providing living quarters for themselves on a cooperative basis.

This they have done by taking over and operating houses to whose operating expenses all contribute, enabling them to provide jointly comforts none of them could afford singly. There are several apartment houses either devoted entirely to the needs of the aged or in which some of the dwelling units are set aside for them. There is also a colony providing small cottages where recipients of old-age assistance may continue to live independently. Page 295.

Credit Unions in 1938.

That credit to the amount of nearly a quarter of a billion dollars was made available for small borrowers through the services of the 7,265 credit unions in existence at the end of 1938 is indicated by reports to the Bureau of Labor Statistics. Assets totaled about \$142,000,000. More than 1,800,000 persons are estimated to have been members of credit unions at the end of the year. Not only did these organizations furnish to the borrowers (who must also be members) money at moderate rates of interest; they also returned to their shareholders dividends aggregating some 3½ million dollars. Page 370.

Productivity of Farm Labor.

During the past three decades, the average output of farm workers increased about 50 percent. The principal farming regions and the major crops showed wide variations in labor productivity. The greatest increase in average output per hour in the major crops was in wheat, estimates for this crop showing an increase of 117 percent between the 1909-13 and the 1934-36 averages. Outstanding among recent technological changes is the rapid and widespread increase in the use of tractors. Reductions in the amount of labor required per unit of output have been accompanied by serious limitations on market demands for farm products. These developments and their significance for industrial as well as agricultural labor are discussed in a summary of recent official studies. Page 282.

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FOR AUGUST 1939

WORK OF DISTRICT OF COLUMBIA SMALL-CLAIMS COURT

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IN RECENT months a great deal has been written concerning the sweeping reforms brought about by the new rules of procedure governing the Federal courts throughout the country. These rules have contributed much toward the simplification of judicial procedure and toward speeding up calendars of the Federal courts, in cases involving large amounts.

In the light of this experience, it seems both wise and timely to consider what has been done for litigants at the lower end of the economic ladder. Those at the top, litigants with funds and the benefit of counsel, always manage to have their rights protected. Not nearly so simple has been the problem of dealing with the legal rights of those who, either as plaintiffs or defendants, often find themselves handicapped because they have neither money nor a lawyer. They are bewildered because all too often delays, technicalities, court formalities, and the expense of litigation consume the subject matter of their claims before they have an opportunity either to assert them or to present a defense when they are brought into court as defendants.

Students in social and legal fields had long been aware that a large segment of the population, particularly in the wage-earning and lower-income groups, regarded the courts as institutions provided primarily for the rich but inaccessible to the poor man or to the man on a limited budget. A movement was begun to remove from the courts the stigma of the impression that there is one type of justice for the rich, and another type for the poor. The outcome was a system of small-claims courts.

Development of System of Small-Claims Courts

In 1913 the first small-claims courts were established, one in the city of Cleveland and one in the State of Kansas. Two years later the

State of Oregon followed with the establishment of a small-claims branch in the District Court in Portland, and soon thereafter extended the system on a State-wide basis. Within 5 years a similar court was established in Chicago, and in 1920 the Municipal Court of Philadelphia established a conciliation, small-claims, and legal-aid division.

In the following year, 1921, California, South Dakota, and Massachusetts established similar systems. Within a few years such courts were created in Minnesota, Iowa, Idaho, Nevada, Vermont, New Jersey, Connecticut, Rhode Island, Colorado, and Utah. In 1934 in New York the State Commission on the Administration of Justice strongly recommended the establishment of small-claims branches within their municipal courts. Acting on a special message of the Governor, such legislation was enacted.

The fundamental features are similar, if not identical, in the various courts. The jurisdiction has usually been limited to claims not exceeding \$50; registered mail, or sometimes even ordinary mail, has been employed for the service of process; the statement of claim has been standardized and made uniform; technical pleadings have been abolished; a quick return day has been established, with provisions assuring a trial on that day; provision has been made for the installment payment of judgments and special safeguards have been provided for those pertaining to wage claims.

Small-Claims Court for District of Columbia, and its Characteristics

Two well-known students in the field of legal aid, John S. Bradway of Duke University and Reginald Heber Smith of the Massachusetts Bar, in their report on Growth of Legal Aid Work in the United States,¹ traced the development of this movement and described it as "more a national than a local phenomenon." This statement was both correct and prophetic. After a long controversy and strenuous opposition, the Congress of the United States in 1938 enacted a measure for the District of Columbia, which was promptly and enthusiastically approved by President Roosevelt, establishing the Small Claims and Conciliation Branch in the Municipal Court. In reporting favorably on the legislation, the District of Columbia Committee of the Senate stated:

The purpose of the bill is to improve the administration of justice in small civil cases and make the service of the municipal court more easily available to all of the people whether of large or small means; to simplify practice and procedure in the commencement, handling, and trial of such cases; to eliminate delay and reduce costs; to provide for installment payment of judgments; and generally to promote the confidence of the public in the courts through the provision of a friendly forum for disputes, small in amount but important to the parties. It was emphasized before the Committee that such cases frequently become tragic in their implications if not carefully and speedily determined.

¹ U. S. Bureau of Labor Statistics Bulletin No. 607.

The Senate report was adopted by the District of Columbia Committee of the House of Representatives which added—

No alternative can solve the underlying difficulties inherent in the present municipal court system, with reference to small-claims litigation. This legislation affords the only comprehensive means of solving the problem.

The following innovations and reforms were provided by this act:

(1) *Voluntary arbitration and conciliation procedure.*—This service has been made available to the public without regard to the amount involved in the controversy and has proved remarkably successful in preventing lengthy and often bitter litigation, in large as well as small cases.

(2) *Jurisdiction.*—The jurisdiction of the new branch is exclusive in cases involving \$50 or less. This prevents either plaintiff or defendant from “jockeying” a case into another court to accomplish delay or for any other improper purpose. It compels the parties to remain in the Small-Claims Branch and to have their controversy determined there. It prevents plaintiffs who file large numbers of suits from obtaining unfair advantages over defendants. One year before the new branch was opened, in cases of this class, only 212 trials were obtained before the entire Municipal Court. Nine times that many defendants, a total of 1,810, were able to obtain the privilege of a full hearing by the judge of the new branch during its first year of operation. These were obtained without filing pleadings of any kind and, when they wished it, without the necessity of engaging an attorney.

(3) *Preparation of plaintiff's claim by clerk.*—The plaintiff simply walks into the clerk's office and describes his complaint; the papers are then prepared for his signature, and immediately sent out for service by the marshal or by registered mail. Such service had never before been provided in any court in the District of Columbia. The need for the service is amply attested by the fact that in 1 of every 10 cases filed, that is to say in 2,350 cases, the clerk of the branch prepared and filed the original suit papers. The nature and extent of this new public service can be gauged also by the fact that the clerk interviewed more than 6,000 persons in connection with his official duties during the first year of operation.

It would be difficult to imagine a more practical and effective means of helping litigants in the lower income groups. This service is reserved by law for individuals and is not permitted to be rendered by the clerk to partnerships, corporations, or associations.

(4) *Substantial reduction of costs.*—The new, lowered, fee of \$1 covers the cost of filing the case, receiving a trial, and having a judgment entered. Plaintiffs without funds need no longer show that they are actually destitute or “paupers” in order to obtain the serv-

ices of the court without charge. The old familiar "Affidavits in Forma Pauperis" have been specifically prohibited by the law, removing that stigma from a plaintiff who may not be able to pay the usual filing fee.

By employing registered mail, the cost of service becomes only 20 cents, instead of the 50 cents formerly payable to the United States Marshal for his service.

(5) *Short notice period.*—As compared with the old 20-day period of notice, cases are now made returnable in as little as 5 days, and no case is set for longer than 15 days. The average is about 10 days from the date of filing, but in wage claims the minimum return period of 5 days is almost always used.

(6) *Service by registered mail.*—The adoption of service by registered mail has been very successful. This method of service has been employed in almost 19,000 cases, and has in 4,135 cases proved to be 76 percent effective, as against the 52 percent reported under the former service by the marshal. In addition, Congress has authorized service by individuals especially appointed by the court.

(7) *Statement of claim.*—The statement of claim has been made uniform, as the law itself prescribed the language of the statement; there is no leeway for "fancy pleading." The old familiar summons reading, "The President of the United States to the Defendant, Greeting:" has been abolished. The statement contains a brief reference to the nature of the plaintiff's claim, the date it arose, and the amount claimed. The defendant is told that he may come to court with or without an attorney and present his defense. He is also told that if he admits the claim but wishes the privilege of paying it off in installments, he may come to court and state the circumstances to the judge.

In other words, a defendant, presented with a claim of this kind, does not require the services of a lawyer to interpret the matter for him. He can easily understand it himself.

(8) *Elimination of delays.*—Provision of trial in contested cases on the first return day has been accomplished by the simple expedient of refusing continuances except when both parties desire it for the purpose of settlement or when actual illness prevents attendance in court.

The law requires that the judge "make an earnest effort to settle the controversy by conciliation." This was a very wise provision. It has created an atmosphere of friendliness resulting in many successful settlements. In 1 year 261 cases have been conciliated and settled by the judge without a trial, and more than 1,400 cases have been settled and dismissed by the parties themselves before reaching the courtroom. The courtroom is no longer an arena for the display of the talents of counsel. Rather it is a forum in which the judge seeks

to get at the truth and the right of the matter, stripping the case of all formalities and arriving at a just decision on the merits. The law itself has brought this about by providing—

The judge shall conduct the trial in such manner as to do substantial justice between the parties according to the rules of substantive law, and shall not be bound by the statutory provisions or rules of practice, procedure, pleading, or evidence, except such provisions relating to privileged communications.

(9) *Judgments payable in installments.*—Thousands of people would feel ruined if compelled to pay their obligations in one lump sum. With that in mind, Congress provided that defendants against whom a judgment is entered, whether uncontested or after a trial, shall have an opportunity to pay off the claim at regular intervals (except in case of wage claims) and in amounts based on their ability to pay. Perhaps nowhere in the law are the social considerations so carefully applied as in this feature. Its success is indicated by the fact that 2,189 defendants in 1 year sought and obtained this privilege, and all but 18 percent of them were able to comply with the court order.

(10) *Oral examination of defendants in wage claims.*—In its desire to protect the wage earner, Congress provided that one suing for wages should have various safeguards. A wage earner filing a claim for unpaid salary can have a case set down for hearing in 5 days, obtain the benefit of reduced costs, and can easily have a case filed without prepayment of costs. The notice goes out by registered mail and is delivered promptly. The employer must be prepared to meet the claim on the return day. If the judgment goes against him, he must pay it at once; in this class of cases installment payments are prohibited by law. If the claim is not paid promptly, the employer may be brought into court at regular intervals for oral examination under oath as to his financial status, his bank account, automobile, stocks, bonds, and other assets, and interrogated fully as to why he has not paid the judgment. On the average, in only 10 cases per month has it been necessary, upon employers' defaults, to bring them in for such oral examination.

(11) *Night sessions.*—Night sessions are provided for litigants who cannot attend court in the daytime. The law makes mandatory at least one night session a week. Hundreds of cases have been heard at these night sessions for the convenience of litigants whose absence from their jobs for even part of a day was expensive and might have caused the loss of employment.

(12) *Right to jury trials.*—The right to jury trials has been preserved but has proved of little interest to the litigants, as their greatest desire seems to be for a quick determination of their cases. In fact, only 3 jury trials resulted in an entire year.

(13) *Right to appeal.*—The right to appeal has been preserved also. This feature, likewise, has been of no particular significance, for there

were only 11 applications for writ of error during the first year. The appellate court granted but one and that one was soon thereafter dismissed.

Typical Claims Cases Handled

The following cases, selected at random from those handled by the court, indicate in a very real, personal way the advantage afforded to the public under the new system.

A HOUSE SERVANT COLLECTS \$4.50

The first person to seek and obtain the services of the new branch on the morning of its opening was a young colored woman who claimed that her mistress had withheld wages in the sum of \$4.50. She was therefore the first person to be interviewed by the clerk, to have her suit papers prepared by the clerk, to have her case filed without prepayment of costs, to receive the benefits of registered mail service, and to benefit by a 5-day return day. Her case was filed on Tuesday and a hearing was obtained on Saturday. Judgment was entered in her favor. When the defendant showed signs of forgetfulness in the payment of the judgment, she was summoned to court for oral examination. The result was that the complainant received her money in full and the case was entered "satisfied" on the dockets a few days thereafter.

This same plaintiff could not have known how to prepare her case properly under the old system; would undoubtedly have needed the services of a lawyer, would have had to wait more than 3 weeks for the return day of her case, would probably have been subjected to dilatory motions, would not have had the privilege of supplementary examination of the defendant, and might easily have become convinced that as far as her small claim was concerned the municipal court was of no value.

THE STORY OF FOUR WAITRESSES

Four young waitresses, employed at a local restaurant, had claims for unpaid wages. Three of them, having claims for more than \$50, could not file suit in the Small-Claims Branch. They employed an attorney who filed formal suit for their claims in the older branch of the Municipal Court. They were thus obliged to wait more than 3 weeks for a return day. The fourth young lady, dispensing with the necessity of counsel, promptly obtained the services of the clerk, who prepared and filed her claim (which was for less than \$50), had it served by registered mail, ordered a short return day, and judgment was entered against the restaurant keeper. An attachment was promptly issued and the contents of the defendant's cash register were seized. The employer then attempted to claim that the money was

not his but belonged to a corporation which he said was the true owner of the restaurant. The judge rejected this contention and subjected the entire fund to the payment of the plaintiff's claim, with all costs, even including the cost of the attachment bond, which under the new law had been made a chargeable or taxable cost in the case.

The three young plaintiffs whose claims were too large to file in the Small-Claims Branch never succeeded in recovering a cent.

REFUSAL OF A LANDLORD TO SURRENDER TENANT'S CLOTHING

Typical of a large number of cases was the instance of a young married couple who had moved into a small furnished apartment and paid rent for 2 months. The husband having lost his employment, they were unable to pay the third month's rent, which was due in advance. Accordingly, they decided to "double up" with relatives and attempted to move out, only to find the landlord had placed a padlock on their rooms and refused to surrender any of their effects. Instead of resorting to a costly replevin suit involving the posting of a bond, the couple consulted the clerk who utilized the conciliation feature of the court and invited the landlord to come before the judge with a view to conciliating the dispute. The landlord was at first adamant but under the persuasion of the judge (who pointed out that clothing, bedding, and personal apparel were exempted from his lien), the landlord relented. Following a short common-sense discussion of the matter, he voluntarily surrendered all articles of clothing, bedding, and personal attire, and surrendered also the claimant's carpenter tools. The tenant, on the other hand, agreed to leave with the landlord, as security, a floor-model radio. This was obviously a fair and equitable determination of a troublesome controversy. It was all settled in 5 days, without the necessity of obtaining a lawyer and at a cost of only \$1, the usual charge in such cases.

EMPLOYER FORCED TO PAY A COMPENSATION CLAIM

An employer who had failed to provide workmen's compensation insurance for his employees had been taken before the Workmen's Compensation Commission and ordered to pay \$20.50 to an injured workman. He ignored notices from the compensation commission, and the worker, being penniless and actually hungry, presented these facts to the clerk. The claim was filed for him without cost, and judgment was entered in a few days. The employer still ignored the claim but was compelled to pay it when his bank account was attached. This is not a typical case, because most employers are quick to honor judgments of the court. It illustrates, however, that those with just claims usually can collect through the new system.

A CARPENTER COLLECTS HIS WAGES

A carpenter had been engaged to repaint a garage door and construct a fence. The home owner refused to pay his claim for \$35. The case was brought to trial promptly, both parties appearing without an attorney. The carpenter contended that the work was given him on a contract basis of \$35. The owner denied this and claimed that the man was to get \$5 a day and had completed the work in 2 days; he further contended that the fence was less than 8 feet long and that the job was not worth more than \$10. The carpenter insisted that the fence was more than 30 feet long. Confronted with so sharp a conflict in the evidence, the judge announced that he would visit the premises and inspect the work. This being done, the judge found that the carpenter's claim was justified, that the fence was approximately 35 feet long, and that the claim should be paid.

CONTROVERSY OVER A FUR COAT

A furrier filed a claim against a young stenographer, asserting that a balance of \$25 was due on a charge of \$50 for repairing a fur coat. The young woman consulted the clerk, insisting that her coat had been ruined and that the \$25 she had already paid ought to be refunded. Her claim seemed justified, so the clerk filed a simple counterclaim in her behalf. At the trial the coat was produced and an examination by the judge convinced him that her claim was just, that the coat had been very poorly repaired, and that her money ought to be refunded. In this case the defendant, appearing without a lawyer, succeeded not only in defeating the plaintiff's claim, but in recovering an affirmative judgment for \$25.

DISPUTE OVER CLEANING OF LACE CURTAINS

A householder who had sent some lace curtains to a dry-cleaning establishment claimed that several pairs were returned in damaged condition, some with holes and others with the colors faded. The dry cleaner came in to defend the case without an attorney. In compliance with the statute, the judge tried conciliation. The effort was almost immediately successful. The parties promptly agreed upon a compromise figure, the householder retaining the curtains and receiving a moderate sum by way of compensation for the alleged damage. Thus another case was added to the hundreds of cases in which the parties listened to the suggestions of the trial court and caught the spirit of conciliation. The entire procedure lasted less than 5 minutes, and the parties were soon on their way back to their respective places of employment.

A CLAIM FOR AUTOMOBILE DAMAGES FAILS

A middle-aged woman, driving her car into one of Washington's busiest highways from the driveway of one of the embassies, came into collision with an automobile proceeding on the highway and operated by a young Government clerk. The former sued to recover the amount of her repair bill. There was no testimony that the car on the highway was traveling at an excessive rate of speed. In fact, the plaintiff admitted that she had not seen it until a moment before the impact. It further developed that a passenger in her car had seen the other car approaching and had cried out a warning, but it was too late to avoid the collision. The judge found against the claimant, explaining to her that under the law it was negligence for her not to have seen an automobile on the highway which was within the immediate line of her vision and which she, in the exercise of ordinary care, should have seen. Upon this explanation and the judge's decision, the claimant smiled, said "Thank you" without a trace of sarcasm, and left the courtroom apparently satisfied that her rights had been protected and that justice had been done, even though she had lost her case.

A LOAN SHARK COMES TO GRIEF

It is well known that the Small-Claims Court has done its part in the suppression of loan sharks. It has often been charged that such individuals, many of them in the employ of the Federal Government, ply their usurious trade among their fellow employees, lending amounts ranging from \$2 to \$200 at tremendous rates of interest, often as high as 200 percent per annum. One individual made bold to file a group of suits, all under \$50, representing balances he claimed to be due for loans made to employees of one of the Government offices. Six defendants came in together, all without counsel, and all contending that they had long since repaid not only the principal amount of the loans but also interest at the rate of over 20 percent per month. It took the trial judge but a few moments to see the truth of the situation and he pointed out that the defendants were properly entitled to the return of the usurious interest which had been exacted. They were, however, content to defeat the plaintiff's claim and all 6 suits were dismissed with a peremptory warning to the plaintiff that such claims would not be tolerated in the Small-Claims Court.

A JEWELRY FIRM LEARNS A LESSON

One of the installment-credit jewelry firms sued a young waitress for a balance of \$45 on a \$60 wrist watch which it had sold to her a year before. She came into court and, in an informal hearing, contended that the watch had never operated satisfactorily and that she had taken it back for repairs and adjustments 14 different times.

Under questioning by the judge, a clerk and also a former manager of the store admitted that the watch probably needed repairs. The judge ruled that in such a situation she should not be required to keep the watch but that the loss should fall on the jewelry store. The judge not only found in her favor, but ordered the return to her of the amount she had already paid on the watch.

AMICABLE SETTLEMENT IN A WATCH DISPUTE

In a suit by a jewelry firm against a housewife, her defense was that the watch involved was of inferior quality. The evidence developed that the watch showed signs of extreme rust and that the jewelry firm had returned it to the factory in an effort to have the rust removed. Under friendly questioning by the judge, it developed that she had plunged her hand into a tub of soapsuds, forgetting to remove the watch, and that this was probably the cause of the rust. The representative of the jewelry firm sensed that the decision would be in favor of the plaintiff and on his own initiative asked the judge not to make a formal ruling but assured him that if the lady would come to the store, they could probably make an adjustment and find a watch that would suit her. This was done, the suit was dismissed, and good will prevailed on the part of all concerned.

A DISPUTE BETWEEN FORMER PARTNERS

Two men had been in business together in the operation of a filling station. The partnership was dissolved and the continuing partner claimed to have discovered a shortage from the cash register attributable to the retiring partner. He said he did not wish to go to court about the matter, but changed his mind when he learned that the retiring partner had been spreading malicious rumors concerning him and his business. Thus prodded, he decided to seek vindication. He filed a claim for \$50 against the retiring partner. He deposited the \$1 filing fee and the 20-cent fee for registered-mail service. The very next day he appeared before the clerk and dismissed the suit, stating that the full amount was paid over to him by the retiring partner and that he was sure there would be no recurrence of the whispering campaign. On leaving the clerk's office he remarked, "That's the best dollar I have ever spent in my life."

A BATHING SUIT THAT FADED

A large department store sued a young woman for the balance due on an account. Appearing without counsel, she easily succeeded in showing that she had paid her account in full, with the exception of a small amount representing the purchase price of a bathing suit. This amount she had declined to pay because the colors had faded and the

suit had shrunk. She brought the evidence into the court room with her and had little difficulty convincing the trial judge that her defense was justified. A finding in her favor resulted, with the loss of less than a half day from her work and with no further expense on her part.

PREVENTION OF A LEGAL BATTLE BETWEEN FATHER AND SON

An 80-year-old man, under the care of the Public Assistance Division of the Board of Public Welfare, found himself embarrassed by the fact that the law required the surrender to that Division of certain life-insurance policies totaling about \$800. The matter was further complicated by the fact that his son was the beneficiary and had paid the premiums on certain of the policies. Ordinarily a long-drawn-out equity proceeding would have resulted, with the usual attendant expense. The controversy was submitted to the Small Claims and Conciliation Branch. Invoking the conciliation power created by the law, all the parties were brought before the judge and in a hearing lasting less than 15 minutes a friendly compromise was reached. A substantial portion of the policies was surrendered unconditionally to the son and the remaining policies were so arranged as to protect the father and provide continued public assistance for the remainder of his life.

One can readily understand that this was not an easy matter to adjust, because of the rancor which had arisen between father and son and the troublesome family aspects which surrounded the situation. The official entry on the docket showed "Conciliation effected." Back of that entry, however, there is a story of great human interest and exceedingly fine social service rendered under the flexible jurisdiction of this new court. It may finally be added that in this proceeding the \$1 filing fee was waived and the services extended, not as a matter of charity, but as a public and social right.

A WIDOW COLLECTS A SMALL RENT CLAIM

An elderly woman, widowed for many years, had no means of support except the income from a rooming house which she conducted. She came home from a shopping trip one afternoon to find that the tenant of one of the small furnished apartments in her house—a taxicab driver—had moved out, owing her 2 months' rent. The clerk of the court filed a claim in her behalf and the tenant appeared, claiming that his rent had been paid but that he could not find the receipt. The landlady's books, although very simple, were obviously well kept. The judge gave the defendant 48 hours in which to produce the receipt. At the end of that time he appeared and rather sheepishly admitted that he could not find the receipt; stated that he "supposed he would have to pay the claim" but could not pay it

all at once. The judge took into consideration his average earnings as a taxicab driver, as well as the needs of the plaintiff, and ordered the judgment paid in installments of \$3 weekly. At the time of this writing there had been no default on his part, and the claim will undoubtedly be settled in full.

Discouragement of Wage Assignments

A frequent source of irritation to householders and small merchants has been the effort of a few credit houses to obtain and enforce wage assignments. The practice usually has been to exact, from a customer about to purchase merchandise on credit, not only a conditional sale agreement but also an assignment of his wages in advance. No credit house has ever attempted to file a suit on such an assignment in the Small-Claims Court. This is probably because of a ruling by one of the Municipal Court judges (in a case involving a larger amount) in which the judge condemned the practice as "salary-buying" and bluntly stated that employers presented with such assignments would be justified in "tossing them into the nearest wastebasket."

However, there have been many inquiries concerning the validity of such assignments and, bolstered by the above-mentioned ruling, the clerk has been able to state that such assignments would probably be given no legal effect and may safely be ignored by employers. This is in line with the expressed purpose of the act, to "give assistance to needy litigants and improve the administration of justice in small cases."

Arbitration of Labor Dispute

As already noted, the act establishing the District Small-Claims Court also empowered the judge to act, when invited, as a conciliator or arbitrator in labor disputes. Under this authority he has already acted in one such case.

There is a single gas company in the city of Washington, employing some 1,200 men. A union of the employees had been formed and they were demanding a closed shop. The union and the company decided to avail themselves of the arbitration feature of the new system and submitted the case to the judge of the branch for arbitration. A prompt hearing was had, the case for each side presented, and in less than 2 weeks what was potentially a bitter dispute was adjusted in a fair way, a strike was prevented, and service to the gas-consuming public of Washington continued uninterrupted.

Conclusion

The success of this newest court in the District of Columbia has been amply attested by the results obtained. Thousands of poor

persons have received assistance from the clerk and from the judge, who before the new system could give them little or no help.

It is not surprising that this court, like similar courts elsewhere, has been accepted as a highly effective instrument of public service. It is not surprising that lawyers recognizing a social duty, have given it full support and cooperation, as have the leaders in the various fields of social work, and also those in the labor groups.

The movement has now become charged with a national interest. It has been marked by widespread support and by an apparent determination to bring municipal courts and other courts of limited jurisdiction closer to the people; and to make the administration of justice in small cases, modern, speedy, understandable, inexpensive, and humane.

We will undoubtedly soon be in sight of the day when it can no longer be said, anywhere in this country, that justice is too expensive for the poor.

PRODUCTIVITY OF FARM LABOR, 1909 TO 1938¹

Changes in Average Output

THE widespread use of tractors, automobiles, and electric power on farms has increased the amount produced by the average farm worker and at the same time has reduced the demands for draft animals and for feeds. Three decades ago farmers annually sold to the cities power, in the form of work animals, worth several hundred million dollars. More recently, farmers have bought annually about \$1,500,000,000 worth of power and power machinery. Both of these changes tended to reduce the total amount of labor needed on farms. Various other changes, both in methods of farming and in market conditions, had a similar effect. Market demands for farm products were restricted by the unemployment and low income of large groups in the cities; by the general slowing up of the rate of growth of population; and by the adoption in other countries of restrictions on the imports of goods produced abroad—restrictions resembling in effect our own tariff policies. In addition to tractors, trucks, and electric power on farms, numerous other technological changes, both mechanical and nonmechanical, reduced the amount of labor required for the production of a given quantity of farm commodities or, inversely, increased the average output of farm labor.²

Available information on changes in the total volume of agricultural production³ and of employment on farms⁴ indicates clearly a significant rise during recent decades in the productivity of farm labor.⁵ (See table 1.)

¹ The third of a series of three articles on farm labor. The first, *Farm Employment, 1909 to 1938*, appeared in the June Monthly Labor Review, and the second, *Wages and Income of Farm Workers, 1909 to 1938*, in the July Review. The first and the third were suggested by the work of the National Research Project, Works Progress Administration. The cooperation of that agency and of the Department of Agriculture is acknowledged, and especially the aid of the Bureau of Agricultural Economics, the Farm Security Administration, and the Bureau of Agricultural Engineering.

² See Report of the Secretary of Agriculture, 1938, pp. 1-8—a passage that describes agricultural maladjustments in terms of the failure of market demands to keep pace with facilities for agricultural production.

³ Recent estimates of total agricultural production extending back to 1909 were made by Raymond G. Bressler, Jr., and John A. Hopkins in U. S. Works Progress Administration, *National Research Project, Report No. A-6; Trends in Size and Production of the Aggregate Farm Enterprise, 1909-36*, Washington, 1938. For the earlier years of this period, available information is relatively inadequate and is limited to a relatively small number of products. The Bureau of Agricultural Economics publishes index numbers of production going back to 1919. The index here used (table 1) for the period 1909 to 1938 links the two indexes by use of the 1919 ratio.

⁴ Estimates of employment on farms for the period 1909 to 1936 have been made by Eldon E. Shaw and John A. Hopkins in WPA National Research Project, Report No. A-8; *Trends in Employment in Agriculture, 1909-36*, Washington, 1938. These estimates are carried forward by the U. S. Bureau of Agricultural Economics. For summary, see the first article in this series, *Farm Employment, 1909 to 1938*, in *Monthly Labor Review*, June 1939.

⁵ The term "productivity of labor" here means (following general usage) merely the average output per unit of labor and has no bearing on the "efficiency" of labor apart from the instruments of production.

TABLE 1.—Estimated Changes in Agricultural Production, Employment, and Output per Farm Worker, 1909 to 1938

[Average, 1924-29=100.0]

Year	Production ¹	Number of farm workers ²	Output per worker	Year	Production ¹	Number of farm workers ²	Output per worker
1909.....	78	107.5	73	1925.....	97	100.7	96
1910.....	82	106.9	77	1926.....	102	101.5	100
1911.....	85	106.0	80	1927.....	99	99.0	100
1912.....	90	105.9	85	1928.....	104	99.4	105
1913.....	84	105.9	79	1929.....	101	99.4	102
1914.....	92	105.6	87	1930.....	101	98.3	103
1915.....	89	105.4	84	1931.....	107	98.2	109
1916.....	85	105.8	80	1932.....	100	97.4	103
1917.....	89	103.8	86	1933.....	97	97.0	100
1918.....	89	99.0	90	1934.....	94	95.5	98
1919.....	87	97.7	89	1935.....	92	98.3	94
1920.....	91	100.0	91	1936.....	95	96.8	98
1921.....	83	100.4	83	1937.....	109	95.3	114
1922.....	92	100.7	91	1938.....	104	94.6	110
1923.....	95	100.2	95				
1924.....	97	100.0	97				

¹ The Bureau of Agricultural Economics' index of production, beginning in 1919, linked to the index extending back to 1909 computed by Raymond G. Bressler, Jr., and John A. Hopkins in WPA National Research Project, Report No. A-6.

² Estimates 1909-36 by Eldon E. Shaw and John A. Hopkins in WPA National Research Project, Report No. A-8; later figures by the U. S. Bureau of Agricultural Economics. The figures include both hired workers and family workers.

Average output per farm worker, including both hired workers and family workers, fluctuated in a manner which at first sight seems to have been somewhat erratic. Thus, there was an increase of 9 percent from 1927 to 1931; a reversion 2 years later to the 1927 figure; a further decline of 6 percent by 1935; and a sharp rise of about 21 percent between 1935 and 1937. These fluctuations are explained by the exceptional conditions of the past decade. The total amount of farm commodities produced annually from 1929 to 1935 was sharply reduced by weather conditions, restricted demand, and agricultural adjustment policies. During the same period, the limited opportunity for nonagricultural employment tended to stop the flow of workers from country to city, and, for a time, actually reversed the flow. Most of these additional farm workers, as well as an increasing number already on farms, engaged to a large extent in the cruder forms of subsistence farming. These circumstances materially retarded the rise in the average output per worker.

The index of average output (table 1) is significant mainly as indicating the general trend for the period as a whole. There was an increase of about 50 percent in the output per worker during the 3 decades. This increase is particularly significant because it was brought about in spite of such retarding factors as the revival of subsistence farming, widespread drought, soil erosion, and economic difficulties in the way of the maintenance of soil fertility and of the efficiency of farm equipment.

More adequate than the general estimates for farming as a whole⁶ are the figures for particular types of farming. These are available for the past three decades for corn, wheat, cotton, oats, potatoes, and sugar beets.⁷ Studies of these branches of agriculture have produced results that tend to confirm the estimates of average output for agriculture as a whole, although there has been a wide range in the rate of increase of labor productivity. The earliest and latest periods compared are as follows: For corn, 1909-13 and 1932-36; for wheat, for oats, and for potatoes, 1909-13 and 1934-36; for cotton, 1907-11 and 1933-36; and for sugar beets, 1913-17 and 1933-36.⁸ The average man-hour output in the later period as compared to the earlier period shows for corn an increase of 21 percent; for potatoes, 23 percent;⁹ for cotton, 24 percent; for sugar beets, 29 percent; for oats, 56 percent; and for wheat, 117 percent.¹⁰

Reduction of Labor in Six Farm Crops

The farmer who hires labor is interested in the amount of labor he must employ in running his farm or in producing a given quantity of wheat, cotton, or other commodity. This form of stating the relationship between the amount of output and the amount of labor required simplifies also the study of farming as a field of opportunity for employment.¹¹ In 1909-13, the estimated average amount of labor (including both family and hired labor) required to produce a bushel of corn was 1.09 man-hours, and the average in 1932-36 was 0.90 man-hour, a reduction of about 17 percent. In the other 5 crops previously mentioned, the reductions in labor required per unit of output were as follows: Potatoes, 1909-13 to 1934-36, 19 percent; cotton, 1907-11 to 1933-36, 20 percent; sugar beets, 1913-17 to 1933-36, 22 percent; oats, 1909-13 to 1934-36, 36 percent; and wheat, 1909-13 to 1934-36, 54 percent. (See chart 1.)

⁶ One of the major difficulties in the way of estimating changes in the general level of labor productivity is the dependence of such estimates on rough approximations of total output. In making these approximations it is necessary to combine in the form of index numbers the various types of farm commodities as different in nature as bushels of wheat, bales of cotton, and the number of the various types of livestock. It is necessary also to make allowances for commodities not marketed but consumed on farms.

⁷ Detailed studies of production, employment, and average output have been made by the WPA National Research Project, under direction of David Weintraub and in cooperation with various Federal and State agencies. The series on agriculture, entitled *Studies of Changing Techniques and Employment in Agriculture*, under direction of John A. Hopkins, includes reports on each of the crops mentioned above (Reports No. A-1, A-4, A-5, A-7, and A-10). These reports describe the serious difficulties encountered in making estimates over a period of years even in the limited fields covered by the reports. They also describe the sources and methods used and the limitations of the estimates.

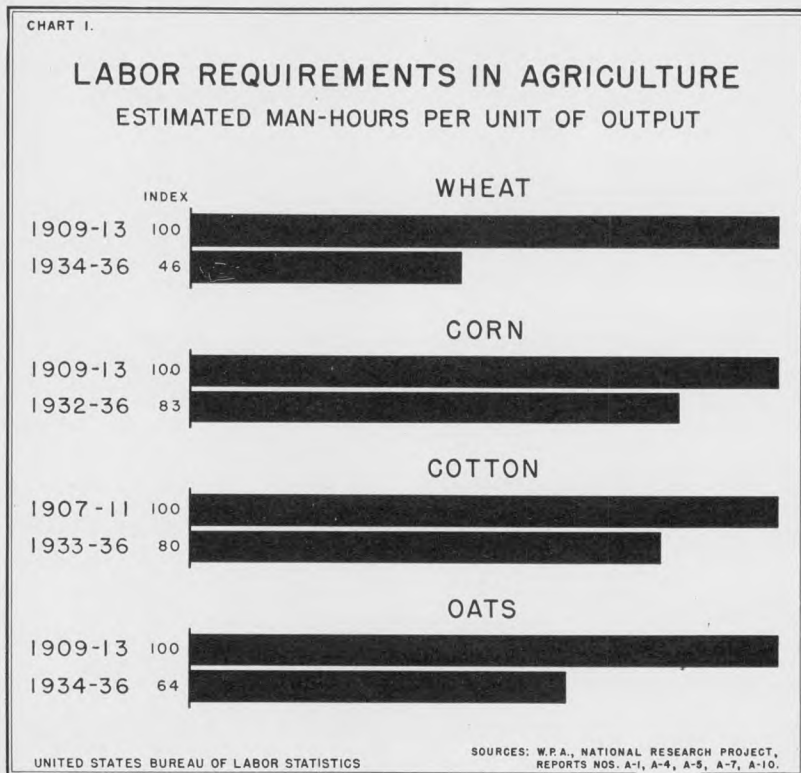
⁸ The average of the earlier series of years is compared to the average of the later series for the purpose of avoiding the accidental effects of abnormalities such as exceptional weather conditions in any one year. The net result, however, is to underestimate the change in productivity from the beginning to the end of the period studied, as, for instance, from 1909 to 1936 in the case of wheat.

⁹ Estimates of average output in the production of potatoes are limited to selected areas in particular States.

¹⁰ These figures must be viewed as approximations, not as definitive measurements, but the information from which they are derived is adequate for their use as indications of the trends.

¹¹ The amount of labor required to produce a given unit, as 100 bushels of wheat, is of course merely the inverse or reciprocal way of stating the average output per unit of labor.

Estimates made for the principal agricultural areas indicate a wide range of labor requirements per unit in different sections of the country. Thus, in the area that required the smallest amount of labor per bushel of corn in the period 1932-36 (an area consisting of Kansas and Nebraska), the amount of labor per bushel was 0.44 man-hour. In contrast, in the area requiring the largest amount of labor per bushel (i. e., South Carolina, Alabama, and Georgia), 3.15 man-hours were required per bushel. In Kansas and Nebraska,



during the period 1909-13 to 1932-36, the amount of labor required per bushel fell from 0.67 to 0.44 man-hour, or 34 percent. In contrast, in the area including South Carolina, Alabama, and Georgia, there was almost no change. In the production of the other crops mentioned (wheat, oats, cotton, potatoes, and sugar beets), the range of labor required per unit in the different areas at a particular time was not so extreme, but in some of these crops the regional differences in the rate of change over the three decades were even more marked. Thus, in the production of oats, the amount of labor required per bushel in California fell from 0.40 to 0.11 man-hour, or 72 percent. In contrast, in Arkansas, Louisiana, and Mississippi, the decline was only from 1.01 to 0.84 man-hours per bushel, or

17 percent. In some instances the amount of labor per unit increased. Thus, in the production of potatoes, the estimated amount of labor per bushel in Minnesota, Wisconsin, and Michigan rose from 0.74 to 0.78 man-hour. (See table 2.) These differences are especially significant as indications of the possibilities of reducing the amount of farm labor by the more general use of the best methods found in the areas of smallest labor requirements.

TABLE 2.—Labor Required Per Unit of Output in Producing Specified Farm Commodities, 1909 to 1938 ¹

[Index numbers: Average, 1927-31=100 ²]

Commodity and period	Unit of production	Man-hours per unit produced in—						
		United States		Area of smallest labor requirements in latest period		Area of greatest labor requirements in latest period		
		Number	Index	Number	Index	Number	Index	
<i>Corn</i>	Bushel	1909-13	1.09	117	Kansas and Nebraska		South Carolina, Alabama, and Georgia	
		1917-21	1.02	110	0.67	149	3.10	97
		1927-31	.93	100	.54	120	2.85	89
		1932-36 ³	.90	97	.45	100	3.20	100
						.44	98	3.15	98
<i>Wheat</i>	do	1909-13	.89	193	California		1.87	110
		1917-21	.77	167	0.75	417	2.06	121
		1927-31	.46	100	.53	294	1.70	100
		1934-36 ³	.41	89	.18	100	1.70	100
						.18	100	
<i>Oats</i>	do	1909-13	.42	145	.40	364	1.01	116
		1917-21	.35	121	.24	218	.92	106
		1927-31	.29	100	.11	100	.87	100
		1934-36 ³	.27	93	.11	100	.84	97
<i>Cotton</i>	Bale	1907-11	271	114	New Mexico, Arizona, and California		South Carolina, Alabama, and Georgia	
		1917-21	275	116	163	108	299	106
		1927-31	238	100	216	143	314	111
		1927-31	238	100	151	100	282	100
		1933-36	218	92	126	83	253	90
<i>Potatoes</i> ⁴	Bushel	1909-13	.79	120	New Jersey and Virginia		Minnesota, Wisconsin, and Michigan	
		1917-21	.80	121	0.70	143	0.74	100
		1927-31	.66	100	.69	141	.78	105
		1927-31	.66	100	.49	100	.74	100
		1934-36	.64	97	.48	98	.78	105
<i>Sugar beets</i>	Ton	1913-17	11.2	127	California		Michigan	
		1920-24	11.4	130	9.3	141	16.6	125
		1928-32	8.8	100	9.7	147	14.1	106
		1928-32	8.8	100	6.6	100	13.3	100
		1933-36	8.7	99	5.6	85	12.6	95

¹ Data are from WPA National Research Project, Reports No. A-1 (sugar beets), A-4 (potatoes), A-5 (corn), A-7 (cotton), and A-10 (wheat and oats).

² Except for sugar beets, the base period for which is 1928-32.

³ Adjusted to allow for effects of drought and agricultural adjustment program. See WPA National Research Project, Report No. A-5, p. 120, and Report No. A-10, pp. 95, 98.

⁴ Limited to selected areas in 8 States.

Summary of Technological Changes

The mechanization of farming has been perhaps the most obvious cause of reductions in the amount of labor required for a given quantity of farm produce. Some of the principal improvements have required no change in the age-old forms of power. Thus, the improved horse-drawn planters, cultivators, and combines merely supplemented human power by an increased use of animal power. More recently, the most notable changes have been connected with new forms of power. Rural electrification and the internal-combustion engine have revolutionized and are continuing to revolutionize agricultural methods.¹²

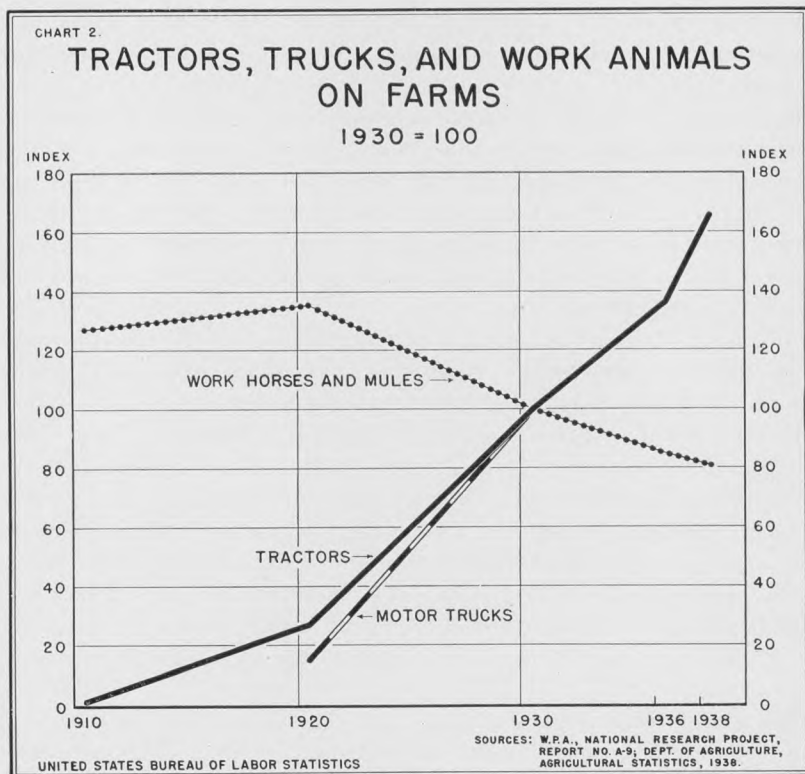
Important changes affecting agriculture, directly and indirectly, may be summarized under the general term "engineering." These changes include drainage projects, irrigation, better farm buildings, and improved facilities for storage, refrigeration, canning, and transportation. These various developments have increased not only the efficiency of farm operations but also the availability of farm products to consumers. Other outstanding technological changes have been in the field of plant breeding and improvement. In all the major crops, varieties have been developed that are more productive or more resistant to pests, drought, or other adverse conditions. The soy bean is an example of progress by the introduction of new plants and varieties from other countries. Changes in animal technology have included the improvement of breeds, the control of diseases, and the development of scientific feeding and marketing. In many sections there has been a progressive adaptation of crops to different kinds of soils and to the needs of soil conservation. The conservation of soil has been promoted by the development of chemical fertilizers and by the public study and encouragement of the scientific use of land and control of erosion.

One major technological change, namely, the increase in the use of tractors, can be traced briefly in statistical terms. The estimated number of tractors on farms in 1910 was only 10,000, and the estimated number of horses and mules was 24,211,000. In 1920, the number of tractors was less than a quarter of a million, and the number of horses and mules was 25,742,000—approximately a million and a half more than in 1910. In 1930, there were about 920,000 tractors, almost 4 times as many as in 1920, whereas the number of horses and mules had fallen 26 percent. There was a continuous decline after 1918 in the number of horses and mules, the number in 1938 being 19 percent

¹² For a convenient summary of technological changes in agriculture, see U. S. National Resources Committee, *Technological Trends and National Policy*, Washington, 1937: Section on agriculture, pp. 97-144. Detailed accounts of technological changes in the more important branches of agriculture are contained in the several volumes of the WPA National Research Project, *Studies of Changing Techniques and Employment in Agriculture*, previously mentioned.

less than in 1930. In contrast, the number of tractors continued to increase, the number in 1936 being 36 percent larger than in 1930. Particularly significant is the rapid increase after 1936, the rise in the next 2 years alone being 22 percent. Figures of motor trucks used on farms, available for the years 1920 and 1930, show a rise during the 10 years from 139,000 to more than 900,000. (See chart 2.)

Recent types of tractors have been increasingly adaptable to a variety of uses, and this has not only extended the area of mechaniza-



tion but has also reduced overhead from nonuse. Cost records of Corn Belt farms in central Illinois indicate that for two-plow tractors the number of hours of use per tractor almost doubled in 15 years and that the cost per hour was cut almost in half. In contrast, the cost per hour of work of work horses was the same in 1923 and 1937.¹³ Particularly important was the development of the "all-purpose" tractor with adjustments that made possible its use in the production of row crops even on small farms. Labor requirements have been greatly reduced by the increase in the speed of tractors. The earlier

¹³ University of Illinois. Department of Agricultural Economics. *Illinois Farm Economics*, April and May 1939, pp. 241-243.

field tractors were designed to operate at a speed similar to that of horses, but the speed of later tractors has been approximately doubled.

Recent increases in tractors on farms have had additional significance because the largest increases have occurred in areas of comparatively slight mechanization. Between 1930 and 1938 there was a general increase of 66 percent on farms in the country as a whole. The three major areas in which the increases were largest were the Delta cotton area (137 percent), the western cotton area (122 percent), and the eastern cotton area (90 percent). The only other area with an increase above the average for the country as a whole was the corn area (85 percent). These same areas continued in the lead from 1936 to 1938, with an increase of 30 percent in the eastern cotton area, 36 percent in the Delta cotton area, 29 percent in the western cotton area, and 27 percent in the corn area, in contrast to 22 percent in the country as a whole.¹⁴

Forces Offsetting the Effects of Improved Technology

Reductions in labor requirements in agriculture were brought about, it should be repeated, in spite of many retarding forces. Deterioration of soils has resulted from erosion by water and wind and from failure to apply scientific principles of land use. These circumstances have aggravated the effects of adverse weather conditions. The Chief of the United States Soil Conservation Service estimated that as a result of erosion the country loses every day on the average the equivalent of 200 40-acre farms.¹⁵ The spread of diseases and pests of various kinds, affecting both plants and animals, has been facilitated by the changes in methods of transportation and by disturbance of the natural balance which in a wild state tends to check their ravages. The recent increase of subsistence farming by crude methods on poorer soils has been a major factor in retarding the reduction of average labor requirements. Earlier in American history the trend of agriculture was away from subsistence farming toward farming for markets. This trend was a result of expanding demand, improvement of transportation facilities, and the general reduction of production costs. More recently, and especially after 1929, the trend was reversed. Even in 1929, about half the farms in the United States produced only about one-tenth of marketed farm commodities. Between 1930 and 1935, the number of impoverished small farms increased about 500,000.¹⁶

¹⁴ For statistics of tractors on farms, see WPA National Research Project, Report No. A-9: Changes in Farm Power and Equipment: Tractors, Trucks, and Automobiles, by Eugene G. McKibben and R. Austin Griffin; also Texas Agricultural Experiment Station, Progress Report No. 579: The Social Effects of Recent Trends in Mechanization of Agriculture, by C. Horace Hamilton, College Station, Tex., 1938.

¹⁵ U. S. Congress. House Committee on Appropriations. Hearings on Agricultural Department Appropriation Bill for 1940, p. 1015. Washington, 1939.

¹⁶ U. S. Department of Agriculture. Report of the Secretary of Agriculture, 1938, p. 57. Washington, 1938.

The amount of labor required for producing a bushel of wheat, a bale of cotton, or other unit of output, has been greatly reduced, but improved methods have been adopted by a comparatively small proportion of farmers. Vast reductions of labor are possible by the more general adoption of existing techniques as well as by the further improvement of methods. Hardly less important potentially in the saving of labor is the concentration of production in areas best adapted to the several types of farm commodities. In the production of corn, the estimated hours of labor required per hundred bushels in 1932-36 ranged, as was stated above, from 44 in the region of Kansas and Nebraska to 315 in the eastern cotton area. Changes in the methods used in the former area brought about a reduction from 67 hours in 1909-13 to 44 hours in 1932-36. In contrast to the high degree of mechanization in the region of Kansas and Nebraska is the prevalence of essentially primitive methods in many other parts of the country. A significant part of the country's corn crop is produced by the use of mule power and the crudest of plows. The areas where improved methods and scientific land use prevail are in most cases adequate for meeting the market demands for major farm commodities, and the concentration of production in these areas would require a comparatively small proportion of the workers actually engaged in their production.

Limitations on Demand for Farm Products

Technological changes have vastly reduced the labor required for a given quantity of farm produce. At the same time, economic conditions in the United States and in world markets have tended to reduce the demand for American farm products.

There is no adequate measure of demand for American farm products, either in the domestic markets or in world markets. A comparatively significant measure of changes in domestic demand is the index of industrial pay rolls, for a relatively large and constant proportion of the wages of industrial workers goes to the purchase of such basic articles as food and clothing coming directly from farms or undergoing comparatively slight processing. In those industries in which wage payments are distinguishable from salaries, wages in 1932 were less than half of wages in 1929, 25 percent lower in 1936 than in 1929, and more than 30 percent lower in 1938 than in 1929.¹⁷ The index of factory pay rolls as currently published is based on the average for the years 1923 to 1925. The total in 1929 was 10 percent above the 1923-25 level; in 1932, 53 percent below; in 1936, 14 percent below; and in 1938, 22 percent below the 1923-25 average. On a per capita basis, these percentages would be smaller because of the

¹⁷ U. S. Department of Commerce. *Survey of Current Business*, June 1939, pp. 10-16: National Income in 1938 at 64 Billion Dollars, by Robert R. Nathan.

growth of population. The figures make no allowance for price changes. The comparatively large declines in the prices of farm commodities increased the purchasing power of nonfarm income in terms of farm products and thereby aided in sustaining the volume of demand for these products, but the lack of balance in the price system tended toward inequality in the economic status of the farm population.

The demand for American farm products in other countries has fluctuated widely, with a general tendency toward contraction. During the years 1907-11, the value of agricultural exports was about 54 percent of the value of all exports; during 1922-26, 46 percent; in 1929, 35 percent; and in 1938, 27 percent. This change was partly a result of the relatively rapid expansion of American manufactures. However, in 1938 the total volume of farm commodities exported was only about four-fifths of the 1910-14 average, and in the same year the quantity of exported cotton, the principal American farm commodity entering into world markets, was only about seven-tenths as large as in 1910-14. During the 5 years ending in 1929, exported farm products required the use of more than 70,000,000 acres, but since then the amount of land required has ranged from 20,000,000 to 50,000,000 acres.¹⁸

Improved machinery and methods of farming make possible more products and better products at lower costs. It can no longer be assumed, however, that such improvements automatically bring advantages to all concerned. The immediate advantages to farm workers, and especially to hired workers and tenants, depend in part on the demand for the products of improved methods and in part on nonagricultural opportunities for employment. In spite of the lower costs of production, the general demand for farm products has declined, as was previously stated, and, at the same time, opportunity for nonagricultural employment has not made possible the full absorption of workers no longer needed in agriculture.

Farm Labor and Nonagricultural Jobs

The declining amount of labor required for a given output and the contraction of market demands have resulted in a great reduction of the number of workers on farms. The estimated average number of farm workers in 1909 was 12,209,000, and in 1938, 10,745,000, a reduction of about 12 percent. In contrast, the total population of the country increased in the meantime about 44 percent. Even these figures do not fully indicate the decline in the demand for farm labor because recent years have witnessed a revival of subsistence farming and an increase of

¹⁸ Statistics relating to the foreign demand for American farm products are from the Statistical Abstract of the United States, 1938, pp. 622-623 (U. S. Department of Commerce, Washington, 1939), and the Report of the Secretary of Agriculture, 1938, p. 4 (U. S. Department of Agriculture, Washington, 1938).

underemployment on farms.¹⁹ The effects on farm workers of changes in the demands for farm labor were mitigated historically by the expansion of demand for labor in nonagricultural employments. Special circumstances during the first two decades of the period covered by this article tended to maintain the traditional balance by the shifting of workers from farming to nonagricultural pursuits. These circumstances included the abnormal demands for manpower during the World War, the requirements for post-war reconstruction, and the employments created directly and indirectly by such new developments as the automobile industry. The temporary expansion of market demands by installment buying and by the American financing of foreign purchasers also contributed to an apparent equilibrium of the number of workers looking for jobs and the number of opportunities for employment.

The changes in nonagricultural employment after 1929 indicate the gravity of the problem of transferring farm workers to other employments. The estimated average number of nonagricultural workers, including officials, proprietors, and self-employed persons, was 36,160,000 in 1929, 35,066,000 in 1937 (the largest number after 1929), and 32,747,000 in 1938. The number in 1938 was thus 9.4 percent smaller than in 1929, although in the meantime the total population of the country had increased about 7.6 percent, and the nonfarm population, 8.4 percent. Estimates of nonagricultural employment exclude persons working on projects of the Works Progress Administration, National Youth Administration, and Civilian Conservation Corps. If nonagricultural employment had followed the trend of nonfarm population, the number employed in 1938 would have been 39,197,000 instead of 32,747,000. The difference between these two numbers measures roughly the gap in nonagricultural employment opportunities as compared to 1929, and there was much unemployment and especially underemployment even in 1929.

Farm-Labor Problems and Public Policy

The contraction of demand for farm products, the reduction of the amount of labor required for a given quantity of farm produce, and the smaller number of employment opportunities outside of agriculture combined to create an extremely grave situation for farm labor. This situation explains the recent revival of subsistence farming. The Bureau of the Census in the 1935 Census of Agriculture reported that 1,995,000 persons moved to farms between 1930 and 1935 and that on January 1, 1935, 1 out of every 16 persons living on farms had lived elsewhere 5 years earlier. This farmward movement was largest in depressed areas and regions of subsistence farming. One

¹⁹ See the first article in this series, *Farm Employment, 1909 to 1938*, in *Monthly Labor Review*, June 1939.

of these areas extends along the mountains from Pennsylvania to Alabama. In this region, workers displaced from mines, forests, factories, and other employments, totaling between one-third and one-half million persons, sought a precarious means of livelihood on small farms, many of which had earlier been abandoned. Approximately the same number of persons displaced from the industrial centers of New England, New York, Michigan, and Ohio settled on farms or untilled lands. More than 100,000 workers sought rural refuge in each of three other regions, namely, the cut-over lands of north-eastern Minnesota and northwestern Wisconsin, the Ozark Mountain region and eastern Oklahoma, and the valleys of the Pacific coast. The curtailment of demand for farm products and the sharp reductions of the prices obtainable caused a large increase in farming primarily on a subsistence basis among farmers already on the land.

Recent years have witnessed a lowering of the status of many workers on farms. The equities of farm owners declined. There was an increase of tenancy, and many tenant farmers were forced into the status of hired workers.²⁰ A study of conditions on 89 plantations in 3 bottom-land Arkansas counties indicated that between 1932 and 1937 about 6 percent of the families on these plantations were displaced, and there was evidence of a larger displacement during the following year. The economic status of many of those who remained was lowered by the transformation of sharecroppers into wage earners, the average income of wage earners on the plantations being materially lower than the average income of sharecroppers.²¹ There is also evidence from general statistics of wages and income that the relative economic status of hired farm workers as a class has declined in recent years when it is compared to the status either of farm operators or of major groups of nonagricultural wage earners.²²

The adverse conditions of farm labor, both of hired workers and of tenants, and even of many small proprietors, have had serious effects on nonagricultural labor, as was pointed out in the first article of this series. Large numbers of farm workers have sought to obtain non-agricultural employment, and the competition for jobs has resulted in an intensified pressure on the industrial labor supply and on non-agricultural wages, especially when nonagricultural enterprises are located in smaller communities and farming regions. At the same time, modern transportation facilities have made possible the migra-

²⁰ Articles bearing on this subject in the *Monthly Labor Review* include the first article in this series in the June issue and 2 articles in the March and April 1938 issues (reprinted as Serial No. R. 737), on *Power Farming and Labor Displacement in the Cotton Belt, 1937*, by Paul S. Taylor.

²¹ *Journal of Land and Public Utility Economics*, May 1939, pp. 235-237: *Recent Changes in the Status of Laborers and Tenants on Arkansas Plantations*, by Glenn T. Barton of the Agricultural Adjustment Administration and J. G. McNeely of the Arkansas Agricultural Experiment Station. See also *Plantation Operations of Landlords and Tenants in Arkansas*, by H. W. Blalock, University of Arkansas, College of Agriculture, Agricultural Experiment Station, Fayetteville, 1937.

²² See the second article in this series, *Wages and Income of Farm Workers, 1909 to 1938*, in *Monthly Labor Review*, July 1939.

tion of farm workers even to distant industrial communities, and the competition for nonagricultural jobs has thus been intensified and the pressure on urban facilities for relief has been increased. The reduced consumption of the products of nonagricultural labor by the farm population has adversely affected the entire national economy as well as the opportunities of urban workers for jobs.

To farmers there has been traditionally ascribed an exceptional degree of individualism and dependence on personal initiative and family resources. The fundamental and Nation-wide scope of the changes that have affected American agriculture in recent decades has modified the traditional individualism of farmers and has influenced them to adopt new methods of community, group, and national action for solving their problems. These new concepts and methods have not as yet been applied so extensively to the solution of the problems of hired farm workers and of tenant farmers as to the problems of farm proprietors, but a more general recognition of the gravity and national character of the difficulties encountered by farm wage earners and tenants has been the basis of intensive study and of effort to extend group responsibility and action into these fields.

HOUSING OF DEPENDENT AGED

AN INTERESTING byproduct of the Nation-wide system of old-age assistance has been the emergence of new methods of housing the aged recipients.

In individual cases monthly allowances may run as high as \$30 or more, but the average for the whole country for 1938 was \$19.30. Some beneficiaries have other sources of income with which to supplement their grants, but generally, under legislative limitations, in order to be eligible for old-age assistance the entire income from all sources may not exceed \$30 per month. It is evident, therefore, that the average allowance is not sufficient by itself to provide, independently, full support for the recipient, let alone any medical care that may be needed. As a result, the homeless single men and women have presented a serious problem to workers in the field of care of the aged.

It has been found, however, that groups of recipients, by pooling their resources, have been able to provide all the necessaries and some additional comforts which none of them would have been able to have alone. Among the new methods of housing are apartments for aged, cooperative houses or resident clubs, boarding homes, and colonies of individual dwellings.

In summing up the various types of housing for the aged, it was emphasized at the National Conference of Social Work, at Buffalo, N. Y.,¹ that adequate care for all types of aged necessitates the availability of a range of services, including (1) the "housekeeping club," in which the resident is encouraged to the greatest possible use of his capacities; (2) the boarding home, properly supervised; and (3) the nonprofit nursing home, geared to the cultural background of the individual resident. It was pointed out in this connection that, in many cases, friction that arises among the residents of homes and institutions is the direct result of diversity in habits and customs and in the living standards to which the persons have been accustomed. Diversity of services available is necessary, therefore, to enable each individual to find those most suitable for him.

An agency, familiar with conditions in all of the quarters available, can be very helpful to the individual in assisting him in selecting his living arrangements. This placement agency should also work for continuity of the grant which will insure continued care for the client.

Another desirable factor in the endeavor to secure the optimum care for the aged is change. The desirability of occasional exchange of guests between urban and country homes was suggested, as affording the residents a change and "vacation." At least one home that has recognized the value of change has come to the attention of

¹ Discussion by Hertha Kraus, Bryn Mawr College, Bryn Mawr, Pa.

the Bureau of Labor Statistics. That organization—Home of Old Israel, New York City—is reported² to be sending its residents, in groups, for a 2-week vacation in the country.

A consideration which should also be taken into account is that the needs of the same individual change from time to time, necessitating different types of care. Thus, an able-bodied individual who takes an apartment or goes into a cooperative club, or a colony where he has his own separate cottage, may in a few years need institutional care.

It was suggested at the social work conference that present resources for caring for aged could be enlarged through—

(1) The reconditioning of old homes or estates which are available at moderate cost.

(2) The adaptation of institutions formerly used as children's homes (now decreasingly in use, under modern methods of child care). Flexibility of service is especially possible where the cottage system has been used.

(3) Establishment of the eligibility of the aged to assistance under the Federal housing program, but giving preference to reconditioning of old houses rather than to building of new ones. A bill (H. R. 114) which would provide Federal loans for the building of cooperative homes for aged was introduced in Congress in February 1939. The bill provided that such homes must be run on a nonprofit basis and be open to persons 62 years of age and over. Life care (including housing, food, medical attention, and living necessities) would be provided on a sliding-scale fee basis—\$2,000 for persons 65 years of age, and proportionately more or less according as the applicants were below or above that age, at entrance. No action was taken on the bill.

Speakers at the 1939 Conference on Social Security³ expressed their feeling that methods of care which provided for the aged as part of a normal family life (if possible) were preferable to those which involved their segregation. As opposed to this view was the opinion that such segregation provides companionship with people of their own age, and peace from the noise and confusion caused by the presence of children.

Apartments for the Aged

The possibilities of apartments as domiciles for aged—whether as part of a normal community of all ages or as limited entirely to aged—has received attention. A speaker at the National Conference on Social Security urged that housing authorities should develop a definite policy of providing a reasonable proportion of apartments

² New York Times, July 22, 1939.

³ Of American Association for Social Security, held at New York City, April 14 and 15, 1939.

expressly for occupancy by aged, "built so that they are convenient, simple and easy to take care of, and possibly on one floor where the aged would not have to climb stairs." The chairman of the New York City Housing Authority pointed out, in this connection, that in the Harlem River Apartments built under the aegis of that authority, 8 of these low-rent apartments are tenanted by old couples receiving old-age assistance. This "represents an economy to the Department of Welfare and is a minor example of how housing tends to pay for itself by reducing costs for other community activities. We are proceeding on the assumption, and hope we are right, that the housing of a normal number of aged in low-rent projects is wholesome to the tenants as a whole, economic to the community and fortunate for the aged."

TOMPKINS SQUARE APARTMENTS ⁴

The Tompkins Square Apartments occupy a 5-story apartment building donated for the purpose of providing semi-independent living facilities for aged people capable of performing many services for themselves. The building is divided into 1- and 2-room furnished apartments, renting, respectively, for \$20 and \$35 a month. Each apartment is provided with bath, heat, light, running water, and refrigeration. The kitchens are outside the apartments and are so placed as to be shared by 4 apartments each. However, as some tenants do not wish to cook, this is taken into consideration in assigning quarters and it therefore often happens that a given kitchen is actually used only by 1 or 2 residents. For those who do not wish to do their own cooking there is a cafeteria in the building. There is also an automatic elevator, a roof garden, and on the first floor a general living room equipped with radio and recreational facilities.

The building is tax exempt.

The residents include retired teachers, nurses, writers, and others. About one-third of the 60 residents are old-age assistance recipients; the other two-thirds include persons living on insurance annuities and other income, and even some who are doing part-time paid work.

APARTMENTS FOR AGED HEBREWS

The Home for Aged and Infirm Jews, New York, has, it is reported,⁵ been considering a somewhat similar apartment plan. The 400-odd residents of the home have included both able-bodied persons and those so infirm as to require hospital or personal care. It is planned to separate these two groups, retaining the infirm in the present building which will be transformed into a hospital. The able-bodied

⁴ Data are from paper presented by W. H. Matthews, Community Service Society, New York City, at National Conference of Social Work, Buffalo, N. Y., June 24, 1939.

⁵ Welfare Council of New York City, "Better Times," February 10, 1939.

group will be placed in "boarding-out apartments." The first, experimental, group will consist of six persons living together in a single apartment which will be in the charge of a competent housekeeper and under the supervision of the home's medical and social welfare staff. It is emphasized that effort will be made to make the living conditions in the apartment "approximate as closely as possible normal home and neighborhood life, but at the same time the guests will be encouraged to utilize the recreational and occupational advantages of the home."

If this experiment is successful, similar apartments will be taken for the remainder of the able-bodied group. This separation of functions, it is felt, will enable the organization to give more efficient service to both classes of residents.

Cooperative Houses or Clubs ⁶

In the State of Washington a number of homes have been started in which recipients of old-age assistance are living on a cooperative basis, each resident paying his share of the household expenses from his monthly allowance and using the remainder for clothing and personal needs. These homes have been utilized especially in the case of single men and women, as well as other persons whose children or relatives are not able to house them or who for other reasons are not sharing family life.

The first such home was undertaken about 2 years ago by a group of elderly single men who had formerly been sawmill workers but had been stranded as that industry subsided or as their personal skill and physical powers failed. At the time of undertaking the cooperative enterprise they were all recipients of old-age assistance allowances. In getting their house started, this group of 50 men leaned heavily upon the assistance and advice of the State old-age assistance representative. In later groups, however, the attempt has been made to obtain a local sponsor. Such sponsors have included fraternal, business, and professional organizations, welfare councils, and the Old Age Pension Union. The sponsorship assures the moral support of the community in the project, provides advice and guidance on the various problems that arise, and is a guaranty against the possibility of degeneration of standards of living in the home. The State Department of Social Security acts only in an advisory capacity.

In Seattle, the Business and Professional Women's Club has sponsored a home, the Sunset Club, for women 60 years of age or over, with a monthly income of not to exceed \$40. In the house they have taken over, each guest has her own bedroom furnished with her own

⁶ Data are from paper presented by Nelson B. Neff, Division of Old Age Assistance, State Department of Social Security, Olympia, Wash., at National Conference of Social Work; supplemented by Christian Science Monitor (Boston), June 21, 1939.

furniture (if any) and such other belongings as she may have. A cook is employed, but all of the other work is done by the residents.

In getting these houses started, self-sufficiency and self-government are encouraged. Sometimes, however, the sponsor must make a small cash loan to tide over the initial outlay necessary. All such loans have been repaid, and all the homes are self-supporting. The manager is selected by the members and they also make the rules under which the house is run. It is emphasized that the selection of the manager is very important, as he or she is largely responsible for the degree of success attained.

Entrance into the cooperative arrangement is entirely voluntary on the part of the participant. It is stated that "fear of new things" sometimes makes the elderly person reluctant to enter the cooperative group. Once in, however, group life encourages the regaining of a self-confidence that may have been lost for many years. The aged resident also benefits by the availability of the company of persons of his own age when he wants and needs it, and by the greater physical comforts made possible through group effort, as compared to what he could afford individually; and his health is improved by food of greater variety and better preparation than he previously had.

As such houses are designed for the use of persons retaining a considerable degree of bodily vigor, it is possible also that certain supplementary activities can be engaged in which will bring in some income for the group. Among those considered for the Washington groups were binding of magazines into folders for permanent preservation, on the order of local patrons; raising of dogwood and other ornamental shrubs, for landscaping purposes; and operation of a greenhouse from which to supply potted plants for offices. Altogether, 10 homes have been started—7 for single aged men, 2 for single aged women, and 1 for unemployable single men under 65 (the age of eligibility for old-age assistance). For the most part these homes have occupied old buildings which could be reconditioned for the purpose. About 200 persons are participating. This development has been in process only during the past 2 years, but it is felt that it offers real possibilities for single persons and those without family ties.

*Boarding Homes*⁷

The facilities for the boarding of aged persons may be divided into three classes: (1) The private nonprofit institution; (2) the private home sheltering one or two aged, in family quarters, as a means of eking out a scanty family income; and (3) the larger establishment caring for pensioners as a business and for profit.

⁷ Data are from paper presented by Nancy L. Austin, formerly of Department of Licensing of Private Agencies, Kansas State Welfare Board, Topeka, Kans., at National Conference of Social Work, Buffalo, N. Y., June 24, 1939.

It is recognized that in the absence of proper public supervision such boarding homes might become a menace as bad as or worse than the old almshouses. Some of the operators of homes of the third type mentioned above, it has been found, are former superintendents of almshouses who have gone into the boarding-home business, but at the almshouse level of standards because profit is their main consideration. As the residents' incomes are low, the securing of a profit from their small payments means necessarily a low level of services.

In some States there is no legal authority for public supervision of such homes. In others there is legislation, but adequate supervision is difficult or impossible because of small staffs and limited appropriations. As a result, the problem is becoming serious. Even where the homes are required to have a license, the license has all too often been regarded as an end in itself. It was emphasized that the license should be regarded as a tool of supervision, used to enforce proper standards and withdrawable if these are not provided.

Legislative measures, it was pointed out, should depend upon State conditions. The law should be general enough to insure flexibility in administration but should have enough detail to cover the important points. It should bestow restrictive power upon the enforcing agency.

Colony for Aged

A new form of housing for aged was undertaken in 1936 when a WPA project was approved for Cumberland County, N. J., to provide cottages for recipients of old-age assistance.

A tract of waste land was used which had reverted to the city of Millville many years before because of nonpayment of taxes by the owner. A Federal grant of \$25,000 was used to clear the land and to erect 13 small cottages and a community building. This was followed by a grant of \$5,000 for putting in sewer, water, and gas systems and grading and laying out the streets.

Ground was broken in the spring of 1936, and the colony—named Roosevelt Park—was dedicated in October of the same year. Seven of the cottages are designed for couples and the other 6 are for single persons. Thus, the community houses 20 aged persons.

The homes for couples are 20 by 20 feet in size, each having a living room 10 by 12 feet, bedroom 12 by 8 feet, kitchen 8 by 7 feet, and bathroom 5 by 5 feet, closets, and front and rear porches. The houses for single persons are slightly smaller, with the same number of rooms except that a cooking alcove replaces the full-size kitchen. The single homes, also, have no rear porch. Each house is equipped with gas stove, kitchen range for both cooking and heating in the winter, electricity, and sewer system. All of the houses are painted

cream and white inside, and white with green trim on the outside. The shingles are fireproof. Each house is named for a flower. The double dwellings rent for \$7 per month, the single ones for \$5.

The colonists are encouraged to plant gardens on their plots of ground, which measure 100 by 120 feet in size, and most of them have done so, planting flowers or vegetables or both. The couple who live in Iris Cottage, for example, have surrounded their home with a blaze of petunias of various colors.

All of the residents are persons receiving either old-age assistance (averaging in New Jersey about \$15-\$19 per person per month) or war pensions. Some of them were property owners before the depression and several were fairly well off. Now, after paying rent of \$5 or \$7 per month, the resident must make the remainder of his small monthly allowance cover cost of food, clothing, and incidentals, and pay his utility bills (except electricity, which is furnished).

The colony is under the direction of a board of 15 directors, of whom 5 are elected every 3 years. The actual manager is the originator of the colony—a social worker formerly on the staff of the county welfare board—who lives in the community house and directs the community activities. The community building contains, in addition to her apartment, an assembly room 25 feet long, equipped with piano, easy chairs, reading matter, and games. Here are held entertainments, Bible classes, and other social gatherings. Over the fireplace appears the legend: "Dedicated to those in the twilight of life who seek peace, harmony, and contentment."

Since the colony was opened, all of the cottages have been occupied continuously and there is always a waiting list. The small size of the colony, however, has been a handicap from the start. The rentals from the houses bring in an annual total of \$948. This has been hardly sufficient to cover the barest necessities, even though only \$1 a year is paid to the city of Millville for the use of the land and the houses are tax free. There has been no margin for beautification and such improvements as have been made have been done only under the greatest difficulties. The resident manager of the colony estimates that a group of 50 cottages would provide income for adequate maintenance and development. She states that 300 could be built on the land available. It is her hope that some day the colony can be thrown open to old people not only from the State of New Jersey but from all the other States. At present only residents of Cumberland County are admitted.

COLLECTIVE BARGAINING WITH EMPLOYERS' ASSOCIATIONS¹

ONE of the major efforts of labor unions in this country has been directed toward the standardization of working conditions throughout an industry or area, thus eliminating or reducing the factors of wages and hours in competitive costs. The unions have sought to attain this through Federal or State legislation for some groups of workers or to establish certain minimum standards of work. Legislation has been sought for those workers, chiefly women and minors, who have been particularly difficult to include under collective-bargaining arrangements, or for minimum standards of working conditions, such as safety and sanitation, which it was thought better to have administered or supervised by the State. More recently, organized labor has cooperated with the Government in establishing minimum wage and hour standards in industry generally, thus moving the area of wage bargaining to higher levels.

The approach through governmental action has been secondary as far as American trade-unions are concerned. Organized labor in this country has directed its chief efforts toward standardization of working conditions by means of collective bargaining. To achieve this it has encouraged parallel organizations of employers in order to obtain extended coverage under one agreement. When collective bargaining with employers' associations has been impractical or impossible, unions have presented identical agreements to the several employers within an industry or competitive area. The latter method is usually applied where there is a large number of small firms, particularly within a metropolitan area. The agreements of the Steel Workers' Organizing Committee are instances of the extension of this method to a mass-production industry. Although all the iron and steel agreements are signed by individual companies, the agreements embody nearly identical conditions of work.

The employers' associations with which some of the unions deal are usually not the industry's regularly established trade association. The trade associations generally antedate the formation of a strong labor union in an industry and, as a rule, the first efforts of a union to secure agreements are confined to bringing individual companies into contractual relations with their employees. When a number of companies within an area or industry have signed agreements, a frequent development is the formation of an employers' association or a less formal committee to represent the union firms within that area or industry in their dealings with their organized employees. Such

¹ Prepared by Helen S. Hoerber of the Industrial Relations Division of the Bureau of Labor Statistics.

employers may continue to be members of the trade association for their industry.

Although industry-wide trade associations have come to be a common characteristic of American business, the scope of employers' associations which deal with unions is generally much more limited. In some instances this may be due to the emphasis of the union on uniting employers for bargaining purposes within a metropolitan area, rather than on a national scale. As a rule, however, the unions work toward the extension of the collective agreement to as wide a section of the industry as possible. In a number of cases the unions and the employers' associations have together directed their efforts toward bringing unorganized firms within the scope of collective agreements. A necessary corollary of dealing through employers' associations is a high degree of unionization among the employees. It is estimated that at the present time there are about 3½ million workers covered by agreements negotiated with national, regional, or city-wide employers' associations.

There are only a few examples of industry-wide collective bargaining in this country. Agreements covering all the employers in an industry within a region are also infrequent and most of the instances of association dealing occur on a city-wide basis. This article describes the areas of bargaining with employers' associations at the present time, including industry-wide, regional, or city-wide. Few of the examples mentioned occur in the recently organized mass-production industries, although an agreement with a single plant in the automobile or rubber industry may cover many more employees than an association agreement covering every firm in an industry or trade within the same city. The predominance of large corporations in these industries has caused the efforts of unions to be directed first toward bringing all the plants of a given corporation, regardless of geographic location, within the scope of one agreement. An example is the corporation-wide dealing between the General Electric Co. and the United Electrical, Radio, and Machine Workers of America. Although the coverage of such corporation-wide agreements in standardizing conditions of work in many cases far outnumbers that of many of the agreements with employers' associations, such corporation agreements are outside the scope of this article.

Nation-Wide Collective Bargaining in the Coal Industry

In anthracite mining a single agreement is signed to cover all operations. Bituminous mining is characterized by agreements covering geographic regions, which are negotiated with regional mine operators' associations. Actually, however, collective bargaining for many years has been conducted on a Nation-wide basis. With some inter-

ruptions, the United Mine Workers of America has maintained uniform working conditions in a major part of the bituminous-coal industry by signing separate agreements which expire on the same date. After the negotiation of the new agreement for the most important producing area has been effected, the other districts have proceeded to sign agreements with virtually identical terms.

At the present time the union negotiates the first agreement with the Appalachian conference of operators, composed of representatives of the various regional associations within that area. At this conference other regional associations of operators also have their representatives. It is in this conference that the actual bargaining on an industry-wide basis takes place and the signing of agreements in other districts, subsequent to the signing of the Appalachian agreement, is largely a formality.

National Bargaining on the Railroads

The traditional bargaining unit in railroad transportation is the individual railroad system. The workers are organized on the basis of craft, and each craft union negotiates separate agreements with the various systems. National bargaining has occurred at intervals since 1932. Although the regular working agreements continue to be signed by system, major questions of wage increases and decreases have been settled since that time on a national scale. The Association of American Railroads is the mechanism through which the railroads conduct the Nation-wide bargaining, while the labor organizations are brought together through the Railway Labor Executives Association which is composed of the presidents of 20 unions of railroad workers.

Other Industry- or Trade-Wide Bargaining

The American examples of trade-wide bargaining of longest status occur in the pottery and glassware industries. Since the early years of this century an annual meeting has been held between the representatives of the United States Potters' Association and the National Brotherhood of Operative Potters. The National Association of Pressed and Blown Glassware has been meeting with the American Flint Glass Workers' Union for a similar period, as have the glass bottle manufacturers—though not organized into a formal association—with the Glass Bottle Blowers' Association of United States and Canada.

In each of these cases the bargaining agreements are confined chiefly to detailed piece-rate schedules, although a considerable body of "unwritten law" has developed in supplement to the national agreement to govern employer-employee relations within a plant. Originally, the trade-wide bargaining was established to regulate the working conditions of highly skilled craftsmen within these industries.

With the development of technological changes, one skilled occupation after another has been eliminated. As a result the unions have extended their jurisdiction to include a major part of the workers in and around the plants and these unskilled and semiskilled employees are now covered in the national agreements to the degree that they are unionized. In the glassware industry, several large companies have never been organized and consequently are outside the scope of the agreements. In the pottery industry virtually the entire industry is covered. Although the coverage of the national agreements has fluctuated with the strength of the unions, for several decades in these industries the existing bargaining relations have been on a national scale.

There are a few other instances of industry-wide dealing, each of them originating from the efforts of a highly skilled craft to protect its conditions of employment. Among these are the Wall Paper Institute and the United Wall Paper Crafts of North America, covering wallpaper printing; the National Automatic Sprinkler Association and the United Association of Journeymen Plumbers' and Steamfitters of the United States and Canada, covering sprinkler fitting; the Manufacturers' Protective and Development Association and the Molders' Union of North America, covering stove-molding and hot-water castings; and the Wire Cloth Manufacturers' Association and the American Wire Weavers' Protective Association.

A somewhat similar instance occurs in the elevator manufacturing industry. Although wage rates are negotiated locally, the manufacture and installation of elevators is largely regulated by national conferences between the National Elevator Manufacturing Industry and the International Union of Elevator Constructors. A standard agreement is used in all localities, with the locally negotiated rates inserted as agreed upon.

The manufacture of wooden kegs and barrels should also be mentioned as an instance of national conferences between the employers and the union. The conferences, however, have resulted in no agreement on an industry scale and discussion of working conditions has been of far less importance than mutual discussion of trade-promotion plans.

A different kind of bargaining relationship has been built up in the manufacture of flat glass. By far the major part of the production in this industry is centralized in two large producing companies. These companies deal individually with the American Federation of Flat Glass Workers. The independent manufacturers are organized, however, into the Fourcalt Manufacturers' Association which deals with the union on a unified basis for the rest of the industry.

Collective Bargaining for Geographic Areas

In the hosiery industry a bargaining relationship of 10 years' standing exists between the Full-Fashioned Hosiery Manufacturers of America, Inc., and the American Federation of Hosiery Workers. The employers' association, originally covering only Philadelphia mills, now covers a major part of the northern section of full-fashioned hosiery manufacture. Conferences occur annually, with occasional additional meetings on specific subjects. Under the agreement the joint relations are administered by a permanent impartial chairman. A recent modification in procedure provides for the local negotiation of wage scales within the framework of the general agreement. The hosiery workers' union was instrumental in the formation several years ago of the American Hosiery Dyeing and Finishing Association. This association, composed largely of New Jersey and Pennsylvania mills, bargains with the Hosiery Workers for its members.

In the textile industry recent developments have brought into contractual relationships with the Textile Workers' Union of America a major part of the northern silk mills, combined into several associations. An arrangement of longer standing exists in the dyeing and finishing of textiles in nonintegrated mills. In both these instances, the main strength of the employers' associations is in New Jersey and Pennsylvania.

Maritime workers frequently deal with employers' associations covering the shipping lines and dock employers on a given coast. Since the workers are organized into craft unions, agreements usually are signed separately for each craft. On the Pacific coast, however, the maritime unions are affiliated with the Maritime Federation of the Pacific which secures cooperation in bargaining between the various crafts. There the separate agreements expire on the same date and none of the unions signs a new agreement until satisfactory terms have been reached by all. On the Pacific coast the coastwise and inter-coastal lines, the latter not organized into a formal association, deal as units with the workers' unions. On the Atlantic coast only the unlicensed personnel, through the National Maritime Union, deal with an association of shipping lines. Longshoremen, though customarily signing agreements with port associations, usually secure some degree of uniformity on a coastal basis through conferences. The degree of uniformity is highest on the Pacific coast.

In the Pacific Northwest the pulp and paper industry, though dealing elsewhere on the basis of individual companies, is combined into the Pacific Coast Paper Manufacturers' Association which deals with the two unions in the field. The unions, representing different occupations in the industry, are the International Brotherhood of Paper-makers and the Pulp, Sulphite, and Paper Mills Workers of the

United States and Canada. Although agreements are signed separately, for the past several years the terms have been negotiated in joint conference.

The lumber industry is one which is not yet well organized throughout the country but in which the dominant method of present dealing is through associations within the producing area. The Columbia Basin Loggers' Association and the Timber Producers' Association in Minnesota are examples of associations dealing with the union in this industry.

The fishing industry, particularly on the Pacific coast where it is well organized, is an example of bargaining almost exclusively on an association basis. The employers, however, are organized into a number of separate associations, such as the Alaska Packers' Association and the Central Pacific Wholesale Fish Dealers' Association.

Two outstanding developments of dealing over a large area have recently occurred. One is the agreement between the National Association of Retail Meat Dealers and the Amalgamated Meat Cutters and Butcher Workmen of North America. This is a uniform agreement for 30,000 retail meat dealers—largely in the Middle West—but wage rates are separately negotiated with associations of dealers within each city. The other significant development is the agreement between 12 interstate trucking lines, not organized into a formal employers' association, and the International Brotherhood of Teamsters, Chauffeurs, Stablemen, and Helpers of America. This agreement also covers the middle western area. Both of these area agreements occur in industries which have been characteristically dealing with unions through employers' associations confined to the firms operating within a given city.

BARGAINING IN THE NEEDLE TRADES WITHIN METROPOLITAN AREAS

Outstanding examples of stable bargaining relationships over a long period of time between employers' associations and unions are found in the needle trades. In the men's and women's clothing, men's hats and millinery, and fur industries the earliest efforts of unions to organize were accompanied by efforts to combine into associations the employers within the producing area. Bargaining has become established in these industries, with highly developed industrial relations machinery within each of the metropolitan areas which are important as producing centers. These unions and employers' associations customarily make use of a permanent impartial chairman to administer the agreement and there are numerous examples of joint trade boards, stabilization commissions, and other similar bodies which deal on a day-to-day basis with the problems of the industry.

These industries all have the problem of "run-away" shops, which leave the unionized areas and, with the small capital investment required, are able to establish themselves in low-wage, semirural sections. This has been a major reason for the unions' insistence upon dealing on an association basis, for it is through the combined pressure of both the union and the employer association that these "run away" shops can be brought under control. Another problem within these industries is the regulation of the jobber-contractor relationship. Jobbers have taken advantage of the extreme seasonal fluctuations, and the small investment involved in setting up a shop, to encourage an oversupply of contractors. Cut-throat competition among the contractors has been furthered by the frequent practice of establishing "fly by night" shops for the duration of a contract secured by underbidding regularly operating shops. Both the owners of shops operating under union conditions and their workers have thus faced a constant threat to industrial stability. Through collective bargaining, the oversupply of contractors has been dealt with and the jobber's responsibility for maintaining union conditions in his contract shops has been established. A large portion of the employer-union negotiations in the needle trades deal with these three-way problems, in addition to the usual wages, hours, and working conditions.

The employers within a given city are usually organized into more than one association within each of the needle trades. The basis of distinction is both the type of product and the classification of employers (i. e., jobbers, contractors, or inside manufacturers). The unions have frequently expressed a desire for more uniformity among the employers' organizations throughout the industry. Although a major part of the production in the country is covered by the New York City agreements alone, the unions have made repeated efforts over several decades to secure industry-wide dealing in the interests of national standardization. Thus far, there has been only one successful instance—a recent Nation-wide conference to negotiate the amount of a wage increase in men's clothing.

OTHER CITY-WIDE DEALING

In many industries and trades characterized by numerous small establishments within a city, collective bargaining has been conducted with associations of employers within the city. In many cases the associations are formal organizations in which the association officers have the power to bind all members to the agreed terms of employment. In other cases the employers may unite informally and perhaps only for the duration of the bargaining conferences. In many instances the lack of a continuing employers' association makes no

difference in the actual negotiation of the agreement, but complicates considerably the enforcement of the agreement.

In cases of city-wide bargaining the extent of coverage of the employers' association generally depends upon the strength of the union. It is common to find within a city an organized group of employers dealing with the union, while other employers within the same industry are organized into a separate association or have no organization. In some cases the union employers form an organized group within a trade association which also includes nonunion employers in the city.

There are probably 5,000 local or city employer associations throughout the country which deal with various unions. More of these are found in building construction than in any other single industry. Other examples, where the predominant method of dealing is with city-wide associations, are brewing, retail trade, baking, printing and publishing, restaurants, trucking, and barber shops.

Prevalence of Collective Bargaining with Employers' Associations

The following table lists the major fields of employment according to the prevalence of union dealing with employers' associations. The classification has no reference to the extent of unionization within the industries but to the proportion of existing bargaining which is done through employers' associations. Excluded from the list are those industries in which there is little or no bargaining.

Prevalence of Collective Bargaining with Employers' Associations

[This is a listing of the relative proportion of existing collective bargaining with employers' associations; it does not refer to the relative amount of collective bargaining within the various industries. Industries in which there is only a negligible amount of collective bargaining are omitted.]

Trades or industries in which collective bargaining is carried on with employers' associations—

Usually	Frequently	Seldom
Breweries.	Baking (includes route salesman).	Aluminum.
Building construction.	Barbers.	Automobiles and parts.
Building maintenance.	Book and job printing.	Bus transport, intercity.
Butchers (employed in retail trade).	Brick and clay products (includes pottery and chinaware). ²	Cement manufacture.
Cigars. ¹	Canning.	Chemicals (paints, varnish, fertilizer, cosmetics, perfume, soap, explosives, drugs, and industrial chemicals).
Clothing, men's.	Cleaning and dyeing.	Cigarettes.
Clothing, women's.	Dyeing and finishing textiles.	City passenger transport. ⁴
Coal mining.	Hotels and restaurants.	Coke and manufactured gas. ⁴
Fishing.	Laundries.	Cotton textiles and small wares.
Glassware.	Leather (tanning and leather products other than shoes).	Electrical equipment (includes radios).
Hosiery.	Lumber and timber products (excludes furniture, pulp and paper, turpentine, and rosin).	Flour and other grain products.
Hats and millinery.	Newspaper printing.	Furniture.
Longshore.	Performers (stage, motion picture, radio, and other performers).	Glass (flat glass). ⁵
Maritime transport.	Quarrying.	Iron and steel.
Motion picture production (except actors).	Retail trade.	Light and power. ⁴
	Ship building and repairs.	Machinery and parts.
	Shoes. ³	Meat packing.
	Silk and rayon textiles.	Metal mining.
	Tailors (merchant tailors employed in retail trade).	Milk and other dairy products (includes route salesman).
	Theater maintenance employees, picture machine operators, ushers, stage hands, box-office employees.	Musicians. ⁶
	Trucking (city and intercity—excludes salesmen).	Newspaper office employees.
	Upholstering and floor covering (employed in retail trade).	Petroleum (crude production and refining).
		Pulp and paper products.
		Rayon yarn. ⁷
		Rubber.
		Stoves.
		Sugar refining, cane and beet.
		Taxicab.
		Telegraph. ⁷
		Wholesale trade.
		Woolen and worsted textiles.

¹ Although the industry is not well organized, the major proportion of the unionized employeess are covered by an association agreement in Tampa, Fla.

² Only the pottery branch of the industry is commonly under association agreements.

³ Largely in Eastern States, especially Massachusetts.

⁴ The public utility fields of employment are actually outside the scope of possible dealing with local employers' associations, since there is usually only a single company to an area.

⁵ Companies independent of Pittsburgh Plate Glass Co. and Libby Owens Ford deal through an association, but the major proportion of the unionized employees work for the two large companies.

⁶ Musicians maintain uniform conditions of employment within an area by presenting identical terms to individual employers.

⁷ Since there are only a few employers in this industry, the absence of dealing with employers' associations presents a somewhat different situation from the other industries.

FREQUENCY OF PAY DAYS IN AMERICAN INDUSTRY¹

THE frequency of pay periods in private industry in the United States is governed in some cases by State laws regulating the payment of wages and salaries,² in others by the general practice of the industry concerned, and in still others solely by the policy of the individual employer.

Available information, covering 137,735 reporting establishments in manufacturing and certain nonmanufacturing industries employing 7,038,816 workers in the month of August 1938, revealed that the weekly pay period is the most common in private employment, notwithstanding the fact that legislation enacted by the majority of States gives employers the privilege of semimonthly payments. Of the total number of workers covered, more than 66 percent received their wages or salaries each week. Nearly 24 percent were paid every half month, approximately 8 percent were paid on a biweekly basis, and those paid monthly, every 10 days, or for some other period, represented less than 3 percent of the total.

In a number of instances, notably in retail and wholesale trade and in insurance and brokerage, the data indicated that certain employees were paid commissions covering intervals other than their regular pay periods. For the purpose of this study, however, establishments and employees, where commissions were so paid, were classified according to the regular periods for which salaries or wages were paid.

The industries covered in compiling these data were those for which the Bureau publishes monthly employment statistics, namely, the 92 individual manufacturing industries,³ the mining industries, public utilities, wholesale and retail trade, personal and financial service industries, and private building construction. The employment figures shown for the manufacturing, mining, laundry, and dyeing and cleaning industries relate to wage earners only, except for crude petroleum producing in the mining group which includes also the clerical field force. In public utilities both wage earners and salaried employees are covered, and in building construction wage earners of all classes are included. Both office and service personnel are covered for hotels. Employment in the other three industries shown consists largely of salaried workers.

¹ Prepared by Alice Olenin, under the direction of Lewis E. Talbert, chief of the Bureau's Division of Employment Statistics.

² For legislative provisions see *Monthly Labor Review*, December 1938, p. 1297. See also *Payroll Policies in Philadelphia*, by Howard T. Hovde, University of Pennsylvania, Wharton School of Finance and Commerce, 1937.

³ Includes steam and electric railroad repair shops, which were later discontinued as manufacturing industries.

Information with regard to possible waiting periods between the termination of a pay period and the time of actual payment was not available from the reports used in compiling this study.

The establishment and employment totals shown in the State tabulations are somewhat greater than the totals by industries, as the State totals are supplemented by data for certain other industries, such as miscellaneous manufacturing and resort hotels, which have not been included in the industry summaries. By themselves these supplementary industries are relatively unimportant but geographically they may add considerably to the comprehensiveness of the reporting sample. Resort hotels, for example, constitute an important employment factor in some States, but not in others.

In presenting the figures in this report, it was necessary occasionally to effect certain combinations or to withhold data in order to avoid the publication of figures which would disclose the identity of reporting establishments. Such items, however, were included in the totals presented.

Both the State and the industry distributions for this study are presented in two types of tables—one showing by establishments the frequency of pay periods as reported by these establishments, and the other showing the distribution of employees by length of pay period. The establishment tables contain, in addition to information regarding the various single lengths of pay periods such as 1 week, 2 weeks, one-half month, etc., a column showing the number of establishments having more than one type of pay period. Because the employees in establishments having more than one type of pay period were distributed under the respective classifications according to their frequency of pay, the data shown in the two types of tables are not strictly analogous. For example, the employees shown in tables 1 and 2 as being paid at 1-week intervals include some of the employees of establishments classified in tables 3 and 4 as having "more than 1 pay period."

Length of Pay Periods of Employees, by States

The effect of regulatory legislation on the payment of wages and salaries each week can readily be seen in the figures for the New England States shown in table 1. In these States employers, with few exceptions, are required by law to pay their workers by the week. For the region as a whole, 98.2 percent of the employees were paid by the week. By States, the range was from 99.1 percent in Massachusetts to 95.6 percent in Vermont.

The reports from firms in the Middle Atlantic area, which covered the largest number of workers, showed no such consistency, for while New York firms paid 91.0 percent of their employees by the week,

Pennsylvania firms paid only 41.4 percent by the week and a slightly greater proportion, 45.4 percent, semimonthly. Employers in New Jersey paid 81.5 percent of their workers by the week.

Over two-thirds (68.1 percent) of the employees in the Southern States along the Atlantic Seaboard were paid by the week. In the individual States in this region, however, the proportions differed considerably, ranging from 93.0 percent in South Carolina to 14.7 percent in West Virginia, the semimonthly pay period taking precedence in the latter State. In fact, of all the States, West Virginia had the largest percentage of workers (75.4 percent) who were paid by the half month; this was due primarily to the policy of the bituminous-coal mining companies, although the majority of the wage earners in the manufacturing industries in this State were also paid semimonthly.

While the major portion of the workers in the vast central areas from the northern boundary to the Gulf of Mexico received their remuneration weekly, semimonthly pay days were quite common, predominating over the 1-week periods in five of the States (North and South Dakota, Kentucky, Oklahoma, and Texas). The Dakotas also registered the largest percentages of employees who were paid for some "other" length of pay period than the five more usual methods.

More than half of the workers covered by reports from the Mountain States were paid semimonthly, with Montana the only State in this region in which the weekly pay envelope was slightly more prevalent.

In the Pacific States the weekly and semimonthly pay days were almost evenly divided, the weekly period leading by about 2 percent. The individual Pacific States did not, however, show the same ratio. In California 50.5 percent of the employees were paid by the week as against 41.3 semimonthly, while in Washington and Oregon 52.1 and 52.6 percent, respectively, of the workers received semimonthly pay.

TABLE 1.—Employees, by States, in Reporting Manufacturing and Nonmanufacturing Establishments in August 1938, and Percentage Distribution, by Length of Pay Period

State and geographical division	Total number of employees	All periods	Percent of employees whose pay period covered—					
			1 week	2 weeks	Half month	1 month	10 days	Other periods
United States	7,038,816	100.0	66.3	7.6	23.8	1.8	0.2	0.3
New England	788,493	100.0	98.2	.1	1.4	.3		(1)
Maine	56,450	100.0	98.9		.6	.3		.2
New Hampshire	40,993	100.0	97.5	(2)	3.6	1.8		.1
Vermont	16,845	100.0	95.6	(2)	3 4.1	.1		.2
Massachusetts	407,108	100.0	99.1		.7	.2		(1)
Rhode Island	78,225	100.0	98.9		1.0	.1	(4)	(1)
Connecticut	188,872	100.0	96.2	.3	3.4	.1		(1)
Middle Atlantic	1,956,965	100.0	70.8	6.4	20.2	2.2	.3	.1
New York	886,928	100.0	91.0	1.3	3.7	3.9	.1	(1)
New Jersey	338,185	100.0	81.5	9.2	9.1	.2	(4)	(1)
Pennsylvania	731,852	100.0	41.4	11.3	45.4	1.0	.7	.2
East North Central	1,862,178	100.0	61.0	13.4	24.2	.9	.3	.2
Ohio	510,810	100.0	59.6	13.3	26.1	.6	.2	.2
Indiana	238,851	100.0	58.7	7.8	32.6	.3	.3	.3
Illinois	540,064	100.0	64.5	9.9	24.9	.4	.2	.1
Michigan	350,171	100.0	61.8	18.9	16.1	2.3	.7	.2
Wisconsin	222,282	100.0	57.0	19.6	21.9	1.2		.3
West North Central	434,745	100.0	57.5	6.5	33.1	1.8	.1	1.0
Minnesota	103,997	100.0	49.0	10.4	36.9	2.9	(4)	.8
Iowa	64,262	100.0	60.3	3.7	33.1	1.5	(4)	1.4
Missouri	167,897	100.0	64.3	7.2	26.9	1.1	(4)	.5
North Dakota	6,140	100.0	37.9	5.1	45.0	4.3		7.7
South Dakota	8,964	100.0	37.6	8.1	47.4	3.3		3.6
Nebraska	30,573	100.0	54.4	2.0	40.3	1.7	(4)	1.6
Kansas	52,403	100.0	57.1	2.2	37.5	2.1	(4)	1.1
South Atlantic	814,649	100.0	68.1	7.5	22.3	1.8	.1	.2
Delaware	16,786	100.0	83.7	7.9	6.8	1.4		.2
Maryland	134,994	100.0	77.6	14.2	7.4		(4)	(1)
District of Columbia	42,311	100.0	83.0	(2)	3 16.3	.7		(4)
Virginia	110,506	100.0	68.4	10.1	20.2	1.1	(4)	.2
West Virginia	131,280	100.0	14.7	3.7	75.4	6.1	(4)	1.1
North Carolina	157,251	100.0	77.2	11.0	10.5	1.1	(1)	.2
South Carolina	67,503	100.0	93.0	1.7	4.1	1.0		.2
Georgia	110,658	100.0	82.1	5.0	11.6	.8	(4)	.5
Florida	42,579	100.0	73.4	.6	23.6	1.7		.4
East South Central	278,565	100.0	56.3	11.6	30.1	1.4	.2	.4
Kentucky	80,095	100.0	44.8	8.1	45.8	1.1	(4)	.2
Tennessee	100,094	100.0	68.2	14.5	16.1	.7	(4)	.5
Alabama	79,392	100.0	52.8	10.9	33.4	2.4	(4)	.5
Mississippi	18,608	100.0	57.8	13.5	24.8	3.1	(4)	.8
West South Central	247,942	100.0	49.5	3.5	42.1	4.0	(1)	.9
Arkansas	26,327	100.0	52.3	5.5	32.2	9.4		.6
Louisiana	55,286	100.0	61.6	7.1	29.2	1.7	.2	.2
Oklahoma	42,895	100.0	40.7	2.5	51.3	4.2	(4)	1.3
Texas	123,434	100.0	46.6	1.8	46.8	3.8		1.0
Mountain	128,579	100.0	36.2	1.6	55.8	4.9	(1)	1.5
Montana	15,455	100.0	49.1	.3	43.9	4.8		1.9
Idaho	11,159	100.0	31.9	4.1	44.0	17.7		2.3
Wyoming	9,278	100.0	20.9	.3	73.0	4.4		1.4
Colorado	44,990	100.0	43.7	1.7	49.1	4.2	.2	1.1
New Mexico	7,306	100.0	25.7	(2)	3 67.6	4.2		2.5
Arizona	13,431	100.0	24.1	1.0	71.0	2.4		1.5
Utah	23,689	100.0	33.1	2.3	60.7	2.6	(4)	1.3
Nevada	3,271	100.0	24.9	.5	72.0	2.5		.1
Pacific	526,269	100.0	46.1	4.7	44.3	4.2	.2	.5
Washington	89,963	100.0	35.5	2.4	52.1	8.3	.7	1.0
Oregon	52,191	100.0	32.3	3.7	52.6	10.4	.2	.8
California	384,115	100.0	50.5	5.3	41.3	2.5	(1)	.4

¹ Less than a twentieth of 1 percent.

² Combined with semimonthly data. See footnote 3.

³ The figures from which this percentage has been computed include a number of employees paid on a biweekly basis. These data were combined in order to avoid disclosing information for less than 3 reporting establishments.

⁴ Data reports are withheld to avoid disclosing information for less than 3 establishments. They are, however, included in the United States totals and where possible in the totals of the geographic area.

Length of Pay Periods of Employees, by Industry

A substantial majority of the wage earners in the manufacturing establishments surveyed, which constitute approximately 50 percent of total factory employment in the United States, received their earnings weekly. The total number covered in the survey (table 2) was 3,915,524, of whom 69.4 percent were paid by the week. Eighteen percent received their wages semimonthly and 11.4 percent at 2-week intervals. Persons paid each month, each 10 days, or some other period accounted for only a minor portion of the total, the percentages being 0.8, 0.4, and less than one-twentieth, respectively.

TABLE 2.—Employees, by Industries, in Reporting Manufacturing and Nonmanufacturing Establishments in August 1938, and Percentage Distribution by Length of Pay Period

Industry	Total number of employees	Percent of employees whose pay period covered—						
		All periods	1 week	2 weeks	Half month	1 month	10 days	Other periods
Manufacturing Industries								
Total manufacturing.....	3,915,524	100.0	69.4	11.4	18.0	0.8	0.4	(1)
Durable goods.....	1,794,255	100.0	53.7	14.4	30.0	1.5	.4	
Nondurable goods.....	2,118,034	100.0	82.9	8.8	8.0	.2	.1	
<i>Durable goods</i>								
Iron and steel and their products, not including machinery.....	535,321	100.0	36.6	20.4	42.1	(1)	.9	
Blast furnaces, steel works, and rolling mills.....	310,867	100.0	12.8	24.7	62.5		(2)	
Bolts, nuts, washers, and rivets.....	8,485	100.0	25.1	36.5	38.4			
Cast-iron pipe.....	12,080	100.0	74.0	10.1	15.9			
Cutlery (not including silver and plated cutlery) and edge tools.....	8,404	100.0	88.4	3.5	8.1		(2)	
Forgings, iron and steel.....	6,443	100.0	58.5	26.8	14.7	(2)		
Hardware.....	25,381	100.0	87.9	3.2	8.9		(2)	
Plumbers' supplies.....	18,150	100.0	38.7	46.1	15.2	(2)	(2)	
Stamped and enameled ware.....	24,600	100.0	65.9	20.3	13.8	(2)		
Steam and hot-water heating apparatus and steam fittings.....	24,438	100.0	85.6	6.0	8.4			
Stoves.....	25,335	100.0	75.9	11.7	12.4			
Structural and ornamental metalwork.....	19,203	100.0	43.7	27.0	29.3	(2)		
Tin cans and other tinware.....	27,215	100.0	89.3	(3)	4 10.3		.4	
Tools (not including edge tools, machine tools, files, and saws).....	9,147	100.0	75.2	13.2	11.6			
Wirework.....	10,636	100.0	81.2	11.0	7.8		(2)	
Machinery, not including transportation equipment.....	483,215	100.0	78.1	8.5	13.3	(1)	.1	
Agricultural implements (including tractors).....	40,686	100.0	90.8	4.4	4.8			
Cash registers, adding machines, and calculating machines.....	18,710	100.0	98.3	5 1.7	(6)			
Electrical machinery, apparatus, and supplies.....	138,969	100.0	80.5	6.7	12.8		(2)	
Engines, turbines, water wheels, windmills.....	21,018	100.0	71.3	12.2	16.5			
Foundry and machine-shop products.....	181,404	100.0	66.5	12.7	20.7	.1	(2)	
Machine tools.....	29,474	100.0	81.0	8.9	10.1	(2)	(2)	
Radios and phonographs.....	24,334	100.0	93.6	4.5	1.9			
Textile machinery and parts.....	12,670	100.0	96.3	5 3.7	(6)			
Typewriters and parts.....	15,619	100.0	7 100.0		(2)			
Transportation equipment.....	253,848	100.0	70.5	22.4	3.7	3.1	.3	
Aircraft.....	18,051	100.0	87.6	(3)	4 12.4			
Automobiles.....	181,323	100.0	63.4	30.1	1.8	4.3	.4	
Cars, electric- and steam-railroad.....	12,114	100.0	56.2	17.2	26.6	(2)		
Locomotives.....	3,428	100.0	92.8		7.2			
Shipbuilding.....	38,932	100.0	98.6	.6	.8	(2)	(2)	

See footnotes at end of table.

TABLE 2.—Employees, by Industries, in Reporting Manufacturing and Nonmanufacturing Establishments in August 1938, and Percentage Distribution by Length of Pay Period—Continued

Industry	Total number of employees	Percent of employees whose pay period covered—					
		All periods	1 week	2 weeks	Half month	1 month	10 days	Other periods
Manufacturing Industries—Continued							
<i>Durable goods—Continued</i>							
Railroad repair shops.....	95,607	100.0	8.6	0.4	90.4	0.6	
Electric railroad.....	16,380	100.0	39.8	2.1	54.4	3.7	
Steam railroad.....	79,227	100.0	2.1		97.9	(2)	
Nonferrous metals and their products.....	113,335	100.0	79.1	10.0	10.9		
Aluminum manufactures.....	11,069	100.0	69.1	24.8	6.1		(2)
Brass, bronze, and copper products.....	41,404	100.0	90.6	3.8	5.6		
Clocks, watches, time-recording devices.....	14,183	100.0	80.0	\$ 20.0	(6)		
Jewelry.....	11,642	100.0	100.0		(2)		
Lighting equipment.....	7,304	100.0	75.3	23.2	1.5		(2)
Silverware and plated ware.....	9,114	100.0	100.0		(2)		
Smelting and refining—copper, lead, zinc.....	18,619	100.0	37.0	13.3	49.7		
Lumber and allied products.....	191,442	100.0	39.0	13.2	39.8	8.0	
Furniture.....	69,241	100.0	55.1	22.0	22.9	(2)	(2)
Lumber:							
Millwork.....	29,455	100.0	62.8	9.8	24.6	2.8	(2)
Sawmills.....	92,746	100.0	19.5	7.7	57.2	15.6	
Stone, clay, and glass products.....	121,487	100.0	32.0	11.0	53.6	2.5	0.9
Brick, tile, and terra cotta.....	29,406	100.0	35.6	4.5	59.9	(2)	
Cement.....	21,021	100.0	10.9	(3)	4 89.1	(2)	(2)
Glass.....	47,108	100.0	32.4	19.8	39.5	6.0	2.3
Marble, granite, slate, and other products.....	6,412	100.0	69.3	9.6	21.1		
Pottery.....	17,277	100.0	37.1	11.9	51.0	(2)	
<i>Nondurable goods</i>							
Textiles and their products.....	896,924	100.0	85.3	11.1	3.5	(1)	.1
Fabrics.....	644,251	100.0	85.0	11.1	3.9		
Carpets and rugs.....	16,476	100.0	100.0	(2)			
Cotton goods.....	274,075	100.0	93.0	6.5	.5		(2)
Cotton small wares.....	9,371	100.0	92.8	\$ 7.2	(6)		
Dyeing and finishing textiles.....	37,860	100.0	86.7	13.2	.1		
Hats, fur-felt.....	7,119	100.0	91.2	\$ 8.8	(6)		
Hosiery.....	86,912	100.0	60.7	24.3	15.0		
Knitted outerwear.....	10,535	100.0	82.7	9.9	7.4		
Knitted underwear.....	34,099	100.0	85.8	\$ 14.2	(6)		
Knitted cloth.....	4,825	100.0	96.2	3.8			
Silk and rayon goods.....	42,077	100.0	47.4	38.6	14.0	(2)	
Woolen and worsted goods.....	120,902	100.0	93.6	3.4	3.0		
Wearing apparel.....	252,011	100.0	86.0	11.2	2.8	(1)	
Clothing, men's.....	116,357	100.0	88.9	9.2	1.8		.1
Clothing, women's.....	66,333	100.0	87.1	9.7	3.2	(2)	(2)
Corsets and allied garments.....	9,219	100.0	77.1	\$ 22.9	(6)		
Men's furnishings.....	10,299	100.0	91.2	\$ 8.8	(6)		
Millinery.....	8,836	100.0	92.7	\$ 7.3	(6)		
Shirts and collars.....	40,967	100.0	75.1	17.9	7.0		
Leather and its manufactures.....	177,175	100.0	86.1	11.7	2.2		
Boots and shoes.....	146,860	100.0	88.3	11.1	.6		
Leather.....	30,315	100.0	75.5	14.8	9.7		(2)
Food and kindred products.....	409,265	100.0	86.0	2.7	10.5	.5	.3
Baking.....	74,203	100.0	97.7	1.4	.9	(2)	(2)
Beverages.....	39,803	100.0	82.2	6.8	11.0	(2)	(2)
Butter.....	5,619	100.0	53.1	2.6	35.3	9.0	(2)
Canning and preserving.....	117,534	100.0	78.3	4.8	15.8	1.1	(2)
Confectionery.....	33,023	100.0	84.3	2.9	12.8		
Flour.....	13,562	100.0	80.7	.5	12.7		5.4
Ice cream.....	11,702	100.0	76.5	(3)	4 23.1	(2)	4
Slaughtering and meat packing.....	94,010	100.0	99.0	.4	.6	(2)	(2)
Sugar, beet.....	5,982	100.0	(3)		4 100.0		
Sugar refining, cane.....	13,389	100.0	82.9	(2)	4 17.1		
Tobacco manufactures.....	58,734	100.0	97.8	.3	1.9		
Chewing and smoking tobacco and snuff.....	11,584	100.0	95.3	(3)	4 4.7		
Cigars and cigarettes.....	47,150	100.0	98.4	.4	1.2		

See footnotes at end of table.

TABLE 2.—Employees, by Industries, in Reporting Manufacturing and Nonmanufacturing Establishments in August 1938, and Percentage Distribution by Length of Pay Period—Continued

Industry	Total number of employees	Percent of employees whose pay period covered—					
		All periods	1 week	2 weeks	Half month	1 month	10 days	Other periods
Manufacturing Industries—Continued							
<i>Nondurable goods—Continued</i>							
Paper and printing	270,413	100.0	83.8	5.1	10.9	0.2	
Boxes, paper	35,773	100.0	89.3	4.0	6.7	(2)	(2)
Paper and pulp	106,332	100.0	67.8	10.4	21.8	(2)	
Printing and publishing:							
Book and job	74,602	100.0	96.1	1.4	2.5		
Newspapers and periodicals	53,219	100.0	95.6	.7	3.7	(2)	
Chemicals and allied products, and products of petroleum and coal	216,262	100.0	57.3	16.9	24.8	1.0	(1)
Chemicals	41,089	100.0	52.1	27.6	15.3	5.0	
Cottonseed—oil, cake, and meal	4,588	100.0	97.1	2.9			
Druggists' preparations	9,587	100.0	73.9	17.6	8.5		(2)
Explosives	3,687	100.0	18.5	45.3	36.2		
Fertilizers	9,350	100.0	95.0	(3)	4 5.0		
Paints and varnishes	20,065	100.0	63.5	18.8	17.7	(2)	(2)
Petroleum refining	68,068	100.0	20.2	19.2	60.4	.2	
Rayon and allied products	45,282	100.0	89.4	10.6			
Soap	14,453	100.0	99.6		.4	(2)	
Rubber products	89,261	100.0	87.7	5.6	6.7		
Rubber boots and shoes	14,502	100.0	100.0				
Rubber tires and inner tubes	44,577	100.0	92.2	(3)	4 7.8		
Rubber goods, other	30,182	100.0	75.0	16.6	8.4		(2)
Nonmanufacturing Industries							
Total nonmanufacturing	2,683,846	100.0	59.7	1.8	34.2	3.5	0.1
Coal mining:							
Anthracite	44,354	100.0			100.0		
Bituminous	196,987	100.0	.3	.3	96.6	2.5	(2)
Metalliferous mining	38,790	100.0	17.6	.5	80.5	1.4	
Quarrying and nonmetallic mining	37,496	100.0	29.1	7.3	62.3	.7	.6
Crude-petroleum producing	37,022	100.0	.3	(3)	4 84.6	15.1	
Public utilities:							
Telephone and telegraph	276,776	100.0	89.6		6.1	4.3	(1)
Electric light and power and manufactured gas	279,470	100.0	36.8	3.6	55.8	3.8	(1)
Electric-railroad and motorbus operation and maintenance	127,407	100.0	43.6	(3)	4 53.9	2.4	.1
Trade:							
Wholesale	316,734	100.0	59.4	1.9	34.4	3.7	.3
Retail	858,906	100.0	80.3	2.1	14.0	1.6	.1
Hotels (year-round)	128,123	100.0	23.6	2.8	55.3	18.3	(2)
Laundries	71,774	100.0	98.2	.4	1.2	.1	
Dyeing and cleaning	17,088	100.0	98.6	.5	.8	.1	
Brokerage	20,801	100.0	38.4	2.2	51.8	7.2	.4
Insurance	104,581	100.0	48.8	(3)	4 44.5	6.7	(1)
Building construction	127,466	100.0	96.1	1.0	1.7	.6	(1)

¹ Less than a twentieth of 1 percent.

² Data reported are withheld from industry total to avoid disclosing information for less than 3 reporting establishments. They are, however, included in the totals of all manufacturing industries combined and, where possible, the respective group totals, or in the nonmanufacturing totals.

³ Combined with half month data. See footnote 4.

⁴ The figures from which this percentage has been computed include a number of employees paid on a biweekly basis. These data were combined in order to avoid disclosing information for less than 3 reporting establishments.

⁵ The figures from which this percentage has been computed include a number of employees paid on a semimonthly basis.

⁶ Combined with biweekly data. See footnote 5.

⁷ This percentage relates only to employees classified in the single pay period for which data could be shown and therefore represents slightly less than 100 percent of the reporting sample.

On the whole, the nondurable-goods industries, as contrasted with the durable, had a larger representation of workers who received weekly earnings, 82.9 percent having been paid thus. In 19 of the individual nondurable-goods industries, over 90 percent of the workers were paid by the week. Among these were the cotton goods, woolen and worsted goods, baking, slaughtering and meat packing, cigars and cigarettes, newspapers, book and job printing, and rubber-tire and inner-tube industries, all of which employ large numbers of workers. In the rubber boot and shoe industry, the reports indicated that all of the wage earners were paid by this method.⁴

Over 80 percent of the wage earners in the men's and women's clothing and the boot and shoe industries, which also employ many thousands of workers, were paid by the week. Two other sizable industries, canning and preserving and paper and pulp, paid 78.3 and 67.8 percent of their employees by the week.

The petroleum-refining industry, on the other hand, paid the majority (60.4 percent) of its employees semimonthly, and the beet-sugar industry, though small, deserves mention also because in it half-monthly pay periods were practically universal, all but a negligible portion of the workers having been paid this way.

In the durable industries weekly payments were less frequent, although 53.7 percent of the workers were found to be paid in this fashion. The practice of paying by the week, however, was the usual method in several of the individual durable-goods industries, 10 out of 47 having paid more than 90 percent of their workers weekly wages. The most important of these as to volume of workers were the agricultural implement, shipbuilding, and brass, bronze, and copper industries, in which 90.8, 98.6, and 90.6 percent, respectively, came in this category.

Weekly wage payments were also prevalent in the automobile, electrical machinery, and foundry and machine-shop industries, even though the proportions paid biweekly and semimonthly in these industries assumed some importance.

Prominent among the durable-goods industries in which the semi-monthly pay basis was customary were the steam-railroad repair shops which paid 97.9 percent of their workers on this basis. Others in this group were cement, 89.1 percent; blast furnaces, steel works, and rolling mills, 62.5 percent; brick, tile, and terra cotta, 59.9 percent; sawmills, 57.2 percent; electric railroad repair shops, 54.4 percent; and pottery, 51.0 percent.

The greatest proportion of workers paid by the month was in the sawmill industry, in which the percentage was 15.6.

⁴ A 100 percent coverage in the number of employees paid by the week is shown for several other industries, and although this percentage is approximately correct, some allowance must be made for the wage-earner data that were withheld as explained by footnote in order not to disclose figures for less than 3 reporting establishments.

Among the manufacturing industries surveyed there were only two (plumbers' supplies and explosives) in which the practice of biweekly payments predominated.

Although 59.7 percent of the employees out of the 2,683,846 in the nonmanufacturing industries shown in the second part of table 2 were paid on a weekly basis, the proportion was not so great as in the manufacturing industries.

It should be noted, however, that three of the industries in this group (laundries, cleaning and dyeing, and private building construction), in which wage-earner employment predominates, showed the largest proportions of workers paid by the week (98.2, 98.6, and 96.1 percent, respectively).

Telephone and telegraph employees too, were as a general rule paid by the week, 89.6 percent of them receiving weekly remuneration. In retail trade 80.3 percent of the employees were paid weekly.

The workers in the extractive industries, on the other hand, were to a great extent paid semimonthly, the percentages ranging from 62.3 in quarrying and nonmetallic mining to 100 percent in anthracite mining. In the bituminous-coal mines 96.6 percent of the workers covered were paid on a semimonthly basis.

Pay periods for workers in other of the nonmanufacturing industries were fairly well distributed between the weekly and semimonthly periods. This was particularly evident among employees in insurance firms, in which 48.8 percent received weekly and 44.5 percent semimonthly salaries. More than half (53.9 percent) of the workers in electric-railroad companies were paid semimonthly and 43.6 percent were paid weekly. In brokerage offices the distribution was 51.8 percent by the half-month and 38.4 by the week, whereas in wholesale trade 59.4 percent of the employees were paid weekly while 34.4 were paid semimonthly.

The number of employees paid on a monthly basis was relatively small, the largest proportions being in year-round hotels in which 18.3 percent received monthly pay, and in crude-petroleum producing in which 15.1 percent were on a monthly basis. Employees whose pay days came every 2 weeks, 10 days, or for some other length of time, constituted a very small percentage on the whole, except that 7.3 percent of quarry workers were paid every 2 weeks.

Length of Pay Periods in Establishments, by States

Of the 137,735 establishments for which data were compiled, as shown in table 3, 74.3 percent paid their employees by the week, 2.0 percent paid biweekly, 16.5 percent semimonthly, 2.3 percent monthly, 0.1 percent every 10 days, 0.2 percent for some other single pay period, and 4.6 percent reported that they had more than one type of

pay period. Firms in the latter class had various combinations of two, or in rare instances three lengths of pay periods, maintaining separate pay rolls for different groups of employees.

TABLE 3.—Reporting Establishments, by States, in Manufacturing and Nonmanufacturing Industries in August 1938, and Percentage Distribution by Length of Pay Period

State	Total number of establishments	Percent of establishments in which the pay period covered—							
		All periods	1 week	2 weeks	Half month	1 month	10 days	Other periods	More than 1 period
United States.....	137,735	100.0	74.3	2.0	16.5	2.3	0.1	0.2	4.6
New England.....	13,587	100.0	96.6	.1	1.7	.3	(1)	(1)	1.3
Maine.....	926	100.0	91.4		2.9	1.4			4.3
New Hampshire.....	682	100.0	94.9	.1	1.5	1.0			2.5
Vermont.....	528	100.0	89.3	.2	2.3	.2			8.0
Massachusetts.....	7,012	100.0	98.1		1.5	.2			.2
Rhode Island.....	1,380	100.0	97.2		1.1	.1	.1		1.4
Connecticut.....	3,059	100.0	95.8	.2	2.1	.3		(1)	1.6
Middle Atlantic.....	34,664	100.0	84.7	1.8	9.2	2.7	(1)	(1)	1.6
New York.....	20,996	100.0	92.6	.4	3.0	2.9			1.1
New Jersey.....	4,654	100.0	89.5	3.4	4.4	.5	(1)	(1)	2.2
Pennsylvania.....	9,014	100.0	63.8	4.2	26.1	3.4	.2	(1)	2.3
East North Central.....	28,965	100.0	74.4	4.3	17.5	1.1	.2	.1	2.4
Ohio.....	9,120	100.0	76.8	3.6	16.6	.4	.1	.2	2.3
Indiana.....	3,726	100.0	74.9	3.6	17.4	.5	.3	.1	3.2
Illinois.....	6,757	100.0	76.6	3.9	17.5	.5	.1		1.4
Michigan.....	4,866	100.0	73.0	3.8	18.4	.6	.6	.2	3.4
Wisconsin.....	4,496	100.0	66.9	7.6	18.7	4.3			2.5
West North Central.....	14,384	100.0	57.9	1.8	23.2	4.2	.1	.2	12.6
Minnesota.....	3,079	100.0	49.2	3.4	23.9	4.9	.1	.2	18.3
Iowa.....	2,238	100.0	63.6	1.5	24.5	2.2	.1	.2	7.9
Missouri.....	3,695	100.0	73.7	1.5	17.7	1.2		.1	5.8
North Dakota.....	685	100.0	46.6	1.0	18.1	5.8		.2	28.3
South Dakota.....	549	100.0	38.7	4.0	20.8	11.7			24.8
Nebraska.....	1,599	100.0	44.0	.6	32.2	2.3	.1	.3	20.5
Kansas.....	2,539	100.0	56.4	1.2	25.7	8.7	(1)	.2	7.8
South Atlantic.....	12,677	100.0	76.9	1.9	14.1	1.5	.2	.1	5.3
Delaware.....	329	100.0	89.4	3.0	4.6	.6			2.4
Maryland.....	1,884	100.0	80.7	1.5	9.5	.4	.1		7.8
District of Columbia.....	1,445	100.0	89.0	.1	7.3	.2			3.3
Virginia.....	2,409	100.0	78.3	1.8	14.2	1.3	(1)	(1)	4.4
West Virginia.....	1,392	100.0	49.0	2.5	41.1	3.2	.1	.1	4.0
North Carolina.....	1,423	100.0	75.8	6.0	9.3	4.3		.1	4.5
South Carolina.....	812	100.0	87.1	.7	5.9	.9			5.4
Georgia.....	1,663	100.0	79.1	1.6	11.7	1.3	.1	.2	6.0
Florida.....	1,320	100.0	74.5	.5	15.5	.5	1.2		7.8
East South Central.....	4,982	100.0	70.4	2.5	19.2	1.3	.1	.2	6.3
Kentucky.....	1,595	100.0	67.6	1.1	25.4	1.1	.1	.2	4.5
Tennessee.....	1,653	100.0	73.4	3.0	15.9	1.1	.1	.5	6.0
Alabama.....	1,110	100.0	70.8	3.5	17.3	1.3	.1	.1	6.9
Mississippi.....	624	100.0	69.1	2.7	15.2	2.1	.2		10.7
West South Central.....	7,566	100.0	59.4	.8	26.0	5.1	.1	.1	8.5
Arkansas.....	1,015	100.0	57.8	2.1	26.4	9.9		.2	3.6
Louisiana.....	1,175	100.0	70.5	.9	20.8	1.3	.4	.1	6.0
Oklahoma.....	1,652	100.0	54.8	.5	32.2	4.3	.1		8.1
Texas.....	3,724	100.0	58.4	.6	24.8	5.4		.1	10.7
Mountain.....	5,044	100.0	57.6	1.0	26.6	5.3	(1)	.1	9.4
Montana.....	736	100.0	57.2	.4	23.9	8.6		.1	9.8
Idaho.....	593	100.0	54.1	1.0	19.9	8.1			16.9
Wyoming.....	392	100.0	51.8	.8	30.1	8.4			8.9
Colorado.....	1,546	100.0	64.7	1.0	21.9	3.9		.1	8.4
New Mexico.....	334	100.0	58.1	.3	25.1	6.0			10.5
Arizona.....	527	100.0	47.6	1.6	40.4	2.1			8.3
Utah.....	710	100.0	59.4	1.3	28.9	3.2	.1	.2	6.9
Nevada.....	206	100.0	44.7	1.5	43.2	5.3			5.3
Pacific.....	15,866	100.0	58.8	1.3	30.5	2.7	.1	.1	6.5
Washington.....	3,267	100.0	59.9	.8	27.2	5.3	.3	.1	6.4
Oregon.....	1,629	100.0	57.0	.9	29.7	5.5		.1	6.8
California.....	10,970	100.0	58.6	1.5	31.7	1.5	.1	.1	6.5

¹ Less than a twentieth of 1 percent.

In the New England States 96.6 percent of the firms paid their workers by the week, while in the Middle Atlantic district 84.7 percent followed this rule. In the latter group the high percentage of weekly pay periods was due primarily to the large number of establishments in New York State which paid by the week.

Although the majority of the employers in each of the other geographic areas followed the general policy of weekly wage and salary payments, in 7 States employers paying by the week represented less than 50 percent of the total, those in South Dakota registering only 38.7 percent.

The West Coast States had the highest proportion of establishments with semimonthly pay rolls, 30.5 percent of them following this custom.

Length of Pay Periods in Establishments, by Industries

The manufacturing establishments for which data were tabulated numbered 25,507, of which 76.2 percent paid their wage earners by the week, 6.4 percent every 2 weeks, and 15.9 percent semimonthly. Those paying by the month, for 10 days, for some other length of pay period, or having more than one type of pay period, were relatively unimportant, as revealed in table 4.

Of particular interest is the fact that nearly all of the establishments in the jewelry and silver and plated-ware industries paid their workers by the week. These establishments are largely concentrated in New York where weekly pay rolls are customary and in the States of Massachusetts, Rhode Island, and Connecticut, where laws provide for weekly wage payments.

TABLE 4.—Reporting Establishments in Manufacturing and Nonmanufacturing Industries in August 1938, and Percentage Distribution by Length of Pay Period

Industry	Total number of establishments	All periods	Percent of establishments in which the pay period covered—						
			1 week	2 weeks	Half month	1 month	10 days	Other periods	More than 1 period
Manufacturing Industries									
Total manufacturing	25,507	100.0	76.2	6.4	15.9	0.9	0.2	(1)	0.4
Durable goods	10,487	100.0	64.0	7.6	26.2	1.3	.3	(1)	.6
Nondurable goods	15,020	100.0	84.7	5.5	8.6	.6	.1	(1)	.5
<i>Durable goods</i>									
Iron and steel and their products, not including machinery	2,027	100.0	71.0	8.9	18.5	.3	.5		.8
Blast furnaces, steel works, and rolling mills	298	100.0	33.9	19.1	46.0		.3		.7
Bolts, nuts, washers, and rivets	60	100.0	41.7	25.0	33.3				
Cast-iron pipe	60	100.0	81.7	5.0	13.3				
Cutlery (not including silver and plated cutlery) and edge tools	111	100.0	88.3	3.6	7.2		.9		
Forgings, iron and steel	80	100.0	65.0	17.5	16.3	1.2			
Hardware	132	100.0	83.3	5.3	10.6		.8		
Plumbers' supplies	96	100.0	67.7	11.5	17.7	1.0	2.1		
Stamped and enameled ware	195	100.0	73.8	9.7	15.9	.6			

¹Less than a twentieth of 1 percent.

TABLE 4.—Reporting Establishments in Manufacturing and Nonmanufacturing Industries in August 1938, and Percentage Distribution by Length of Pay Period—Continued

Industry	Total number of establishments	All periods	Percent of establishments in which the pay period covered—					
			1 week	2 weeks	Half month	1 month	10 days	Other periods	More than 1 period
Manufacturing Industries—Continued								
<i>Durable goods—Continued</i>								
Iron and steel and their products—Contd.								
Steam and hot-water heating apparatus and steam fittings.....	93	100.0	80.6	6.5	11.8			1.1
Stoves.....	228	100.0	80.3	6.1	13.6			
Structural and ornamental metalwork.....	306	100.0	80.7	5.6	13.1	0.6		
Tin cans and other tinware.....	127	100.0	78.7	1.7	6.3		3.1	10.2
Tools (not including edge tools, machine tools, files, and saws).....	119	100.0	82.4	3.3	14.3			
Wirework.....	122	100.0	76.2	6.6	15.6		1.6	
Machinery, not including transportation equipment.....	3,125	100.0	75.7	7.5	15.9	.2	.2	.5
Agricultural implements (including tractors).....	94	100.0	67.0	10.6	21.3			1.1
Cash registers, adding machines, and calculating machines.....	29	100.0	89.7	6.9	3.4			
Electrical machinery, apparatus, and supplies.....	492	100.0	81.7	5.7	11.8		.2	.6
Engines, turbines, water wheels, and windmills.....	81	100.0	66.7	14.8	17.3			1.2
Foundry and machine-shop products.....	2,043	100.0	73.7	7.2	18.4	.2	.1	.4
Machine tools.....	178	100.0	77.0	7.3	13.5	.6	.5	1.1
Radios and phonographs.....	65	100.0	83.1	12.3	4.6			
Textile machinery and parts.....	129	100.0	86.8	11.6	1.6			
Typewriters and parts.....	14	100.0	92.9		7.1			
Transportation equipment.....	595	100.0	73.9	10.6	12.6	1.2	.8	0.2
Aircraft.....	34	100.0	85.3	5.9	8.8			
Automobiles.....	367	100.0	75.7	11.2	9.3	1.6	1.4	.8
Cars, electric- and steam-railroad.....	67	100.0	35.8	25.4	37.3	1.5		
Locomotives.....	9	100.0	66.7		33.3			
Shipbuilding.....	118	100.0	87.3	2.5	8.5			.8
Railroad repair shops.....	859	100.0	10.7	.3	88.1	.7		.2
Electric railroad.....	257	100.0	28.8	1.2	67.7	1.9		.4
Steam railroad.....	602	100.0	3.0		96.8	.2		
Nonferrous metals and their products.....	784	100.0	85.9	4.0	9.7		.3	.1
Aluminum manufactures.....	44	100.0	59.1	15.9	22.7		2.3	
Brass, bronze, and copper products.....	309	100.0	84.1	4.5	11.0			.4
Clocks and watches and time-recording devices.....	33	100.0	87.9	3.0	9.1			
Jewelry.....	214	100.0	99.5		.5			
Lighting equipment.....	91	100.0	91.2	4.4	3.3		1.1	
Silverware and plated ware.....	51	100.0	98.0		2.0			
Smelting and refining—copper, lead, and zinc.....	42	100.0	31.0	11.9	57.1			
Lumber and allied products.....	1,880	100.0	59.9	10.2	23.4	5.4	.1	1.0
Furniture.....	657	100.0	68.6	14.6	15.8	.3	.2	.5
Lumber:								
Millwork.....	587	100.0	73.4	8.3	16.5	1.0	.3	.5
Sawmills.....	636	100.0	38.5	7.4	37.4	14.8		1.9
Stone, clay, and glass products.....	1,217	100.0	47.0	8.0	43.6	.7	.4	.3
Brick, tile, and terra cotta.....	525	100.0	37.1	4.6	57.7	.2		.4
Cement.....	139	100.0	12.2	.7	84.9	.8	.7	.7
Glass.....	164	100.0	47.0	19.5	27.4	3.0	2.4	.7
Marble, granite, slate, and other products.....	279	100.0	81.4	9.0	9.6			
Pottery.....	110	100.0	50.9	13.6	34.5	1.0		
<i>Nondurable goods</i>								
Textiles and their products.....	4,733	100.0	86.5	9.9	3.3	.1	.1	.1
Fabrics.....	2,215	100.0	80.3	14.6	5.0		(1)	.1
Carpets and rugs.....	37	100.0	94.6	2.7				2.7
Cotton goods.....	636	100.0	89.3	9.6	.9		.2	
Cotton small wares.....	97	100.0	90.7	7.2	2.1			
Dyeing and finishing textiles.....	178	100.0	79.2	19.1	1.7			
Hats, fur-felt.....	48	100.0	87.5	8.3	4.2			
Hosiery.....	239	100.0	56.1	25.1	18.8			
Knitted outerwear.....	128	100.0	90.6	4.7	4.7			
Knitted underwear.....	155	100.0	80.0	18.7	1.3			
Knitted cloth.....	56	100.0	92.9	7.1				
Silk and rayon goods.....	198	100.0	41.4	48.0	10.1			.5
Woolen and worsted goods.....	443	100.0	89.4	5.2	5.4			

¹Less than a twentieth of 1 percent.

TABLE 4.—Reporting Establishments in Manufacturing and Nonmanufacturing Industries in August 1938, and Percentage Distribution by Length of Pay Period—Continued

Industry	Total number of establishments	All periods	Percent of establishments in which the pay period covered—					
			1 week	2 weeks	Half month	1 month	10 days	Other periods	More than 1 period
Manufacturing Industries—Continued								
<i>Nondurable goods—Continued</i>								
Textiles and their products—Continued.								
Wearing apparel.....	2,518	100.0	92.1	5.7	1.9	0.1	0.1	0.1
Clothing, men's.....	978	100.0	91.6	5.6	2.2	.3	.2	.1
Clothing, women's.....	1,006	100.0	95.3	3.6	.9	.....	.1	.1
Corsets and allied garments.....	49	100.0	79.6	18.4	2.0	.....	.....	.....
Men's furnishings.....	118	100.0	92.4	5.9	1.7	.....	.....	.....
Millinery.....	162	100.0	95.7	3.1	1.2	.....	.....	.....
Shirts and collars.....	205	100.0	79.0	15.1	5.9	.....	.....	.....
Leather and its manufactures.....	623	100.0	87.2	9.3	3.0	.....	.3	.2
Boots and shoes.....	455	100.0	89.7	9.2	1.1	.....	.....	.....
Leather.....	168	100.0	80.4	9.5	8.3	.....	1.2	.6
Food and kindred products.....	4,193	100.0	80.6	2.6	13.5	1.9	.2	0.1
Baking.....	1,069	100.0	96.2	1.5	1.9	.1	.1	.2
Beverages.....	610	100.0	86.1	3.4	9.2	.3	.....	1.0
Butter.....	344	100.0	41.9	2.0	35.8	16.9	.2	3.2
Canning and preserving.....	834	100.0	77.7	5.0	14.0	1.7	.....	1.3
Confectionery.....	297	100.0	88.9	3.4	7.1	.....	.....	.6
Flour.....	323	100.0	78.3	.9	16.1	1.2	1.0	2.5
Ice cream.....	298	100.0	65.4	4	30.9	.7	1.3	1.3
Slaughtering and meat packing.....	325	100.0	94.8	1.5	3.4	.....	.3	.....
Sugar, beet.....	73	100.0	.....	1.4	98.6	.....	.....	.....
Sugar refining, cane.....	20	100.0	75.0	5.0	15.0	.....	.....	5.0
Tobacco manufactures.....	213	100.0	95.4	2.3	2.3	.....	.....	.....
Chewing and smoking tobacco and snuff.....	39	100.0	92.3	2.6	5.1	.....	.....	.....
Cigars and cigarettes.....	174	100.0	96.0	2.3	1.7	.....	.....	.....
Paper and printing.....	3,450	100.0	91.0	2.6	6.1	.1	.1	.1
Boxes, paper.....	687	100.0	88.5	4.8	6.3	.....	.3	.1
Paper and pulp.....	398	100.0	68.3	8.8	22.4	.3	.....	.2
Printing and publishing:								
Book and job.....	1,718	100.0	97.0	.7	2.2	.....	.....	.1
Newspapers and periodicals.....	647	100.0	92.3	1.5	6.0	.2	.....	.....
Chemicals and allied products, and products of petroleum and coal.....	1,559	100.0	74.1	5.2	19.4	.3	.2	.8
Chemicals.....	195	100.0	55.4	10.8	31.8	1.5	.....	.5
Cottonseed—oil, cake, and meal.....	128	100.0	96.9	3.1	.....	.....	.....	.....
Druggists' preparations.....	74	100.0	79.7	6.8	9.5	.....	2.7	1.3
Explosives.....	31	100.0	32.3	25.8	41.9	.....	.....	.....
Fertilizers.....	329	100.0	95.7	.3	4.0	.....	.....	.....
Paints and varnishes.....	550	100.0	76.9	4.7	16.7	.2	.2	1.3
Petroleum refining.....	149	100.0	15.4	8.1	75.8	.....	.....	.7
Rayon and allied products.....	26	100.0	84.6	15.4	.....	.....	.....	.....
Soap.....	77	100.0	93.5	.....	3.9	.....	.....	2.6
Rubber products.....	249	100.0	77.1	7.2	14.1	.....	.8	.8
Rubber boots and shoes.....	12	100.0	100.0	.....	.....	.....	.....	.....
Rubber tires and inner tubes.....	40	100.0	77.5	5.0	17.5	.....	.....	.....
Rubber goods, other.....	197	100.0	75.6	8.1	14.2	.....	1.0	1.1
Nonmanufacturing Industries								
Total nonmanufacturing.....	106,665	100.0	73.4	.9	16.8	2.8	.1	.1
Coal mining:								
Anthracite.....	100	100.0	.....	.....	100.0	.....	.....	.....
Bituminous.....	1,004	100.0	.....	.8	95.1	2.7	.1	.6
Metalliferous mining.....	247	100.0	21.9	1.6	70.9	4.0	.....	1.6
Quarrying and nonmetallic mining.....	1,058	100.0	32.3	7.5	57.3	1.9	.3	.7
Crude-petroleum producing.....	428	100.0	3.3	.5	68.2	25.0	.....	3.0
Public utilities:								
Telephone and telegraph.....	9,310	100.0	67.7	.....	12.2	5.0	.....	15.1
Electric light and power and manufactured gas.....	2,867	100.0	9.5	.7	70.7	4.6	.....	14.5
Electric-railroad and motorbus operation and maintenance.....	390	100.0	23.1	.5*	53.0	.8	.....	22.6
Trade:								
Wholesale.....	16,282	100.0	56.8	.8	29.1	4.3	.1	8.9
Retail.....	53,886	100.0	82.5	1.0	9.6	1.9	.1	4.9
Hotels (year-round).....	1,813	100.0	34.1	2.0	49.6	10.6	.1	3.6
Laundries.....	1,246	100.0	97.8	.6	1.2	.2	.....	.2
Dyeing and cleaning.....	688	100.0	97.5	.7	1.2	.6	.....	.....
Brokerage.....	1,169	100.0	47.6	.4	42.7	4.7	.4	4.2
Insurance.....	2,076	100.0	48.3	.1	40.8	4.6	.....	6.2
Building construction.....	14,101	100.0	96.3	.8	1.3	.9	(1)	(1)

* Less than a twentieth of 1 percent.

As stated above, all wage earners in the reporting establishments of the rubber boot and shoe industry were paid weekly, this being due partly to the policy of the industry and partly to the fact that several large firms are located in the New England States where there is legal regulation requiring weekly payment of wages.

Conversely, employers in the beet-sugar industry did not pay any of their workers weekly, 98.6 percent of them reporting semimonthly, and the remainder biweekly pay rolls.

The total number of reporting establishments in the nonmanufacturing industries was 106,665, and of these 73.4 percent paid their employees exclusively by the week, 0.9 percent every 2 weeks, 16.8 percent semimonthly, 2.8 percent monthly, approximately 0.1 percent every 10 days, 0.1 percent paid for some other length of pay period (all in the private building-construction industry), and 5.9 percent followed the system of paying different groups of employees for different lengths of time.

Outstanding among the latter group were the public utilities companies which employ, generally speaking, considerable numbers of both wage earners and salaried employees, the frequency of pay for each group varying according to the policies of the employing organizations.

Slightly more than a fifth (22.6 percent) of the reporting companies in electric-railroad and motorbus operation and maintenance reported more than one type of pay period, while 15.1 percent of the telephone and telegraph and 14.5 percent of the power and light establishments came in this class.

This policy was evident also in a number of wholesale and retail trade establishments, insurance and brokerage firms, hotels, and crude-petroleum producing companies, the percentages ranging from 8.9 in wholesale trade to 3.0 in crude-petroleum producing. With the exception of anthracite firms and dyeing and cleaning establishments, none of which reported more than one length of pay period, the number of companies in the remaining industries following this plan was negligible, ranging from less than one-twentieth of 1 percent in building construction to 1.6 in metal mining.

International Labor Relations

INTERNATIONAL LABOR CONFERENCE, JUNE 1939

By JOHN S. GAMBS, *Assistant U. S. Labor Commissioner, Geneva, Switzerland*

IN SPITE of the difficulties of the times, the twenty-fifth conference of the International Labor Organization, held in Geneva in June 1939, achieved a fruitful work. It adopted 10 recommendations and 4 conventions—2 conventions on the working conditions of indigenous workers, 1 on migrant workers, and 1 on the regulation of hours and rest periods of road transport workers. The conference met during an interval of slightly relaxed international tension, although the clouds in the political sky darkened as the sessions drew to a close. If the atmosphere was not one of great optimism, it was most decidedly one of confidence that the International Labor Organization would not in these days of half-war relinquish its goal of seeking progress in labor standards.

Although there were fewer delegates this year than last, the total of 362 representatives from 46 countries was a considerably larger number than had been predicted a month before the convening of the conference. Among the member countries absent were the Soviet Union and a few smaller countries. Italy and Germany are no longer members of the ILO. Japan, which recently gave notice of withdrawal, did not send a delegation.

The American delegation consisted of the following: The Government delegates were the Hon. Charles Vincent McLaughlin, Assistant Secretary of Labor, and Carter Goodrich, United States Labor Commissioner at Geneva. Their advisers were Mrs. Clara M. Beyer, Assistant Director, Division of Labor Standards, Department of Labor; A. F. Hinrichs, Chief Economist, Bureau of Labor Statistics, Department of Labor; John S. Gambs, Assistant United States Labor Commissioner, Geneva; and John Carter Vincent, American Consul, Geneva. The employers' delegation, headed by Henry I. Harriman, chairman of the board of the New England Power Association, Boston, included as advisers Clarence G. McDavitt, former vice president of the New England Telephone & Telegraph Co.; H. D. Horton, president of the Horton Motor Lines, Charlotte, N. C.; and Chester Rowell, editor of the San Francisco Chronicle. Representing American workers were Robert J. Watt, American Federation of Labor, Washington,

D. C.; with Daniel J. Tobin, general president of the International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers, Indianapolis, Ind.; Herbert Woods, economist, International Union of Operating Engineers, Washington, D. C., acting as advisers. The secretary to the delegation was Miss Harriot Hopkinson, United States Department of Labor, Geneva.

These American members of the conference took an active part in committee work and in the plenary sessions.¹

The Director's Report

The work of the conference may, for convenience in treatment, be divided into two parts—the discussion of the director's report, including his reply to this discussion; and the creation and adoption (or rejection) of international regulations. It will be recalled that the director, John G. Winant, is an American, and that this was his first annual report, covering the year since his election last June, though he assumed office only in January.

While the sessions of the special tripartite committees, working on international regulations, were going on in the committee rooms, delegates present at the plenary sessions were discussing the report of the director—a discussion climaxed, toward the end of the conference, by his reply. Allied to this discussion was the response, both by delegates and the director, to the report of the Emergency Committee, created recently to suggest policies for the Organization in the possible event of war. Approximately 60 delegates, representing more than 30 nationalities, addressed the conference on the contents of the two documents. The task of the director was to take note of these comments, and through their synthesis to chart the course of the Organization for the future. As he said in the introduction to his reply, "In a sense, this is not my speech, but yours, for I like to think of the addresses made on the director's report as a democratic method of reflecting world opinion and the pointing up of International Labor Organization policy. And so in large measure I shall simply attempt to translate into briefer form my understanding of the summary views of the conference."

The first point in his reply dealt with the Second Regional Conference of the Americas, to be held toward the end of 1939 at Havana—a conference which will, among other things, provide an opportunity for collaboration between the ILO and the American countries in the field of social insurance. This mention of the Havana Conference reflected the recently increased participation in the work of the Organ-

¹ Mr. McLaughlin acted as vice chairman of the Government group; Mr. Goodrich as secretary of the Government group; Mrs. Beyer as reporter for the Committee on Technical Education; Mr. Harriman as vice president of the conference; Mr. Watt as vice chairman of the Resolutions Committee and officer of the workers' group; and Mr. Hinrichs as reporter for the Committee on Hours of Work in Coal Mines.

ization by the countries in North America, Central America, and South America, and the fact that the center of gravity of the ILO is moving westward.

Going on from this into the heart of his discussion, the director made an analysis of what might be called the economics of a condition of near-war. Autarchy he defined as a system which relies on political and military measures for the advancement of economic ends. He advocated as one important measure for an increased standard of living a program of moderate and gradual relaxation in trade barriers. He saw some dangers for the workers even if the present situation should quickly change to one of peace, for sudden disarmament might be followed by widespread unemployment.

In his report, Mr. Winant had made an allusion to the suggestion recently made by President Roosevelt concerning a general economic conference. He had commented as follows:

I hope and believe that an exchange of views by the nations may pave the way toward that enduring peace that was hoped for so fervently in 1919 by a weary soldiery and a war-torn world. For this, too, we should be prepared. It may mean for us the opportunity to clarify the social objectives of a lasting peace.

This declaration could not be overlooked by the delegates. Representatives of governments from countries as diverse in geographical position and national interests as China, Yugoslavia, France, Great Britain, the United States of America, and New Zealand, had in their discussion all supported the director's suggestion that some pacific approach to the problems of international economic reconstruction must be found. This does not mean that a complete endorsement was given by the speakers to the holding of such a conference, or to participation by the ILO if it should be held. Some speakers called attention to the danger of holding such a conference before the world had reached a state of "peace psychology." Others pointed out the difficulties of technical preparation. There was, however, a strong feeling that the ILO should bend its energies to the preparatory work that is indispensable to the work of economic reconstruction, and that the Organization, by participation, could make a very great contribution to the success of a general economic conference.

A final item of policy had to be given consideration: What should the ILO do in case of war? The suggested policies were contained in the report of the tripartite Emergency Committee of the Governing Body, and its conclusions were most favorably commented on by delegates. It appeared that whatever disagreements existed in the ILO, healthy disagreements arising from its international and tripartite constitution dissolved away into a spirit of cooperation when confronted with the suggested wartime program of the Organization. In its report the committee noted that an important number of governments, including the Government of the United States, had affirmed

the principle that the ILO should endeavor to function as completely as possible in the event of an international crisis. It went on to say that, judging from past experience, the existence of a state of war would give a new acuteness to labor problems and lead to a great intensification of social legislation, in belligerent countries as well as in those not engaged in hostilities. Problems of real wages would arise; national administrations dealing with labor would find themselves confronted with the problem of fatigue, resulting from intensification of effort, and with new problems of occupational disease and industrial poisoning. Difficulties would arise from labor shortages and from unemployment, both resulting from the reorganization of industry on a complete war basis. It would appear that if, unfortunately, the present condition of near-war becomes an open conflict, the ILO is better prepared to meet certain problems relating to industrial relations, even in extra-European countries, than any other organization now in existence.

Reduction of Hours

The second task of the conference was, as has been said above, the consideration, and in some cases the adoption, of certain international regulations. These regulations may take the form of conventions or of recommendations. In either case, the regulation exerts no binding force on a government until it has been accepted or ratified by the competent authority. A convention, if ratified by two or more countries has the force of a treaty. A recommendation imposes fewer obligations on a country which accepts it.

Among the proposed draft conventions and recommendations presented to the conference for discussion, approximately half related to the reduction or regulation of hours of work. The most important of these dealt with the reduction of hours of work in industry, commerce, and offices. Another one was a convention for the reduction of hours of work in coal mining. The discussion of the documents and proposed regulations relating to these two items of the agenda underwent approximately the same fate although there were certain differences in detail.

During the months preceding the conference, there had been a great accumulation of evidence that many important countries could not now effect any important reduction of the working week. All but a few of the governments replying to an ILO questionnaire stated the impossibility of sacrificing labor time during the present period of rearmament. For this reason, several governments, which had been and still are consistently favorable to the establishment of international regulations for the reduction of hours of work, submitted a resolution to the conference to postpone consideration of this ques-

tion at the present conference. The Governments in question were those of France, the United States of America, Belgium, Denmark, and Norway. It was with great reluctance that these countries presented this resolution. They made it clear by their statements that they expected the Governing Body of the ILO to place this question again on the agenda of the conference as soon as such action was warranted by an improvement in the international situation. They explained that they would not have taken this step had it not been for their recognition of the fact that many governments would find it difficult to assume an international obligation regarding the reduction of hours in industry, commerce, and offices in a time when economic activity and the development and enforcement of social legislation are greatly affected by the prevailing political insecurity.

The procedure in regard to the coal industry was slightly different. Since there seemed to be at least some hope of the adoption of a convention for this industry, a resolution was not immediately presented. The question was referred, as questions on the agenda usually are, to a tripartite committee. The committee discussion indicated, however, that what was true of industry, commerce, and offices was also true of coal mines. A resolution was introduced by the committee in the same sense as the resolution described above. It was accepted by the conference as a whole and reduction of hours in coal mines will reappear on the agenda of some future conference as soon as the world political situation is more propitious.

Although the United States delegates voted for the adoption of both these resolutions and had, indeed, taken an active part in the introduction of the resolution on hours of work in industry, commerce, and offices, the policy adopted was not contradictory to the spirit of American labor legislation. No decisions taken in Geneva can affect unfavorably labor standards prevailing in a member state. The United States representatives emphatically reminded the conference that, despite their vote, "this action is not to be understood to be a sanction to longer hours." In the case of coal mining, it was observed that "the 35-hour week is firmly established for 2 years in collective agreements," and that the Government of the United States "will continue to support the short workweek in coal as in other industries." The American representative charged with the duty of discussing the resolution relating to the postponement of the convention on reduction of hours of work in industry, commerce, and offices, reminded delegates from every part of the world that the "United States Government is still in favor of international action for the reduction of working hours." He ended his remarks with the following words:

In the present exceptional circumstances we favor postponement, but postponement on such terms that the Governing Body shall be instructed to place the

matter before us again as soon as such action is warranted by an improvement in the international situation. These are not mere words; they record a profound conviction. They are, in fact, the other side of the argument for postponement. It is armament and political insecurity that render it impossible to make this year the international advance for which we had hoped. It is no less true that the reverse of these conditions will make possible, and indeed necessary, the reduction of hours of work. It is our faith that the choice of a peaceful settlement of national differences will eliminate the obstacles that stand in the way of bringing the 40-hour week to the wage earners of the world.

Regulation of Hours of Work in Road Transport

The International Labor Office had also prepared a draft convention on the regulation of rest periods and work periods of road-transport workers. During the opening days of the conference, a committee, on which the United States was represented by a Government member, an employer member, and a worker member, was chosen to discuss the draft and to prepare a report for the conference. The essentials of the Office draft were that the basic week to be worked by road-transport workers was 48 hours; extensions were to be permitted normally up to 54 hours for workers who ordinarily did a good deal of subsidiary work; and for those who put in large periods of mere attendance, the week could be extended to 60 hours. The committee felt that in this industry, which is so difficult to regulate and which is subject to so many variations in conditions of work, the fixing of definite limits did not meet the realities of the situation. For this reason the committee altered the originally proposed draft convention in the direction of greater flexibility, at the same time that it preserved the basic principle of the 48-hour week and of the 8-hour day.

The most important amendment introduced by the United States Government member was an amendment which would permit a federal government like that of the United States to ratify the road-transport convention for those workers who are at present affected by Federal road-transport regulations. Under the constitution of the ILO, since federal states with limited jurisdiction over labor matters may now treat an international labor convention as a mere recommendation, the offer to accept the binding obligations of a convention for workers under federal jurisdiction represented a willingness to go further than the constitution demands. In the subcommittee which discussed this amendment, it was felt, however, that such an alteration in ILO procedures should be given mature consideration. The representatives of the United States agreed that further thought, and consultation with other countries having a federal constitution, would be advisable. They therefore withdrew the amendment and substituted for it a resolution, which was not opposed, requesting the Governing Body to give consideration to the present position of federal states with a view

to enabling them in the future to ratify conventions like this one under a differential arrangement.

The road-transport convention, as redrafted by the committee, was adopted by the conference, the vote being 88 for and 18 against, with 24 delegates abstaining. Since the international regulation is at most points in advance of actual practice in many countries, this convention will no doubt raise the standards of labor in those states in which it is ratified. It will also, for those states which do not ratify, serve as a yardstick with which to measure the standards that actually prevail.

In addition to the convention on road transport, four recommendations were accepted on the same subject. They involved the issuance of control books, the limitation of night work, methods of carrying into effect the regulations provided for in the convention through consultation with representatives of workers and employers, and through other means; and finally, a document recommending the regulation of hours of drivers in private employment.

Vocational Education and Apprenticeship

In the past 2 years, American delegates, both at the conference and at home, have given much thought to the problems of technical education and apprenticeship. This year their long and painstaking work, pooled with the labors of delegates from 25 countries, was rewarded by the unopposed adoption of two significant recommendations. Judging from the size of the tripartite committee which drafted the regulations, this subject was the one which attracted the greatest interest at the conference.

The recommendations adopted are a set of principles. In the field of vocational education, the principles lay down the importance of adapting any program to the economic and social needs of the community, to the occupational interests and cultural requirements of the workers, and to the demand of employers for labor. All affected groups must collaborate in the conduct of any training program. Admission to technical and vocational schools, it is recommended, should be free.

The recommendation on apprenticeship has as one of its aims the securing within each country of uniformity in the degree of skill required and in the methods and conditions of apprenticeship in each trade. Nations are left free to obtain the desired result in a variety of ways. In some countries the goal will be achieved by government supervision. In other countries—as, for example, in the United States—where the value of private initiative and collective bargaining in determining conditions of apprenticeship is fully recognized, coordination within a trade will be obtained by means of government stimulation rather than by control.

Migrant Workers and Indigenous Workers' Contracts

Two items on the agenda related to matters in which the United States and most other nations are involved only to a limited extent—contracts of employment of indigenous workers and the conditions of labor of migrant workers. Three draft conventions relating to these items were adopted by the conference. There were no governmental delegates of the United States on the tripartite committees that dealt with these questions.

Although American interest in these regulations was limited, the delegates of the United States Government felt that the classes of workers covered by the conventions should be safeguarded even if the problems under consideration were of direct concern only to a small number of nations. They felt that if the proposals of the committees had the support of the large majority of delegates representing the countries immediately affected, it would seem unfortunate that the conventions drafted should be rejected because of mere lack of interest on the part of other nations. Our delegates therefore voted for the proposals put forward, confident that the safeguards agreed to by interested countries were worthy of their support.

Administrative Committees

At every conference, a number of tripartite committees are appointed in connection with the administrative work of the Organization. These include the Selection Committee, the Credentials Committee, the Resolutions Committee, and the Committee on the Application of Conventions. The Resolutions Committee submitted to the conference a number of resolutions, of which one concerned the equality of women in industrial life, another related to judicial bodies for the enforcement of labor legislation, and a third concerned an inquiry into the methods followed in order to develop the activities of the International Labor Organization.

This year, for the first time, a representative of the Government of the United States became a member of the Committee on the Application of Conventions. The function of this committee is to consider the measures that have been taken by member states to give effect to the provisions of conventions to which they are parties. Membership was requested on this committee because the United States had, in the past year, taken its place among the members which have ratified conventions.

Social Security

INDUSTRIAL RETIREMENT PLANS IN CANADA

AT LEAST 70 percent of the wage and salary earners in Canada are employed in establishments which have no definite formal retirement provisions for their personnel. This conclusion was reached in a recent study, covering 120 such plans,¹ which revealed the importance of the larger companies in the retirement movement. Some of the plans under which small numbers of Canadian employees are reported are, in fact, extensions of schemes operated by large corporations in the United States. In illustration, 6 of the 9 noncontributory schemes covering fewer than 500 employees in the Dominion are such extensions.

On the whole, the number of employees eligible for participation under contributory plans is slightly less than the number of full-time employees of the establishments operating such schemes, but because of the predominance of voluntary plans, the actual number of participating workers may be substantially less than the number of potential contributors. "On the basis of reports from 16 reinsured plans, slightly over 75 percent of the total number of employees seem to be contributing. Five self-administered contributory plans with no restrictions on eligibility report 90 percent of their employees participating. The one composite plan for which information is available reports 30 percent of the total number of employees participating in the contributory scheme."

From the point of view of number of workers covered, self-administered contributory and noncontributory schemes are still of considerably more importance than reinsured contributory schemes. The tendency, however, is quite obviously in the direction of contributory and reinsured schemes.

Most of the new schemes are restricted to provisions for dependent old age and to the protection of individual employees' rights to funds built up in their behalf. Many of the reinsured schemes for retirement have associated with them the benefits of group life insurance or group sickness and nonoccupational disability insurance or both.

¹ Queen's University. School of Commerce and Administration. Industrial Retirement Plans in Canada. Kingston, Ontario, 1938.

For employees added to the force after the plan has been initiated membership is frequently obligatory. For employees in the service at the time the plan is created membership is generally optional.

Employees are usually accorded the option of selecting the type of annuity best suited to their needs in order that their dependents may be protected against the hazard of death shortly after retirement.

The distribution of plans, by type, and by number of employees in Canada, is shown in table 1.

TABLE 1.—Industrial Retirement Plans by Number of Employees of Company in Canada ¹

Number of employees in Canada	Non-contributory plans	Contributory plans		
		Self-administered	Reinsured	Composite
Total plans.....	33	16	47	2
Over 50,000.....		1		1
10,000-50,000.....	2			
5,000-10,000.....	4			1
3,000-5,000.....	7	2	1	
2,000-3,000.....	2		1	
1,000-2,000.....	4		3	
500-1,000.....	5	2	3	
Under 500.....	9	2	28	
No information.....		9	11	

¹ 22 informal plans not included.

Table 2 shows that noncontributory schemes prevail in electrical equipment and communication companies and are about as common as contributory plans in mining, public utilities, transportation, and certain manufacturing industries.

TABLE 2.—Canadian Industrial Retirement Plans, by Industry ¹

Industry	Noncontributory plans	Contributory plans		
		Self-administered	Reinsured	Composite
All industries.....	33	16	47	2
Manufacturing:				
Chemicals.....	3	1	3	
Electrical equipment.....	3			
Food products.....	2		8	
Metal products.....	3		5	
Oil products.....		1	3	1
Paper and printing ²	3		4	
Rubber products.....		1	4	
Textile products.....	1		1	
Miscellaneous.....	1	1	5	
Mining and smelting.....			2	
Merchandising.....	1		6	
Communication.....	5	1		
Transportation.....	3	2		1
Public utilities.....	6	1	6	
Finance.....		8		

¹ 22 informal plans not included.

² Paper products noncontributory; printing companies reinsured.

Retirement Age and Related Provisions

Under the majority of recent schemes the only condition for determining eligibility for annuity is the attaining of the specified retirement age. Normal retirement before reaching the age of 65 is becoming more and more common, particularly among women. The age fixed is usually 60, although 11 retirement schemes provide for retirement for women at 55 and one scheme sets that age for men. Of the Dominion schemes under review, slightly over half of the plans which include both men and women provide earlier retirement for women. The most popular combinations are given below:

	<i>Number of plans</i>
65 years for males and 60 for females.....	33
65 years for males and 55 for females.....	5
60 years for males and 55 for females.....	5

It would seem that both in the Dominion and the United States the actual average age at which workers retire is somewhat below the usual age specified in retirement plans and substantially below the highest age designated under schemes providing for compulsory retirement. In recent years employers have shifted many "hidden pensioners" to the retired list.

In most of the plans retirement is allowed, within limits, before the normal date on a reduced annuity. Later retirement is less commonly provided for and under reinsured schemes the consent of the company is required.

Provision for workers entering the service late would not be so difficult for individual firms if industrial retirement schemes were created in all establishments and if the individual worker were given contractual rights to the retirement reserve being built up for him based on his length of service.

The tendency to reduce the normal retirement age has resulted from a combination of influences from employers, employees, and the public. Whether an employee will retire as soon as he can claim a retirement allowance will depend upon the health of the individual, his personal estimate of the relative advantages of his particular job and of leisure, the relation of the retirement annuity to his current pay, and the policy of the company towards compulsory retirement. The number of employees retired by the company will depend upon the terms of the plan, the estimates of the costs of retirement, the economic conditions under which the company is operating, and the relative costs of retention as against retirement.

Very few of the Dominion retirement schemes include any provisions for annuity payments to employees who are disabled, other than gift allowances or adjustments of the annuities already earned. Special provisions for disability are more frequently included under formal noncontributory and self-administered contributory schemes.

The Canadian industrial retirement schemes rarely provide for the protection of dependents of deceased employees and annuitants.

Reinsured contributory schemes and certain self-administered contributory schemes provide that each retiring employee may purchase with the sum to his credit the kind of annuity most suitable to his family's requirements.

Under the greater number of Dominion schemes, employees who leave a company prior to retirement lose all rights to the annuities and to the company's contributions in behalf of rendered services. All of the contributory schemes, however, provide for the return of the employees' direct contributions, if such employees leave the company before fulfilling the retirement conditions.

A number of the newer Canadian plans recognize the right of the individual employee to his share of the company contributions as well as his own direct contributions, by vesting, in the employees, rights to the full annuities purchased by the contributions on their behalf * * *

All the retirement plans include some provision permitting modification or complete termination at the discretion of the company, sometimes after notice to the employees, and sometimes subject to the consent of the insurance company. Since informal plans and formal noncontributory plans leave the management wide discretionary powers, the rights of pensioners and of employees are seldom guaranteed.

Contributions

Ordinarily, the direct contributions of the employee and of the company are so planned that each provides about 50 percent of the total funds required. Contributions are generally discontinued at the normal retirement age.

Under the newer plans a life annuity is payable at the normal age of retirement, "equivalent in value to the total contributions made on behalf of the individual employee, with the accumulated interest on these contributions."

Any immediate annuity payable to an employee retired before the normal retirement age is usually, under the new plans, equivalent in value to the deferred annuity, payable at the normal date, to which his accumulated reserves would entitle him.

The annuity payable to an employee retiring later than the normal age sometimes begins at the normal age; sometimes it begins at actual retirement and is increased to allow for the further accumulations of interest and for the reduced life expectancy.

As a rule, employees are not required to contribute at times when their income is reduced as a result of lay-off or illness. Provision is sometimes made for making up the deficit voluntarily upon return to work so that there will be no reduction in the annuity.

Informal retirement schemes rarely include any standard provision for determining retirement benefits. Formal noncontributory schemes in general base the pension on a specified percentage (commonly 1 percent) of the final wage or salary (or the average pay for the closing years of service, ordinarily 10) for each service year.

The percentage of salary payable as pension under self-administered contributory plans is somewhat higher than under formal noncontributory schemes, as the employees share directly in the costs.

Composite schemes have both contributory and noncontributory features.

Finance and Administration

None of the informal plans and only a few of the formal noncontributory plans in Canada have made provision for funding the retirement liability on an actuarial basis. The liability is, however, fully funded in the self-administered contributory plans which use the money-purchase method of finance. All but one of the remaining plans provide for regular contributions from both the personnel and the company.

The funding method which involves the smallest charge to operating expenses is a lump-sum payment. However, the great majority of companies find this too great an outlay at one time, but, according to the report under review, "sound practice dictates that such payment should be met as soon as possible."

The newer or revised schemes evidence that more and more attention is being given to the problem of sound finance, and the liabilities of practically all the recently adopted plans are underwritten by a life insurance company.

The greater number of the newer schemes recognize the need of guaranteeing that the funds once set aside for retirement reserves will not be used for any other purpose.

A tendency to limit company discretion and assure impartial administration is shown in the later schemes, and a number of the most recent ones provide that in case State retirement protection is established the company scheme may be revised to supplement such protection.

The newer retirement schemes include legal safeguards for employees in the way of guarantees that annuities will be granted to all those who reach the normal retirement age while in the company's service, and that once benefits are allowed they will be accorded for the duration of the specified period.



BRITISH UNEMPLOYMENT-INSURANCE FUND IN 1938

BALANCES of £43,953,644 in the general account of the British unemployment-insurance fund and of £2,773,871 in the agricultural account were shown in the financial report of the Unemployment Insurance Statutory Committee, for the year 1938.¹ At the close of 1937

¹ Great Britain. Unemployment Insurance Statutory Committee. Reports on the Financial Condition of the Unemployment Fund on December 31, 1938. London, 1939.

there was a balance of over 60 million pounds in the general fund, but subsequently 20 million pounds were applied towards the reduction of the indebtedness of the fund. Receipts for the calendar year in the general account were £65,894,665, of which all but £1,443,412 represented insurance contributions by employers, employees, and the State, while the corresponding figures for the agricultural account were £1,942,533 and £43,854. Expenditures for unemployment benefits in 1938 from the general account amounted to £51,662,000, an increase of £18,502,000 over the expenditure for the preceding year, and benefit payments from the agricultural account totaled £742,000 as compared with £455,000 in 1937. The administrative costs and minor items in the two accounts amounted to £6,398,638 and £251,649, respectively.

The following table shows the approximate receipts and payments of the general account and of the agricultural account of the unemployment-insurance fund for the years 1937 and 1938, with the balance in the account at the end of the year, as prepared for the Unemployment Insurance Statutory Committee. This is not an audited account, but it is in the same form as the accounts of the fund which are presented to Parliament after audit, for the financial year ending on March 31.

Receipts and Expenditures of British Unemployment-Insurance Fund, Years Ending December 31, 1937 and 1938

[Average exchange rate of pound in 1937=\$4,944; in 1938=\$4,889]

Item	General account		Agricultural account	
	1937	1938	1937	1938
Receipts:	£64,966,913	£65,894,665	£1,877,628	£1,942,533
Contributions from—				
Employers and workers	42,724,771	42,658,951	1,244,000	1,270,466
Defense departments in respect of men discharged from H. M. forces	161,242	338,333		
Exchequer	21,397,675	21,453,969	615,631	628,213
Interest on investments	674,105	1,431,243	17,826	43,541
Miscellaneous receipts	9,120	12,169	171	313
Expenditures:	64,966,913	65,894,665	1,877,628	1,942,533
Insurance benefits	33,166,000	51,662,000	455,000	742,000
Refunds on contributions in respect of noninsurable employment	90,663	89,346	3,543	4,929
Repayments in respect of yearly and half-yearly hirings			9,195	9,110
Grants for authorized courses of instruction	430,600	420,000	1,400	2,000
Grants toward traveling expenses of insured persons seeking employment	13,924	14,700	16	30
Administrative expenses	4,870,000	5,874,592	230,862	235,580
Debt service	5,000,000	4,259,389		
Surplus	21,401,726	3,574,638	1,177,612	948,884
Applied towards reduction of debt, March 31, 1938		20,000,000		
Balance on December 31	60,379,006	143,953,644	1,824,987	2,773,871

¹ If allowance had been made for any loss or profit on realization redemption of investments, it is estimated the balance would be reduced by £400,000.

General Account

Contributions from employers and employed persons in 1938 in the general account were £65,820 less than in 1937. Actually the loss of income contribution was much in excess of this figure, owing to the increase in unemployment, but the loss was offset by the growth of the insured population and the extension of insurance on April 4, 1938, to about 220,000 persons in institutional and outdoor domestic employment. The exchequer contribution showed an increase of £56,294 in 1938, and there was a material increase in income from investments, amounting to £757,138, attributable largely to interest from investments made at advantageous rates in 1937. Taking all items together, the increase in the income of the fund in 1938 amounted to £927,752. The greatly increased expenditure during the year resulted from the increase in unemployment and in the proportion of unemployment ranking for benefit. These two causes were responsible mainly for the substantial rise of more than a million pounds in the cost of administration.

The debt service has been materially altered since March 1938 when repayment of 20 million pounds on the outstanding debt was made. As a result of this payment, the semiannual debt charge of £2,500,000 was proportionately reduced so that the total payment for the year was £4,259,389. At the end of September 1938 the debt was £81,530,000, and the interest rate from that time until the expiration of the period set for repayment will be $3\frac{1}{2}$ percent.

In 1935 an estimate was made by the committee of the future trend of employment, based on a statement by the Economic Advisory Council of the probable mean level of employment for the next complete trade cycle, assumed to be 8 years.² The rate of unemployment which would yield this mean over the 8 years as a whole was estimated for each of the 8 years, 1936 to 1943. As the actual unemployment in the last 2 years was less than the mean thus established (16.75 percent unemployment, and 48 percent of the unemployment ranking for benefit), it was possible to declare a substantial surplus in the Unemployment Fund over the reserves required to meet a depression. It was recommended that this surplus, amounting to nearly 24 million pounds, should be distributed during the next 8 years in improved benefits or reduced contributions. On the same assumptions, while it was expected that unemployment during 1938 would be materially greater than in 1937, a further gain of income over expenditure was anticipated. Although there was an average weekly surplus of £517,000 in the 6 months from May to October 1937, by February 1938 this surplus had almost vanished, and while a large surplus was again recorded in July there was a net loss of about £20,000 a week in

² See Monthly Labor Review, June 1936, pp. 1511-1512.

the last 4 months of 1938. These changes reflected both the rise in unemployment as a whole and a rise in the proportion ranking for benefit, since the first additions to the unemployed after a period of good employment are largely workpeople with a record of contributions qualifying them for benefit. The proportion of total unemployment ranking for benefit ranged from 44 to 48 percent in the 6 months, May to October 1937, but was nearly 60 percent during the greater part of 1938. In spite of these changes, however, the excess of receipts over expenditures after allowing for the 20-million-pound debt payment and about £400,000 for depreciation in the capital value of investments, was about £3,175,000. Although this surplus would have been available for distribution if the liabilities had remained the same, the changes recommended by the committee in its report on holidays in relation to unemployment insurance, if adopted, would increase the annual expenditure of the fund by about £200,000 a year; in addition, an increase in administrative costs because of improvements in the pay of the staff and in the offices would involve a further increase of about £350,000, and a recommended reduction of agricultural contributions would cause an increase in liabilities of the general account amounting to about £50,000 a year for the next 3 years. Because of these added liabilities, and the probability of the need for additional borrowing by the fund during the trade cycle, it was recommended that the surplus should be applied to the reduction of the debt. This allocation of about 3 million pounds to the debt would reduce the debt charge by nearly £150,000 a year. In addition, an increase of about £500,000 a year in the income of the fund would probably result from the extension of insurance to classes newly brought into the scheme, which with the amount saved by reduced debt charge could be set against estimated new liabilities of £600,000.

Agricultural Account

Contributions from employers and employed persons to the agricultural account increased £26,466 in 1938 as compared with 1937. The system was extended April 4, 1938, to include grooms, gamekeepers, and certain other classes of outdoor domestic servants, and contributions were received from private gardeners for the full year as compared with less than a full year in 1937. The rate of contribution for most insured persons, on the other hand, was reduced by $\frac{1}{2}$ d. per week for both employers and employees as from July 4, 1938. The total increase in income including income from investments, in 1938, amounted to £64,905.

Expenditures for agricultural unemployment benefit increased £287,000 in 1938, and there was an increase of nearly £5,000 in the cost of administration. The total increase in expenditures, including

small increases in minor items, amounted to £293,633. The income of the agricultural account during the year was nearly twice the expenditure, and in this respect repeated the experience of earlier years. The outstanding feature of the operation of the agricultural scheme since its inception has been the excess of income over expenditure, and at the end of 1938 the balance of about £2,774,000 was nearly three times the present annual expenditure.

In considering future trends it is stated that it is impossible to determine exactly how agricultural unemployment and the finance of the agricultural account will be affected by the trade cycle. Among persons insured under the agricultural scheme, the rate of unemployment during 1938 was 5.5 percent, but under the general scheme the rate was 12.6 percent, as compared with an expected mean rate, taking good and bad years together, of 15.1 percent. That is to say, under the general scheme it is assumed that the mean rate of unemployment will be about one-fifth, or 20 percent, greater than that of 1938. However, it is probable that there will be less violent cyclical fluctuations in agriculture than in industry, but making allowance for an increase in claims in the agricultural system as workers become familiar with the machinery of insurance, it was considered that it would be prudent for agriculture, taking good and bad years together, to allow for an unemployment rate 25 percent above the 1938 rate or nearly 7 percent of the insured persons. On the basis of current expenditures, benefit costs at this rate would be increased £185,000 a year, making an average annual expenditure on benefit of £927,000 and the total expenditure on the account about £1,164,000.

The difference between the actual and the expected expenditure on benefit is due in part to the fact that a larger proportion of the unemployed than was expected were women, who received lower rates of benefit than men; and, to a much larger extent, to the fact that so small a proportion of the unemployment which does occur ranks for benefit. During the year 1938 the proportion of unemployment in agriculture ranking for benefit was 48 percent for males, 60 percent for females, and 50 percent for both sexes together. This was considerably lower than that of the general scheme (about 60 percent) and also lower than the expectations and intentions with which the agricultural scheme was established. In view of the unexpectedly small number ranking for benefit, the committee felt that a study must be made to determine the reason for this and also which types of employees have been excluded from benefit, since a substantial number of insured workers have been receiving allowances from the Unemployment Assistance Board. It was considered that some amendment of the rules governing the payment of benefit might be necessary, since in an industry with unemployment as low as 7 percent, a condition in which not more than half of the unemployed receive benefits cannot

be regarded as satisfactory. To cover a larger proportion of the total unemployment than at present, it is said, should be regarded as one of the essential purposes of the agricultural scheme. An increase in the percentage ranking for benefit, to about 70 percent (which is considered desirable), could be met under the present rate of contributions and still leave a substantial disposable surplus.

Representations regarding the scheme were made by various groups—farmers' organizations, the Ministry of Agriculture in England, the Department of Agriculture in Scotland, employers, and employees. The representatives of the employers thought no drastic changes should be made in the scheme because of the short experience under it and because employment conditions were far from normal, but suggested that if there were sufficient disposable surplus it should be used to reduce contributions or to provide a moderate increase of benefits. The representatives of the employees proposed certain changes, including abolition of the 3-day waiting period, payment of cash benefits to boys and girls between the ages of 14 and 16, and increase of the rates of benefit for the other sex and age classes. They did not favor lowering contributions, but preferred, if necessary, to pay higher contributions in order to secure higher benefits. The representatives of the agricultural departments advocated a moderate increase in benefit rates for the purpose of increasing the attractiveness of agricultural work and checking the drift of men from the land.

The committee recommended an increase of 3s. a week in the weekly rate of benefit for men with dependents, to a maximum of 33s. and corresponding increases for the other classes, but did not recommend reducing the waiting period nor payment of benefits to boys and girls under the age of 16. The rebate on contributions allowed on long hirings has proved costly from an administrative standpoint, and claims have been much below expectations. For these and other reasons the committee recommended that the system should not be continued.

In view of the amount of the disposable surplus, it was recommended that the weekly rate of contribution should be reduced by $\frac{1}{2}$ d. for both workers and employers, from July 3, 1939, to July 6, 1942.



OLD-AGE ASSISTANCE IN THE UNITED STATES, 1938: A CORRECTION

IN AN article appearing in the July 1939 issue of the *Monthly Labor Review*, under the above title, the table on page 73 gave the average monthly old-age assistance allowance in Nevada as \$6.46. This was a typographical error. The correct figure was \$26.46.

Vacations With Pay

PAID VACATIONS UNDER COLLECTIVE AGREEMENTS IN GREAT BRITAIN

ABOUT 4 million workers were recently estimated to be entitled to holidays with pay under the terms of collective agreements in Great Britain. This estimate was made by the Ministry of Labor ¹ in a pamphlet summarising the major provisions of voluntary agreements of employers and employees dealing with paid vacations. The Amulree Committee on Holidays with Pay ² made an estimate of 3 million persons entitled to such vacations in the spring of 1938 and recommended unanimously "that the grant of such holiday under voluntary agreements between organizations representing employers and workers should be extended to the utmost practicable extent and at the earliest possible date." Both totals cover "work-people," a class that is defined as consisting of manual workers generally and nonmanual workers in receipt of not more than £250 a year and also unemployed workers.

The various ways of dealing with the main points that require settlement in establishing systems of paid vacations are dealt with in the publication here reviewed and are summarized below. Included are such factors as the length and time of the holiday, the conditions under which employees are entitled to holidays, and the method of calculating appropriate wage rates. In addition the texts of some of the principal agreements or of those which include features of special interest are given in the original publication as a guide to other industries in establishing holidays with pay under collective agreements.

Length and Time of Vacations

In general a paid vacation is granted for 1 week or 6 days. Longer vacation periods up to 2 weeks or 12 or 14 days are fairly common as exemplified in the Government and municipal services and in cooperative associations. Where the period is stated in days it is customary to specify that the days shall be taken consecutively but a

¹ Great Britain. Ministry of Labor. *Holidays with Pay, Collective Agreements Between Organizations of Employers and Workpeople*. London, 1939.

² For a discussion of the committee's recommendations see *Monthly Labor Review* for July 1938, pp. 60-63.

few agreements provide for dividing the vacation period by mutual consent of employers and employees. A number of agreements allow for the granting of the usual public holidays without loss of pay, but this is not general. Agreements covering the majority of workers receiving paid vacations contain no reference to public holidays other than specifying the rate of payment to those called upon to work.

Instances occur in which provision is made for compensation to employees when public holidays occur during the vacation period. For example the employees affected may be entitled to an additional day at the close of the ordinary holiday. Some agreements specify that no such additions shall be made to the ordinary vacation.

In cases where it is necessary for an employee to work on a public holiday he is sometimes paid the higher rate customary for such work and in addition is granted compensatory time off. Certain recent agreements define holidays more precisely than formerly, provide for reducing the number of general or local holidays, or specify that wages shall be paid only for public holidays.

While the length of the vacation is usually fixed in the collective agreement, some do not contain such provisions. In one industry a special holiday fund is maintained from weekly contributions. The sums accumulated would normally amount to 1 week's wages for the employees and is paid to them at the summer holiday period but the different establishments are left free to determine the terms under which vacations are granted.

Occasionally a distinction is made between shift and day workers under an agreement. In one industry, where some employees are engaged on continuous processes, the day workers are entitled to a vacation of 6 consecutive days and the continuous-process workers, whose working week is 7 shifts, are granted 7 days' leave including Sunday.

Agreements usually prescribe that the paid vacation shall be taken between May 1 and September 30, often with qualifications such as "unless otherwise arranged" or "as far as possible." Individual employees need not spread their vacations over this entire period and there is nothing to prevent a complete holiday shut-down of 1 week. Some agreements actually provide for such a suspension of work. If there is a spread of vacations the employer is usually granted the option of deciding when the workers shall take their vacations but in a few cases the latter decide. Other variations are to provide that a part of the holidays shall be taken in winter or that they shall not be taken in certain busy periods. While few agreements fix the specific holiday week, a few state when the vacation shall be taken and the day of the week it shall begin.

Eligibility

Agreements usually establish the requirements for eligibility to paid vacations. Qualification for the full vacation or the full rate of payment depends upon whether the worker has the necessary period of service, which is 12 continuous months in most cases. However, failure to fulfill this requirement does not in all cases bar the worker from receiving a paid vacation. He may be allowed a shorter period of leave or, if given the full time, he may be paid less than the full amount of the holiday allowance. Some agreements do not establish a fixed scale but provide for pro rata leave for workers according to their length of service. The special problem arising in industries where there is a complete plant shut-down for vacations is met in one industry by allowing short-term employees with less than 6 months' service, who are forced to take their holiday, one-half day's pay for each month of service. In another such industry the holiday taken by workers without the required service, when the plant is closed, counts as the first year's holiday but the employers have no claim for reimbursement of money paid in the event of the employee's leaving or being discharged before the completion of 1 year's service.

Under the terms of a few agreements the qualifying period for payment for public holidays is shorter than for the summer holiday. Sometimes payment is made for public holidays irrespective of length of service, and another variation is to pay for a public holiday if the employee returns to work punctually on the following day.

Other conditions for receiving paid holidays include the stipulation that the worker shall not have lost more than a given number of days during the qualifying period. The time so lost must generally have been due to his own fault and not to sickness or other circumstances beyond his control. Occasionally, however, contingencies of the latter nature, where the absence is prolonged, may bar the worker from the paid vacation. Several agreements contain provisions whereby deductions are made from the holiday payment in proportion to time lost by the worker but without forfeiture of the entire paid holiday. Absences on trade-union and governmental business and in attending technical classes are not regarded as lost time under some agreements.

In some instances the grant of paid vacation is conditional on good conduct or satisfactory service.

Determination of Pay

The provisions of agreements differ in specifying the rate of pay for employees on vacation. Some simply state that holidays shall be granted "with pay" or "with full pay." No difficulty is experienced in computing the wage where workers are paid at time rates, but for piece workers or workers under other systems of payment by results

it is necessary to define "pay." Therefore, a number of agreements stipulate that the piece worker shall receive his appropriate time rate. In engineering and shipbuilding it is specified that holiday payment shall be based on the "appropriate daytime rate" which includes merit or ability increments but excludes increments conceded because the worker is not employed under a system of payment by results. Payment for piece workers is also established by averaging weekly earnings for a certain period or a flat rate is provided which is not the same as the rate of wage received by the individual.

Recent agreements in certain industries provide for crediting one-fiftieth of the appropriate daytime rate, plus time worker's bonus, to a special fund for the purpose of covering the cost of paid vacations. When less than a full week is worked, the appropriate portion of the weekly sum is credited, and when overtime is worked it is set off against the time lost. Each firm maintains a special fund from which summer holiday payments are made. When an employee changes employers his holiday credit is transferred, and accrued credits are paid to his representative in case of death.

In the retail tailoring trade in London the journeyman tailor employing not more than two workers is entitled to paid holidays if he grants them to his assistants. Where employees are regularly engaged by several firms they are paid pro rata by these firms. Employees of subcontractors are entitled to receive payment from the employing firm.

Quitting of Job Before Vacation

Workers who leave their jobs before their vacation is due do not necessarily lose all of the benefit under agreements, notwithstanding provisions for continuous service as a prerequisite for paid vacations. A considerable number of agreements allow a payment in proportion to the time served. In a few cases the allowance consists not of a payment but of a portion of the leave, or the whole vacation is granted.

The cause of leaving is often taken into account in determining whether the employee is entitled to a paid vacation, as for example when it is stipulated that the allowance shall be paid only to persons whose employment has terminated through no fault of their own. However, there are agreements which simply state that the allowance shall be granted if the employee leaves his employment or if the employee leaves either voluntarily or by dismissal. These conditions apply, subject to the other requirements as to length of service and good conduct.

Other Conditions

No reference is made as to whether workers may accept other employment in the majority of agreements, but there are exceptions providing that acceptance of paid work involves forfeiture of the paid

vacation. This provision usually applies to paid work of any kind, but in the custom-tailoring trade in London the provisions as to the forfeiture of holiday pay are restricted to employees "who work for any tailor" during the period of the holiday.

Employees who must remain at work during the vacation period usually have their paid leave later. Some agreements forbid wage payment in lieu of holidays and a few state that the holiday is compulsory.

Agreements that specify the time when the holiday payment shall be made tend to prescribe payment in advance of the annual vacation, but under others the payment is authorized on return from the holiday.

Provisions for continuity of service have the effect of barring casual, temporary, or part-time workers from holiday benefits. Sometimes they are specifically excepted but provision is made for granting them paid vacations, in a few cases on a special schedule based on days of employment.

Sickness or accident during the holiday period may be compensated for either by the grant of a holiday at a later time or by payment of wages during the illness.

Agreements commonly have provisions establishing practice for dealing with disputes arising from their operation and some make reference to disputes regarding paid holidays.

Other miscellaneous but rare provisions permit employers to require extra hours of work from employees on duty during vacation periods at regular rates of pay; permit employees to take an extra week of vacation without pay subject to employer approval; and stipulate that employees are disqualified from receiving holidays with pay in the event of a strike or stoppage of work.

Three industries have arrangements whereby employers and employees contribute equally to holiday funds. Participation is optional with the individual worker. A few recent agreements permit employees to supplement employer contributions.



LAW PROVIDING VACATIONS WITH PAY IN IRELAND

PAID vacations on a wider scale are provided in Ireland under the terms of the Holidays (Employees) Act, 1939. The effective date of this legislation is to be fixed by the Minister for Industry and Commerce; thereafter the provision of the Conditions of Employment Act, 1936, regulating paid vacations for industrial workers, will no longer apply,¹ but persons employed in shops will remain subject to the terms of the Shops (Conditions of Employment) Act, 1938.

¹ Great Britain. Ministry of Labor Gazette (London), June 1939, p. 203.

The Governments of Ireland, Great Britain, and Northern Ireland have all legislated on this subject within about a year. The law of Ireland makes paid vacations compulsory for the workers covered, but the laws adopted in Great Britain and Northern Ireland in 1938 simply grant to trade boards (and in Great Britain to agricultural wages committees) the right to establish vacations with pay for the workers whose terms of employment they regulate.²

In Ireland an annual vacation with pay must be granted to all employed persons 14 years of age and over, with the exception of those (above mentioned) employed in shops, persons earning over £350 a year, home workers, attendants in railway refreshment cars, agricultural workers, members of crews of seagoing vessels, fishermen, members of an employer's family supported by and living with him, persons employed on relief works, and certain specified State employees.

A worker continuously employed by the same employer is entitled to a paid vacation for each year of service, a year being reckoned as 365 days from the date of entering employment or any anniversary of that date. The service requirement is that he shall have worked for not less than 1,800 hours if engaged in nondomestic employment, or 300 days if in domestic service. Minimum employment requirements may be established by the Minister for Industry and Commerce for particular classes of workers in the categories covered. For industrial workers under 18 years of age the employment need not exceed 1,500 hours. Continuity of employment is not deemed to be interrupted by absence of not more than 1 month on account of the sickness of the worker or shortage of work, or by periods of absence in connection with military training in the reserve force.

Nondomestic workers are entitled to 7 consecutive days' leave, and qualified domestic workers to 14 days, which may be continuous or in two periods of 7 consecutive days, one in each half of the employment year. The time of the holiday is to be fixed in the discretion of the employer, but the employee must be notified of the date at least 14 days in advance.

Provision is made for granting holiday pay to employees who leave service without having served a full year in their employment. For nondomestic workers, having been employed at least 1 month and not less than 150 hours in that month, holiday pay must be granted at the rate of one full day's pay for the first month and an additional day's pay for each subsequent 2 months in which he has given not less than 300 hours of service. Domestic workers whose employment ceases before they have served a full year are entitled to 7 days' holiday pay for each half year of employment during which they have served not less than 150 days. Young industrial workers under 18

² For provisions of the British act, see *Monthly Labor Review*, October 1938. The law of Northern Ireland is identical in terms with the British act except that it makes no reference to agricultural wages committees.

years of age have their pro rata share of vacation pay, based on 120 and 250 hours instead of 150 and 300 hours as calculated for other non-domestic employees. The Minister for Industry and Commerce may fix different standards for particular categories of workers.

Holiday pay for nondomestic workers paid on a time basis is the equivalent of earnings, exclusive of overtime pay, for the last normal week of employment; or if the pay is calculated otherwise, the holiday payment is the same as the average weekly earnings, exclusive of overtime pay, of the worker in the 6 months immediately preceding the holiday, or for the period of employment, if less than 6 months. Domestic workers are entitled to amounts equivalent to their earnings in the last normal workweek or fortnight immediately before the holiday, according to whether one or both weeks of the paid holiday are granted at one time. Where board and lodging are furnished as a part of wages, a cash payment is required at the rate of 1 shilling a day for workers employed in a county borough or in the borough of Dun Laoghaire, and 7 pence a day elsewhere.

Six public holidays—Christmas, St. Stephen's Day, St. Patrick's Day, Easter Monday, Whit Monday, and the first Monday in August—are granted nondomestic workers, under specified conditions. These six holidays are in addition to the annual paid vacation.

Industrial and Labor Conditions

LABOR CONDITIONS IN THE MILLINERY INDUSTRY

By MARY ANDERSON, *Director, Women's Bureau*

THE millinery industry is highly seasonal, and in consequence employment is extremely variable and annual earnings of the workers are low. Frequent style changes, a demand for low-priced hats, excessive competition, and inadequate resources of the manufacturers are some of the factors which have affected adversely the economic welfare of both employers and employees in the industry. In 1935 and 1936, when most manufacturing industries showed gains in employment, pay rolls, average earnings, salaries, and profits, the reverse was true in the millinery industry. There was no gain in employment, average earnings increased only slightly, and average salaries of officials and average net profits declined.

This singularly unfavorable economic condition led to a joint request by employers and employees to the United States Secretary of Labor, for a comprehensive study of the industry. With greater knowledge of prevailing conditions, it was felt, plans could be developed for rehabilitation. A Nation-wide survey of the industry was, in consequence, made by the United States Women's Bureau in the spring of 1938, but was limited to firms which had been in business at least 11 months during 1937 and the spring of 1938.¹

Employment Conditions

The manufacture of millinery is carried on in 12 major production areas.² In 1937 there were over 800 manufacturers in the industry, who employed an average of 22,000 workers and did a gross business of over \$91,000,000. The industry has two peaks of production in the year (the spring peak of 15 weeks, and the fall peak of 9 weeks), 14 very dull weeks, and 14 transition weeks in which preparations are being made for the busy season or production is reduced as orders fall off. The manufacturer must make enough during the peak seasons to carry him and the continuous overhead through the dull

¹ See U. S. Women's Bureau Bulletin No. 169: Conditions in the Millinery Industry in the United States. Washington, 1939.

² New York City, up-State New York and Connecticut, northern New Jersey, Philadelphia and Trenton, Massachusetts, South Atlantic area, Texas, Illinois, Cleveland, Detroit, and Milwaukee, Missouri, Los Angeles, and San Francisco.

season and for some part of the transitional weeks. The worker, also, even though he may work each week in the year, must plan to make his earnings in the busy seasons spread over the dull and transitional periods.

In the busiest week of 1937 the number of workers employed was 84 percent higher than the number employed in the dullest week. Only a little over one-quarter (26.7 percent) of the workers on the pay rolls in 1937 worked the 46 weeks or more that may be considered as regular employment. Almost one-half of the workers worked less than 20 weeks; these obviously represent, it is said, the extras employed for short periods by individual firms.

Among the various productive occupations, the sewing-machine operators had the most extensive seasonal unemployment, and trimmers and milliners came next. Cutters, who are few in number, generally have steady employment. Office workers are employed more steadily than any other nonproductive group. Sixty-four percent of the millinery workers in 1937 were women.

Table 1 shows the amount of employment secured by employees in the different occupations in 1937.

TABLE 1.—*Number of Weeks Worked by Employees in the Millinery Industry in 1937, by Occupation*

Occupation	Employees with weeks worked reported	Percent of total employees who worked—						
		Under 4 weeks	4, and under 8 weeks	8, and under 13 weeks	13 weeks	14, and under 20 weeks	20, and under 26 weeks	
All occupations	26,798	22.1	10.0	8.1	1.3	7.4	6.0	
Blockers	2,886	11.4	7.7	7.3	1.2	6.4	4.5	
Cutters	310	18.7	11.3	5.8	1.9	4.2	4.8	
Operators	5,132	16.6	10.1	10.2	1.5	10.6	9.6	
Trimmers	11,501	26.0	8.7	6.3	1.1	6.3	4.9	
General factory	3,508	30.0	16.1	11.1	1.7	7.6	5.1	
All nonproductive	3,461	18.5	10.1	8.6	1.3	7.0	6.8	
		Percent of total employees reported who worked—						
		26 weeks	27, and under 33 weeks	33, and under 39 weeks	39 weeks	40, and under 46 weeks	46, and under 52 weeks	52 weeks
All occupations		0.8	3.8	4.4	0.9	8.5	17.2	9.5
Blockers5	3.8	4.6	.9	10.3	23.4	18.1
Cutters3	1.3	1.0	.3	8.1	17.7	24.5
Operators		1.3	4.9	4.7	1.1	8.3	14.7	6.4
Trimmers6	3.9	4.9	1.1	10.6	19.7	5.8
General factory5	3.2	3.4	.6	4.2	9.7	6.8
All nonproductive		1.0	3.1	3.7	.5	4.5	14.6	20.4

Earnings of Workers

Weekly earnings.—Average weekly earnings of millinery workers in 1937 ranged from \$16.11 for general factory workers to \$39.04 for cutters. In the week of maximum employment, average earnings

varied from \$17.32 for general factory workers to \$60.14 for blockers, but in the week of minimum employment earnings had dropped so that the range was from \$8.74 for trimmers to \$31.12 for cutters. In all the productive occupations, average earnings were higher in New York City than in the other productive areas. The earnings of the nonproductive force did not vary much during the year, averaging a little more than \$24 a week. Weekly earnings in the various occupations in 1937 are shown in table 2.

TABLE 2.—Number of Workers and Weekly Earnings of Millinery Workers in 1937

Occupation	Number of workers			Weekly earnings		
	Average	Maximum	Minimum	Average	Maximum	Minimum
All employees ¹	14, 837	17, 883	9, 723	\$23. 54	\$32. 55	\$15. 60
Blockers.....	2, 009	2, 402	1, 509	36. 96	60. 14	16. 57
Cutters.....	218	258	170	39. 04	48. 11	31. 12
Operators.....	2, 654	3, 855	1, 522	30. 31	45. 36	17. 10
Trimmers.....	6, 461	7, 500	3, 857	16. 44	24. 34	8. 74
General factory workers.....	1, 411	1, 932	926	16. 11	17. 32	14. 69
Nonproductive workers ²	1, 739	1, 980	1, 429	24. 20	24. 23	24. 16

¹ Includes designers, not shown separately.

² Includes foremen, shipping, and office.

Annual earnings.—To only 19 percent of the workers on the pay rolls in 1937 had the firms paid as much as \$1,000 in the year. Only a little more than one-third had received as much as \$600. As many as 10,000 workers received less than \$100 during the year, and there were 3,000 who received less than \$10.

Blockers had larger earnings than those in other occupations. Over one-third (36 percent) of the blockers employed in 1937 earned \$1,500 or more, and one-half of them earned at least \$1,000. Cutters had similar earnings, but only one-fourth of the sewing-machine operators and only 7 percent of the trimmers earned as much as \$1,000.

The average earnings of the workers in the different occupations who were employed in all 52 weeks of 1937, and the percentage they represented of the total number in such occupations, were as follows: Blockers (18 percent), \$2,127; cutters (about 25 percent), \$2,271; trimmers and milliners (5.8 percent), \$889; sewing-machine operators (6.4 percent), \$1,793; general factory workers (6.8 percent), \$1,028; nonproductive workers (20.4 percent), \$1,601.

A percentage distribution of the earnings of millinery workers in the various occupations is presented in table 3.

TABLE 3.—Percentage Distribution of Millinery Workers by Annual Earnings in 1937 and by Occupation

Year's earnings	All occupations	Blockers	Cutters	Operators	Trimmers	General factory workers	All non-productive occupations
Under \$10.....	9.5	4.0	0.9	3.9	14.6	11.9	3.9
\$10 and under \$25.....	7.9	3.4	6.4	4.9	9.5	13.1	6.3
\$25 and under \$50.....	6.6	3.8	6.4	5.3	6.6	11.1	6.5
\$50 and under \$75.....	4.3	2.6	2.3	4.0	4.0	7.8	4.5
\$75 and under \$100.....	3.3	2.4	2.3	3.0	2.9	5.6	3.4
\$100 and under \$200.....	8.8	6.0	8.1	8.0	8.0	12.5	11.2
\$200 and under \$300.....	6.2	4.3	4.6	7.4	5.7	7.2	6.9
\$300 and under \$400.....	5.3	4.2	5.2	7.0	5.1	4.7	4.8
\$400 and under \$500.....	5.2	3.0	2.0	7.0	5.9	3.6	3.6
\$500 and under \$600.....	5.2	3.0	2.9	6.4	6.1	2.9	3.8
\$600 and under \$700.....	5.1	2.6	1.7	5.4	6.1	4.2	3.7
\$700 and under \$800.....	5.3	3.3	1.4	4.5	7.0	3.8	4.6
\$800 and under \$1,000.....	8.6	6.0	3.8	7.4	10.9	5.3	8.2
\$1,000 and under \$1,500.....	9.5	15.4	15.4	11.7	6.8	4.8	14.7
\$1,500 and under \$2,000.....	4.2	14.8	13.6	6.7	.6	1.3	6.4
\$2,000 and under \$2,500.....	2.8	11.9	10.4	5.1	(1)	.2	3.2
\$2,500 and under \$3,000.....	1.3	5.8	8.1	1.9	(1)	.1	1.7
\$3,000 and under \$3,500.....	.4	1.9	3.5	.2	(1)		1.1
\$3,500 and under \$4,000.....	.2	.9	.9	(1)			1.0
\$4,000 and under \$4,500.....	.1	.7					.3
\$4,500 and under \$5,000.....	(1)						.2
\$5,000 and over.....	.1	(1)					.4
Total reported.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0

¹ Less than a twentieth of 1 percent.

Hourly earnings.—With some exceptions, productive workers in the millinery industry are paid on a piece-rate basis. In union shops every effort is made, in fixing rates, to insure the same returns to the worker regardless of the great variation in the work, and a minimum scale of week's wages is stated in union contracts. The productivity of the worker depends on the style and price of the hat, the amount of work involved, etc., the trimmer's output being generally larger on the cheaper hats than on the more expensive ones.

In San Francisco, because of the character and volume of the work, all workers are paid a weekly rate. In other areas, cutters and general factory workers are paid on a time basis. Blockers usually, and sewing-machine operators occasionally, work as a "corporation"; i. e., from two to four workers pool their earnings, each receiving a certain sum for the week.

Hourly earnings, based in most cases on workers' records for a week in March 1938, showed that only 1 percent of the workers earned under 25 cents an hour; 2 percent earned under 30 cents; 4 percent under 35 cents; and 6 percent under 40 cents. The effect of time rates is evident in the concentration of the earnings of workers in San Francisco, over one-half of the workers (53 percent) there earning between 45 and 50 cents an hour and 15 percent between 60 and 65 cents. Hourly earnings in the various areas are shown in table 4.

TABLE 4.—Average Hourly Earnings of Millinery Workers in a Week of March 1938, by Areas

Area	Number of employees	Average hourly earnings	Median hourly earnings
All areas.....	7,525	\$0.909	\$0.778
New York City.....	4,162	1.080	.896
Up-State New York and Connecticut.....	71	.726	.592
Northern New Jersey.....	285	.718	.688
Philadelphia and Trenton.....	211	.783	.719
South Atlantic area.....	76	.524	.506
Texas.....	349	.368	.356
Illinois.....	1,232	.784	.680
Cleveland, Detroit, and Milwaukee.....	367	.670	.652
Missouri.....	570	.732	.715
San Francisco.....	202	.538	.485

Economic Factors

The labor conditions existing in the millinery industry are the product of factors which are partly inherent in the nature of the industry and partly due to the organization of individual business operations. Such factors as seasonality, style, and price are due to external causes and are beyond the control of the manufacturer.

The great variation in employment and the low earnings of part-year workers are due mostly to the seasonality of the industry. The style factor results in small purchases of materials in advance, in a preponderance of hand and light-machine operation, in small firms with limited capital, few fixed assets, and few credit facilities, in continuous fixing of piece rates as styles vary, and in small orders until consumers' acceptance is assured.

The demand for low-price hats can be supplied economically only where wholesale prices are based on volume production, whereas production is mainly on a unit basis. In consequence, retail distribution through chain stores and through syndicates having millinery departments in department stores is increasing, and distribution through jobbers is decreasing. Unless the volume of business is over \$100,000, the average net income does not assure firm members as much as the higher-paid employees receive. Also there is less labor on low-price hats.

Factors in the industry which are capable of improvement include oversupply of workers, excessive competition, lack of scientific business organization, and imperfect factory management. Effective cooperation and systematic effort of employers and employees, through a strong union of employees (such as already exists) and a strong association of employers, are necessary to bring about improvement in these factors. An organized effort toward lengthening seasons, through consumer aid, and assessing style trends far enough in advance to allow planning of each season's production, would, it is suggested, tend to stabilize employment and advance the economic interests of the industry.

OCCUPATIONS OF WPA WORKERS

IN NOVEMBER 1937 the United States Works Progress Administration was providing work on various projects for 1,567,000 persons. Over half (55 percent) of these were working as laborers or on unskilled manual work; slightly over 17.4 percent were assigned to semi-skilled work; 7.6 percent to skilled jobs; approximately 13 percent to white-collar occupations; those assigned as service workers made up slightly more than 2 percent; and supervisors and foremen constituted the remaining 5 percent.¹

The "assigned" occupation is the one at which the worker was employed on a WPA project, regardless of his usual occupation previous to such an assignment.

The classification of workers in the following table conforms in general to the usual socio-economic grouping of occupations, and the principal occupational classes here recorded refer to types of jobs. For instance, a woman occupied as a seamstress on a sewing project is reported as a "semiskilled nonconstruction worker," while on the basis of her wage rate per month she would probably be placed in the "unskilled" wage group.

The conventional socio-economic classifications have been changed to some extent to fit public-works jobs, but the groupings are essentially the same.

Persons Employed on WPA Projects in the United States and Hawaii, by Assigned Occupations, Month Ending November 30, 1937

Assigned occupation	All persons		Women	
	Number	Percent	Number	Percent
All occupations.....	1,566,830	100.0	274,267	100.0
Professional and technical workers.....	89,347	5.7	35,004	12.8
Actors.....	3,578	.2	1,278	.5
Architects and technical engineers.....	5,293	.3	6	(1)
Artists, sculptors, and teachers of art.....	4,019	.3	917	.3
Draftsmen.....	4,679	.3	84	(1)
Librarians and librarians' assistants.....	2,694	.2	1,959	.7
Musicians and teachers of music.....	9,598	.6	1,525	.6
Nurses, trained or registered.....	1,944	.1	1,879	.7
Playground and recreational workers.....	19,447	1.2	7,822	2.8
Teachers (except teachers of art and music).....	23,259	1.5	15,126	5.5
Writers and editors (except statistical editors).....	2,984	.2	993	.4
Other professional and technical workers.....	11,852	.8	3,415	1.3
Clerical workers.....	109,788	7.0	40,775	14.9
Bookkeepers, accountants, and auditors.....	2,030	.1	263	.1
Clerks (not elsewhere classified).....	63,213	4.0	23,260	8.5
Timekeepers and timekeeping clerks.....	24,929	1.6	2,214	.8
Statistical editors and enumerators.....	2,753	.2	684	.2
Stenographers.....	6,241	.4	5,750	2.1
Typists.....	7,822	.5	7,011	2.6
Other clerical workers.....	2,800	.2	1,593	.6
Project supervisors and foremen.....	81,936	5.2	14,042	5.1
Foremen.....	49,934	3.2	6,470	2.3
Supervisors, managers, and assistants.....	32,002	2.0	7,572	2.8

¹ Less than a twentieth of 1 percent.

¹ U. S. Works Progress Administration. Assigned Occupations of Persons Employed on WPA Projects, November 1937. Washington, 1939.

Persons Employed on WPA Projects in the United States and Hawaii, by Assigned Occupations, Month Ending November 30, 1937—Continued

Assigned occupation	All persons		Women	
	Number	Percent	Number	Percent
Skilled construction workers.....	113,615	7.3		
Blacksmiths.....	4,027	.3		
Bricklayers and stonemasons.....	15,645	1.0		
Carpenters.....	37,566	2.4		
Cement finishers.....	9,147	.6		
Electricians.....	3,483	.2		
Operators and engineers (construction equipment).....	4,226	.3		
Painters.....	19,712	1.2		
Plasterers.....	2,738	.2		
Plumbers and gas, pipe, and steam fitters.....	5,577	.4		
Roofers and sheet-metal workers.....	2,344	.1		
Stone cutters, carvers, and setters.....	4,385	.3		
Structural iron and steel workers.....	2,153	.1		
Other skilled construction workers.....	2,612	.2		
Skilled nonconstruction workers.....	4,330	.3	40	(1)
Cabinetmakers.....	198	(1)		
Machinists, millwrights, and toolmakers.....	600	(1)		
Mechanics (not elsewhere classified).....	2,503	.2		
Other skilled nonconstruction workers.....	1,029	.1	40	(1)
Semiskilled construction workers.....	83,931	5.3		
Apprentices and helpers:				
Blacksmiths'.....	1,218	.1		
Bricklayers' and masons'.....	6,831	.4		
Carpenters'.....	10,756	.7		
Cement finishers'.....	936	.1		
Electricians'.....	773	(1)		
Painters'.....	807	.1		
Plumbers'.....	1,909	.1		
Other.....	3,148	.2		
Asphalt workers.....	3,216	.2		
Blasters.....	2,244	.1		
Calkers and pipe layers and coverers.....	4,706	.3		
Operators of building and construction equipment.....	9,664	.6		
Rodmen and chainmen (surveying).....	3,470	.2		
Tractor drivers.....	1,996	.1		
Truck drivers.....	15,139	1.0		
Other semiskilled construction workers.....	17,018	1.1		
Semiskilled nonconstruction workers.....	189,440	12.1	155,659	56.7
Aides (professional and recreational service).....	8,640	.6	5,491	2.0
Guards and watchmen.....	21,132	1.3		
Handicraft workers.....	1,798	.1	1,372	.5
Machinists' helpers.....	1,822	.1		
Seamstresses and other clothing and textile workers.....	137,571	8.8	136,825	49.9
Workers in canning, construction material, book and furniture repair.....	13,594	.9	11,052	4.0
Other semiskilled nonconstruction workers.....	4,883	.3	919	.3
Service workers.....	34,815	2.2	28,747	10.5
Cooks, chefs, and other lunchroom workers.....	8,866	.6	8,239	3.0
Housekeeping aides.....	13,667	.9	13,655	5.0
Janitors and porters.....	2,257	.1	344	.1
Practical nurses and first-aid men.....	4,394	.3	1,232	.5
Other service workers.....	5,631	.3	5,277	1.9
Laborers.....	859,628	54.9		

¹ Less than a twentieth of 1 percent.

The 274,267 woman workers on these projects represented 17.5 percent of the total force. Over half of these women were provided with semiskilled nonconstruction jobs; approximately 15 percent were placed in clerical positions; over one-eighth in professional and technical work; and the remainder in service occupations (10.5 percent) and as supervisors and forewomen (5.1 percent).

PROFESSIONAL AND ECONOMIC STATUS OF TEACHERS IN RURAL SCHOOLS

THE mean salary of white teachers in 1936-37 in selected towns having less than 2,500 population was found by the National Education Association¹ to be \$1,005; Negro teachers averaged less than half this amount, or \$498. Great differences between white and colored rural teachers were reported, also, in the matter of college training, the proportions of the colored with 2 or 4 years of such training being far below those recorded for white teachers. These and other significant racial comparisons are shown in the following table, based on a study of 265 counties or comparable school units, in 20 representative States, 7 of which were in the southern group.

Usable replies were obtained from 11,298 teachers—3,926 from white teachers and 1,476 from colored teachers in the Southern States, and 5,896 from white teachers in the other States.

Professional and Economic Status of White and Negro Teachers in Rural Schools, 1936-37

Item	White teachers			Negro teachers		
	1-teacher schools in open country	2-or-more-teacher schools in open country	Towns under 2,500 population	1-teacher schools in open country	2-or-more-teacher schools in open country	Towns under 2,500 population
Professional status:						
Percent teaching elementary grades only.....	94.0	65.0	49.8	92.5	71.9	54.3
Median years of school service to date.....	5.3	7.3	7.1	8.2	8.1	7.3
Median years in present position.....	2.9	3.4	3.5	3.4	3.6	3.3
Percent of total—						
With 2 years or more of college training.....	62.3	88.8	95.2	35.2	51.0	74.9
With 4-year college degrees.....	10.0	38.9	56.9	5.7	14.9	34.3
Belonging to State teachers' associations.....	74.7	88.4	93.4	58.9	79.4	82.4
Belonging to national teachers' associations.....	8.7	15.9	19.6	1.2	3.0	7.1
Choosing education as permanent career.....	75.6	85.5	79.0	96.8	95.6	94.1
Family responsibilities and living conditions:						
Percent who are men.....	15.8	25.8	29.2	6.8	24.4	29.8
Percent who are married.....	26.6	37.5	31.6	43.5	47.7	49.5
Mean number of dependency units ¹	1.0	1.2	1.1	2.3	2.4	2.2
Percent of total—						
Maintaining homes.....	31.0	47.5	42.0	37.1	38.8	47.0
Owning or buying homes.....	14.6	19.7	15.3	26.3	25.0	27.4
Having heated bedrooms.....	39.3	40.1	50.4	32.0	33.9	42.8
Having electric current.....	40.2	60.4	85.7	15.9	16.5	49.7
Having running water.....	33.3	55.3	72.5	15.3	18.0	40.5
Having bathtub or shower.....	28.2	50.8	69.8	8.7	11.2	20.8
Transportation facilities:						
Percent of total—						
Owning or buying automobiles.....	61.6	69.1	60.7	38.2	48.1	43.5
Riding to school.....	55.8	63.8	31.7	47.1	42.1	32.9
Median miles to school.....	2.0	2.1	.4	1.9	1.7	.4
Cultural, recreational, and economic opportunities:						
Percent of total—						
Having access to library of 1,000 books or more.....	28.9	39.4	33.0	5.4	8.2	16.0
Purchasing 1 or more professional books.....	43.0	49.5	52.5	56.2	67.6	63.5
Purchasing 1 or more nonprofessional books.....	27.1	33.4	37.5	15.8	23.0	32.9

¹ A "dependency unit" represents one person wholly dependent or two persons partially dependent.

¹ National Education Association of the United States. Teachers in Rural Communities: A National Survey of their Professional, Social, Cultural, and Economic Status. Washington, 1939.

Professional and Economic Status of White and Negro Teachers in Rural Schools, 1936-37—
Continued

Item	White teachers			Negro teachers		
	1-teacher schools in open country	2-or-more-teacher schools in open country	Towns under 2,500 population	1-teacher schools in open country	2-or-more-teacher schools in open country	Towns under 2,500 population
Cultural—Continued.						
Percent of total—Continued.						
Subscribing for 1 or more professional magazines.....	87.1	84.8	84.6	72.6	82.5	89.4
Subscribing for 1 or more non-professional magazines.....	56.1	67.3	73.0	20.2	26.1	44.7
Median number of—						
Religious services attended.....	30.6	40.0	42.4	34.7	40.6	(²)
Social events attended.....	12.4	15.1	20.2	5.9	8.9	12.6
Professional meetings attended....	5.0	10.3	12.9	5.2	7.5	13.5
Special trips taken during school year.....	2.5	3.3	4.2	1.1	1.7	3.0
Percent of total—						
Attending college summer school.	22.8	33.2	32.5	52.7	49.5	44.8
Traveling at least 2 weeks during summer.....	20.4	24.9	29.4	15.9	18.5	23.3
Earning money during summer (not teaching).....	18.9	15.5	16.1	18.0	22.0	19.2
Mean school salary.....	\$668	\$881	\$1,005	\$281	\$348	\$498

² Over 45.

THIRD 5-YEAR PLAN OF SOVIET UNION

THE Third 5-Year Plan of the Soviet Union, covering the years 1938 to 1942, contemplates an increase of wage earners and salaried employees from 27 million in 1937 to 32 million in 1942 (about 35 percent).¹

According to the plan, the wage fund for wage earners and salaried employees in industries, trades, and services will be increased by 60 percent, while the earnings in money and products of the peasants engaged on large-scale Soviet collective farms (*kolkhozy*s and *sov-khozy*s) will be increased by 70 percent. There will be an additional increase in the earnings of the same peasants engaged in cottage industries while not engaged in farm work. Thus, the earnings of the wage earners, peasants, and salaried employees ("intellectual" workers) are to be increased under the terms of the plan, on an average, by more than 50 percent during 1938-42.

At the same time it is planned to increase the production of goods as shown in the following statement:

	Index of production in 1942 (1937=100)		Index of production in 1942 (1937=100)
Manufactured goods:		Provisions—Continued.	
Cotton cloth.....	160	Meat.....	202
Woolen cloth.....	236	Poultry.....	263
Knitted goods.....	182	Sausage products.....	203
Clothing.....	163	Fish and herring.....	161
Footwear.....	160	Butter and fat.....	173
Furniture.....	275	Sugar.....	149
Provisions:		Canned goods.....	305
Groats.....	194	Eggs.....	250
Macaroni.....	185	Cheese.....	197

¹ Profsoyuzy S. S. S. R. (Moscow), April 1939, pp. 31-38.

The new 5-year plan also contemplates an increase in the public expenditures for social improvements in cities and villages by 70 percent, and an increase in the expenditures for the improvement of public health conditions from 10.3 billion to 16.5 billion rubles.² For the housing of workers the floor space is to be increased by 35 million square meters, and the separate individual family houses by 10 million square meters.³

It is proposed to make the attendance of the secondary schools universal, first in the cities and then in the villages. This would mean that in 1942 there would be about 40 million pupils in the elementary and secondary schools in the Soviet Union, as against 8 million in former Imperial Russia in 1913.

The number of skilled workers is to be increased by 8 million. The number of specialists having secondary education is to be increased by 90 percent, and of those having higher education by 72 percent.

The composition of the "intellectual" element of the population of the Soviet Union in 1937 was as follows:

Leaders of the undertakings and establishments.....	1, 751, 000
Engineers and architects.....	250, 000
Technicians.....	810, 000
Agriculturists.....	80, 000
Other specialists connected with agriculture.....	96, 000
Scientists.....	80, 000
Teachers.....	969, 000
Journalists, librarians, club leaders, and others.....	297, 000
Artists.....	159, 000
Physicians.....	152, 000
Lower medical staff members.....	382, 000
Economists, statisticians.....	822, 000
Bookkeepers, accountants.....	1, 617, 000
Jurists.....	46, 000
University students.....	550, 000
Other intellectual groups, such as military leaders.....	1, 550, 000

This total, including family members, amounts to about 13 to 14 percent of the total population of the Soviet Union.

The Third 5-Year Plan proposes to raise the educational level of the wage-earning class to that of the class of engineers and technicians.

² Legal value of paper ruble as fixed by the Soviet Government is equivalent to 20 cents.

³ One square meter=1,550 square inches.

Negroes in Industry

RESTRICTION IN EMPLOYMENT OF NEGROES IN NEW YORK

THE growing discrimination against the employment of Negroes in New York in any but manual and unskilled jobs is a matter of serious concern, according to the Second Report of the New York State Temporary Commission on the Condition of the Colored Urban Population to the Legislature of the State, February 1939.¹ The commission found that financial and mercantile enterprises employing hundreds of thousands of white-collar workers throughout the State do not hire Negroes for such work.² With the exception of the garment and fur trades and related industries in the city of New York, the factories for the most part afford no openings for colored labor. A carpet factory in Yonkers, which at peak periods has 6,000 workers on its pay rolls, hires no Negroes and is reported as never having employed any in more than 50 years. If these workers are able to secure any foothold at all in the fields of engineering, laboratory work, or transportation, it is only after great effort. Insurance companies, banks, and public utilities have definite policies barring or restricting them from employment. The largest insurance company in the world, which writes more insurance among the colored people than all the Negro insurance companies combined, stated that no Negroes were employed in its force of 20,000-odd in New York State alone. The largest public utility in the State, which employs a greater number of persons than all of the departments of the State combined, reported "perhaps a dozen" colored persons among its employees.

These conditions are themselves serious enough, but certain present tendencies if not checked, point the way to even more serious employment problems for the colored population in the near future. During the last decade there has been a marked decrease in the proportion of all workers engaged in production occupations, a decrease caused by shifts in manufacturing activities and technological developments. Domestic and personal service showed a similar proportional decrease. On the other hand, during the same period workers engaged in trade,

¹ For summary of findings and recommendations of the preliminary report, see *Monthly Labor Review*, June 1938.

² In 1930 the Negro population of New York State was 412,814, or 3.3 percent of its total population. Population experts estimate the Negroes in the State in 1938 at nearly 500,000.

clerical, and professional service occupations, which have been usually closed to Negroes, showed a proportional increase.

Although the need for manpower in industrial production declined during the last 10 years, a shift of Negro labor into industrial occupations in marginal capacities took place. In brief, such laborers during these 10 years "have shown a tendency to shift into contracting fields of employment, with the ironic probability that by the time they have entrenched themselves they will be under pressure to move to more fruitful areas." The report under review emphasizes, however, that this has not been a voluntary movement but the inevitable result of the fact that expanding employment fields are usually closed to Negro workers. "It would seem, therefore, to be easily demonstrable that one great need of the Negro population is to be accepted into a wider area of the State's employment fields. Negro labor must be allowed to share more equitably in all employment opportunities of our industrial economy." This has been, the commission reports, the constant purpose of Negro workers, but they have been frustrated by community forces actuated by various motives. One of the outstanding factors in this opposition is the employers' disinclination to hire Negroes for any but menial or casual labor. Important retail establishments throughout the State illustrate strikingly this attitude of employers.

One of the largest department stores in New York City, although typical of retail houses in its employment policy, is, in fact, much more liberal than many other firms. This establishment, which has at different periods of the year between 10,000 and 19,000 on its staff, includes only 175 Negro men on its pay roll. All of these are elevator operators or cafeteria or kitchen workers. According to the commission, Negroes are completely barred from employment as stock clerks, shipping clerks, sales or office employees, chauffeurs, or mechanics, although many of the applicants have college degrees and better references than the average white employees in such occupations.

Only about 65 colored persons were reported among the New York World's Fair administrative staff of 1,200 and construction crews of 700. Included in the 65 are receptionists, maids, attendants, night cleaners, 1 policeman, 1 draftsman, several mail-room workers, and 2 artists. In the opinion of the commission, "this small number of jobs, mainly menial, is indeed an inequitable share for Negroes, especially in view of the fact that over 70 million dollars of New York City's public moneys have been invested in the fair."

In up-State New York employment of Negroes in the large factories and wholesale and retail establishments is also practically nonexistent. In Rochester, for example, one survey showed that of 35,120 employees in private firms, only 70 were Negroes. The largest firm, manufacturer of photographic equipment and supplies, employing 16,351 persons, reported 1 Negro porter and 19 construction

workers engaged by a subsidiary corporation. Another firm manufacturing optical goods reported 3,000 employees—no Negroes; two clothing manufacturers reported 4,000 employees and *not one Negro* because they “are supplied with workers by the union upon requisition.”

The commission’s survey of Syracuse included 10,288 employees among whom were 15 Negro workers occupied as cleaners and laborers.

Only 4 colored workers among 28,932 employees were reported in large and small factories and mercantile establishments in the “Triple Cities” of Binghamton, Endicott, and Johnson City. The largest enterprise in that district, dealing in leather products, had but 2 Negroes in its average force of 15,000. Another important manufacturer, making mathematical apparatus, reported none of this race in his personnel of 3,985.

A cigar factory in Poughkeepsie was employing 12 semiskilled Negroes, but among the other 5,252 employees covered by the commission’s survey in the same city only 7 colored workers in the unskilled groups were reported.

The commission “was at a loss to understand how Negroes in these and other communities in the up-State region managed to make a living and survive starvation. Certainly, where they have been unable through their own efforts to cope with this serious problem of no employment it is the duty of the State to lend assistance.”

Some very active campaigns, including threatened boycott, have been launched in colored neighborhoods with a view to securing jobs in local offices and stores. Occasionally these efforts have met with some little success. In general, however, the concessions have been temporary and have involved only a few new employment opportunities. According to the commission, the most effective of these campaigns was carried out in the Harlem area in New York City, where several hundred Negro clerks were estimated to have secured positions in 1934 and 1935.

Several of the persons who originally sponsored this movement, however, now take the attitude that the results did not justify the community effort expended in this crusade.³ Negroes are not only blocked from entering many employment fields, but they frequently face the loss of jobs long held by laborers of their race. It has been reported that employers have in recent years deliberately dismissed them and given their jobs to white workers. In this group of employers “would seem to be one of the largest bus companies, a subsidiary of a major eastern railroad.” In 1937 this company had employed 97 Negroes as “bus-service stewards” to accompany busses on long trips, to handle baggage, and to perform other duties. In January 1938 all but 6 of these colored men were summarily discharged,

³ For an account of the Harlem Pact for employment of white-collar Negro workers, made public August 7, 1938, see September 1938 Monthly Labor Review, pp. 557-58.

although their superiors stated their work was satisfactory. The places of 86 of these dismissed stewards who had received \$35 per month were filled by creating positions for "baggage checkers" who were all white and who were selected from former drivers out of work at the close of the travel season. Twenty of the white baggage checkers are paid \$90 per month to load and unload baggage. For 2-hour periods they are relieved by Negro redcaps, who receive no remuneration for this extra labor.

The Older Worker

UNEMPLOYMENT OF OLDER WORKERS IN NEW YORK

IN ITS study of discrimination in employment of the middle-aged, the New York State Joint Legislative Committee, created by a resolution adopted May 7, 1937, first endeavored to ascertain the causes of the discrimination and the extent to which it existed in the State.

The committee found that in some instances a thoughtless employment policy had developed which did not take into account, in any way, older employees. Its preliminary report¹ also noted 21 alleged causes of discrimination against the employment of older persons.

Agreeing with the position taken in an editorial, that "the government has little right to criticize private industry for discriminating against older workers, unless the government, itself, sets a good example," the committee originated a bill in the New York Legislature, providing against such discrimination. This measure passed, and was signed by the Governor of New York on April 4, 1938.

The committee's early studies regarding what it considered the primary cause of alleged discrimination against middle-aged workers, namely "increased rates of compensation insurance," led it to the conclusion that "age and rate-making for compensation insurance had no relation." However, as a serious doubt still existed as to whether or not the inclusion of middle-aged wage earners in the working force raised compensation-insurance costs, because they had, it was alleged, more severe and costly accidents and were slower in recovering, further study of this point was made. The results of this later research are given in a report to the legislature transmitted on March 31, 1939.²

From New York State Department of Labor the committee obtained an analysis of some 80,000 compensation cases handled by that office in 1937. This showed that the peak in all accidents in that year, tabulated by age of the injured, occurred at 25 years of age, though it varied somewhat in different occupations. The figures also showed that older workers were not liable to more severe accidents than the younger ones and that age had apparently not been a factor

¹ See Monthly Labor Review, May 1938, p. 1138: Causes of Discrimination Against Older Workers. Based on Preliminary Report of New York State Joint Legislative Committee on Discrimination in Employment of the Middle-Aged, 1938.

² New York. Legislative Document (1939) No. 77, pp. 40-41 and 54-58. Albany, 1939.

in the fatal-accident cases, which were more costly. The committee reached the conclusion not only that older workers did not cost employers more for compensation than younger workers, but indeed that the middle-aged worker was not so expensive to the employer, from a compensation-cost standpoint, as the younger worker. The committee was not able, however, to settle this point beyond a doubt, because neither the State Labor Department nor agencies of the Federal Government had available information as to how many people were employed in New York State in 1937 in compensable occupations, by age groups comparable with the 80,000 accident cases analyzed. Recommendation, therefore, was made that the New York State Labor Department obtain this information so that the question might be cleared up.

To alleviate what the committee believes to be one of the most outstanding causes of discrimination in the employment of the middle-aged—physical unfitness—it was recommended that—

Legislation be enacted to provide for the physical repair of all persons over 21 and under 65 years of age who have a correctable physical defect which prevents them from gainful employment, and who are unable to afford the expense of correcting the same, and who are citizens of the United States and have been residents of the State for a period of at least 1 year immediately preceding their application for such relief.

The committee further recommends that any such law should not become effective until 1 year after its passage because of the expense involved and the administration problems which will have to be worked out in connection with such a program.

In the opinion of the committee, the rehabilitation program will more than pay for itself after 1 year by the reduction of welfare costs, to say nothing of the saving effected in human values.

In West Virginia, the committee stated, successful experiments have been made under a somewhat similar rehabilitation scheme which has been of advantage to all concerned. A general saving of 57 percent in welfare costs alone is reported.

The committee contemplated the enactment of legislation along the lines of the Massachusetts Act, now in operation, which prohibits discrimination in the employment of older persons, but, after reflection, came to the conclusion that such a law would not solve the problem. Such action would run counter to the committee's policy of persuasion without recourse to force. Also, the members were not convinced that such an act would have any substantial effect.

The committee states that its task is by no means completed. Many problems will have to be worked out over a period of years if permanent solutions are to be had. In illustration, adult education and guidance should be given consideration. Cooperation between employers and employees and various government agencies must be closer. The employers of the State will have to be educated as to the

need for immediate cooperation to solve the problem under investigation. Differences in compensation costs to large and small establishments call for study and adjustment. Consideration must be given to the matter of group insurance. The State's rehabilitation departments must be studied with a view to consolidating them and making their services more effectual at less cost. The question of the future need for health insurance in the State should be given attention.

Great masses of statistics have been gathered and correlated, but further important facts must be found. Neither Government nor industry apparently has certain vital statistics on the main problem in question and certain kindred problems. This lack of information is given as "reason enough for the extension of this committee for 1 year."

The State and Federal Labor Departments and also the Federal Social Security Board have been of great assistance to the committee by making surveys to throw more light on the subject of investigation. Industries and industrial communities have also been helpful in this connection.

Believing that another year's investigation and study would enable it to present "a complete set of figures dealing with this subject from every important angle," the committee requested that its life be extended for such period. A resolution to this effect passed both houses of the New York Legislature May 20, 1939.

Housing Conditions

TENANT SELECTION FOR PUBLIC LOW-RENT HOUSING PROJECTS

SINCE the public low-rent housing program is intended to provide for persons in the lowest income groups, who are living under substandard conditions, the United States Housing Authority stresses the importance of sound and standardized methods of tenant selection. In one of its recent bulletins,¹ the Authority lays down certain criteria to be established by local housing authorities to insure that the families to which dwellings are rented meet the requirements of the Federal Government as to need for subsidized housing and that they are able to pay the project rents.

It is regarded as essential that local authorities make an early start in determining policies for admission to new projects. If preliminary plans are made when construction of a project commences, a period of 4 to 6 months is available in which to complete the list of tenants. The services of a professionally qualified person are required in advance of the actual selection of tenants. In addition it is desirable for the local housing authority to appoint a special advisory committee to assist in formulating policies and procedure.

Study of family size, income, rents, and occupations of families living under substandard conditions all figure in making plans. Some cities already have the results of surveys of this kind.

Standards for Tenant Selection

Any standards adopted by a local housing authority must first of all meet the legal requirements of the United States Housing Act and the local law. In order to carry out the spirit as well as the letter of the laws, it is necessary to fix limits on occupancy and to guard against partiality in selecting tenants.

The United States Housing Act states that no tenant may be accepted whose net income exceeds five times the rental (including heat, light, water, and cooking fuel), except in the case of a family having three or more minor children, when the income may be six times the rental. In the bulletin here reviewed, it is recommended that local

¹ United States Housing Authority. Bull. No. 22 on Policy and Procedure: Initial Steps in Tenant Selection. Washington, 1939.

housing authorities make every effort to select families having incomes of less than the maximum permitted either under the Federal law, or under the local law if the latter provides a lower maximum.

It is not believed to be practicable to establish minimum income limits for eligibility in an arbitrary manner. If families with unusually low incomes are to be housed, each case must be determined on its merits, in order that decent housing may not be obtained by sacrificing other essentials. Study must be made of the steadiness of the family income, the past rent-paying record, the extent and type of indebtedness, if any, and the record of the family in meeting its obligations.

The physical need for housing is best determined, in the light of local conditions, by means of a scoring system applied accurately and objectively. If one major factor or a combination of substandard housing conditions threatens the safety, health, or morals of occupants of a dwelling, the family is then eligible for consideration in selecting tenants for a project. By moving families living under the worst conditions, the way is opened for the closing or compulsory repair of the structures that are poorest.

Items to be taken into account in establishing the necessary scoring system include the lack of one or more of the following: Running water, inside private toilet, bath or shower, adequate and safe heating and cooking facilities (including sink, natural light, and adequate ventilation), and adequate and safe artificial lighting facilities. Also of importance are the space and room arrangements as they bear on privacy, health, and morals, and the existence of fire hazards, overcrowding, or doubling up of two or more families. Dwellings should be scored according to the location, that is as to whether many nearby buildings are abandoned or in need of repairs or demolition; whether industrial nuisances such as noise and smoke are present, streets are congested, social influences are demoralizing, or play spaces for children are absent; and whether any local health or sanitary regulations, tenement or housing laws that have not already been listed are violated. High rent for decent accommodations is not considered as a cause for rehousing under the existing program, although it has sometimes been so rated by other agencies.

Family make-up, for the purposes of the United States Housing Authority, includes a natural family, or a cohesive family group which may include dependent relatives, other dependents clearly established as an inherent part of the group, and working adults known to have lived regularly as a part of the family, whose earnings form an integral part of the family income and whose resources are used in meeting family expense. The definition does not include a household composed of two distinct families, one with lodgers or transient paying guests, a household of unrelated working adults, or a person living alone.

The following limits on room-occupancy are suggested by the United States Housing Authority as a guide:

	<i>Minimum and maximum num- ber of occupants</i>
Living-room bedroom.....	2
Bedrooms:	
1 full size.....	2
1 full size and 1 small.....	2-3
2 full size.....	3-4
1 full size and 2 small.....	4
2 full size and 1 small.....	4-5
3 full size.....	5-6
2 full size and 2 small.....	5-6
3 full size and 1 small.....	6-7
4 full size.....	7-8

Experience has shown the need for establishing clearly defined local policies, in advance of tenant selection. It is recommended that special restrictions on families be kept at a minimum, but tentative policies should be fixed as to the proportion of relief families and different occupational and racial groups to be housed.

Methods of selecting tenants.—After the general criteria for tenant selection are laid down, the success of those responsible for selecting tenant families will depend upon the methods employed in obtaining applications for occupancy from families in the lowest income brackets. Adequate publicity should be given the housing project, so that all possible eligibles will apply. In order not to mislead prospective tenants, rents should be quoted, including charges for utilities and other additions to the shelter rent. This will eliminate a number of ineligible families which otherwise might apply.

Provision for the filing of applications should be made simultaneously with the release of publicity. The necessary forms should give complete information in order to make it possible to verify the facts and to determine the eligibility of the applicants. It is stressed that taking applications is more than a clerical job, and that qualified interviewers should be employed.

The services of representatives of the United States Housing Authority may be useful in obtaining and training personnel to select project tenants, and the Authority contemplates publication of supplementary guides, forms, and form letters for the use of local authorities. However, certain procedural details must be settled locally, and the local authorities are in a position to determine when to display finished dwelling units, and what sizes of offices will be required for tenant-selection work.

Cooperation

OPERATIONS OF CREDIT UNIONS IN 1938

REPORTS covering 96 percent of all the credit unions in active operation in the United States at the end of 1938 indicate that all credit unions combined made loans in that year totaling nearly a quarter of a billion dollars. More than 1,500,000 loans were made during the year. The total membership at the end of the year is estimated at over 1,800,000. Total assets aggregated, for reporting associations, approximately \$142,000,000, of which nearly 114 million was share capital paid in by the members. Data on dividends were not available for State-chartered organizations in 12 States; the remaining credit unions returned in dividends on share capital, for the year, nearly 3½ million dollars.

The loans outstanding at the end of 1938 represented 88.7 percent of the share capital of the Federal credit unions and 96.5 percent of that of the State-chartered associations.

Substantial increases in membership and assets were made in most of the States for which data were obtained for both 1937 and 1938; these items registered gains of 24.1 and 25.1 percent, respectively. Although the credit unions formed under the Federal act are increasing in both numbers and size at a faster rate than is true, in most States, of those formed under State acts, nevertheless the latter as a group also show continuous growth. From 1937 to 1938 the total number of State-chartered credit unions increased by about 9 percent, as against 20.6 percent for those under Federal charter. Membership increased, in the same period, by 22.4 and 29.7 percent, respectively. However, a greater increase in total business (i. e., amount of loans made) was shown by the State associations.

At the end of 1938 the leading States in point of number of associations were, in order, Illinois, Wisconsin, New York, Pennsylvania, and Massachusetts. Illinois was also the leader as regards total membership, followed in order by Massachusetts, New York, Pennsylvania, and Wisconsin. Massachusetts still led as regards amount of loans during the year, the organizations in that State having made loans aggregating nearly 25 million dollars. New York, another old credit-union State, came in second place with nearly 20 million dollars, and Illinois in third place with nearly 19½ millions. California was the only other State in which the 1938 loans totaled over 10 million dollars.

The distribution of the 7,265 credit unions, by State and type of incorporation, is given in table 1.

TABLE 1.—Total Number of State- and Federal-Chartered Credit Unions at the End of 1938, by States

State and type of charter	Number of associations	State and type of charter	Number of associations	State and type of charter	Number of associations
All States.....	7,265	Kentucky.....	79	North Carolina.....	114
State.....	¹ 4,250	State.....	74	State.....	84
Federal.....	² 3,015	Federal.....	5	Federal.....	30
Alabama.....	73	Louisiana.....	87	North Dakota: Federal.....	34
State.....	57	State.....	23	Ohio.....	407
Federal.....	16	Federal.....	64	State.....	240
Arizona.....	18	Maine.....	31	Federal.....	167
State.....	2	State.....	3	Oklahoma.....	74
Federal.....	16	Federal.....	28	State.....	44
Arkansas.....	30	Maryland.....	55	Federal.....	30
State.....	16	State.....	31	Oregon.....	60
Federal.....	14	Federal.....	24	State.....	25
California.....	372	Massachusetts.....	443	Federal.....	35
State.....	163	State.....	382	Pennsylvania.....	444
Federal.....	209	Federal.....	61	State.....	69
Colorado.....	94	Michigan.....	196	Federal.....	375
State.....	49	State.....	139	Rhode Island.....	29
Federal.....	45	Federal.....	57	State.....	16
Connecticut: Federal.....	143	Minnesota.....	309	Federal.....	13
Delaware: Federal.....	10	State.....	296	South Carolina.....	32
District of Columbia.....	107	Federal.....	13	State.....	3
State.....	24	Mississippi.....	20	Federal.....	29
Federal.....	83	State.....	7	South Dakota: Federal.....	16
Florida.....	127	Federal.....	13	Tennessee.....	127
State.....	33	Missouri.....	223	State.....	66
Federal.....	94	State.....	⁴ 223	Federal.....	61
Georgia.....	116	Federal.....	23	Texas.....	292
State.....	83	Montana.....	21	State.....	87
Federal.....	33	State.....	7	Federal.....	205
Hawaii: Federal.....	82	Federal.....	14	Utah.....	48
Idaho: Federal ³	26	Nebraska.....	184	State.....	26
Illinois.....	578	State.....	161	Federal.....	22
State.....	489	Federal.....	23	Vermont: Federal.....	4
Federal.....	89	Nevada: Federal.....	3	Virginia.....	85
Indiana.....	259	New Hampshire.....	12	State.....	29
State.....	143	State.....	8	Federal.....	56
Federal.....	116	Federal.....	4	Washington.....	115
Iowa.....	215	New Jersey.....	185	State.....	40
State.....	211	State.....	45	Federal.....	50
Federal.....	4	Federal.....	141	West Virginia.....	17
Kansas.....	91	New Mexico: Federal.....	11	State.....	33
State.....	75	New York.....	534	Federal.....	542
Federal.....	16	State.....	166	Wisconsin: State ⁴	542
		Federal.....	368	Wyoming: Federal.....	16

¹ Includes 2 associations not yet in operation at end of year, and 54 associations in voluntary liquidation.

² Includes 13 associations not yet in operation at end of year; also 201 associations, liquidated or in process of liquidation.

³ No data for State-chartered associations.

⁴ Estimated.

⁵ No Federal credit unions in operation at end of year, though 1 had received a charter.

Data for 1938, by States, are shown in table 2. As already noted, more than 95 percent of all credit unions in active operation are included in this table. The data for the Federal credit unions were supplied by the Credit Union Division of the Farm Credit Administration and represent slightly more than 97 percent coverage of all active associations chartered under the Federal act. The data for the State-chartered associations were furnished by the officials having supervision over credit unions in the various States. All of the important credit-union States are included except Missouri, from which no report was received. It was reported from South Dakota that no associations had been chartered under the State act; and in

South Carolina the State officials are in doubt as to their authority to require reports from the associations.

TABLE 2.—Operations of State- and Federal-Chartered Credit Unions in 1938, by States

State ¹ and type of charter	Number of associations ²		Number of members ²	Paid-in share capital ²	Total assets ²	Number of loans during year	Amount of loans—		Dividends
	Total	Report-ing					Made during year	Outstand-ing end of year	
All States	7,062	6,707	1,787,858	\$113,927,760	\$141,563,466	1,539,280	\$172,767,215	\$107,861,140	\$3,451,918
State	³ 4,047	³ 3,977	1,161,331	87,180,964	112,079,442	1,038,909	125,873,330	84,142,762	⁴ 2,636,657
Federal	⁵ 3,015	⁵ 2,730	626,527	26,746,796	29,484,024	500,371	46,893,885	23,718,378	815,261
Ala.	73	66	17,465	876,152	913,559	⁶ 18,325	⁶ 1,098,361	841,970	42,417
Ariz.	18	16	1,884	96,285	118,653	⁷ 1,557	180,796	107,027	3,116
Ark.	30	27	3,591	153,880	175,522	3,288	301,643	143,466	⁷ 1,021
Calif.	372	355	⁶ 108,329	8,799,914	10,526,453	⁶ 82,947	⁶ 11,064,678	8,640,563	⁷ 77,876
Colo.	94	93	17,647	1,069,804	1,336,061	⁶ 13,282	⁶ 1,530,693	1,041,749	⁷ 2,288
Conn. ⁸	143	134	35,489	1,302,841	1,429,021	24,653	2,090,629	1,072,140	36,352
Del. ⁹	10	9	1,766	41,782	45,688	1,466	89,354	39,859	1,190
D. C.	107	100	48,109	3,005,049	3,334,912	39,440	⁶ 5,142,055	2,726,890	105,868
Fla. ⁹	127	115	21,175	1,184,169	1,341,671	22,493	2,141,653	1,097,108	51,508
Ga. ¹⁰	116	114	27,469	1,670,520	2,474,260	⁶ 33,027	2,128,269	1,856,188	14,233
Hawaii ⁸	82	81	17,355	948,528	1,073,355	14,411	1,658,601	885,112	24,570
Idaho ¹¹	26	26	2,283	81,893	91,753	1,492	133,787	71,692	2,290
Ill.	578	572	210,053	14,809,121	16,003,044	⁶ 237,989	19,492,237	11,987,702	587,792
Ind.	259	247	53,908	2,811,872	3,132,615	⁶ 50,271	⁶ 4,586,253	2,376,859	100,272
Iowa	215	188	32,655	2,012,205	2,324,987	27,066	⁶ 2,524,426	1,857,862	76,515
Kans.	91	87	14,406	836,553	926,997	⁶ 17,725	⁶ 1,160,482	748,161	31,611
Ky. ⁹	79	76	23,171	1,380,268	1,708,853	⁶ 29,477	⁶ 3,525,749	1,481,551	⁷ 2,228
La.	87	76	⁶ 18,476	1,106,362	1,244,207	⁶ 18,779	⁶ 2,282,026	1,048,154	⁷ 27,028
Maine	31	27	5,898	250,468	485,985	⁶ 5,187	⁶ 446,176	364,707	⁷ 2,729
Md.	55	54	19,170	825,688	967,217	⁶ 13,075	1,377,002	790,993	33,127
Mass. ¹²	448	430	176,809	14,665,413	21,271,726	⁶ 167,097	⁶ 24,703,705	13,573,074	545,510
Mich.	196	189	46,547	4,156,604	5,116,466	⁶ 30,822	⁶ 5,196,304	3,915,911	⁷ 14,970
Minn.	309	305	56,719	4,341,179	5,819,835	48,821	⁶ 5,574,665	4,721,252	175,980
Miss.	20	19	4,313	130,639	191,754	3,588	⁶ 258,293	163,486	⁷ 2,818
Mo. ¹¹	23	22	5,037	189,547	206,690	4,291	⁶ 340,215	151,862	6,056
Mont.	21	19	⁶ 1,840	74,342	82,818	⁶ 2,075	⁶ 166,620	67,721	1,585
Nebr.	184	183	27,892	1,034,038	2,790,268	25,104	3,226,080	1,626,774	28,255
Nev. ⁸	3	3	196	4,985	5,375	140	9,360	4,351	141
N. H. ⁹	12	12	3,084	237,786	480,190	⁶ 2,519	⁶ 410,615	400,682	4,615
N. J.	186	174	55,076	2,868,683	3,168,532	46,759	4,178,973	2,234,659	88,221
N. Mex. ⁸	11	9	980	34,077	39,616	922	75,465	35,330	1,207
N. Y.	534	503	166,274	13,116,807	16,321,963	⁶ 116,505	¹³ 19,782,572	11,917,459	487,710
N. C.	114	107	16,230	780,288	1,151,262	18,494	2,064,786	992,702	⁷ 3,914
N. Dak. ⁸	34	31	2,991	111,805	126,190	2,915	250,118	107,025	3,610
Ohio.	407	376	105,849	5,042,643	5,596,690	⁶ 72,968	8,457,497	4,664,689	⁷ 36,670
Okla.	74	73	11,153	250,142	703,367	8,175	539,445	575,054	15,236
Oreg.	60	56	11,159	772,605	880,226	⁶ 12,187	1,102,270	759,994	30,586
Pa.	444	418	121,082	5,567,324	6,288,092	79,083	8,597,177	5,178,521	197,940
R. I.	29	26	16,715	1,308,219	3,189,218	7,092	1,337,093	2,325,921	51,124
S. C. ¹¹	29	25	4,202	124,995	140,156	3,612	252,794	119,030	3,796
S. Dak. ⁸	16	14	2,649	125,824	139,695	2,627	262,580	111,039	4,288
Tenn.	127	118	30,893	1,800,486	2,180,147	⁶ 40,577	⁶ 3,354,992	1,747,588	45,478
Tex.	292	261	⁶ 55,762	3,844,156	4,407,539	⁶ 64,454	⁶ 6,448,787	3,773,256	130,355
Utah.	48	45	8,172	413,907	473,270	⁶ 6,564	⁶ 696,924	418,127	⁷ 2,481
Vt. ⁸	4	2	147	3,593	4,101	159	8,034	3,095	150
Va.	85	76	20,304	1,006,993	1,386,691	⁶ 20,460	⁶ 1,717,265	1,181,642	25,738
Wash.	155	150	27,275	1,561,436	1,731,329	⁶ 18,544	⁶ 1,748,588	1,384,356	59,826
W. Va. ⁹	50	42	9,463	397,561	538,525	12,884	⁶ 920,332	495,209	⁷ 3,913
Wis. ¹⁴	542	542	117,423	6,592,538	7,426,713	¹⁵ 63,000	8,036,955	5,988,762	256,297
Wyo. ⁸	16	14	1,323	45,731	50,109	892	84,841	42,816	1,417

¹ Unless otherwise noted, data in each State include both State and Federal associations.

² Figures as of December 31, unless otherwise specified.

³ Includes 2 associations not yet in operation at end of year, and 54 associations in voluntary liquidation.

⁴ 3,237 associations reporting.

⁵ Includes 1 association in Wisconsin, chartered but not in operation, and 12 associations in other States not yet in operation at end of year; also 201 associations, liquidated or in process of liquidation.

⁶ Partly estimated.

⁷ No data on this point for State associations.

⁸ Federal associations only; no State-chartered associations in this State.

⁹ State data are for year ending June 30, 1938.

¹⁰ State data are for year ending September 30, 1938.

¹¹ No data for State-chartered associations.

¹² State data are for year ending October 31, 1938.

¹³ 476 associations reporting.

¹⁴ State associations only. No Federal credit unions in operation at end of year, though 1 had received a charter.

¹⁵ Estimated.

It will be noted that in some cases certain figures (notably for number and amount of loans made in 1938) are partly estimated. This was necessitated by the fact that in a number of States credit unions are not required to report on these points, and estimates were therefore made on the basis of the Bureau's survey in 1936 in which data were obtained directly from the credit unions themselves.

Reserves (in some States termed "guaranty fund") to cover possible losses from bad debts are required by law to be accumulated from the credit unions' earnings. These reserves, in the credit unions covered in table 1, amounted to \$5,996,256 at the end of 1938.

No data are available as to the total amounts charged off as losses by the State-chartered credit unions. For the Federal associations, which are of considerably smaller average age than the State associations as the Federal act was passed only in 1934, it is reported that the total amount thus charged off, up to December 31, 1938, represented only 0.055 of 1 percent of the total loans made since organization.

The State report from Nebraska notes two distinct types of credit unions operating in that State. One type corresponds to the kind of credit unions found in other States. The second type is the rural credit union in which membership is open to anyone in the entire community; these use assignments of deposits as a medium of exchange. The reporting official notes that these "are sometimes referred to as 'bankless town' associations, as they have been organized as a substitute for a commercial bank" in those localities. Of the 161 State-chartered associations reported in that State, 92 are of this type. They are, however, somewhat smaller, having an average membership per association of 105, as compared with 180 for associations of the ordinary type.

Table 3 gives estimates indicating the expansion of the credit-union movement in the United States during the past 3 years, as indicated by number of associations, membership, and amount loaned.

TABLE 3.—*Estimated Relative Growth of State and Federal Credit Unions, 1936 to 1938*

Item and year	Total	State associations	Federal associations
Number of credit unions:			
1936	5,437	3,575	1,862
1937	6,400	3,900	2,500
1938	7,265	4,250	3,015
Membership:			
1936	1,209,902	893,932	315,970
1937	1,546,400	1,013,900	532,500
1938	1,931,400	1,241,000	690,400
Amount of loans:			
1936	\$112,134,577	\$96,476,517	\$15,658,060
1937	\$139,355,200	\$102,770,200	\$36,585,000
1938	\$186,302,800	\$134,513,800	\$51,789,000

Labor Laws and Court Decisions

WORK RELIEF ACT OF 1939

THE President on June 30, 1939, approved a joint resolution (Pub. Res. 24) appropriating a total of \$1,755,600,000 to finance various phases of the relief program. Of this amount, \$1,477,000,000 was made available for the Work Projects Administration, while \$100,000,000 was appropriated for the National Youth Administration. In addition, \$143,000,000 was appropriated for the relief program of the Farm Security Administration in rural areas, and \$20,400,000 was granted to certain administrative agencies to finance the work in connection with the administration of relief. The balance of the total has been allocated as follows: Puerto Rico Reconstruction Administration, \$7,000,000; Indian Service, \$1,350,000; United States Employees' Compensation Commission, \$5,250,000; Executive Office of the President, \$850,000; and National Resources Planning Board, \$750,000.

The sum of \$60,000,000 was authorized to be allocated to other Federal agencies for the operation of relief projects. No project of this type may be prosecuted under any allocation upon which the percentage of nonrelief persons employed exceeds 10 percent of the total number of employees.

The resolution provides for work relief to be administered by the Work Projects Administration under the supervision of a Commissioner of Work Projects. The President is authorized to detail a commissioned officer on the active list of the United States Army to perform the functions of the office of Commissioner of Work Projects, and hereafter, appointment of any administrative or other officer in Washington receiving a salary of \$5,000 or more, or any State relief administrator receiving a similar salary, must be confirmed by the Senate. The salary of any such officer cannot be raised within a period of 6 months after he takes office.

After January 1, 1940, the States or their subdivisions must contribute at least 25 percent of the cost of non-Federal projects, and the Work Projects Administration may not participate in a non-Federal building project to the extent of more than \$52,000. Administrative costs may not exceed \$50,000,000, and the Commissioner is required to transmit to Congress on the first day of each session, a statement showing for each State the names, addresses, positions, and

compensation of all employees whose compensation is \$1,200 or more a year. Administrative and supervisory employees are required also to take an oath to support and defend the Constitution of the United States, and no part of the appropriation may be used after September 30, 1939, to pay compensation to any person advocating the overthrow of the United States Government through force or violence. Aliens may not be employed on any project. In the case of injuries received by an employee while engaged on any project, workmen's compensation must be paid.

Pay schedule.—The Commissioner of Work Projects is required to fix a monthly earning schedule which shall not substantially affect the current national average labor cost per person, and after August 31, 1939, this schedule must not vary for workers of the same type in different geographical areas to any greater extent than may be justified by differences in the cost of living. All relief employees must work at least 130 hours a month, except that the Commissioner may require a less number of hours per month in the case of workers with no dependents, and in such case their earnings must be correspondingly reduced.

Employment requirements.—After August 31, 1939, all persons, except veterans, who have been employed on WPA projects continuously for 18 months are to be dropped automatically but will be eligible for reemployment at the expiration of 30 days upon certification of eligibility for employment. In employing or retaining workers, the WPA must determine preference, as far as practicable, on the basis of relative needs, and where such needs are found to be the same, preference must be first given to veterans and then to "other American citizens, Indians, and other persons owing allegiance to the United States who are in need." The measure also provides that no relief worker may be employed until after his need for employment has been certified by a local public certifying agency, or in certain cases, by the Work Projects Administration, and relief workers whose need has not been certified must be removed from the rolls.

It is also provided that a person in need of relief who refuses an offer of private employment which provides reasonable working conditions and pays the prevailing wage forfeits his right to work relief during the period that such private employment would be available. However, any person accepting such private employment will, at the expiration of such employment, be entitled to relief work if still in need and if he has lost the private employment through no fault of his own, and provided he has first drawn all the benefits of unemployment compensation due him. A relief worker is ineligible for employment on a project if he has refused to accept employment on any other Federal or non-Federal project at a wage rate comparable with or higher than that of the Work Projects Administration. Any relief

worker engaged on any Federal or non-Federal project whose service has been terminated through no fault of his own is eligible for restoration to the relief rolls or for reemployment on any other project. The Commissioner is required to cause a periodic investigation and to eliminate from the rolls those not in actual need. Such an investigation must be made so that each case will be investigated at least once every 6 months.

Federal Theater Project.—The Federal Theater Project was abolished effective June 30, 1939, except that administrative employees may be carried on the pay roll during July and certified relief workers may be retained up to October 1, 1939. The other art projects may be continued but not sponsored solely by the Work Projects Administration.

Restrictions on use of funds.—The measure contains provisions prohibiting political coercion in relief, and any person employed in an administrative or supervisory capacity and paid from the relief funds is forbidden to use his authority or influence for the purpose of interfering with an election or affecting its results. The resolution also prohibits the use of the funds for the payment of the compensation of any Civil Service employee. The funds may not be used by any Federal, State, or other agency to purchase, establish, or expand mills, factories, or plants which would manufacture or produce for sale, articles, commodities or products in competition with existing industries. This does not apply, however, to municipal electric plants in communities not receiving adequate service at reasonable rates. It is also provided that none of the funds may be used for the manufacture, purchase, or construction of any naval vessels or military supplies.



STATUS OF FEDERAL CHILD-LABOR AMENDMENT

FIFTEEN years ago (June 2, 1924) Congress approved a resolution¹ proposing a child-labor amendment to the United States Constitution. This was done after unsuccessful attempts had been made to pass a Federal child-labor law which the courts would uphold. The first such attempt was made in 1916,² and the law was attacked in the case of *Hammer v. Dagenhart* (247 U. S. 251). The court held that the act was an undue extension of the interstate commerce clause of the Constitution and therefore declared it illegal. A second attempt, resorting to the use of the taxing powers, also proved futile,³ when the United States Supreme Court, in the case of *Bailey v. Drexel Furniture Co.* (259 U. S. 20), declared that although the law was a tax law in

¹ H. J. Res. No. 184, 68th Congress: 43 Stat. 670.

² 39 Stat. 675.

³ 40 Stat. 1138.

form, it was nevertheless regulatory in purpose and therefore could not be made the means of legislating on child labor.

It was then decided to approach the regulation of child labor through the medium of an amendment to the Constitution. Accordingly, the following sections were drafted and submitted to the States, in 1924, for ratification:

SECTION 1. The Congress shall have power to limit, regulate, and prohibit the labor of persons under 18 years of age.

SEC. 2. The power of the several States is unimpaired by this article except that the operation of State laws shall be suspended to the extent necessary to give effect to legislation enacted by the Congress.

Only one State (Arkansas) ratified the amendment during the first year (1924) following its submission to the States. In 1925, 3 States—Arizona, California, and Wisconsin—took favorable action, and in 1927 Montana did likewise. Hence, in the 3 years following the passage of the amendment by Congress only 5 States had ratified it. Thereafter, with the exception of Colorado in 1931, no State adopted the proposed amendment until 1933. In that year 14 States (Illinois, Iowa, Maine, Michigan, Minnesota, New Hampshire, New Jersey, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Washington, and West Virginia) were added to the list of ratifiers. In 1935, 4 States (Idaho, Indiana, Utah, and Wyoming) and in 1937 another 4 States (Kansas, Kentucky, Nevada, and New Mexico) accepted the amendment. Since 1937 no further ratifications have taken place. As of July 1, 1939, the number of ratifying States remained 28.

Under the Constitution a proposed amendment must be ratified by legislatures of three-fourths of the States before it becomes valid. It will therefore be necessary for 8 more States to act favorably before the amendment becomes law.

During the period since the first submission of the amendment, in 1924, some of the States have rejected it, and a few States have taken no action one way or the other. Some States have even reversed their previous stand in the matter. Such was the case in Kansas, where the legislature rejected the amendment in 1925 and approved it in 1937.

On June 5, 1939,⁴ the Supreme Court of the United States ruled that Congress alone has the power to determine how long a proposal to amend the Constitution is subject to ratification. Since no time limit for ratification was placed on the amendment by Congress, it is therefore possible under this ruling for additional States to act favorably or even to reverse their previous unfavorable action. Many of the State legislatures meeting in 1939 have adjourned and the majority of them will not meet again until 1941. Unless the Governors of States that have not ratified the amendment call the respective legis-

⁴ *Coleman v. Miller*, 59 Sup. Ct. 972. See Monthly Labor Review, July 1939 (p. 142).

latures into extraordinary session for that purpose, there is little likelihood that any action will be taken on the child-labor amendment during the next 2 years.



GOVERNMENT REORGANIZATION ACT

BY THE provisions of Public Act No. 19, approved on April 3, 1939, the Congress of the United States authorized a reorganization of the agencies of the Government. The President was empowered to investigate and to determine what changes were necessary in order to accomplish the purposes of the act, namely reduction of expenditures, and to increase the efficiency of the operation of the Government. The Congress, however, specifically provided that no consolidation or abolition should take place with the following agencies: Civil Service Commission, Coast Guard, Engineer Corps of the United States Army, Mississippi River Commission, Federal Communications Commission, Federal Power Commission, Federal Trade Commission, General Accounting Office, Interstate Commerce Commission, National Labor Relations Board, Securities and Exchange Commission, Board of Tax Appeals, United States Employees' Compensation Commission, United States Maritime Commission, United States Tariff Commission, Veterans' Administration, National Mediation Board, National Railroad Adjustment Board, Railroad Retirement Board, the Federal Deposit Insurance Corporation, or the Board of Governors of the Federal Reserve System.

On June 7, 1939, the President approved Resolution No. 20, providing that the reorganization plans identified as No. I, submitted to the Congress on April 25, 1939, and No. II, submitted on May 9, 1939, should take effect on July 1, 1939.

Reorganization Plan No. I

Reorganization Plan No. I provided for the setting up of four general administrative agencies. Part 1 of this plan concerned the Executive Office of the President. Under this section the following agencies have been included: (a) The Bureau of the Budget. This agency was transferred from the Treasury Department. (b) The Central Statistical Board. This agency was transferred to the Bureau of the Budget in the Executive Office of the President. (c) The Central Statistical Committee was abolished and its functions transferred to the head of the Bureau of the Budget. (d) The National Resources Planning Board, formed by consolidating the functions of the Federal Employment Stabilization Office in the Department of Commerce and the National Resources Committee, was also transferred to the Executive Office of the President. The duties of these two agencies will

hereafter be administered by the National Resources Planning Board. The board shall be composed of five members appointed by the President. The members will receive compensation at the rate of \$50 per day during the time they are actually engaged in the work of the board.

Federal Security Agency.—Part 2 officially established the Federal Security Agency. The following governmental agencies have been transferred to the new agency: United States Employment Service in the Department of Labor; the Office of Education in the Department of the Interior; the Public Health Service in the Department of the Treasury; the National Youth Administration within the Works Progress Administration. These agencies and their functions, together with the Social Security Board and the Civilian Conservation Corps, have been consolidated under the new agency known as the Federal Security Agency. The United States Employment Service, heretofore under the direction of the Secretary of Labor, will henceforth be consolidated with the unemployment-compensation functions of the Social Security Board set up as a part of the Federal Security Agency. This function shall be administered by the Social Security Board in connection with such unemployment-compensation functions under the direction and supervision of the Federal Security Administrator.

Federal Works Agency.—Part 3, created the Federal Works Agency, in which a number of agencies of the Government dealing with construction of public works, etc., are included. These are the Bureau of Public Roads in the Department of Agriculture; the Public Buildings Branch of the Procurement Division of the Treasury Department; the Branch of Buildings Management of the National Park Service in the Department of the Interior; the functions of the National Park Service in the District of Columbia; the United States Housing Authority in the Department of the Interior; and the Federal Emergency Administration of Public Works and all of the Works Progress Administration. By virtue of an Executive order of July 6, 1939, the President placed the Federal Fire Council under the direction and supervision of the Federal Works Administrator.

Lending Agencies.—Part 4 of Reorganization Plan No. I covered the general subject of "lending agencies." Under this special heading there have been transferred to the Department of Agriculture the following agencies heretofore considered as independent: The Farm Credit Administration; the Federal Farm Mortgage Corporation; and the Commodity Credit Corporation. Included also under this general heading is the establishment of the Federal Loan Agency with an administrator appointed by the President, by and with the advice and consent of the Senate. The administrator shall supervise the

administration of and hereafter shall be responsible for the coordination of the functions and activities of the following agencies heretofore considered as independent: Reconstruction Finance Corporation, Electric Home and Farm Authority, RFC Mortgage Company, Disaster Loan Corporation, Federal National Mortgage Association, Federal Home Loan Bank Board, Home Owners' Loan Corporation, Federal Savings and Loan Insurance Corporation, Federal Housing Administration, and Export-Import Bank of Washington.

Reorganization Plan No. II

Reorganization Plan No. II, which dealt with reorganization within a number of the executive departments, became operative on July 1, 1939, and transferred to the State Department the following: The Foreign Commerce Service in the Department of Commerce; the Foreign Agricultural Service in the Department of Agriculture. These two agencies shall hereafter be a part of the Foreign Service of the United States under the direction and supervision of the Secretary of State. Transferred to the Department of State also was the Foreign Service Buildings Commission.

Those transfers and consolidations relating to the *Department of the Treasury* included the transfer of the functions of the Bureau of Lighthouses in the Department of Commerce. The functions of this agency will hereafter be administered as a part of the Coast Guard in the Department of the Treasury. The office of the Director General of Railroads created during the war period, 1917-18, has been abolished and the duties have been transferred to the Secretary of the Treasury. Another agency established during the World War and abolished under the terms of Reorganization Plan No. II was the War Finance Corporation. The Secretary of the Treasury is directed to complete the winding up of the affairs of this agency and is authorized to dispose of the assets of the corporation by December 31, 1939.

The functions of the *Department of Justice* have also been enlarged by the consolidation of a number of agencies. These include the Federal Prison Industries, Inc., and the National Training School for Boys. The former agency shall be hereafter administered under the general direction and supervision of the Attorney General, while the latter function shall be administered by the Director of the Bureau of Prisons in the Department of Justice.

In the *Department of the Interior* a number of functions considered applicable to the work of this executive office include the following: The functions of the National Bituminous Coal Commission. In regard to this agency, it is specifically provided that it shall be abolished and the affairs of the Commission shall be wound up by the

Secretary of the Interior. The office of the Consumers' Counsel for the National Bituminous Coal Commission is also abolished, and these functions have been transferred and hereafter will be administered by the office of the Solicitor of the Department of the Interior. Other agencies transferred to the Department of the Interior include the Bureau of Insular Affairs of the War Department; the Bureau of Fisheries in the Department of Commerce; and the Bureau of Biological Survey of the Department of Agriculture. The Secretary of the Interior shall hereafter be chairman of the Migratory Bird Conservation Commission, with the Secretary of Agriculture as a member of the Commission. Finally, the National Park Service in the Department of the Interior will hereafter be the home of the Mount Rushmore National Memorial Commission.

Into the *Department of Agriculture* has been transferred the Rural Electrification Administration. Into the *Department of Commerce*, the functions and obligations of the Inland Waterways Corporation have been transferred. A number of independent agencies have been affected under the provisions of Reorganization Plan No. II. To the Federal Security Agency has been transferred the work of the Radio Division and the United States Film Service of the National Emergency Council. The functions of the Secretary of the Treasury concerning appropriations for the American Printing House for the Blind were transferred to the Federal Security Agency. Affecting the National Archives, the new reorganization plan provided that the functions of the Codification Board shall be transferred to the National Archives and shall be consolidated in that agency with the functions of the Division of the Federal Register.

A number of transfers and abolitions of agencies affecting the *Executive Office of the President* were also specifically provided under the reorganization of Government departments. All functions of the National Emergency Council, with the exception of the Radio Service and the Film Service, were transferred to the Executive Office. It was also specifically provided that the National Emergency Council should be abolished.

The Congress in enacting the Reorganization Act of 1939 made several restrictions, etc., in the employment of personnel. It was provided that whenever the employment of any person is terminated by a reduction of personnel as a result of the reorganization, the person affected shall hereafter be given preference, provided the employee is qualified, but such preference shall not be effective for a period longer than 12 months from the date the employment of such person was terminated. The reorganization plan also provided that the transfer of personnel should be without change in classification or compensation, but provided further that this requirement should not operate after the end of the fiscal year during which the transfer was made,

so as to prevent the adjustment of classification or compensation in conformity with the duties to which the transferred employee may be assigned. The President was authorized by the reorganization statute to appoint six administrative assistants, who shall perform such duties as the President may prescribe.

Administrative Officials

In order to carry out the administrative duties under the Reorganization Act, the President, as of August 1, 1939, appointed a number of administrative heads. To administer the Federal Security Agency, the President appointed Paul V. McNutt, former Governor of the State of Indiana and more recently United States High Commissioner of the Philippines. John M. Carmody, formerly Administrator of the Rural Electrification Administration, was appointed as head of the newly created Federal Works Agency, and Jesse H. Jones, formerly Chairman of the Reconstruction Finance Corporation, was designated as head of the Federal Loan Agency.

The President also named three of the six administrative assistants to aid in the administration of those duties and functions transferred to the Executive Office of the President under Reorganization Plan No. I. These include William H. McReynolds, who will handle matters relating to personnel and administrative procedure; Lauchlin Currie, who will have charge of economic problems, and James H. Rowe, Jr., legal questions.



COURT DECISIONS OF INTEREST TO LABOR

Prohibition of Employment of Married Women in Public Service Held Void

THE Supreme Judicial Court of Massachusetts has advised the legislature that restriction of the employment of married women in the public service of that State, as contemplated under a number of bills, would be unconstitutional if enacted into law.

The majority opinion, holding that the proposed legislation would be arbitrary and hence unconstitutional, declared that "married women are not, by reason either of being women or of being married, excluded from citizenship" although they were without the political rights of voting and of holding public office until recent constitutional changes. In reaching its conclusion the court pointed out that women whether married or unmarried are members of the State. They are subject only to constitutional and valid statutory limitations, and share with the other citizens "the duties and privileges of

citizenship," and further, "like other citizens they are entitled to the benefit of the constitutional guaranties against arbitrary discrimination."

In a dissenting opinion, one judge agreed that a general exclusion of married women from the public service by virtue of their married status would be contrary to law, but he nevertheless believed that it was within the province of the legislature to prohibit the employment of women provided their husbands were gainfully employed or able to furnish them with adequate support. He also believed that the legislature could prescribe the terms and conditions under which the State as an employer, hired persons for the rendition of services, provided, "the establishment and observance of such terms and conditions are a reasonable method for the accomplishment of public good in any of its various aspects."

The dissenting judge remarked that as to the conflicting rights of married women to retain their employment and of single women to secure such employment, "the question is broader and more fundamental and must be viewed entirely with reference to the public interest." Continuing, the minority opinion said, "if the situation of our people is such that large numbers can be benefited by the substitution of single women for such married women, then the hands of the General Court are not tied by the individual or personal interests of either group." He further declared that the high court of the State has already determined that marriage is a sufficient cause for the dismissal of school teachers, and that such removal has been declared neither "arbitrary nor capricious."

Small Loans at Usurious Rates Held a Public Nuisance

The Minnesota Supreme Court in a recent decision declared that the making of small loans at usurious rates of interest constituted a public nuisance, within the meaning of a State statute. The attorney general alleged that the loan agency involved was engaged in the "loan shark business," the principal object of which was to collect usurious rates of interest (sometimes as high as 530 percent per annum) from wage earners who were forced by necessitous circumstances to borrow small sums of money. The State, through the attorney general, further contended that the legal remedies and defenses of the borrowers were inadequate and ineffective since they were unwilling and financially unable to defend their rights in court.

In sustaining the issuance of the injunction against the loan agency, the Minnesota court pointed out that equity was the only remedy available to protect persons against usurious transactions, as usury is not a crime in Minnesota and the State may not put a stop to the practice by criminal prosecution. However, the practice is forbidden

in the interest of the public welfare under a policy "to protect the helpless and the poor" from "money lenders who exact usury." The court declared that where there is no adequate remedy either by criminal law or by the ordinary civil suit, equity may properly come to the rescue by appropriate injunctive relief. (*State v. O'Neil*, 286 N. W. 316.)

Closed-Shop Contract with Employer Having a Local Monopoly

A closed-shop contract with an employer having a monopoly of the local transportation business has been held void, as against public policy, by the Ohio Court of Appeals. The contract between the Transport Workers Union of America and the Akron Transportation Co. provided that the company would not employ a worker who was not a member or eligible to become a member of that union. The contract required also that all employees who were not members must join within 30 days after the date of the agreement.

The court, in its decision, ruled that the bus and street-car operators who were discharged and hence deprived of means of earning a livelihood in the community in which they lived, were entitled to a court order restraining enforcement of the closed-shop provision of the contract. They could also test the validity of the closed-shop provision even though not parties to the contract, the court said. It was also held that the case was not a moot one, on the theory that the bus and street-car operators were discharged under a contract which had expired, in view of the execution of a new contract containing similar provisions.

The court further ruled that the closed-shop provision was not valid on the theory, advanced by the union, that the company was engaged in interstate commerce and therefore amenable to the National Labor Relations Act. It was pointed out that the transportation facilities of the company were furnished solely within Ohio, and that the servicing of busses of the Penn-Ohio Coach Lines Co., an interstate carrier of passengers, in the company's garages, was a mere incident to the conduct of its business. It was also observed that in the event of a strike by employees of the Akron Transportation Co. it would not interfere with the operation of the interstate busses of the Penn-Ohio Coach Lines Co., as there were other garages in Akron in which the busses could be serviced. (*Scaggs v. Transport Workers Union of America.*)

Picketing Involving Misrepresentation

The supreme Court of Indiana recently held that picketing which involves false statements or misrepresentations of facts concerning a

controversy is unlawful. In this case, a union, in its effort to obtain a closed-shop contract with a dairy company, picketed a grocery and food store that handled the products of the dairy company. The pickets carried banners urging the public to buy only union dairy products and informing them that the store sold milk produced by an unfair dairy.

The picketing was held to be unlawful by the court because the banners carried misleading statements and had the effect of misrepresenting the facts, since all dairies in the community employed both union and nonunion employees. The court therefore ruled that the store owner was entitled to a temporary injunction restraining the union from picketing the store, under the rule that "picketing which involves false statements or misrepresentation of facts concerning the controversy is unlawful and will be enjoined." It was also decided by the court that, since milk and dairy products were necessary to the public health, public policy would not permit picketing "for the purpose of coercing or inducing the community to refrain from using milk or dairy products." (*Wiest v. Dirks*, 20 N. E. (2d) 969.)

Right to Picket Where All Employees are Stockholders

Picketing by a labor union to compel a corporation to employ union members instead of its stockholders was held lawful by the New York Court of Appeals. The court ruled also that the controversy as to whether the stockholders or the members of the union should be employed to perform work of the corporation was a labor dispute within the meaning of the New York Anti-Injunction Act. It was pointed out that the status of the stockholders doing the work formerly done by members of the union was that of employees, for the purpose of determining the applicability of the anti-injunction act.

In discussing the case, the court declared that there was no labor dispute where the owner of a business does all the work himself without employees, since in such a case there can be no controversy concerning terms or conditions of employment. The court was of the opinion, however, that this rule was not applicable in this case, on the theory that the corporate entity might be ignored. The court further declared that it was not material to the case that the union might reject the stockholders as members by reason of the fact that they shared indirectly in the profits of the business and their interests therefore may not coincide with those of other workers. (*Boro Park Sanitary Live Poultry Market, Inc. v. Heller*, 21 N. E. (2d) 687.)

Strike Not Necessarily Terminated When Normal Operations Resumed

The Connecticut Supreme Court of Errors has held that a strike by the employees of a theater did not necessarily terminate when the operation of the theater became normal. The object of the strike was to secure the reinstatement of a discharged projectionist and to obtain union recognition. The lower court issued a permanent injunction against the pickets on the ground that the strike had terminated and that the continuance of picketing thereafter constituted an unlawful interference with the company's rights.

In holding that the injunction was improperly granted, the State Supreme Court of Errors declared that the picketing was not unlawful under a rule that the picketing becomes an unjustifiable harassment of the employer when it ceases to serve its purpose. The court observed that the strike did not terminate when all but 3 of the striking employees secured jobs elsewhere, as the whole staff of employees, aside from the manager and assistant manager, consisted of only 14 people. It was said in this connection that the situation presented was not one in which all of the striking employees had secured other positions and further that it could not be claimed that the strike had ended, on the rather narrow ground that there were no employees who might benefit by it. It was also pointed out that the mere fact that the employer had been able to secure a full complement of employees and to operate his plant normally would not justify a conclusion that the picketing had become unjustifiable, if the employer still continued to lose patronage. (*E. M. Loew's Enterprises, Inc. v. International Alliance of Theatrical Stage Employees*, 6 Atl. (2d) 321.)

Compensation Award for Heart Attack

The Court of Errors and Appeals of New Jersey, by an 8 to 4 vote, reversed a decision of a lower court and awarded compensation to a milk-truck driver who suffered a heart attack while making deliveries in Jersey City. The deceased employee had been engaged for a number of years as a driver, and on the day of the heart attack he was forced to travel steep grades in the snow in order to make deliveries and to reclaim empty bottles. The court, in making its findings, adopted the rule of law in a case previously decided by a New Jersey Court. (*Bernstein Furniture Co. v. Kelly*, 180 Atl. 832.) In that case the court held that it was enough to say that an accidental strain of a heart, even though it was previously weakened, may be compensable when the accident arose out of and in the course of the employment.

There was no doubt, the court said in the milk driver's case, that the employee had suffered an accidental strain of the heart while em-

ployed, and that the strain causing the injury resulted from the employment, which was "unusually hard on the day in question." The court thought that the supreme court of the State had erroneously considered the fact that over a long period the heart had been weakened by strain of work, in denying recovery. In the opinion of the higher court, it made no difference, as indicated by various decisions including many English cases, as long as the accident arose out of and in the course of the employment. (*Hentz v. Janssen Dairy Corp.*, 6 Atl. (2d) 409.)

Cancer Held Compensable Under New Jersey Law

Although the New Jersey Court of Errors and Appeals held that a cancer which developed from a mole on the instep of an employee could not be considered an occupational disease under the State workmen's compensation law, nevertheless such a condition could establish an accidental injury within the meaning of the act. In so doing, the court reversed a decision of the supreme court of that State.

The employee operated a machine used in manufacturing building blocks out of ashes, sand, and cement. In the performance of the work a certain amount of the ingredients got into the shoes of the workmen. It appeared that the employee in this case had a mole on his left foot which became irritated by the sand and later developed into a malignant cancer. The referee in the first instance found that the employee's condition resulted from an occupational disease and therefore was not compensable under the workmen's compensation law. The Court of Errors and Appeals of the State disagreed with this conclusion. It was pointed out that under the New Jersey law an injury or death to be compensable must arise by accident out of and in the course of the employment. It was admitted that the injury arose out of and in the course of the employment. But, the court said, there was a debatable question as to whether there was an accidental injury. In answer to this query, the court pointed out that "it is not necessary that an accidental injury, in order to be compensable, be the result of a traumatic force." The court also showed that "injury by accident" is the language of the statute "which must be construed and broadly delineated."

The judgment of the lower court, the majority opinion therefore said, "proceeded on the erroneous view that the employee's condition took the classification of an 'occupational disease' rather than an accidental injury related to the employment." (*Bollinger v. Wagaraw Bldg. Supply Co.*, 6 Atl. (2d) 396.)

CANADIAN ACT PENALIZING DISCRIMINATION AGAINST TRADE-UNIONISTS

AN AMENDMENT to the Canadian Criminal Code, which received Royal assent on May 19, 1939, provides against refusal to hire, or dismissal, solely because of membership in a lawful trade-union or association. Employers or their agents who violate this provision are subject to fine or imprisonment or both.

The text of the act (sec. 502-A of the Criminal Code) is given below:¹

SECTION 502A. Any employer or his agent, whether a person, company or corporation, who wrongfully and without lawful authority—

(a) Refuses to employ or dismisses from his employment any person for the sole reason that such person is a member of a lawful trade-union or of a lawful association or combination of workmen or employees formed for the purpose of advancing in a lawful manner their interests and organized for their protection in the regulation of wages and conditions of work;

(b) Seeks by intimidation, threat of loss of position or employment, or by causing actual loss of position or employment, or by threatening or imposing any pecuniary penalty, to compel workmen or employees to abstain from belonging to such a trade-union or to such an association or combination to which they have a lawful right to belong; or

(c) Conspires, combines, agrees, or arranges with any other employer or his agent to do any of the things mentioned in the preceding paragraphs; is guilty of an offence punishable on indictment or on summary conviction before two justices, and liable on conviction, if an individual, to a fine not exceeding \$100 or to 3 months' imprisonment, with or without hard labor, and, if a company or corporation, to a fine not exceeding \$1,000.

¹ Canadian Labor Gazette, Ottawa, June 1939, p. 548, and Copy of House of Commons of Canada, Bill. 90: An Act to amend the Criminal Code, as passed by the House of Commons and Senate. First session, Eighteenth Parliament, S. George VI, 1939.

Industrial Disputes

TREND OF STRIKES

PRELIMINARY estimates show substantially the same number of strikes in June 1939 as in May and April, but fewer workers involved and fewer man-days idle by far than in the 2 preceding months. The number of workers involved in strikes beginning in June was around 60 percent of the corresponding figure for May and the number of man-days idle was only a little more than one-fourth as great as in May. The general stoppage in the bituminous-coal industry, which accounted for the high figures for April and May, was terminated prior to and did not affect figures for June.

Trend of Strikes 1933 to June 1939¹

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
1938		2,772				688,376		9,148,273
<i>1938</i>								
January	120	168	288	159	129	35,329	55,850	473,289
February	129	198	327	180	147	53,175	77,486	514,111
March	147	274	421	246	175	56,759	105,962	767,856
April	175	281	456	261	195	78,666	110,950	838,158
May	195	300	495	290	205	83,029	124,682	1,174,052
June	205	219	424	245	179	52,801	95,854	871,002
July	179	208	387	215	172	50,193	85,672	776,237
August	172	262	434	272	162	48,378	81,052	830,987
September	162	222	384	234	150	96,399	133,357	989,916
October	150	256	406	241	165	52,703	113,074	842,202
November	165	207	372	239	133	43,128	75,445	557,903
December	133	177	310	190	120	37,816	62,160	512,560
<i>1939</i>								
January	120	171	291	167	124	48,929	70,197	511,925
February	124	175	299	184	115	64,601	83,387	534,516
March	115	184	299	172	127	41,208	60,698	584,875
April	127	204	331	197	134	380,087	407,269	4,853,189
May ¹	134	220	354	214	140	85,000	425,000	3,400,000
June ¹	140	220	360	220	140	50,000	113,000	915,000

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.

The amount of strike activity in June 1939 was about the same as in June a year ago with substantially the same number of strikes, workers involved, and man-days idle.

The preliminary estimates given for May and June 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.



STRIKES IN APRIL 1939¹

THERE were more strikes in April 1939 than in any preceding month of the year. The Bureau has obtained detailed information on 204 strikes which began in April, involving more than 380,000 workers. These strikes, together with 127 which continued into April from preceding months, constitute the basic material for the following classifications and analysis. There were more than 400,000 workers involved in the 331 strikes which were in progress during April, resulting in more than 4,850,000 man-days of idleness during the month.

The major dispute during the month was in the bituminous-coal industry where work in the 8-State Appalachian area was suspended during the entire month. This dispute has been termed variously a strike, a lock-out, a stoppage, or a suspension. It is included in this report and referred to as one of the 204 strikes beginning in April, as the Bureau uses the term "strike," for statistical purposes, in a broad sense to include all stoppages of work due to labor disputes.

There were more new strikes (31) in the building and construction industry during April than in any other industry group. In the textile industries there were 28, in transportation and communication 25, and in trade 21. The disputes in these four groups accounted for more than half of the total strikes beginning in April. There were 17 each in the lumber industries and in the domestic and personal service industries.

Nearly 85 percent of the total workers involved in strikes and 87 percent of the total man-days idle because of strikes in April were in the bituminous-coal industry. Aside from this the industry groups most affected, as measured by the number of workers involved, were (1) the transportation industries (mostly water transportation) with nearly 11,000 workers involved in new strikes and 97,000 man-days idle during April, and (2) building and construction with 7,500 workers involved and 69,000 man-days idle. Among the largest strikes in the water-transportation group was the East and Gulf coast strike of seamen employed on tankers operated

¹ Information on a few strikes has not yet been received. (See footnote to preceding table.) Data for missing strikes will be included in the annual report.

by some of the large oil companies. This strike continued on through May and was finally called off, with no settlement reached, about June 13.

TABLE 1.—*Strikes in April 1939, by Industry*

Industry	Beginning in April		In progress during April		Man-days idle during April
	Number	Workers involved	Number	Workers involved	
All industries	204	380,087	331	407,269	4,853,189
Iron and steel and their products, not including machinery	1	14	6	964	12,691
Blast furnaces, steel works, and rolling mills.....			1	694	11,104
Hardware.....			1	71	355
Plumbers' supplies and fixtures.....	1	14	1	14	56
Structural and ornamental metal work.....			1	28	700
Tin cans and other tinware.....			1	148	296
Wire and wire products.....			1	9	180
Machinery, not including transportation equipment	7	1,658	9	1,898	18,221
Electrical machinery, apparatus, and supplies.....	1	29	1	29	261
Foundry and machine-shop products.....	2	377	4	617	7,410
Other.....	4	1,252	4	1,252	10,550
Transportation equipment	4	6,895	6	8,365	26,050
Aircraft.....			1	765	15,300
Automobiles, bodies and parts.....	3	6,829	3	6,829	6,829
Shipbuilding.....	1	66	2	771	3,921
Nonferrous metals and their products			2	78	1,560
Jewelry.....			1	18	360
Lighting equipment.....			1	60	1,200
Lumber and allied products	17	3,244	26	5,129	58,996
Furniture.....	4	388	5	608	8,550
Millwork and planing.....	2	979	5	1,887	28,080
Sawmills and logging camps.....	6	1,115	9	1,706	10,414
Other.....	5	762	7	928	11,952
Stone, clay, and glass products	7	604	12	1,208	7,609
Brick, tile, and terra cotta.....	5	415	9	570	6,018
Glass.....			1	449	449
Marble, granite, slate, and other products.....	1	161	1	161	1,002
Other.....	1	28	1	28	140
Textiles and their products	28	3,195	55	7,726	71,208
Fabrics:					
Cotton goods.....	3	1,199	4	1,699	17,205
Dyeing and finishing textiles.....	1	24	2	109	300
Silk and rayon goods.....	1	48	2	254	5,966
Other.....			3	1,229	12,160
Wearing apparel:					
Clothing, men's.....	3	225	5	339	3,009
Clothing, women's.....	12	1,139	28	2,747	17,273
Men's furnishings.....	1	189	1	189	378
Hats, caps, and millinery.....	2	35	2	35	426
Hosiery.....	1	225	2	361	1,355
Knitgoods.....	3	88	3	88	901
Other.....	1	23	3	676	12,237
Leather and its manufactures	4	2,317	6	2,523	40,073
Boots and shoes.....	3	2,305	3	2,305	36,500
Leather.....			2	206	3,525
Other leather goods.....	1	12	1	12	48
Food and kindred products	7	1,835	15	2,863	33,948
Baking.....	3	171	5	294	2,109
Beverages.....	2	404	3	416	7,194
Canning and preserving.....	2	1,260	5	1,553	19,985
Confectionery.....			1	50	1,000
Slaughtering and meat packing.....			1	550	3,660
Tobacco manufactures	1	4,072	1	4,072	28,504
Cigarettes.....	1	4,072	1	4,072	28,504
Paper and printing	6	198	11	651	8,992
Boxes, paper.....			1	115	2,300
Paper and pulp.....			1	237	3,792
Printing and publishing:					
Newspapers and periodicals.....	1	60	3	144	1,440
Other.....	5	138	6	155	1,460

TABLE 1.—Strikes in April 1939, by Industry—Continued

Industry	Beginning in April		In progress during April		Man-days idle during April
	Number	Workers involved	Number	Workers involved	
Chemicals and allied products			6	1, 183	11, 776
Chemicals.....			1	18	450
Paints and varnishes.....			2	34	582
Petroleum refining.....			2	946	7, 044
Soap.....			1	185	3, 700
Rubber products		103	3	203	2, 827
Rubber tires and inner tubes.....	1	75	1	75	75
Other rubber goods.....	1	28	2	128	2, 752
Miscellaneous manufacturing	9	934	16	1, 752	13, 188
Broom and brush.....	1	33	2	194	458
Furriers and fur factories.....			1	270	810
Other.....	8	901	13	1, 288	11, 920
Extraction of minerals	5	323, 098	5	323, 098	4, 234, 718
Coal mining, anthracite.....	4	3, 098	4	3, 098	8, 318
Coal mining, bituminous.....	1	320, 000	1	320, 000	4, 226, 400
Transportation and communication	25	10, 845	32	19, 137	97, 179
Water transportation.....	10	7, 676	12	7, 803	34, 961
Motortruck transportation.....	8	1, 941	10	9, 967	57, 374
Motorbus transportation.....	3	652	3	652	1, 016
Taxicabs and miscellaneous.....	3	474	5	607	2, 250
Electric railroad transportation.....			1	6	150
Air transportation.....	1	102	1	102	1, 428
Trade	21	4, 226	39	6, 233	59, 639
Wholesale.....	4	456	7	515	3, 246
Retail.....	17	3, 770	32	5, 718	56, 393
Domestic and personal service	17	3, 953	24	4, 373	39, 029
Hotels, restaurants, and boarding houses.....	9	268	12	379	3, 362
Laundries.....	4	541	6	784	7, 164
Dyeing, cleaning, and pressing.....	3	3, 137	4	3, 187	28, 407
Elevator and maintenance workers (when not attached to specific industry).....	1	7	1	7	14
Other.....			1	16	82
Professional service	3	610	5	1, 144	6, 710
Recreation and amusement.....	2	320	4	854	3, 810
Professional.....	1	290	1	290	2, 900
Building and construction	31	7, 555	40	9, 861	68, 715
Buildings, exclusive of P. W. A.....	22	6, 587	26	8, 208	61, 791
All other construction (bridges, docks, etc., and P. W. A. buildings).....	9	968	14	1, 653	6, 924
Agriculture	1	3, 000	1	3, 000	3, 000
W. P. A., relief, and resettlement projects	3	1, 574	3	1, 574	6, 193
Other nonmanufacturing industries	5	157	8	234	2, 363

The bituminous-coal dispute, included at the end of table 2, was the largest of the 14 interstate strikes beginning in April.

This dispute affected miners in all of the 23 States which produce bituminous coal in substantial quantities. The figures shown in table 2 for the various States, however, are for local strikes only, with no adjustments to show the effects of interstate strikes on the individual States.

Of the local or intrastate strikes, New York with 46 had more than any other State. There were 28 in Pennsylvania, 15 in Illinois, 14 in Massachusetts, and 11 in California. New York and Pennsylvania

had the greatest number of workers involved in local strikes, but New York and Massachusetts had the highest man-days of idleness. With figures for the interstate coal dispute allocated to the various States affected, the States with the most workers involved in strikes and the most man-days idle in April were Pennsylvania, West Virginia, Kentucky, and Alabama.

TABLE 2.—*Strikes in April 1939, by States*

State	Beginning in April		In progress during April		Man-days idle during April
	Number	Workers involved	Number	Workers involved	
All States.....	204	380,087	331	407,269	4,853,189
Alabama.....	1	75	3	601	10,207
Arizona.....	1	1	1	70	70
Arkansas.....	1	18	3	1,159	14,843
California.....	11	4,351	20	5,091	27,033
Colorado.....	2	174	2	174	1,445
Connecticut.....	3	345	4	570	6,743
Florida.....	3	342	3	342	4,080
Georgia.....	1	1	1	28	560
Idaho.....	1	1	1	6	150
Illinois.....	15	1,756	20	2,208	17,888
Indiana.....	4	1,106	10	1,933	23,818
Iowa.....	4	1,024	6	1,165	10,840
Kentucky.....	2	603	2	603	1,987
Louisiana.....	1	1	1	200	5,000
Maryland.....	1	250	2	286	2,148
Massachusetts.....	14	3,703	16	4,268	49,141
Michigan.....	7	8,565	8	9,270	17,008
Minnesota.....	1	160	2	181	863
Mississippi.....	1	71	1	71	284
Missouri.....	4	196	8	1,294	20,753
New Jersey.....	4	280	13	1,137	14,244
New York.....	46	10,602	88	14,446	130,193
Ohio.....	9	2,719	14	4,004	34,714
Oklahoma.....	1	7	2	807	5,014
Oregon.....	6	242	8	693	1,824
Pennsylvania.....	28	7,091	35	7,935	46,174
Rhode Island.....	1	500	2	706	6,650
South Carolina.....	2	608	3	744	6,004
Tennessee.....	1	225	3	758	3,200
Texas.....	2	36	5	220	2,642
Virginia.....	1	6	1	6	36
Washington.....	3	825	6	1,045	9,865
West Virginia.....	4	565	5	583	5,880
Wisconsin.....	8	751	13	1,260	10,860
Interstate.....	14	332,891	19	343,405	4,361,528

Except for the coal dispute there were no strikes beginning in April which involved as many as 5,000 workers. About 56 percent of the 204 strikes involved fewer than 100 workers each, 37 percent involved from 100 up to 1,000 workers each, and 7 percent involved 1,000 or more workers each. The average number of workers involved in the 204 strikes beginning in April was 1,863. The average, with the coal dispute eliminated, was 296.

TABLE 3.—Strikes Beginning in April 1939, 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	10,000 and over
All industries.....	204	41	73	60	16	13	1
<i>Manufacturing</i>							
Iron and steel and their products, not including machinery.....	1	1					
Machinery, not including transportation equipment.....	7		2	4	1		
Transportation equipment.....	4		1		1	2	
Lumber and allied products.....	17	2	6	7	2		
Stone, clay, and glass products.....	7		5	2			
Textiles and their products.....	28	5	14	7	2		
Leather and its manufactures.....	4	1		2		1	
Food and kindred products.....	7	2	1	2	2		
Tobacco manufactures.....	1					1	
Paper and printing.....	6	3	3				
Rubber products.....	2		2				
Miscellaneous manufacturing.....	9	1	5	3			
<i>Nonmanufacturing</i>							
Extraction of minerals.....	5			1	2	1	1
Transportation and communication.....	25	4	7	10	2	2	
Trade.....	21	6	9	4	1	1	
Domestic and personal service.....	17	6	5	5		1	
Professional service.....	3			3			
Building and construction.....	31	7	10	9	3	2	
Agriculture.....	1					1	
W.P.A. relief, and resettlement projects.....	3		1	1		1	
Other nonmanufacturing industries.....	5	3	2				

In about 45 percent of the strikes beginning in April the major issues were union-organization matters—recognition, closed shop, discrimination, etc. The major issues in about one-third of the strikes were wages and hours—principally demands for increased wages—and in 21 percent of the strikes the major issues were miscellaneous issues including jurisdictional and rival-union questions as well as a number of specific grievances concerning working conditions.

Since the major issue in the coal dispute was the union shop, the number of workers involved in strikes over union-organization matters constitutes a large proportion (89 percent) of the total workers involved. Nearly 7 percent of the workers were involved in the wage-and-hour disputes and 4 percent were in the miscellaneous group.

TABLE 4.—Major Issues Involved in Strikes Beginning in April 1939

Major issue	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
All issues.....	204	100.0	380,087	100.0
Wages and hours.....	69	33.8	25,682	6.8
Wage increase.....	46	22.5	13,741	3.6
Wage decrease.....	9	4.4	2,145	.6
Wage increase, hour decrease.....	9	4.4	4,486	1.2
Hour increase.....	2	1.0	260	.1
Hour decrease.....	3	1.5	5,050	1.3
Union organization.....	92	45.1	339,209	89.2
Recognition.....	16	7.8	1,426	.4
Recognition and wages.....	15	7.4	6,065	1.6
Recognition, wages and hours.....	22	10.8	846	.2
Closed or union shop.....	28	13.7	329,552	86.6
Discrimination.....	6	2.9	743	.2
Other.....	5	2.5	577	.2
Miscellaneous.....	43	21.1	15,196	4.0
Sympathy.....	6	2.9	1,007	.3
Rival unions or factions.....	8	3.9	1,782	.5
Jurisdiction.....	8	3.9	1,482	.4
Other.....	21	10.4	10,925	2.8

Of the 331 strikes in progress in April, 197 were terminated during the month after being in progress for an average of 18 calendar days. Approximately 37 percent of these strikes lasted less than a week, 44 percent had been in progress from a week up to a month, and 19 percent had been in progress for a month or longer. Included in the latter group were four strikes which had been in progress 3 months or more. All of these were small strikes, the largest involving fewer than 125 workers.

TABLE 5.—Duration of Strikes Ending in April 1939

Industry group	Total	Number of strikes with duration of—					
		Less than 1 week	1 week and less than 1½ month	1½ and less than 1 month	1 and less than 2 months	2 and less than 3 months	3 months or more
All industries.....	197	73	52	35	26	7	4
<i>Manufacturing</i>							
Iron and steel and their products, not including machinery.....	3	2			1		
Machinery, not including transportation equipment.....	4	1	1	2			
Transportation equipment.....	5	3	1		1		
Lumber and allied products.....	14	3	5	3	1	2	
Stone, clay, and glass products.....	9	3	4	1	1		
Textiles and their products.....	25	11	2	4	4	2	2
Leather and its manufactures.....	2		1	1			
Food and kindred products.....	7	1		3	2	1	
Tobacco manufactures.....	1		1				
Paper and printing.....	4	2		1	1		
Chemicals and allied products.....	2				2		
Rubber products.....	2		1		1		
Miscellaneous manufacturing.....	7	1	3	2		1	
<i>Nonmanufacturing</i>							
Extraction of minerals.....	3	2	1				
Transportation and communication.....	22	10	7	4	1		
Trade.....	23	10	4	7	2		
Domestic and personal service.....	19	6	5	2	6		
Professional service.....	4	1	2				1
Building and construction.....	30	11	11	5	2		1
Agriculture and fishing.....	1	1					
WPA, relief, and resettlement projects.....	3	3					
Other nonmanufacturing industries.....	7	2	3		1	1	

About 42 percent of the strikes ending in April, which include 158 percent of the total workers involved, were settled with the assistance of Government officials or boards. Employers and union representatives, negotiating directly, worked out settlements for 36 percent of the strikes, which included 31 percent of the total workers involved.

As shown in table 6, nearly 17 percent of the strikes, which included only 4½ percent of the total workers involved, were terminated without formal settlement. In most of these cases the strikes were abandoned and the employees returned to work without settlement of the disputed issues, or the workers lost their jobs entirely when employers hired new workers to fill their places, moved, or went out of business.

TABLE 6.—Methods of Negotiating Settlement of Strikes Ending in April 1939

Negotiations toward settlements carried on by—	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	197	100.0	58,788	100.0
Employers and workers directly.....	4	2.0	1,675	2.8
Employers and representatives of organized workers directly.....	70	35.5	18,141	30.9
Government officials or boards.....	82	41.6	34,256	58.3
Private conciliators or arbitrators.....	8	4.1	2,060	3.5
Terminated without formal settlement.....	33	16.8	2,656	4.5

Of the 197 strikes ending in April, 37 percent brought substantial gains to the workers, 35 percent were compromised, and 16 percent resulted in little or no gains to the workers. Of the 58,788 workers involved, 35 percent were in the strikes which were substantially won, 56 percent obtained compromise settlements, and 3 percent gained little or nothing.

TABLE 7.—Results of Strikes Ending in April 1939

Result	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total.....	197	100.0	58,788	100.0
Substantial gains to workers.....	73	37.2	20,723	35.3
Partial gains or compromises.....	69	35.0	33,190	56.4
Little or no gains to workers.....	32	16.2	1,509	2.6
Jurisdiction, rival union, or faction settlements.....	18	9.1	2,555	4.3
Indeterminate.....	5	2.5	811	1.4

About the same proportion (43 percent) of the wage-and-hour strikes were won as of the union-organization strikes. About 51 percent of the first group were compromised, however, as compared with 30 percent of the latter group. Six percent of the wage-and-hour strikes

resulted in little or no gains to the workers as did 26 percent of the disputes over union-organization issues.

The majority (68 percent) of the workers in the disputes over wage-and-hour issues obtained partial gains or compromise settlements of their strikes. About 31 percent substantially won their strikes, and less than 1 percent gained little or nothing. Of the workers involved in the disputes primarily over union-organization issues, the majority (63 percent) substantially won their strikes, 26 percent obtained compromise settlements, and 10 percent gained little or nothing.

TABLE 8.—Results of Strikes Ending in April 1939, 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
Number of strikes						
All issues	197	73	69	32	18	5
Wages and hours	65	28	33	4		
Wage increase	40	14	23	3		
Wage decrease	10	7	2	1		
Wage increase, hour decrease	10	5	5			
Wage decrease, hour increase	1	1				
Hour increase	2	1	1			
Hour decrease	2		2			
Union organization	91	39	27	24		1
Recognition	24	10	3	11		
Recognition and wages	15	4	9	2		
Recognition and hours	1	1				
Recognition, wages, and hours	11	8	1	2		
Closed or union shop	24	9	9	6		
Discrimination	10	5	3	2		
Other	6	2	2	1		1
Miscellaneous	41	6	9	4	18	4
Sympathy	5		1	1		3
Rival unions or factions	9				9	
Jurisdiction	9				9	
Other	18	6	8	3		1
Number of workers involved						
All issues	58,548	20,723	33,190	1,509	2,555	811
Wages and hours	33,165	10,420	22,675	70		
Wage increase	19,019	6,256	12,702	61		
Wage decrease	2,871	1,952	910	9		
Wage increase, hour decrease	4,715	641	4,074			
Wage decrease, hour increase	1,500	1,500				
Hour increase	260	71	189			
Hour decrease	4,800		4,800			
Union organization	12,809	8,116	3,371	1,294		28
Recognition	1,685	848	271	566		
Recognition and wages	6,109	4,403	1,671	35		
Recognition and hours	237	237				
Recognition, wages, and hours	479	317	125	37		
Closed or union shop	2,283	1,159	679	445		
Discrimination	1,007	815	172	20		
Other	1,009	337	453	191		28
Miscellaneous	12,814	2,187	7,144	145	2,555	783
Sympathy	963		400	20		543
Rival unions or factions	1,827				1,827	
Jurisdiction	728				728	
Other	9,296	2,187	6,744	125		240

ACTIVITIES OF UNITED STATES CONCILIATION SERVICE, JUNE 1939

THE United States Conciliation Service, in June, disposed of 302 situations involving 102,090 workers. The services of this agency were requested by the employees, employers, and other interested parties.

Of these situations, 187 were strikes, threatened strikes, lockouts, and controversies, involving 78,460 workers. The remaining situations, involving 23,630 workers, were services rendered such as filling requests for information, adjusting complaints, holding conferences regarding labor conditions, etc.

The facilities of the Service were used in 24 major industrial fields, such as building trades and the manufacture of foods, iron and steel, textiles, etc. (table 1), and were utilized by employees and employers in 36 States, Alaska, and the District of Columbia (table 2).

TABLE 1.—Situations Disposed of by U. S. Conciliation Service, June 1939, by Industries

Industry	Disputes		Other situations		Total	
	Num-ber	Workers involved	Num-ber	Workers involved	Num-ber	Workers involved
All industries.....	187	78,460	115	23,630	302	102,090
Agriculture.....	1	185	-----	-----	1	185
Automobile.....	7	15,359	2	3	9	15,362
Building trades.....	19	6,570	18	1,305	37	7,875
Chemicals.....	3	282	4	4	7	286
Communication.....	1	6,350	1	1	2	6,351
Domestic and personal.....	16	1,480	2	2	18	1,482
Food.....	24	6,316	7	269	31	6,585
Iron and steel.....	15	4,267	4	4	19	4,271
Leather.....	1	190	2	4	3	194
Lumber.....	12	1,443	1	1	13	1,444
Machinery.....	9	8,084	3	1,502	12	9,586
Maritime.....	1	1,000	2	315	3	1,315
Mining.....	15	10,685	1	1	16	10,686
Motion pictures.....	-----	-----	1	12,000	1	12,000
Nonferrous metals.....	4	3,259	1	26	5	3,285
Paper and printing.....	5	163	4	45	9	208
Petroleum.....	2	16	10	4,713	12	4,729
Professional.....	-----	-----	1	2	1	2
Rubber.....	4	1,737	2	2	6	1,739
Stone, clay, and glass.....	9	793	2	4	11	797
Textile.....	8	3,232	12	2,495	20	5,727
Trade.....	15	2,219	12	47	27	2,266
Transportation.....	12	3,981	7	7	19	3,988
Utilities.....	1	462	-----	-----	1	462
Unclassified.....	3	387	16	878	19	1,265

TABLE 2.—Situations Disposed of by U. S. Conciliation Service, June 1939, by States

State	Disputes		Other situations		Total	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
All States.....	187	78,460	115	23,630	302	102,090
Alabama.....	5	3,365	2	301	7	3,666
Alaska.....	1	20	---	---	1	20
Arizona.....	---	---	1	1	1	1
Arkansas.....	2	22	---	---	2	22
California.....	8	1,966	5	12,004	13	13,970
Colorado.....	1	537	---	---	1	537
District of Columbia.....	18	6,736	12	17	30	6,753
Florida.....	2	207	4	304	6	511
Georgia.....	5	872	1	200	6	1,072
Illinois.....	12	1,747	3	132	15	1,879
Indiana.....	12	1,812	9	4,210	21	6,022
Iowa.....	2	79	1	1	3	80
Kentucky.....	11	7,372	---	---	11	7,372
Louisiana.....	2	1,325	---	---	2	1,325
Maine.....	3	182	---	---	3	182
Maryland.....	2	210	---	---	2	210
Massachusetts.....	6	1,877	4	1,811	10	3,688
Michigan.....	7	15,678	1	3	8	15,681
Minnesota.....	7	2,795	---	---	7	2,795
Missouri.....	8	4,265	4	46	12	4,311
Montana.....	1	150	2	2	3	152
Nebraska.....	---	---	1	1	1	1
New Jersey.....	5	1,410	3	24	8	1,434
New York.....	12	1,557	26	409	38	1,966
North Carolina.....	1	82	---	---	1	82
Ohio.....	18	3,175	9	27	27	3,202
Oklahoma.....	3	6,487	---	---	3	6,487
Oregon.....	---	---	2	350	2	350
Pennsylvania.....	11	2,197	5	10	16	2,207
Rhode Island.....	2	207	3	401	5	608
South Carolina.....	1	1,100	1	1	2	1,101
Tennessee.....	1	75	3	227	4	302
Texas.....	4	234	5	1,877	9	2,111
Utah.....	2	200	---	---	2	200
Virginia.....	3	2,770	1	1	4	2,771
Washington.....	3	439	4	1,267	7	1,706
West Virginia.....	1	45	2	2	3	47
Wisconsin.....	5	7,265	1	1	6	7,266

Cost and Standards of Living

IMPROVED STANDARDS OF LIVING FOR LOW-INCOME FARM FAMILIES

FARM families operating under farm- and home-management plans worked out with the aid of the Farm Security Administration have increased their home food production, farm diversification, working equipment, living standards, and total net worth, in all parts of the country except in sections suffering from drought and other catastrophes. The work of that Administration includes, principally, a program of rehabilitation for destitute and handicapped farm families; a farm-purchase program for farm tenants, share croppers, and farm laborers; and a homestead program. A description of these and other phases of its work and of the progress made during the last fiscal year appears in the report of the Administrator for 1938.¹

Rehabilitation

The farm- and home-management plan is the heart of the rural-rehabilitation program, which is designed to assist needy and handicapped farm families to become self-supporting and self-reliant. A plan is worked out with each individual family and a loan is made for the purchase of necessary tools and livestock. Other assistance may be provided, such as more or better land, adjustment of debts to ability to pay, medical aid through medical-service plans,² etc.

During the fiscal year 1938, standard rehabilitation and supplemental loans totaling \$65,068,016 for 199,554 families were approved. The debt-adjustment service furnished to farmers resulted in a reduction of \$13,692,560 from a prior debt of \$56,549,584 by 16,663 individual farmers, and of \$3,269,462 from a prior debt of \$5,159,560 by 4,472 farmers in group cases.

Community and cooperative services have been utilized for the provision of facilities economically inadvisable for individuals. Loans for group purchases of heavy farm equipment, for health or veterinary services, for livestock-improvement services, etc., totaling \$1,934,703 and serving 47,310 participants therein, 90 percent of whom were re-

¹ U. S. Department of Agriculture. Farm Security Administration. Report of the Administrator of the Farm Security Administration, 1938. Washington, 1938.

² For data on the medical-service plans, see Monthly Labor Review, March 1939 (p. 592).

habilitation families, were approved during the year. In addition, loans were made to individuals to aid them in joining cooperative associations and also to the cooperatives themselves, in the total amount of \$248,751, thus helping 3,116 families. Other forms of financial aid during the year were emergency loans in drought and flood areas amounting to \$1,009,396 and grants to 250,000 needy farm families in such areas for food, clothing, and medical care, totaling \$23,062,062.

Progress of Farm Families Under Rehabilitation Program

A tentative survey as of December 31, 1937, of 231,661 client families operating for a year or more under the farm- and home-management plans, showed the progress made by these families, which included 1,195,826 persons. Many of the families applying for loans had farms which were too small to cultivate economically, and they were assisted in getting more land or finding a farm of larger size. The average acreage of the farms cultivated by the borrowers had increased from 80.0 acres at the time of acceptance of the program to 102.5 acres at the end of the 1937 crop year. The number of work animals owned by these families had increased from 264,377, or an average of slightly over 1 per family, to 512,390, or an average of more than 2 per family. There was a gain in the number of dairy cows owned by 141,716 families, and 62,334 families which had had none previously had acquired a milk cow by the end of 1937. Also, 202,196 families had more hogs than before and 183,217 families had more poultry; 69,759 and 36,120 of these families, respectively, had had none at all before. Increased acreages in feed and forage crops—from 4,739,784 to 7,343,653 acres—followed from the increase in livestock.

A noticeable improvement in the standard of living of these farm families had resulted from the more proficient farm management. This was evidenced by increased production for home consumption of milk, fresh and cured meat, and eggs, and by adequate fruits and vegetables from their own gardens. The average yearly production per family member of milk increased from 109 to 189 quarts, and of fresh and cured meat, from 35.2 to 67.7 pounds, and the number of eggs nearly doubled. In addition, 53.0 quarts of fruits and vegetables per person per year were canned and stored for winter use, as compared with 21.6 quarts previously.

The average annual wholesale value of this production for home consumption averaged \$254 per family, as compared with \$121.65 previous to entering upon the farm-management program, and the consequent saving in cash outlay made possible larger expenditures for more lasting possessions. The resulting increase in value of livestock

and equipment, furniture, and supplies—the net worth of these families—which amounted to \$252 per family, had added more than \$58,417,000 to the wealth of their communities.

Farm Purchase for Tenants

The final step toward security for low-income farm families with a relief or near-relief status is acquiring ownership of a family-size farm. The tenant-purchase program of the Farm Security Administration gives such an opportunity to tenants, share croppers, and farm laborers, including some “graduates” from the rehabilitation program. Through a liberal loan policy on a long-term basis, a farm family may purchase a farm, giving a lien on the property purchased and agreeing to observe a sound system of cultivation that will conserve the soil and the value of the property. During the fiscal year 1938, loans to 1,887 applicants, totaling \$9,225,083 for the purchase of farms and improvements, were approved.

Rural-Homestead Projects

On June 30, 1938, 76 rural-homestead projects had been completed and others were so near completion as to have resident families. These projects furnish homesteads for 8,947 families. One hundred and forty-six projects were completed or under development at the end of the fiscal year, and ultimately 15,417 families will be accommodated.

There are three main kinds of rural-homestead projects—scattered-farm projects, farm-community projects, and subsistence homesteads. The scattered-farm projects provide for low-income farm families much the same opportunities as the tenant-purchase program, except that the farmer rents the farm for several crop years before he contracts to buy it. The rentals are subsequently applied to the purchase price, if the sale is mutually desired. Farm communities, or the banding together of small farmers living on the same project, generally organize as cooperatives. On June 30, 1938, approximately 4,500 heads of homestead families were members of project cooperatives. Loans totaling \$2,202,735 were made during the year to 16 new cooperatives and \$326,858 to cooperatives formed in previous years, or \$2,529,593 in all. The total transactions of the cooperative associations on resettlement projects during the year were over \$3,000,000.

The subsistence-homestead projects offer families in industrial employment greater security in the form of a supplemental farm income. Twenty-six subsistence homesteads had been completed at the end of the fiscal year and 3 others were almost completed. The management of 12 of the completed projects had been transferred to nonprofit associations organized by the residents.

Greenbelt Communities

Construction on all three of the greenbelt towns, developed in suburban areas of Cincinnati, Milwaukee, and Washington, was completed at the close of the fiscal year. They contain 2,200 family units, and each include a number of farm units. They were planned, however, mainly to furnish homes for low-income families in crowded cities. Greenbelt, Md., was the only one which had an established local government at the end of the year.



STANDARD OF LIVING ON MARYLAND FARMS

A STUDY of the cash incomes and standard of living of 72 farm families in Carroll County, Md.—a fertile agricultural section with a ready market for farm produce—was made in the summer of 1937.¹ It was found that the net cash income of these families, averaging \$1,399 in 1937, was sufficient to provide a good standard of living. The total cash receipts from these farms averaged \$2,769 per family and the farm operating expenses averaged \$1,370. Most of these families owned their own farms and had lived on them from 1 to 54 years, the average tenure being 20 years. The average size of the family was 4.3 persons and of the households 5.1 persons.

The amounts spent for different items of the cost of living by the different income groups are shown in the following table:

Average Cash Expenditures per Farm Family for Living, by Income Groups

Annual cash income	Number of families	Net cash family income	Average cash expenditure for family living						Accumulation or deficit	
			Total	Household and operation	Food	Clothing	Advancement and recreation	Health		Personal
All groups: Total or average.	72	\$1,399	\$1,032	\$303	\$301	\$157	\$137	\$79	\$55	\$367
Under \$500.....	7	328	424	146	149	45	24	25	35	1 96
\$500-\$999.....	20	807	947	254	296	162	115	64	56	1 140
\$1,000-\$1,499.....	16	1,279	1,040	297	340	163	114	84	42	239
\$1,500-\$1,999.....	16	1,744	1,266	419	321	199	194	79	54	478
\$2,000 and over.....	13	2,607	1,192	328	321	150	188	127	78	1,415

¹ Deficit.

The largest item of cash living expenses was household and operation, which included furniture and equipment, housing, fuel, automobile, telephone, and other cash household and operating expenses. Food was the next largest item in the cash budget. The two lowest income groups spent more for family living than their net cash income,

¹ University of Maryland. Agricultural Experiment Station. Standard of Living on Carroll County Md., Farms. College Park, 1938. (Bulletin No. 422.)

which must have necessitated either using savings of former years or borrowing.

The proportions of the average net cash family income spent for the different items were as follows: Household and operation, 29.3 percent; food, 29.2 percent; clothing, 15.2 percent; advancement and recreation, 13.3 percent; health, 7.7 percent; personal expenses, 5.3 percent.

All of the families had automobiles, 90 percent had sewing machines, and 89 percent had radios; 81 percent had water indoors; 78 percent, central lighting; 78 percent, mechanical washing machines; 64 percent, telephones; 58 percent, hot and cold water; 57 percent, central heating; 56 percent, indoor toilets; and 46 percent, mechanical refrigerators.

It was pointed out that, although some of the families had low cash incomes, this did not necessarily mean a low standard of living, as much of the food consumed may have been furnished by the farm.

The diets of these farm families were found to be well above the accepted standards in nutritive requirements, possibly because the data were secured in the summertime when the families had gardens. Individual families, however, had some deficiencies in vitamins, especially vitamin B, and a few in calories and minerals.



LIVING COSTS OF WOMAN WORKERS IN NEW YORK, 1938

THE minimum cost of "adequate maintenance and protection of health" of a working woman in New York State in 1938 was recently set at \$1,059.68 for a woman living as a member of a family, and \$1,160.75 for a woman living alone.¹ In 1937 the costs were \$1,058.31 and \$1,192.46, respectively.² The annual cost of living of working women in the State, as computed by the New York Department of Labor for use in minimum-wage determinations under the State law, is based on a budget representing a minimum "adequate" standard. The figures for 1937 and 1938 are not entirely comparable, because of some changes in items and pricing techniques. Thus, the decrease of \$31.71 from 1937 to 1938 shown for the woman living alone was only partly due to price declines, changes in methods accounting for some of the decrease. The increase of \$1.37 shown for the woman living at home arose mainly from the new method of calculating the woman's share of the family expense for housing, the difference canceling the price decreases.

¹ New York. Department of Labor. Bureau of Research. Division of Women in Industry and Minimum Wage. Adequate Maintenance and Protection of Health for Women Workers in New York State. New York, 1939. Mimeographed.

² The details of the 1937 budget were given in the Monthly Labor Review for March 1938 (p. 571).

The annual living costs of the woman living as a member of a family generally increased in the smaller cities, but this was only partly true of the living costs of the woman living alone. The comparable costs for both classes of woman workers in 1938 were as follows:

	<i>Woman at home</i>	<i>Woman alone</i>
New York City-----	\$1, 050. 08	\$1, 163. 17
Cities with population of—		
100,000 and over (except New York City)-----	1, 072. 38	1, 136. 96
50,000 and under 100,000-----	1, 071. 16	1, 149. 74
25,000 and under 50,000-----	1, 080. 45	1, 189. 14
10,000 and under 25,000-----	1, 123. 18	1, 182. 51

Home expenses, which included housing, fuel and light, and food, constituted the largest part of the living expenses of both classes of workers in 1938, amounting to \$492.16 for the woman living at home, and \$590.28 for the woman living alone. Clothing was the next largest item of cost in the budget, averaging \$181.97 for both the woman living at home and the woman living alone. Identical sums for both classes of women were shown for the following items: Leisure-time activities, \$109.24; medical care, \$62.33; personal care, \$35.80; other living essentials, \$95.46. Clothing upkeep, and insurance and savings, represented a slightly higher cost for the woman living alone (\$15.06 and \$70.61, respectively) than for the woman living as a part of a family (\$13.12 and \$69.60, respectively).

Minimum Wages and Maximum Hours

ESTABLISHMENT OF REGIONAL OFFICES UNDER WAGE AND HOUR ACT

PLANS for 16 regional, 11 branch, and 30 field offices as a part of a program for limited decentralization of the functions of the Wage and Hour Division in administering the Fair Labor Standards Act of 1938 were announced by the Administrator on July 1, 1939.¹ This organization will be an extension of that already in operation and will be introduced gradually, but a mobile force of inspectors is to be employed at once to service the entire country pending the time when all regional offices are fully staffed. The purpose is to speed up disposition of complaints and enforcement under the law and to maintain flexibility by moving the inspectors as needed.

The regional groups and their headquarters are as follows:

	<i>Headquarters</i>
Maine, Vermont, New Hampshire, Massachusetts, and Rhode Island.	Boston.
New York and Connecticut.....	New York.
Pennsylvania, New Jersey, and Delaware.....	Philadelphia.
Maryland, Virginia, West Virginia, and District of Columbia...	Richmond.
North Carolina and South Carolina.....	Charlotte.
Georgia and Florida.....	Atlanta.
Louisiana, Mississippi, and Alabama.....	Birmingham.
Tennessee and Kentucky.....	Nashville.
Ohio and Michigan.....	Cleveland.
Wisconsin, Illinois, and Indiana.....	Chicago.
Montana, North Dakota, South Dakota, and Minnesota.....	Minneapolis.
Nebraska, Kansas, Iowa, and Missouri.....	Kansas City.
Oklahoma, Arkansas, and Texas.....	Dallas.
Wyoming, Utah, Colorado, and New Mexico.....	Denver.
Washington, Oregon, Idaho, and Alaska.....	Seattle.
California, Nevada, Arizona, and Hawaii.....	San Francisco.

In addition the territorial office in Puerto Rico will continue to function.

The regional director in each jurisdiction will act as the direct representative of the Administrator, controlling all phases of the program within his territory, "including the cooperation and inspection, information, and enforcement activities, pursuant to policies, regulations, interpretations, and procedures approved by the Administrator."

¹ Press release No. R-342, dated July 1, 1939.

Wages and Hours of Labor

TAXABLE EARNINGS, IN 1937, OF WORKERS UNDER OLD-AGE INSURANCE ¹

THE annual taxable earnings of 30,157,694 employees in industries covered by old-age insurance, under the United States Social Security Board, totaled \$26,825,366,241 in 1937—an average of \$890 per employee. The average for white males was \$1,080 and for Negro males, \$453. The corresponding figures for white and Negro females were respectively \$539 and \$247.

The Director of the Bureau of Old-age Insurance estimates that the inclusion of wages not covered by the Social Security Act would probably raise the average annual wage of these more than 30 million workers to \$975. Wages in employments not within the scope of the act, and wages exceeding \$3,000 per annum from one employer, are not included in total taxable earnings.

TABLE 1.—Number and Percent of Employees Under Old-Age Insurance and of Total Taxable Wages, and Average Wages, by Sex and Race, 1937 ¹

Sex and race	Employees ²		Taxable wages ²		Average taxable wages per employee
	Number	Percent of total	Amount	Percent of total	
Both sexes ¹	30,157,694	100.0	\$26,825,366,241	100.0	¹ \$890
White.....	27,865,985	92.4	25,840,864,782	96.3	927
Negro.....	2,035,949	6.7	853,793,624	3.2	419
Other.....	255,760	.9	130,707,835	.5	511
Males.....	21,906,658	72.6	22,489,920,809	83.8	1,027
White.....	19,993,707	66.3	21,600,247,078	80.5	1,080
Negro.....	1,701,200	5.6	771,223,933	2.9	453
Other.....	211,751	.7	118,449,798	.4	559
Females.....	8,251,036	27.4	4,335,445,432	16.2	525
White.....	7,872,278	26.1	4,240,617,704	15.8	539
Negro.....	334,749	1.1	82,569,691	.3	247
Other.....	44,009	.2	12,258,037	.1	279

¹ Figures given are preliminary and subject to revision; corrected to Mar. 1, 1939. Table excludes 77,632 employees holding Railroad Retirement account numbers, and their taxable wages of \$17,472,692; and 267,085 employees whose sex or race are unknown and their taxable wages of \$40,740,243. The average wage with these employees and their wages included is \$881.

² Includes 93 percent of the total volume of taxable wages reported as paid in 1937. The number of employees represented is estimated at 96 percent of the total who earned taxable wages in 1937.

Table 1 shows the distribution of the taxable earnings of these 30,157,694 workers in 1937, by color and by sex. Negro workers

¹ The data in this article are taken from a press release of April 10, 1939 (No. 718), issued by the Social Security Board, and from mimeographed tabulations furnished by that Board to the United States Bureau of Labor Statistics.

constituted 6.7 percent of the workers covered and received only 3.2 percent of the taxable wages. Women constituted 27.4 percent of the workers covered and received only 16.2 percent of the wages reported. However, in making any comparisons of this character, the question of heavier percentages of part-time and of occasional covered employment among certain classes of workers must be taken into consideration.

Table 2 gives the percentage distribution of the workers in graduated wage groups, by color and by sex. The fact that slightly over 28 percent received less than \$300 per annum, in taxable wages and that nearly 39 percent received less than \$500, indicates part-time employment and the employment of many persons receiving the larger part of their income from jobs not covered by the act. The very heavy percentages of women (54.4 percent) and Negroes (66.3 percent) receiving taxable earnings of less than \$500 per annum may also be accounted for to some extent by the fact that the status of these two classes of workers in covered employment is less permanent than that of white males.

TABLE 2.—Percentage Distribution of Employees Under Old-Age Insurance by Classified Taxable Earnings, Sex, and Race, 1937¹

Interval of taxable earnings	Both sexes			Males			Females		
	Total ²	White	Negro	Total ³	White	Negro	Total ⁴	White	Negro
\$1 to \$99.....	14.6	13.5	29.2	12.4	11.0	27.2	20.5	19.6	39.0
\$100 to \$199.....	7.5	7.0	12.8	6.4	5.9	12.1	10.3	10.0	16.5
\$200 to \$299.....	6.0	5.7	9.4	5.1	4.7	9.0	8.3	8.2	11.5
\$300 to \$399.....	5.5	5.2	8.0	4.5	4.2	7.8	7.9	7.8	9.4
\$400 to \$499.....	5.1	5.0	6.9	4.3	4.0	6.9	7.4	7.4	6.7
\$500 to \$599.....	5.0	5.0	6.2	4.2	4.0	6.3	7.2	7.3	5.7
\$600 to \$699.....	5.1	5.1	5.5	4.3	4.2	5.6	7.3	7.4	4.9
\$700 to \$799.....	5.1	5.1	4.7	4.4	4.3	5.0	7.0	7.2	3.2
\$800 to \$899.....	4.6	4.7	3.5	4.2	4.3	3.9	5.7	5.9	1.4
\$900 to \$999.....	4.4	4.5	2.9	4.3	4.5	3.3	4.6	4.8	.7
\$1,000-\$1,499.....	17.5	18.2	8.5	20.2	21.1	10.0	10.3	10.8	.9
\$1,500 to \$1,999.....	10.2	10.9	2.1	13.2	14.2	2.5	2.4	2.5	.1
\$2,000 to \$2,499.....	4.4	4.8	.3	5.9	6.4	.3	.6	.6	(⁵)
\$2,500 to \$2,999.....	2.0	2.2	(⁵)	2.7	2.9	.1	.2	.2	(⁵)
\$3,000.....	2.3	2.4	(⁵)	3.0	3.3	(⁵)	.2	.2	(⁵)
Over \$3,000.....	.7	.7	(⁵)	.9	1.0	(⁵)	.1	.1	(⁵)
Total ⁶	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

¹ Preliminary; figures subject to revision; corrected to Mar. 1, 1939. This tabulation includes 93 percent of the total volume of taxable wages reported as paid in 1937. The number of employees represented is estimated at 96 percent of the total who earned taxable wages in 1937.

² Includes 211,751 male employees and 44,009 female employees of other races.

³ Includes 211,751 male employees of other races.

⁴ Includes 44,009 female employees of other races.

⁵ Less than 0.05 percent.

⁶ Excludes 77,632 employees holding Railroad Retirement account numbers, and 267,085, whose sex or race are unknown. These employees represent 1.1 percent of the total number of employees.

According to an analysis of the distribution of taxable wages, made by the Bureau of Old-Age Insurance, employees receiving under \$3,000 per annum in 1937 constituted 97 percent of the 30,157,694 employees, and the earnings of this great group of workers covered

amounted to 90 percent of the total taxable wages paid in the year under review. In cases where earnings of more than \$3,000 were credited to a person, such sum was received from 2 or more employers during the 12 months reported on.

Younger workers considerably outnumber older workers in the old-age insurance accounts, fully 60 percent of the 30,157,694 employees in the group 20 to 39 years of age, as compared to only 27 percent in the 40 to 59 age group. The average wage of the latter group however was \$1,185—over one-third above the average of \$860 received by the younger workers.

A further break-down of employees by 5-year age groups shows that the average taxable wage of some 700,000 employees between the ages of 60 and 65 (the oldest group covered by the Federal old-age insurance provisions) was \$1,086, or almost double the average for some 5,700,000 employees between the ages of 20 and 25, the most numerous age group. The age group receiving the highest average wage—\$1,204—was that from 45 to 49 years old; this group constitutes 8 percent of the total number of employees studied.

TABLE 3.—Number and Percent of Employees Under Old-Age Insurance and of Total Taxable Wages, and Average Wages, by Age Group, 1937¹

Age group	Employees ²		Taxable wages ³		Average taxable wages per employee
	Number	Percent of total	Amount	Percent of total	
All ages.....	30,157,694	100.0	\$26,825,366,241	100.0	¹ \$890
Under 15 years.....	46,797	.2	2,241,403	(⁴)	48
15 to 19 years.....	2,747,158	9.2	723,846,668	2.7	263
20 to 24 years.....	5,674,963	19.0	3,301,115,379	12.3	582
25 to 29 years.....	4,983,478	16.7	4,192,152,891	15.6	841
30 to 34 years.....	4,077,789	13.6	4,255,581,675	15.9	1,044
35 to 39 years.....	3,391,874	11.3	3,848,604,429	14.4	1,135
40 to 44 years.....	2,840,780	9.5	3,406,726,303	12.7	1,199
45 to 49 years.....	2,360,775	7.9	2,841,658,146	10.6	1,204
50 to 54 years.....	1,726,874	5.8	2,032,513,335	7.6	1,177
55 to 59 years.....	1,188,346	4.0	1,343,754,794	5.0	1,131
60 to 64 years.....	719,338	2.4	781,127,831	2.9	1,086
65 to 69 years.....	106,402	.4	70,617,318	.3	664
70 years and over.....	7,768	(⁴)	2,197,408	(⁴)	283
Unknown.....	285,352	(²)	23,228,661	(³)	81

¹ Figures given are preliminary and subject to revision; corrected to Mar. 1, 1939. Table excludes 77,632 employees holding Railroad Retirement account numbers, and their taxable wages of \$17,472,692; and 267,085 employees whose sex or race are unknown and their taxable wages of \$40,740,243. The average wage with these employees and their wages included is \$881.

² Employees of unknown age excluded.

³ Includes 93 percent of the total volume of taxable wages reported as paid in 1937. The number of employees represented is estimated at 96 percent of the total who earned taxable wages in 1937.

⁴ Less than 0.05 percent.

The average taxable wages received in the more highly industrialized and urbanized areas of the United States—for example, New England, the Middle Atlantic, and the Great Lakes regions—exceeded the national average (\$890). The average wage of workers in Michigan was \$1,102, which outranked all the other States. New York was

second with \$1,042. and Illinois third with \$1,029, as indicated in table 4.

A classification of earnings based on migratory and nonmigratory employment indicates that at least 7¼ percent of the workers earned wages in a State other than the one in which their account numbers were issued. The proportion of migrant workers varies substantially from State to State, the highest percentage being reported for the smaller and less closely populated States. For the United States as a whole, the average taxable earnings of migrant workers were \$895— or \$13 more than those of nonmigrant workers.

TABLE 4.—Number of Employees Who Received Wages in Covered Employment and Average Taxable Wages, by States, 1937¹

State and division	Number of employees ²	Average taxable wages per employee ²	State and division	Number of employees ²	Average taxable wages per employee ²
United States.....	30,157,694	\$890	South Atlantic—Contd.		
New England.....	2,580,466	902	West Virginia.....	405,115	\$905
Maine.....	217,410	662	North Carolina.....	608,605	576
New Hampshire.....	136,114	745	South Carolina.....	313,236	518
Vermont.....	74,735	735	Georgia.....	492,172	562
Massachusetts.....	1,333,082	933	Florida.....	403,715	523
Rhode Island.....	240,674	873	East South Central.....	1,417,562	603
Connecticut.....	578,451	994	Kentucky.....	374,360	685
Middle Atlantic.....	7,919,407	1,013	Tennessee.....	470,893	608
New York.....	4,055,650	1,042	Alabama.....	375,681	615
New Jersey.....	1,154,758	993	Mississippi.....	196,628	413
Pennsylvania.....	2,708,999	978	West South Central.....	1,998,482	676
East North Central.....	7,187,128	1,020	Arkansas.....	172,383	520
Ohio.....	1,901,958	1,025	Louisiana.....	373,978	639
Indiana.....	826,272	907	Oklahoma.....	322,144	761
Illinois.....	2,244,012	1,029	Texas.....	1,129,977	688
Michigan.....	1,545,163	1,102	Mountain.....	770,382	754
Wisconsin.....	669,723	928	Montana.....	100,248	852
West North Central.....	2,216,990	778	Idaho.....	92,532	645
Minnesota.....	491,199	845	Wyoming.....	50,598	782
Iowa.....	376,205	725	Colorado.....	231,142	747
Missouri.....	768,349	835	New Mexico.....	64,533	677
North Dakota.....	55,546	612	Arizona.....	95,398	751
South Dakota.....	63,400	629	Utah.....	105,308	776
Nebraska.....	185,103	689	Nevada.....	30,623	853
Kansas.....	277,188	702	Pacific.....	2,541,889	893
South Atlantic.....	3,391,462	671	Washington.....	424,278	869
Delaware.....	72,443	870	Oregon.....	257,147	799
Maryland.....	456,657	835	California.....	1,860,464	912
District of Columbia.....	183,094	891	Alaska.....	32,196	846
Virginia.....	456,425	663	Hawaii.....	101,730	535

¹ Figures given are preliminary and subject to revision; corrected to Mar. 1, 1939. Table excludes 77,632 employees holding Railroad Retirement account numbers, and their taxable wages of \$17,472,692; and 267,085 employees whose sex or race are unknown and their taxable wages of \$40,740,243. The average wage with these employees and their wages included is \$881.

² Includes 93 percent of the total volume of taxable wages reported as paid in 1937. The number of employees represented is estimated at 96 percent of the total who earned taxable wages in 1937.

The United States Census Bureau has estimated the total number of persons employed or available for employment in this country in 1937 as approximately 54,500,000, of whom the estimated 32,000,000 who earned taxable wages constituted almost 59 percent.

To what extent holders of social-security account numbers represent individuals actually employed in occupations subject to the Social Security Act can be determined by comparing the total number of persons to whom social-security

account numbers had been assigned by the close of 1937 with the total for whom wages were reported for that year. Altogether, 36,688,338 account numbers were assigned from November 24, 1936, when the first applications were filed, through December 31, 1937. It is thus apparent that only about 13 percent of those who applied for account numbers did not receive taxable wages during 1937. This is largely accounted for by persons 65 and over covered by State unemployment-compensation laws and WPA workers, all of whom have been assigned account numbers. This indicates that, before December 31, 1937, relatively few persons applied who were not already employed in occupations covered by the Federal old-age insurance system, or did not have fairly good prospects of finding such employment.



SALARIES IN FEDERAL GOVERNMENT SERVICE

AT THE close of 1937 the average annual salary of Government employees was approximately \$1,871, the average in the District of Columbia being \$2,066 and outside the District, \$1,838. The Post Office Service average was estimated at \$2,026 and that of the remaining Federal Services taken together at \$1,783.¹ The averages may be somewhat higher than they would be if all Federal Government employees had been included instead of a sample of approximately 50,000 selected at random from service records of the United States Civil Service Commission. This sample is the basis of the study under review,² the statistical findings of which, according to the report, are believed to be relatively the same for the early part of 1939.

As will be noted from table 1, almost half of the employees were included in the 2 salary groups, \$1,000-\$1,499 and \$2,000-\$2,199, the latter group being made up mainly of Post Office employees. Over three-fourths of the employees covered in this survey received an annual salary under \$2,200.

Over half of the Federal employees in the District of Columbia were being paid between \$1,000 and \$1,800 per annum. About 75 percent of the employees in the District of Columbia were receiving under \$2,200, as compared to 83 percent in the corresponding class outside the District. This difference is explained in the report as due to the greater number of employees in the higher salary groups in the District.

Approximately 88,000 employees in the Government service, or about 11 percent of the employees, earn incomes of \$2,500 or more. Of this total, about 24,000 work in the District of Columbia and 64,000 outside of the District of Columbia.

¹ United States. Civil Service Commission. Press release. Civil employment in the Federal Government by salary range. Washington, April 2, 1939. (See footnote to table 1.)

² For the purpose of this study, per diem and per hour rates of pay were converted to a per annum basis and the employees were considered as receiving full-time pay. Several large groups of employees who receive all or part of their income, directly or indirectly, from the Government and who would be in the lower-income brackets, were excluded, either because they were not technically Government employees or because uncertain tenure made it impossible to maintain records of their employment. Temporary substitute employees, special-delivery messengers, clerks in contract stations and in third- and fourth-class post offices, all in the Post Office Department, and fire fighters in the Department of the Interior and in the Department of Agriculture, are among the groups omitted.

Approximately 22 percent of those employed in the District of Columbia earn salaries of \$2,500 or more, whereas the salaries of 10 percent of the employees outside of the District of Columbia fall in this group. Slightly less than 6 percent of the employees of the Post Office Department received salaries of \$2,500 or more, compared with 14.5 percent outside the Post Office Department.

TABLE 1.—*Distribution, by Salary Range, of Federal Employees for Whom Records are Maintained by Civil Service Commission, as of Dec. 31, 1937*¹

Salary range	District of Columbia	Outside District of Columbia	Entire Service	Post Office Service	Entire Service less Post Office
All salary groups.....	112,500	667,696	780,196	282,593	497,603
Under \$1,000.....	3,310	52,019	55,329	494	54,835
\$1,000-\$1,499.....	33,410	151,635	185,045	20,911	164,134
\$1,500-\$1,799.....	24,802	93,598	118,400	36,033	82,367
\$1,800-\$1,999.....	13,171	79,834	93,005	35,176	57,829
\$2,000-\$2,199.....	8,291	179,279	187,570	146,521	41,049
\$2,200-\$2,499.....	5,225	47,360	52,585	27,557	25,028
\$2,500-\$2,999.....	9,486	35,712	45,198	12,220	32,978
\$3,000-\$3,499.....	4,909	13,116	18,025	1,946	16,079
\$3,500-\$3,999.....	2,908	6,799	9,707	1,171	8,536
\$4,000-\$4,499.....	1,195	2,346	3,541	264	3,277
\$4,500-\$4,999.....	2,202	2,558	4,760	99	4,661
\$5,000-\$5,999.....	1,713	1,845	3,558	71	3,487
\$6,000-\$6,999.....	849	726	1,575	59	1,516
\$7,000 and over.....	1,029	869	1,898	71	1,827
Average salary.....	2,066	1,838	1,871	2,026	1,783

¹ Based on a sampling study which included employees of all departments and agencies appearing on the monthly report of the Civil Service Commission for December, 1937, except employees of the Tennessee Valley Authority, the Works Progress Administration, the Golden Gate International Exposition Commission, the Greater Texas and Pan-American Exposition Commission, the National Emergency Council, the New York World's Fair Commission, and temporary substitutes in the Post Office Service; included, however, are employees of the Library of Congress and the Judicial Branch of the Federal Service.

At the close of 1937 about 92,100 Federal employees were in New York State, 53,100 in Pennsylvania, 45,500 in California, and 47,400 in Illinois.³ The average annual salary was \$1,931 in New York; \$1,870 in Pennsylvania; \$1,884 in California; and \$1,932 in Illinois.

The distribution by salary groups of Federal employees receiving \$2,500 or over per annum in the 4 States having the largest number of such employees, is given in table 2.

TABLE 2.—*Estimated Number of Federal Employees in 4 States by Specified Salary Ranges December 1937*

Salary range	New York	Pennsylvania	California	Illinois
All groups.....	6,701	3,411	3,871	3,329
\$2,500-\$2,999.....	3,728	2,122	2,014	1,691
\$3,000-\$3,499.....	1,315	611	772	807
\$3,500-\$3,999.....	758	306	503	305
\$4,000-\$4,499.....	325	162	168	137
\$4,500-\$4,999.....	201	55	166	183
\$5,000-\$5,999.....	186	54	134	95
\$6,000-\$6,999.....	108	60	61	59
\$7,000 and over.....	80	41	53	52

³ The figures include all employees in the executive branch, some of whom were not covered in the sample. (See footnote to table 1.)

WAGES IN THE BALTIC COUNTRIES

FOUR Baltic countries—Estonia, Finland, Latvia, and Lithuania—are related to one another not only by their geographical location on the eastern shores of the Baltic Sea but also by their historical background, for they all belonged to the former Russian Empire. Estonia, Latvia, and Lithuania were merely provinces of that empire, but Finland was an autonomous state, although with considerably restricted autonomy.

Of these countries, Finland is the largest in territory and population, having about 3,365,000 inhabitants, while Estonia is the smallest, with about 1,127,000 inhabitants.

The level of industrial development and relations and of educational standards in the Baltic countries more nearly resembles that of Scandinavian than of any other European group of countries.¹ Also, although wages are lower in the Baltic countries, it is generally agreed that the cost of living is also lower than in the Scandinavian countries.

*Wages in Estonia*²

The wage rates as indicated in the following tables represent the wages as received by workers, and include deductions for sickness and accident insurance. For sickness insurance, the deduction is 2 percent of the wages, to which the employer adds 4 percent. For insurance against accident no deduction is made, but 1 percent is contributed to the insurance fund by the employer alone.

AGRICULTURE

The shortage of farm laborers in 1937 affected the wage situation in Estonian agriculture, causing the wages to rise. Thus, for example, the average monthly wages of male farm hands employed on a yearly contract increased from 22.10 krooni³ in 1936 to 27.20 krooni in 1937, or 23 percent. For females the increase was 22 percent, their average monthly wage rate for 1937 being 19.50 krooni. Farm workers employed on a summer contract were paid the following average monthly wages in 1937: Male laborers, 38.10 krooni, female laborers 27.10 krooni, and herders 19.80 krooni, representing increases of 23 percent, 22 percent, and 19 percent from the corresponding figures for 1936. Table 1 gives the wages for farm laborers in 1937, employed on both yearly and summer contracts, according to age. Averages for workers aged 18 to 50 are also shown by years from 1933 to 1937.

¹ See Monthly Labor Review, November 1938, pp. 1133-1144: Wages and Hours in Scandinavian Countries, 1937-38.

² Report of Edward Hunt, clerk of American Consulate at Tallinn.

³ Kroon (100 senti) in 1936 to 1938=about 27 cents, U. S. currency.

TABLE 1.—Wages of Agricultural Laborers in Estonia, 1937, on Yearly and on Summer Contracts, by Age and Sex

[Average exchange rate of kroon in 1937=about 27 cents]

Age of workers	Yearly contract (with board)				Summer contract (with board)			
	Average yearly wage		Average monthly wage		Average yearly wage		Average monthly wage	
	Males	Females	Males	Females	Males	Females	Males	Females
1937:	<i>Krooni</i>	<i>Krooni</i>	<i>Krooni</i>	<i>Krooni</i>	<i>Krooni</i>	<i>Krooni</i>	<i>Krooni</i>	<i>Krooni</i>
15-17 years.....	208.8	147.6	17.4	12.3	166.8	140.0	25.8	23.3
18-24 years.....	310.8	222.0	25.9	18.5	225.1	166.7	35.2	26.9
25-50 years.....	336.0	242.4	28.0	20.2	248.2	167.4	40.6	27.4
Over 50 years.....	298.8	225.6	24.9	18.8	205.5	131.8	32.4	22.2
Averages, 18-50 years:								
1933.....	172.8	128.4	14.4	10.7	121.5	90.2	19.5	14.7
1934.....	200.4	141.6	16.7	11.8	142.8	103.8	22.7	16.6
1935.....	224.4	157.2	18.7	13.1	163.4	116.0	26.2	18.4
1936.....	265.2	192.0	22.1	16.0	195.1	137.8	30.9	22.3
1937.....	326.4	234.0	27.2	19.5	237.9	167.0	38.1	27.1

Wages paid day laborers in Estonian agriculture vary according to season—seeding, haymaking, and harvesting. Table 2 gives the range in day laborers' wages (with board) according to season and the average for the three seasons for the years 1933 to 1937.

TABLE 2.—Wages of Day Laborers in Estonian Agriculture, 1933 to 1937, by Sex and Year

Year	Daily wage (with board)			
	Range, according to season		Average (3 seasons)	
	Males	Females	Males	Females
1933.....	<i>Krooni</i> 1.11-1.34	<i>Krooni</i> 0.83-1.07	<i>Krooni</i> 1.21	<i>Krooni</i> 0.95
1934.....	1.30-1.55	.98-1.25	1.39	1.10
1935.....	1.47-1.80	1.10-1.40	1.60	1.30
1936.....	1.74-2.14	1.31-1.72	1.90	1.49
1937.....	2.08-2.53	1.57-2.03	2.29	1.80

Herders are paid according to age. Average wages (with board) for the summer season and per month in 1937 were 108.9 krooni and 19.9 krooni, respectively. Herders up to 15 years of age received 77.0 krooni per summer season and 16.9 krooni per month; 15 to 17 years of age, 127.1 krooni and 20.6 krooni; and those over 17 years of age, 140.9 krooni and 22.5 krooni.

Monthly wages, according to contract, of agricultural laborers and general cost-of-living indexes are given in table 3 for the years 1933 to 1937.

TABLE 3.—Monthly Wages of Agricultural Laborers and Cost-of-Living Indexes in Estonia, 1933 to 1937

Year	Monthly wage (in krooni) of laborers on—						General cost-of-living index (1913=100)
	Yearly contract		Summer contract		Day work		
	Males	Females	Males	Females	Males	Females	
1933.....	14.4	10.7	19.5	14.7	29.0	22.8	88
1934.....	16.7	11.8	22.7	16.6	33.3	26.4	87
1935.....	18.7	13.1	26.2	18.4	38.4	31.2	88
1936.....	22.1	16.0	30.9	22.3	45.6	35.8	98
1937.....	27.2	19.5	38.1	27.1	55.0	43.2	104

INDUSTRIAL WORKERS

There were partial increases in wage rates in Estonia in 1937, particularly in seasonal industries, such as the building trades and others. In table 4 average hourly wages and hours of labor per day are presented, according to size of establishment and by sex, for 1936 and 1937.

TABLE 4.—Average Hourly Wages and Average Hours Per Day of Industrial Workers in Estonia, 1936 and 1937

[Average exchange rate of Estonian senti in 1937=about 0.27 cent, U. S. currency]

Industrial enterprises employing—	Average hourly wages				Average hours of labor per day							
	1936		1937		First half of—				Second half of—			
	Males	Fe-males	Males	Fe-males	1936		1937		1936		1937	
					Males	Fe-males	Males	Fe-males	Males	Fe-males	Males	Fe-males
50 or more workers.....	<i>Senti</i> 37.4	<i>Senti</i> 24.3	<i>Senti</i> 40.5	<i>Senti</i> 25.8	8.06	7.91	8.11	7.79	8.12	7.84	8.14	7.85
20 to 49 workers.....	34.9	21.3	37.6	23.5	8.10	7.73	8.08	7.91	8.05	7.99	8.22	7.87
5 to 19 workers.....	30.9	19.5	33.0	20.8	7.91	7.78	7.91	7.85	7.96	7.79	7.95	7.79
Less than 5 workers.....	24.1	14.7	28.3	15.6	-----	-----	-----	-----	-----	-----	-----	-----

Average hourly wage rates of industrial workers in Estonia are presented in table 5, for the second half of 1937, according to size of establishment and by sex and industry.

TABLE 5.—Hourly Wage Rates of Industrial Workers in Estonia, Second Half of 1937, by Sex and Industry

[Average exchange rate of Estonian sent=about 0.27 cent, U. S. currency]

Industry	Average hourly wage rate for enterprises employing—			
	20 workers or more		5 to 19 workers	
	Males	Females	Males	Females
	Senti	Senti	Senti	Senti
Average, all industries.....	41.2	25.8	33.6	21.2
Mines and quarries.....	44.8	29.9	32.2	19.8
Peat.....	45.7	35.2	31.9	19.8
Oil shale mines.....	45.1	26.8	.....	.....
All others.....	30.0	23.6	32.2	.....
Working of minerals.....	40.5	20.7	37.8	20.1
Cement.....	38.2	23.5	43.7	22.2
Ceramic.....	37.9	22.0	35.1	20.0
Glass.....	45.9	18.9	30.0	19.5
All others.....	55.6	.....	40.1	.....
Metal industry.....	44.9	26.1	34.6	19.8
Machine building and repairing.....	41.1	24.9	35.8	.....
Shipbuilding and repairing.....	45.0	22.8	34.1	.....
Railway and streetcar workshops.....	41.5	35.3	48.2	.....
All others.....	41.5	26.0	33.8	19.8
Chemical.....	38.0	27.2	37.8	22.2
Safety match.....	47.0	32.3	.....	.....
Shale oil.....	37.7	33.0	.....	.....
All others.....	38.5	27.2	37.8	22.2
Leather.....	35.9	22.5	30.5	17.1
Rawhide.....	37.5	22.4	33.1	20.6
Leather-goods manufacturing.....	25.8	23.0	22.5	14.9
Textile.....	34.6	26.6	31.8	22.3
Cotton.....	33.6	27.6	39.1	25.3
Wool.....	34.0	26.0	31.8	20.9
Flax.....	31.6	23.1	41.3	17.2
Cotton-cloth weaving, rayon and knitted wear.....	41.1	29.1	34.1	26.4
All others.....	35.8	25.7	27.3	19.9
Woodworking.....	39.5	25.8	31.4	21.1
Sawmills.....	34.0	20.2	26.8	17.4
Plywood and furniture manufacturing.....	44.7	29.8	34.1	30.8
All others.....	37.4	19.5	34.4	19.4
Paper.....	39.6	26.5	29.3	20.3
Woodpulp and paper manufacturing.....	39.7	27.8	27.5	18.1
Paper-goods manufacturing.....	37.8	24.3	30.9	20.3
Printing industry.....	48.4	31.5	32.5	21.2
Foodstuffs, spices and beverages, manufacture of.....	38.1	21.3	31.5	20.5
Flour mills.....	36.2	20.6	32.3	21.2
Chocolate and candy manufacturing.....	39.7	18.3	41.2	20.2
Slaughterhouses.....	37.4	23.3	46.4	27.7
Malt factories and beer breweries.....	37.9	22.9	41.7	20.7
Tobacco.....	40.7	27.8	.....	22.1
All others.....	37.7	20.9	30.6	20.4
Wearing apparel.....	44.2	24.5	39.3	22.1
Clothing.....	46.7	24.7	41.8	23.1
Footwear.....	51.3	27.8	40.6	22.0
Haberdashery and fashion goods.....	30.3	20.7	25.7	17.6
All others.....	.....	.....	35.7	26.6
Building.....	41.7	23.5	39.7	28.0
Construction and repair of buildings.....	42.4	21.8	39.4	22.9
Exterior construction.....	40.7	25.8	39.9	.....
Public utilities.....	44.9	34.4	39.8	.....
Electrical power stations.....	43.3	34.4	33.6	.....
Gas plants and water-supply systems.....	50.4	.....	67.7	.....
Cleaning.....	37.5	21.0	35.3	21.0

TRANSPORTATION

Hourly wage rates of transportation workers (except railways and shipping) and of street-railway employees are given in table 6. These rates are for July 1937 and are shown by occupation and sex for the cities of Tallinn and Tartu.

TABLE 6.—Hourly Wage Rates of Transportation Workers (Except Railways and Shipping) and Street-Railway Workers in Estonia, July 1937

Occupation	Hourly wage rates (in senti)			
	Tallinn		Tarty	
	Males	Females	Males	Females
Bus drivers.....	43.1		34.0	
Bus conductors.....		23.9		18.7
Streetcars:				
Motormen.....	53.5			
Conductors.....	31.6	30.8		
Operators, 1-man cars.....	45.2			
Truck drivers.....	40.6			
Transport workers.....	30.5			
Port workers.....	64.0	35.3		
Warehouse workers.....	40.9	21.6		
Common laborers.....	31.8	26.0		

Wages in Finland ⁴

The labor legislation of Finland provides for an 8-hour day and a 48-hour week for practically every branch of labor with the exception of shipping, household work, and agriculture.

A worker is entitled to a 4-day vacation with full pay after 6 months and to 7 days with full pay after 12 months. Full wages are also paid for December 6, the Finnish Independence Day.

A maximum of 350 hours of overtime per year may be worked by employees over 18 years of age. Time and a half is paid for the first 2 hours and double time for subsequent hours of overtime. Double time is paid for Sunday and holiday work.

AGRICULTURE

Of the farm laborers paid by the year, over 80 percent receive board; the remainder, in addition to board, receive payment in kind as well as cash wages. Practically all the female workers belong to the latter group. Payment in kind consists chiefly of wearing apparel, but in some cases also food products, land for cultivating potatoes, and grazing rights. In table 7, payments in kind calculated at current prices, but not board, are included in the wages.

TABLE 7.—Average Annual Wages of Farm Workers in Finland, by Sex, 1936-37 and 1937-38

[Average exchange rate of markka in 1937 and May 1938=2.2 cents]

Occupation and sex	With board			Without board		
	1936-37	1937-38	Percent of increase	1936-37	1937-38	Percent of increase
Males:	<i>Markkaa</i>	<i>Markkaa</i>		<i>Markkaa</i>	<i>Markkaa</i>	
Foremen.....	6,590	7,886	19.7	11,916	13,037	9.4
Hired men.....	3,357	4,328	28.9	7,569	8,974	18.6
Females:						
Barn maids.....	4,090	4,899	19.8			
Maids.....	2,483	3,151	26.9			
Housekeepers.....	3,567	4,038	13.2			

⁴ Report of B. Reath Riggs, American Consul at Helsinki.

The data contained in table 8 cover farm workers who are paid largely in kind, receiving in most cases lodgings, heat, light, and provisions, but not wearing apparel, as in the case of workers paid principally in money. The estimated value of payments in kind, as well as average annual total wages for these workers in 1936-37, are shown in the table.

TABLE 8.—Average Annual Wages of Farm Workers in Finland, and Estimated Value of Payments in Kind, 1936 and 1937

[Average exchange rate of markka in 1937 and May 1938=2.2 cents]

Occupation and sex	Average annual money wages of workers paid largely in kind			Average annual wages in 1936-37				
	1936-37	1937-38	Percent of increase	Total	Cash	Payments in kind		
						Lodgings, heat, and light	Other benefits	Total
Males:	Markkaa	Markkaa		Markkaa	Markkaa	Markkaa	Markkaa	Markkaa
Foremen.....	6,974	7,540	8.1	13,502	6,974	1,894	4,634	6,528
Hired men.....	3,874	4,485	15.8	9,594	3,874	1,618	4,102	5,720
Females:								
Barn maids.....	5,543	6,296	13.6	8,021	5,543	1,138	2,240	3,378
Maids.....	3,629	4,152	14.4	6,675	3,629	823	2,223	3,046

Average payments in kind to farm workers in Finland in 1936-37 included grains, peas and potatoes, meats, salt herring, dairy products, salt, hay and straw, and the use of land to raise potatoes, etc. In all cases the quantities allowed to men were considerably higher than those for women.

In table 9 average daily wages for farm workers are shown. The month of February is taken as a basis for wages paid in the winter, and the month of July for wages paid in the summer. Most of the farm workers on a daily pay status receive board in addition to cash wages.

TABLE 9.—Average Daily Wages of Farm Workers in Finland, 1936 and 1937

[Average exchange rate of markka in 1936 and 1937=2.2 cents]

Daily wage—	1936		1937		Percent of increase	
	Winter	Summer	Winter	Summer	Winter	Summer
	Markkaa	Markkaa	Markkaa	Markkaa		
With board:						
Men.....	10.19	17.69	12.25	24.07	20.2	36.1
Women.....	7.92	10.70	8.96	14.15	13.1	32.2
Without board:						
Men.....	21.90	26.94	25.22	32.47	15.2	20.5
Women.....	15.85	17.32	15.44	20.27	11.5	17.0

LOGGING

The logging industry in Finland is divided into 14 districts. For each of these districts, the Lumbering Wage Division of the Ministry of Communications and Public Works, in cooperation with employers and workers, fixes the daily wage standards to correspond with the

cost of living in different parts of the country. These standards are obtained by fixing the unit prices for different types of work performed, such as cutting and barking 1 cubic meter ⁵ of pulpwood, pit props, etc., and by adding up the average amount of work that an experienced and able-bodied lumberer or timber hauler accomplishes under normal conditions in an 8-hour day. The present unit price for cutting and barking a cubic meter cord of pulpwood or pit props of more than 10 centimeters ⁶ in thickness, ranges from 15.00 to 21.00 markkaa, and of less than 10 centimeters in thickness, from 22.00 to 31.00 markkaa, depending on the logging district. Lumberers engaged in cutting sawlogs are paid from 0.45 to 0.80 markka per cubic foot of barked log and from 0.30 to 0.55 markka per cubic foot of unbarked log. Timber haulers receive from 0.45 to 0.80 markka per cubic foot for the first kilometer ⁷ and 0.10 markka more for each additional kilometer. The actual earnings (see table 10) usually exceed the standard wages, since lumbering and timber hauling is piece work and 10-hour days are not uncommon. Lumberers and timber haulers and their horses are usually provided with lodgings by the logging companies during the logging season.

Inspectors appointed by the Lumbering Wage Division for the 14 logging districts see that the unit prices fixed in an agreement approved by the employers and workers are observed. Should the daily earnings in some district fall below normal, immediate measures are taken to increase the unit prices for work in that district.

Table 10 gives the standard wages and actual average daily earnings for lumberers and timber haulers (man, horse, and equipment).

TABLE 10.—Standard Wage and Average Actual Earnings Per Day in Logging Industry in Finland, 1937 and 1938

[Average exchange rate of markka in 1937 and May 1938=2.2 cents]

Occupation	Standard wage per day		Actual average earnings per day	
	1937	1938	1937	1938
Country as a whole:	<i>Markkaa</i>	<i>Markkaa</i>	<i>Markkaa</i>	<i>Markkaa</i>
Lumberers.....	32.88	38.51	39.81	47.06
Timber haulers (man, horse, and equipment).....	80.54	112.36	97.99	124.01
14 districts:				
Lumberers.....	30.00-45.00	32.34-51.37	37.00-52.00	42.18-60.38
Timber haulers (man, horse, and equipment).....	67.50-123.75	94.31-152.33	92.50-130.00	106.44-160.22

It appears from the above figures that the average daily earnings of lumberers during the winter of 1937-38 were 22 percent higher, and of timber haulers 10 percent higher, than in 1936-37.

Figures giving the average earnings of timber floaters are not available, but their hourly wage standards in 1938 ranged from 5.25

⁵ Cubic meter=1.308 cubic yards.

⁶ Centimeter=0.3937 inch.

⁷ Kilometer=0.62137 mile.

markkaa in the Lapland district to 3.75 markkaa on the southern coast. The corresponding maximum and minimum standards for 1937 were 5.00 and 3.50 markkaa, respectively.

VARIOUS INDUSTRIES

Wage statistics in Finland are based on data provided by employers' federations and are somewhat influenced by the fact that in some industries information is not available for small companies not affiliated with these federations. Furthermore, the level of wages is also largely dependent on the relative cost of living in the different communes in which the industries are located. Table 11 gives both hourly wages and average yearly earnings in specified industries for able-bodied workers over 18 years of age, by sex, for 1936 and 1937. The figures include overtime and piece-work pay as well as payments in kind and other benefits. It is also noted that since the cost of living, according to official index figures, was 5 percent higher in 1937 than in 1936, the purchasing power of earnings did not increase as much as the figures in the table would indicate.

TABLE 11.—Average Hourly Wages and Yearly Earnings of Industrial Workers in Finland, by Sex and Industry, 1936 and 1937

[Average exchange rate of markka in 1936 and 1937=2.2 cents]

Industry	Males			Females		
	1936	1937	Percent of increase	1936	1937	Percent of increase
Average hourly wages						
	<i>Markkaa</i>	<i>Markkaa</i>		<i>Markkaa</i>	<i>Markkaa</i>	
Blast furnaces and metal works.....	5.81	7.07	21.7	3.55	4.38	30.7
Machine shops.....	7.45	8.44	13.3	4.73	5.32	12.5
China and pottery factories.....	9.06	9.72	7.3	5.27	5.60	6.3
Spinning and weaving industry.....	6.93	7.34	5.9	4.08	4.37	7.1
Woolen mills.....	6.75	7.10	5.2	4.16	4.40	5.8
Cotton mills.....	6.97	7.46	7.0	4.02	4.35	8.2
Linen mills.....	7.30	7.32	.3	4.23	4.38	3.5
Hosiery factories.....	6.22	7.96	28.0	4.90	5.08	3.7
Pulp and paper mills.....	6.74	7.57	12.3	3.46	4.01	15.9
Mechanical pulp and cardboard mills.....	6.20	7.18	15.8	3.33	3.97	19.2
Sulphite mills.....	6.65	7.67	15.3	3.74	4.28	14.4
Sulphate mills.....	7.25	7.92	9.2	3.61	4.13	14.4
Paper mills.....	6.69	7.49	12.0	3.29	3.82	16.1
Sawmills and planing mills.....	6.03	6.83	13.3	3.20	3.63	13.4
Sugar refineries.....	7.59	7.94	4.6	4.56	4.81	5.5
Average yearly earnings						
	<i>Markkaa</i>	<i>Markkaa</i>		<i>Markkaa</i>	<i>Markkaa</i>	
Blast furnaces and metal works.....	14,410	16,488	14.4	8,615	10,219	18.6
Machine shops.....	17,960	20,628	14.9	11,108	12,792	15.2
China and pottery factories.....	22,447	23,843	6.2	11,207	12,997	16.0
Spinning and weaving industry.....	16,417	17,623	7.3	9,061	9,932	9.6
Woolen mills.....	15,840	17,072	7.8	9,436	9,880	4.8
Cotton mills.....	16,630	17,929	7.8	8,816	9,902	12.3
Linen mills.....	16,831	17,411	3.4	9,650	10,375	7.5
Hosiery factories.....	14,250	18,907	32.7	11,055	11,546	4.4
Pulp and paper mills.....	17,097	19,239	12.5	8,597	9,802	14.0
Mechanical pulp and cardboard mills.....	15,956	17,881	12.1	8,572	9,716	13.3
Sulphite mills.....	17,388	19,586	12.6	9,296	10,637	14.4
Sulphate mills.....	18,283	20,048	9.7	8,955	10,075	12.5
Paper mills.....	16,918	19,197	13.5	8,116	9,284	14.4
Sawmills and planing mills.....	13,879	15,656	12.8	7,151	7,843	9.7
Sugar refineries.....	18,584	19,415	4.5	10,356	11,172	7.9

STREET-RAILWAY AND MOTORBUS WORKERS

Below are given the monthly wages paid in August 1938 by the municipally owned street-railway and omnibus company operating in Helsinki.

Motormen and bus drivers:	Wages per month (markkaa)	Conductors:	Wages per month (markkaa)
Basic salary	1,900	Basic salary	1,200
After 1 year's service	2,000	After 1 year's service	1,300
After 3 years' service	2,100	After 3 years' service	1,400
After 6 years' service	2,250	After 6 years' service	1,525
After 9 years' service	2,450	After 9 years' service	1,675
		Charwomen (for 4 hours' work at night)	800

Hourly wages paid by the company to painters, carpenters, welders, joiners, switchmen, tracklayers, and other workers range from 9.00 to 12.00 markkaa.

The wages paid by the municipally owned street-railway companies in Turku and Viipuri are somewhat lower than in Helsinki.

Other bus and trucking companies.—The monthly earnings of bus drivers employed in different parts of the country vary from 1,100 to 2,000 markkaa and the weekly earnings from 300 to 500 markkaa. The conductors, usually women or young boys, are paid between 700 and 900 markkaa per month. In addition, drivers and conductors of long-distance busses usually have free meals when they are on the road.

Truck drivers are paid from 1,500 to 2,200 markkaa per month or from 400 to 600 markkaa per week. Those employed on the hourly basis get from 8.00 to 10.50 markkaa. A leading local cooperative wholesale association is now paying its truck drivers from 2,000 to 2,100 markkaa and the assistants from 1,800 to 1,900 markkaa per month.

That truck drivers in general are better paid than bus drivers is attributed to the fact that they enjoy no benefits beyond their wages and are better organized than bus drivers.

SEAMEN'S WAGES

Table 12 gives the wages of crews on Finnish engine-driven vessels engaged in overseas traffic. The wages were fixed by an agreement between the shipowners and the Seamen's Union on September 1, 1937, effective until September 1, 1938.

TABLE 12.—Monthly Wages of Seamen on Finnish Engine-Driven Vessels in Overseas Traffic, 1937-38

[A verage exchange rate of markka in 1937-38=2.2 cents]

Class	Wage per month		Class	Wage per month	
	Previ- ous to agree- ment	Agree- ment, Sept. 1, 1937-38		Previ- ous to agree- ment	Agree- ment, Sept. 1, 1937-38
	<i>Markkaa</i>	<i>Markkaa</i>		<i>Markkaa</i>	<i>Markkaa</i>
Carpenters.....	1,225	1,430	Donkeymen.....	1,150	1,350
Boatswains.....	1,150	1,350	Oilers.....	1,020	1,200
Seamen:			Motormen.....	1,020	1,200
Able-bodied.....	950	1,150	Firemen, senior.....	1,000	1,150
Ordinary.....	750	900	Firemen, junior.....	850	1,150
Apprentice.....	475	560	Trimmers.....	760	900

The monthly wages of stewards ranged from 1,900 to 2,400 markkaa and of cooks from 1,250 to 1,550 markkaa, depending on the size of the crew. The corresponding wages of stewardesses ran from 1,100 to 1,200 markkaa and of woman cooks from 900 to 1,000 markkaa.

The working day of deck and engine-room crews is fixed at 8½ hours, of which a half hour is devoted to clearing up and cleaning after the ordinary 8-hour day. The working day of stewards and cooks is 10 hours on freighters, with a maximum of 12 hours on passenger vessels.

The overtime pay on week days is ⅓ of the monthly wage and on Sundays ⅕ of the monthly wage. In loading and discharging the overtime pay after the first 2 hours is ⅓ of the monthly wage.

BUILDING TRADES

Minimum hourly wages in the building trades in Helsinki are shown in table 13, effective from April 1, 1938, to April 1, 1939, according to the collective agreement.

TABLE 13.—Minimum Hourly Wages in the Building Trades in Helsinki, Finland, April 1938-39

[A verage exchange rate of markka in 1937-38=2.2 cents]

Occupation	Minimum hourly wage, according to ability	Occupation	Minimum hourly wage, according to ability
	<i>Markkaa</i>		<i>Markkaa</i>
Carpenters working on scaffold.....	10.00-11.00	Helpers.....	8.25
Carpenters performing other work.....	11.00-12.00	Stonecutters.....	12.00-13.00
Bricklayers.....	11.00-12.00	Drillers.....	12.00
Brick carriers.....	9.50-10.50	Apprentices.....	9.50-12.00
Helpers.....	7.05-8.50	Helpers.....	8.25-9.00
Women carrying mortar.....	7.00-7.50	Drivers, trucks of—	
Women otherwise employed.....	6.00-6.30	2,000 kg. or more:	
Cement workers.....	11.00-12.00	With helper.....	43.00
Plasterers.....	11.00-12.00	Without helper.....	36.00
Concrete workers.....	11.00-12.00	Less than 2,000 kg.:	
Helpers.....	9.00-10.00	With helper.....	37.00
Concrete mixers.....	8.25-9.25	Without helper.....	30.00
Winch operators.....	8.40-9.50	Drivers, truck, not driving own trucks.....	9.50-10.50
Asphalt layers.....	11.00	Helpers.....	7.50-8.50
Asphalt cookers.....	10.00		
Asphalt carriers.....	8.40		

PRINTING AND PUBLISHING

Table 14 gives the hourly minimum wages of printers and certain other workers in printing and publishing trades as fixed by collective agreements in Helsinki, Viipuri, and various other localities where the cost of living is highest in Finland. The difference between the minimum wages paid in districts where the cost of living is highest and districts where it is lowest is about 20 percent.

TABLE 14.—Minimum Hourly Wages in Printing and Publishing Trades in Finland, by Occupation

[Average exchange rate of markka in December 1937=2.2 cents]

Occupation	Minimum hourly wage—		Occupation	Minimum hourly wage—	
	Before agreement	Since agreement, Dec. 1, 1937		Before agreement	Since agreement, Dec. 1, 1937
	Mark- kaa	Mark- kaa		Mark- kaa	Mark- kaa
Printers.....	8.50	9.61	Lithographers, offset printers, chemigraphers, and rotogravure printers ¹	8.50	9.61
Apprentice printers:			Bookbinders ¹	8.50	9.61
First year.....	2.13	2.40	Bookbinders, women:		
Second year.....	2.81	3.17	First year.....	2.10	2.37
Third year.....	3.74	4.23	Second year.....	2.55	2.88
Fourth year.....	5.10	5.77	Third year.....	3.40	3.84
Sixth year.....	7.14	8.07	Fourth year and thereafter.....	5.05	5.71
Plate printers:					
First year.....	2.40	2.71			
Second year.....	3.60	4.07			
Third year and thereafter.....	4.80	5.42			
Special work.....	6.00	6.78			

¹ Apprentices—wages are same as those for apprentice printers.

Wages in Latvia ⁸

The working day of the industrial workers in Latvia is fixed at 8 hours and on Saturdays at 6 hours. Farm hands, ship crews, domestic servants, hospital employees, teachers, policemen, and employees of prisons are not subject to the 8-hour law, their working hours being covered by special regulations.

Wage statistics represent hourly rates, and no figures are available indicating the earnings of piece workers. However, it is understood that the greater part of the piece work, especially in the manufacturing industries, is paid for in the form of bonuses, in addition to hourly wages, to workers who produce over a certain standard amount. Such additional earnings are included in the figures covering average net earnings per hour. In general, piece work is done whenever that labor is applicable. In Latvia it is common in some types of unskilled labor, such as logging, loading, and carting, as well as in skilled labor.

⁸ Report of Allan Lightner, Jr., American vice consul at Riga.

Overtime pay, including work on Sundays and holidays, is legally provided for on a percentage basis. Work may be done on Sundays and holidays only when such agreements have been made between the workers and their employers. Workers under 18 years of age may not work over 8 hours on ordinary weekdays and 6 hours on Saturdays. The rates of basic-wage increases for overtime are as follows: First 2 hours on weekdays (after the eighth hour on ordinary weekdays and the sixth hour on Saturdays), 50 percent additional; first 2 hours on Sundays and holidays, 75 percent additional; and third and subsequent hours (all days), 100 percent additional.

Family allowances are paid to the employees of Government and municipal organizations, including the State railways and Riga Municipal Street Railways, but not the Government-controlled industrial enterprises. The allowances amount to an increase of 8 percent of the worker's basic wage for each child under 17 years of age, or under 19 if attending school. The amounts paid are as follows:

	<i>Family allowance per month (lats)</i>
First child.....	9-15
Second child.....	12-15
Third and subsequent children.....	15

Agricultural workers who are married and permanently employed as farm hands receive family allowances for children under 10 years of age.

Sickness insurance is compulsory in Latvia and is administered under Government supervision by sickness-insurance societies. Under the law of July 10, 1930, it is applicable to all employees of private, Government, and municipal institutions and enterprises, as well as to employees of individuals. Total contributions amount to 7 percent of wages, of which 2 percent is deducted from workers' wages, employers contribute at the rate of 4 percent, and the Government 1 percent. Workers earning less than a minimum wage fixed by the Ministry of Welfare are not required to contribute. They are entitled, however, to benefits based on the minimum wage.

In addition to deductions for sickness insurance, industrial wages are also subject to deductions for an unemployment fund, used to provide employment on various public-works projects. The deductions amount to 1 percent on wages not exceeding 200 lats a month, and 2 percent on wages over that amount. Employers are required to contribute an equal amount to this fund.

INDUSTRIAL WORKERS

Wage rates in Latvia have increased during the past 3 years, but real wages are slightly lower than 3 years ago, as the cost of living has gone up more rapidly than wages. According to official index figures the average hourly net earnings of industrial workers in Riga

in February 1938 were 10.4 percent higher than in the same month of 1936. The cost-of-living index for workmen in Riga in February 1938 was 16.5 percent higher than in February 1936.

Indexes of net earnings and the average actual net earnings of skilled and unskilled laborers in all industries, are shown in table 15.

TABLE 15.—Average Net Earnings Per Hour in Latvian Industry, and Indexes Thereof (Riga), 1936 to 1938, by Class of Worker

[Average exchange rate of lat in February 1938 and February 1939=about 19 cents]

Class of worker	Index, average net earnings, Riga (1930=100)			Average net earnings per hour in—					
	February 1936	February 1937	February 1938	Riga (20 or more workers)			Provinces (15 or more workers)		
				February 1936	February 1937	February 1938	Year 1936	Year 1937	February 1938
				Lats	Lats	Lats	Lats	Lats	Lats
Skilled, male.....	76.2	77.4	84.5	0.64	0.65	0.71	0.46	0.56	0.58
Skilled, female.....	88.6	88.6	100.0	.39	.39	.44	.25	.27	.30
Unskilled, male.....	81.4	81.4	89.8	.48	.48	.53	.39	.45	.47
Unskilled, female.....	93.9	93.9	106.1	.31	.31	.35	.23	.24	.26

The cost-of-living index (1930=100) for workmen in Riga was 68 in February 1936, 71 in February 1937, and 80 in February 1938. Corresponding figures for workers in the Provinces are 73, 78, and 89, respectively.

Hourly net earnings for the month of February 1936 to 1938 are given by occupation in table 16.

TABLE 16.—Average Hourly Earnings in Latvia, Month of February, 1936-38, by Occupation

Occupation	Average hourly earnings in February—			Occupation	Average hourly earnings in February—		
	1936	1937	1938		1936	1937	1938
Locksmiths.....	Lat 0.56	Lat 0.57	Lat 0.64	Engine operators.....	Lat 0.53	Lat 0.56	Lat 0.66
Lathe workers.....	.65	.65	.70	Mechanics.....	.81	.90	.87
Electricians.....	.55	.58	.65	Molders.....	.67	.68	.72
Carpenters.....	.59	.58	.65	Assemblers, machine.....	.81	.79	.82
Blacksmiths.....	.67	.69	.74	Coopers.....	.71	.81	.78
Kettlesmiths.....	.46	.50	.52	Bricklayers.....	.62	.61	.75
Painters.....	.55	.54	.54	Joiners.....	.53	.51	.60
Dyers.....	.51	.52	.54	Tinsmiths.....	.52	.61	.63

Average hourly wage rates and average hourly earnings, as of February 1938, are given in table 16 for specified industries by occupation, skill, and sex.

TABLE 17.—Average Hourly Wage Rates and Average Hourly Earnings in Latvia, as of February 1938, by Industry

Industry, occupation, skill, and sex	Average hourly wage rates	Average hourly earnings	Industry, occupation, skill, and sex	Average hourly wage rates	Average hourly earnings
Building trades:	<i>Lats</i>	<i>Lats</i>	Paper industry—Continued.	<i>Lats</i>	<i>Lats</i>
Skilled workers.....	0.63	0.65	Workers under 18 years—		
Unskilled workers—			Male.....	0.24	0.25
Male.....	.48	.51	Female.....	.23	.23
Female.....	.29	.30	Apprentices.....	.28	.25
Apprentices.....	.28	.28	Printing and publishing:		
Plumbers.....	.71	.77	Skilled workers—		
Electricians.....	.57	.57	Male.....	.96	1.01
Carpenters.....	.58	.60	Female.....	.71	.81
Painters.....	.53	.51	Unskilled workers—		
Bricklayers.....	.74	.76	Male.....	.55	.56
Joiners.....	.57	.58	Female.....	.40	.40
Chemical industry: ¹			Workers under 18 years.....	.24	.26
Skilled workers—			Apprentices.....	.29	.29
Male.....	.65	.74	Printers.....	1.01	1.03
Female.....	.56	.65	Typesetters, machine—		
Unskilled workers—			Male.....	1.18	1.50
Male.....	.46	.29	Female.....	1.23	1.35
Female.....	.59	.42	Typesetters, hand—		
Workers under 18 years—			Male.....	.86	.88
Male.....	.35	.24	Female.....	.78	.79
Female.....	.38	.27	Binders.....	.89	.88
Foodstuffs:			Clickers.....	1.30	1.33
Skilled workers.....	.68	.72	Sawmills:		
Unskilled workers—			Skilled workers.....	.61	.69
Men.....	.47	.50	Unskilled workers—		
Women.....	.29	.32	Male.....	.39	.48
Boys.....	.28	.27	Female.....	.26	.32
Girls.....	.24	.24	Textile industry:		
Leather industry: ¹			Skilled workers—		
Skilled workers.....	.62	.70	Male.....	.59	.63
Unskilled workers—			Female.....	.34	.44
Male.....	.47	.62	Unskilled workers—		
Female.....	.32	.37	Male.....	.48	.50
Tanners.....	.64	.71	Female.....	.33	.36
Metal industry: ¹			Minors—		
Skilled workers—			Male.....	.28	.28
Male.....	.59	.67	Female.....	.27	.29
Female.....	.48	.50	Apprentices.....	.27	.32
Unskilled workers—			Weavers—		
Male.....	.44	.51	Male.....	.77	.63
Female.....	.30	.33	Female.....	.33	.47
Workers under 18 years—			Carders.....	.51	.52
Male.....	.27	.30	Dyers.....	.50	.53
Female.....	.20	.19	Spinners—		
Apprentices.....	.21	.23	Male.....	.57	.60
Locksmiths.....	.56	.63	Female.....	.34	.36
Electricians.....	.63	.63	Warpers.....		.91
Blacksmiths.....	.58	.77	Fullers.....	.53	.54
Kettlesmiths.....	.53	.52	Woodworking industry:		
Assemblers, machine.....	.59	.69	Skilled workers.....	.61	.64
Mechanics.....	.72	.71	Unskilled workers—		
Planers.....	.57	.68	Male.....	.43	.53
Molders.....	.65	.72	Female.....	.27	.30
Polishers.....	.58	.62	Minors.....	.27	.27
Lathe workers.....	.61	.69	Apprentices.....	.22	.22
Casters-molders.....	.57	.80	Reamers.....	.69	.68
Paper industry: ¹			Planers.....	.57	.56
Skilled workers.....	.49	.55	Carpenters.....	.59	.62
Unskilled workers—			Upholsterers.....	.59	.61
Male.....	.37	.49			
Female.....	.27	.29			

¹ Data relate to establishments employing 20 or more workers.

Plywood manufacturing, which forms the greater part of the wood-working industry, is of considerable importance in Latvia's foreign trade.

TRANSPORTATION

Latvian railway employees are subject to the general labor regulations governing additional remuneration and deductions. The average hourly earnings of railway workers, including overtime and bonuses

but not family allowances or sickness or unemployment deductions, are 0.76 to 1.15 lats for skilled artisans and their assistants and 0.42 to 0.61 lat for laborers.

Table 18 gives the basic monthly wage as well as certain bonuses for specified classes of railroad workers.

TABLE 18.—*Monthly Wages and Bonuses of Specified Classes of Railroad Workers in Latvia*

Occupation	Basic monthly wage	Monthly bonus based on—		Total monthly earnings
		Distance traveled	Oil and fuel saving	
	<i>Lats</i>	<i>Lats</i>	<i>Lats</i>	<i>Lats</i>
Engineers.....	144-222	45-69	19-29	208-320
Assistant engineers.....	111-156	32-42	16-18	159-216
Firemen.....	103-120	-----	-----	103-120
Watchmen.....	60-94	-----	-----	60-94
Caretakers of buildings.....	144-206	-----	-----	144-206
Roadmasters.....	144-206	-----	-----	144-206
Road foremen.....	111-121	-----	-----	111-121
Road-repair laborers.....	88-103	-----	-----	88-103
Chief conductors:				
First class.....	144	52	-----	196
Second class.....	131	52	-----	183
Freight trains.....	121	46	-----	167
Senior conductors.....	111	45	-----	156
Conductors.....	103	45	-----	148

Average monthly earnings of employees in motorbus and streetcar services are shown in table 19 for 1938.

TABLE 19.—*Average Monthly Earnings of Employees in Motorbus and Streetcar Services in Latvia, 1938, by Occupation*

Occupation	Average monthly earnings	Occupation	Average monthly earnings
Motorbus service:	<i>Lats</i>	Streetcar service:	<i>Lats</i>
Drivers.....	160	Conductors.....	141
Conductors, women.....	90	Motormen.....	142
Ticket inspectors.....	170	Ticket inspectors.....	200
Bus-repair shops:		Foremen, shops.....	240
Skilled workers.....	160	Starters.....	176
Unskilled workers.....	100	Line workers, skilled.....	155
Minors.....	60	Line workers, unskilled.....	128
		Unskilled labor, other.....	118

AGRICULTURE

Farm hands receive board and lodging in addition to their money wages, and often certain payments in kind are also made. The figures below indicate the average money wages paid to farm hands in 1936 and 1937. Figures for 1938 are not reported, but it is stated that wages were about 10 percent higher than in 1937.

	1936	1937
	(lats)	(lats)
Annual workers:		
Males.....	340	372
Females.....	260	283
Seasonal workers:		
Males.....	230	258
Females.....	176	196
Shepherds, both sexes.....	114	121

*Wages in Lithuania*⁹

The average working day in the manufacturing industries in Lithuania is 8 hours and the working week 48 hours. The minimum working week in factories is 4 days as provided by the Government regulations.

The average daily wages of unskilled industrial workers on July 31, 1937, are shown below, by sex.

	<i>Males</i> (lits) ¹	<i>Females</i> (lits)
Chemical industry.....	7.60	-----
Hides and skins.....	4.25	3.15
Textiles.....	5.20	4.05
Lumber.....	5.55	4.55
Paper and printing.....	7.35	4.50
Foodstuffs.....	4.50	3.95
Electricity, gas, and water.....	7.25	-----

¹ Average exchange rate of lit in February 1938 and December 1938=about 17 cents.

The average daily wages of skilled workers amounted to 8.75 lits. The daily wages of a seasonal farm hand on May 1, 1938, amounted to 2.40 lits for a man and 1.80 lits for a woman, including board, and 3.35 lits and 2.50 lits, respectively, without board.

Farm hands are hired at Christmas time for 1 year and receive wages in cash and in kind, in conformity with an agreement. The yearly wages of farm hands during 1938 are given below. The farm hands are also provided with free clothing, board, and lodging.

	<i>Total yearly wages</i> (lits)	<i>Cash wages</i> (lits)
Male hands.....	332	310
Female hands.....	263	243
Junior male hands.....	220	203
Junior female hands.....	178	162
Shepherds.....	118	101

Daily wages in the peat-extraction industry average from 5.50 lits to 8.50 lits for unskilled males and from 3.00 lits to 5.00 lits for unskilled females. Machinists receive from 7.50 lits to 9.00 lits per day.

The following are the monthly wages paid in Kaunas by the Railway Administration of the Lithuanian Ministry of Communications. Wages in the provincial districts are 10 percent lower.

	<i>Lits per month</i>		<i>Lits per month</i>
Locomotive engineers:		Firemen.....	277.00
First class.....	519.00	Conductors:	
Second class.....	476.00	First class.....	280.00
Third class.....	415.00	Second class.....	240.00
Assistant locomotive engineers:		Third class.....	180.00
First class.....	337.00	Station masters:	
Second class.....	314.00	First class.....	540.00
		Second class.....	450.00

⁹ Report of Vladimir Kublitzky, clerk of American Legation at Kaunas.

Station masters—Con.	Lits per month	Baggage agents:	Lits per month
Third class.....	380. 00	First class.....	300. 00
Fourth class.....	340. 00	Second class.....	280. 00
Fifth class.....	300. 00	Third class.....	240. 00
Signalmen.....	200. 00	Unskilled workers.....	¹ 4. 50–6. 00

¹ Per day.

Monthly wages paid to Kaunas municipal autobus employees are given below. Wages in the Provinces are 10 to 15 percent lower.

	Lito per month
Drivers.....	250. 00–270. 00
Conductors.....	210. 00–230. 00
Mechanics:	
First class.....	300. 00
Second class.....	260. 00
Third class.....	200. 00

The figures below show the wages per hour of specified classes of skilled workmen in the building trades throughout Lithuania:

	Lits per hour
Bricklayers, first class.....	1.50
Bricklayers, second class.....	1.40
Electricians, ironmongers, and carpenters.....	1.60–1.70

An unskilled male laborer receives from 5.00 lits to 6.00 lits per day and a female laborer, from 3.00 lits to 4.00 lits per day.

The following wages and salaries are paid to skilled workers in the printing and publishing trades:

	Lits per month		Lits per day
Linotypists.....	350–550	Mechanics.....	9
Engravers.....	350	Stereotypists.....	9
Assistant engravers.....	300	Stone polishers.....	5
Managers, printing room.....	275	Bookbinders.....	5
Compositors.....	250		

Payment for overtime in general amounts to not less than 25 percent of the basic daily wages, provided the rate has not been set forth in the agreement concluded between the employer and employees.

No allowances for dependents or payments in kind are made in Lithuania, except in the case of farm labor. Free housing is given sometimes to watchmen and to one or two skilled indispensable workmen in industrial enterprises. Every laborer after having worked 1 year under agreement is entitled to 12 days' holiday with pay.

In conformity with an amendment to the income-tax law enacted October 9, 1935, a tax on earnings has to be paid by all persons except State employees. This tax varies from 2.00 lits for workmen, either single or married, earning from 101 lits to 130 lits per month, to 53.40 lits for single workers earning from 591 lits to 600 lits. The rates are considerably lower for married persons with a family, the reduction from the single rate amounting to as high as 50 percent where the family consists of 7 or more persons. The income tax for

individuals residing in the rural parts of the country is slightly higher, due to the lower standard of living.

An employees' sickness-insurance fund was created in 1928 to provide for medical treatment, especially of the poorer classes. Membership in this organization is compulsory for all workers and employees, except farm laborers and State employees. Monthly contributions, equal in amount, are made by both the employer and the employee, according to wage classes, of which there are six. For wage class I (daily wage, 4 lits; weekly wage, 24 lits; and monthly wage, 100 lits) the monthly payment to the sick fund is 5.40 lits. The payments for each wage class are progressively higher, until for class VI (daily wage, 12.01 lits and over; weekly wage, 73 lits and over; and monthly wage, 301 lits and over) the payment to the sick fund is 21.60 lits. The maximum benefit allowed ranges from 3 lits for wage class I to 14 lits for wage class VI.

An additional amount (10 percent of the monthly payments made to the sick fund) is contributed in equal shares by the employer and the employee to the Labor Chamber.

All State employees contribute 6 percent of their wages to a pension fund. Furthermore, from 4.5 percent to 18.73 percent of the wages of a married State employee are deducted for the special fund created to balance the budget, the deduction of a single employee varying between 11.7 percent to 24.53 percent. These deductions apply to State employees residing in Kaunas, Klaipeda, the Klaipeda Territory, and abroad. The deductions made from wages of State employees residing in the rural parts of the country vary from 9.5 percent to 23.73 percent for married, and from 15.3 percent to 29.53 percent for single persons. These rates became effective on April 1, 1937.

Tax deductions from wages amount to 10 percent; however, a certain amount is exempt from taxation. In the case of a single worker the exemption applies to all wages under 36.50 lits per week. Ten percent of the amount exceeding 36.50 lits per week is subject to taxation and is determined in accordance with the family status of the worker. The result of this, in practice, is that married workers with one child do not pay taxes.

Contributions for social, sickness, accident, old-age, and disability insurance amount in all to 9 percent, 4½ percent of which are paid by the employer and the remaining 4½ percent by the worker.



SALARIES IN CANADIAN FIRE DEPARTMENTS, JANUARY 1939

AT THE beginning of 1939 the salaries of fire chiefs in 54 cities and towns of Canada ranged from \$1,560 in Prince Rupert, British Columbia, with a population of 6,320 to \$7,500 in Montreal with a

population of 1,263,298. The salary schedule for assistant fire chiefs ran from \$1,344 in North Bay, Ontario, to \$5,350 in Toronto. The maximum pay of privates (firemen) was as low as \$1,080 in Burnaby, British Columbia, and as high as \$2,086 in Toronto. Salary data for various occupations connected with the fire departments in Dominion cities are given in the following tables: ¹

Salaries in Fire Departments in Canada, January 1939

City and Province	Population	Number of men	Annual salary of—					
			Chief	Deputy or assistant chief	District or battalion chief	Captains	Lieutenants	Fire-fighters
Montreal, Que.	1,263,298	975	\$7,500	\$3,500	\$3,000	\$2,260	\$2,080	-----
Toronto, Ont.	630,271	662	6,420	5,350	3,263	2,514	2,247	\$2,086
Vancouver, B. C.	247,000	369	5,273	3,164	2,414	2,042	-----	-----
Winnipeg, Man.	223,103	315	4,218	2,847	2,531	2,088	1,896	1,634
Hamilton, Ont.	153,608	196	4,000	2,800	2,200	2,100	2,000	-----
Quebec, Que.	147,000	181	3,500	2,800	2,000	1,539	1,443	1,600
Ottawa, Ont.	143,936	184	3,811	2,472	2,369	2,060	1,957	1,751
Windsor, Ont.	104,007	98	3,600	2,800	2,250	2,000	-----	1,800
Edmonton, Alta.	87,888	109	2,810	2,004	-----	1,806	-----	1,446
Calgary, Alta.	85,000	101	3,540	2,460	-----	1,851	1,731	1,405
York Township, Ont.	78,000	32	2,800	2,500	2,000	-----	-----	1,550
London, Ont.	74,000	88	3,620	2,374	2,058	1,765	1,664	-----
St. John, N. B.	47,000	50	2,000	1,740	-----	1,500	-----	1,500
Saskatoon, Sask.	41,600	57	2,388	1,799	-----	1,624	-----	-----
Three Rivers, Que.	40,000	57	2,340	1,820	-----	1,612	-----	-----
Victoria, B. C.	39,082	77	3,066	2,220	-----	1,926	1,836	1,476
East York, Ont.	38,108	10	1,878	-----	-----	1,560	-----	-----
Sherbrooke, Que.	31,832	34	2,600	1,600	-----	1,451	1,451	-----
Brantford, Ont.	31,439	28	2,000	-----	-----	1,825	-----	-----
Burnaby, B. C.	28,000	12	-----	-----	1,440	1,200	-----	-----
St. Catherines, Ont.	27,420	32	2,050	1,800	-----	1,600	-----	1,520
Westmount, Que.	26,500	82	3,000	2,500	-----	-----	1,980	-----
Kingston, Ont.	25,030	25	2,300	1,555	-----	1,460	1,314	1,205
Ushaw, Ont.	25,000	21	2,277	-----	-----	1,700	1,650	-----
Timmins, Ont.	25,000	18	3,000	2,400	-----	2,220	-----	-----
Fort William, Ont.	24,777	41	2,700	1,980	-----	1,750	1,680	-----
Peterborough, Ont.	23,619	22	2,500	1,675	-----	1,560	1,475	-----
Sydney, N. S.	23,000	53	1,900	1,800	-----	-----	-----	-----
Guelph, Ont.	21,455	21	2,350	-----	-----	1,600	1,450	-----
Port Arthur, Ont.	21,000	29	2,490	2,010	-----	1,800	-----	-----
Moose Jaw, Sask.	21,000	34	2,124	-----	-----	1,596	1,356	-----
New Westminster, V. C.	20,600	42	3,133	2,209	-----	1,896	1,816	-----
Niagara Falls, Ont.	19,000	14	1,600	-----	-----	1,580	1,525	-----
Sudbury, Ont.	18,518	-----	2,400	-----	-----	1,800	1,680	-----
Sarnia, Ont.	18,000	22	2,160	1,770	-----	1,650	1,590	-----
Brandon, Man.	17,500	22	2,000	-----	-----	1,550	1,400	-----
Stratford, Ont.	17,200	19	2,400	1,900	-----	1,650	-----	-----
Chatham, Ont.	17,000	18	1,800	-----	-----	1,560	-----	-----
St. Thomas, Ont.	16,500	17	2,500	1,800	-----	1,600	1,550	-----
Lethbridge, Alta.	16,000	21	2,042	-----	-----	1,740	-----	-----
North Bay, Ont.	15,649	12	1,680	1,344	-----	1,260	-----	-----
Belleville, Ont.	14,764	20	1,800	1,410	-----	1,248	1,230	-----
Galt, Ont.	14,410	16	1,900	-----	-----	1,350	-----	-----
Owen Sound, Ont.	13,024	13	1,800	1,400	-----	1,300	-----	-----
Woodstock, Ont.	11,438	15	1,700	1,460	-----	1,369	-----	-----
Forest Hill, Ont.	11,117	16	3,840	2,303	-----	-----	2,041	-----
Prince Albert, Sask.	11,050	11	2,208	-----	-----	-----	-----	-----
Welland, Ont.	11,008	8	1,700	1,450	-----	-----	-----	-----
Pembroke, Ont.	10,412	13	2,000	1,389	-----	1,213	-----	-----
Medicine Hat, Alta.	10,000	10	2,400	1,860	-----	1,740	1,680	-----
Brockville, Ont.	9,865	11	2,000	-----	-----	1,350	1,300	-----
Nelson, B. C.	9,300	7	2,100	1,800	-----	-----	-----	-----
Nanaimo, B. C.	7,000	4	1,800	1,620	-----	-----	-----	-----
Prince Rupert, B. C.	6,320	7	1,560	-----	-----	-----	-----	-----

¹ International Fire Fighter, Washington, A. F. of L. Building, April 1939, pp. 7-16.

Salaries in Fire Departments in Canada, January 1939—Continued

City and Province	Annual salary of—								
	Privates (firemen)				Master mechanics	Engineers	Chauffeurs	Electricians	Secretary to chief
	Maximum	Third year	Second year	First year					
Montreal, Que.	\$1,800	\$1,600	\$1,500	\$1,400	\$2,600				\$2,400
Toronto, Ont.	2,086	1,682	1,553	1,553	3,263				3,477
Vancouver, B. C.	1,748	1,748	1,610	1,471	2,381	\$1,904			
Winnipeg, Man.	1,719	1,561	1,423	1,265	2,214				2,320
Hamilton, Ont.	1,850	1,850	1,850	1,850	2,100				1,800
Quebec, Que.	1,383	1,248	1,092	936	1,587	1,383	\$1,334	\$1,443	1,600
Ottawa, Ont.	1,751	1,648	1,545	1,442	2,060	1,803			2,163
Windsor, Ont.	1,800	1,800	1,650	1,500	2,150			1,850	2,000
Edmonton, Sask.	1,632	1,632	1,530	1,260	1,914		1,632	1,752	1,668
Calgary, Alta.	1,611	1,557	1,405	1,291	1,911				
York Township, Ont.	1,550	1,550	1,504	1,504					
London, Ont.	1,625	1,625	1,424	1,424	1,692		1,652	1,692	1,764
St. John, N. B.	1,440	1,440	1,320	1,200	1,500		1,440		
Saskatoon, Sask.	1,536	1,492	1,269	1,269	1,624				
Three Rivers, Que.	1,300	1,300	1,300	1,300		1,352	1,300		1,560
Victoria, B. C.	1,695	1,567	1,320	1,080	1,836		1,737		1,476
East York, Ont.	1,508	1,508	1,508	1,508					
Sherbrooke, Que.	1,407	1,186	1,075	950		1,451			
Brantford, Ont.	1,643	1,551	1,460	1,369	1,825				
Burnaby, B. C.	1,080	1,080	1,080	960					
St. Catherines, Ont.	1,504	1,504	1,387	1,314					
Westmount, Que.	1,700	1,500	1,400	1,300	1,850			2,340	1,300
Kingston, Ont.	1,205	1,205	1,095	1,095	1,825				
Ushaw, Ont.	1,430	1,430	1,430	1,300				1,490	
Timmins, Ont.	1,800	1,800	1,800	1,500					
Fort William, Ont.	1,600	1,600	1,500	1,440		1,750			
Peterborough, Ont.	1,400	1,400	1,225	1,225	1,500		1,500	1,525	
Sydney, N. S.	1,320	1,320	1,320	1,320					
Guelph, Ont.	1,400	1,400	1,400	1,400	1,425				1,425
Port Arthur, Ont.	1,620	1,560	1,560	1,560	1,740		1,620		
Moose Jaw, Sask.	1,284	1,284	1,224	1,140	1,356				
New Westminster, B. C.	1,750	1,750	1,750	1,750	2,188				
Niagara Falls, Ont.	1,500	1,500	1,400	1,400					
Sudbury, Ont.	1,560	1,560	1,440	1,320					
Sarnia, Ont.	1,560	1,500	1,350	1,245					
Brandon, Man.	1,250	1,250	1,250	1,250					
Stratford, Ont.	1,450	1,300	1,150	1,000					
Chatham, Ont.	1,440	1,440	1,300	1,200					
St. Thomas, Ont.	1,500	1,500	1,375	1,375					
Lethbridge, Alta.	1,543	1,543	1,543	1,543	1,674			1,740	
North Bay, Ont.	1,200	1,200	1,200	1,200		1,200	1,200		
Belleville, Ont.	1,224	1,200	1,200	1,020					
Galt, Ont.	1,250	1,250	1,250	1,250					
Owen Sound, Ont.	1,200	1,100	1,050	1,000					
Woodstock, Ont.	1,314	1,314	1,241	1,186					
Forest Hill, Ont.	1,995	1,294	1,226	1,226					1,882
Prince Albert, Sask.	1,452	1,320	1,260	1,020	1,644				
Welland, Ont.	1,400	1,400	1,300	1,200	1,400				1,400
Pembroke, Ont.	1,147	1,092	945	750				1,323	
Medicine Hat, Alta.	1,500	1,440	1,380	1,320					
Brockville, Ont.	1,250	1,250	1,250	1,150					
Nelson, B. C.	1,560	1,560	1,560	1,440					
Nanaimo, B. C.							1,380		
Prince Rupert, B. C.	1,380	1,380	1,200	1,200					

AGRICULTURAL WAGES IN DENMARK, 1938-39

THE average annual wages of farm hands in Denmark in the year 1938-39, as published by the Agricultural Economic Bureau of Denmark,¹ were as follows:

	<i>Wages per annum (kroner¹)</i>
Young farm hands, male:	
Under 17 years of age.....	551
From 17 to 21 years of age.....	793
Adult farm hands.....	1,027
Girls under 18 years of age.....	447
Girls over 18 years of age.....	571

¹ Average exchange rate of krone, July to December 1938=21.4 cents; in April 1939=20.9 cents.

Board and lodging are provided by the employer in addition to the money wages. Cattlemen are paid 1,141 kroner per annum with board, or 2,074 kroner without board.

The average daily wages of farm day laborers (in kroner) were:

	<i>Summer, 1938</i>	<i>Harvest, 1938</i>	<i>Winter, 1938-39</i>
Casual day laborers:			
With board.....	5.35	6.00	4.40
Without board.....	6.29	7.21	5.76
Permanent day laborers:			
With board.....	4.58	5.14	3.82
Without board.....	5.58	6.44	5.12

In recent years the wages of farm hands have shown an upward tendency.



CHANGES IN WAGES AND HOURS IN GREAT BRITAIN AND NORTHERN IRELAND, 1938

THE average level of wage rates was higher and the hours of work shorter in Great Britain and Northern Ireland at the end of 1938 than a year earlier.² Information on changes in wages and hours is obtained from various sources, including arbitration and conciliation commissions, trade boards, employers, trade-unions, and the press. As the Ministry of Labor is not empowered to require that such changes be recorded, only such statistics as are voluntarily furnished by the different agencies are available for summary. However, cooperation is given freely and the figures presented here cover a wide range. The chief lack is in data showing changes affecting unorganized labor and employees of individual firms which are not brought to the attention of the Government.

Wage rates increased rapidly during the first 5 months of 1938. After that time increases were more than counterbalanced by decreases, but nevertheless the figures for the year showed a net gain.

¹ Quoted in Bulletin of the International Landworkers' Federation, Copenhagen, Denmark, May 1939.

² Great Britain, Ministry of Labor Gazette (London), April 1939: Changes in Rates of Wages and Hours of Labor in 1938.

In those industries and services for which statistics are compiled regularly, excluding agriculture and certain other employments, the total increase in weekly wages was about £262,100³ in 1938, affecting 2,381,500, and the decrease was £18,800, for 322,200 persons. In all the industries, including agriculture, for which information is available, average full-time weekly rates of wages at the end of 1938 were estimated to be between 1 and 1½ percent above 1937. A relatively large number of workers had their wages decreased during April 1938 and from June to November. This was due principally to changes in the pay of coal miners whose wages are adjusted on a sliding scale, according to fluctuations in the proceeds of the industry. Most of the workers whose wages were reduced in these months subsequently had their wages restored to the earlier level or increased to a higher rate.

The approximate number of workers having decreases and increases in their pay, the estimated net amounts yielded by the changes, and the estimated net weekly increases in the rates are shown in table 1. As changes in wages of adult males are usually greater than those of women, boys, and girls, the report here reviewed points out that differences in averages obtained from these data would be affected by the proportion of these classes of employees in the various industries.

TABLE 1.—Changes in Rates of Wages, by Industry, in Great Britain and Northern Ireland, 1938

Industry group	Approximate number of persons affected by—		Estimated net weekly change in wage rates		Estimated net weekly increase in wage rates
	Net increases	Net decreases	Increase	Decrease	
All industry groups.....	2,381,500	322,200	£262,100	£18,800	£243,300
Coal mining.....	287,900	186,800	14,550	8,110	6,440
Other mining and quarrying.....	50,400		10,700		10,700
Brick, pottery, glass, chemical, etc.....	91,250	100	9,700	10	9,690
Iron and steel.....	111,450	16,300	20,250	3,160	17,090
Engineering ¹	22,200		1,950		1,950
Shipbuilding.....	107,600		10,700		10,700
Other metal.....	64,400	28,800	8,050	3,350	4,700
Textile.....	55,100	79,650	4,050	3,160	890
Clothing.....	96,250		8,300		8,300
Food, drink, and tobacco.....	37,350	2,300	3,650	160	3,490
Woodworking, furniture, etc.....	16,900	100	2,050	10	2,040
Paper, printing, etc.....	1,350		150		150
Building, public works contracting, etc.....	898,750	600	94,200	50	94,150
Gas, water, and electricity supply.....	12,000	300	1,150	20	1,130
Transport ¹	294,150	500	40,950	30	40,920
Public administration services.....	102,500	200	11,000	20	10,980
Other.....	131,950	6,550	20,700	720	19,980

¹ Changes in railway engineering workshops are included under Engineering and not under Transport.

In addition to the totals shown, counterbalancing increases and decreases, respectively, were received by about 161,000 persons. Over 60 percent of the workers who obtained increases in pay during 1938 were employed in the coal-mining, building, and transport industries.

³ Average exchange rate of the pound in 1938=\$4.8894.

The major decreases in wages during the year resulted from automatic adjustments under sliding-scale arrangements. Of the 322,200 persons whose wages were reduced, 83 percent were employed in the coal-mining and textile industries and a substantial number were engaged in the production of tin plate and steel sheet. In a substantial number of industries no changes in rates were made.

As the foregoing statistics do not cover agricultural labor, Government employees, and shop assistants, the report here summarized notes certain wage changes for persons so engaged. Of the 47 agricultural wage committees in England and Wales which establish rates of pay for agricultural labor, 29 authorized wage increases in 1938. In Scotland minimum rates were established for farm labor in 1938 under legislation adopted the previous year. A number of classes of Government employees received increases, notably dockyard workers, postmen, sorting clerks, telegraphers, and telephone operators. Shop assistants employed by cooperative societies and in the distributive trades also benefited from increased wage scales during the year.

The methods by which wage changes were arranged are shown in table 2, listing separately the aggregate weekly amounts of increases and decreases in the rates of pay during 1938.

TABLE 2.—*Methods by Which Changes in Wages Were Made in Great Britain and Northern Ireland, 1938*

Method	Total weekly amount of change in rates of wages			
	Increase		Decrease	
	Amount	Percent of total	Amount	Percent of total
All methods.....	£388,000	100.0	£144,700	100.0
Under sliding scales ¹ based on—				
Cost of living.....	73,000	18.8	16,250	11.2
Selling prices, proceeds of industry.....	125,050	32.2	120,900	83.6
Conciliation boards ¹	53,175	13.7		
Arbitration and mediation.....	2,500	.7		
By other methods:				
Direct negotiations, etc.....	99,400	25.6	7,550	5.2
Joint industrial councils ¹	15,775	4.1		
Trade boards ¹	19,100	4.9		

¹ Changes effective under sliding scales arranged by conciliation boards, joint industrial councils, or trade boards are included under sliding scales.

For the year 1938, over 50 percent of the money value of increases in pay and 95 percent of the decreases resulted from the operation of sliding-scale arrangements. Systems based on selling prices, proceeds of industry, etc., accounted for a larger volume of increases and decreases than those based on cost of living. Increases in pay which followed disputes causing stoppages averaged only £500 per week or 0.1 percent of the total.

The number of persons affected by increases in rates of pay in 1938 (2,381,500) was much lower than in 1937 (5,161,200) and 1936 (4,062,400), but approximately the same as in 1935 (2,366,500). Over twice as many persons were affected by decreases in 1938 (322,200) as in the 4 years preceding (140,300).

Of the persons reported upon, working hours of about 168,600 were changed in 1938. The average reduction in the workweek for 166,650 of these persons amounted to about $2\frac{1}{4}$ hours; and 1,950 workers had an average increase of just over 1 hour per week. In boot and shoe manufacture, 85,000 operatives had a reduction in hours from 46 to 45, and the working time of about 50,000 workers engaged in paper-box and paper-bag manufacture was reduced from 48 to 45 hours per week. The number of persons whose hours were changed is given by years, from 1915 through 1938, in table 3, which also shows the total net increase or decrease in weekly hours for the workers included in the tabulation.

TABLE 3.—Changes in Hours of Labor in Great Britain and Northern Ireland, by Years, 1915 to 1938

Year	Approximate number of persons affected by—		Total net increase (+) or decrease (–) in weekly hours	Year	Approximate number of persons affected by—		Total net increase (+) or decrease (–) in weekly hours
	Increases	Decreases			Increases	Decreases	
1938.....	1,950	166,650	–371,100	1923.....	325,000	9,600	+108,750
1937.....	1,500	390,650	–960,000	1922.....	16,000	302,700	–93,000
1936.....	600	160,600	–804,500	1921.....	31,500	12,900	+14,500
1935.....	2,450	43,700	–153,850	1920.....	2,000	570,000	–2,114,000
1934.....	520	5,000	–11,500	1919.....	1,150	6,305,000	–40,651,100
1933.....	2,500	12,500	–36,000	1918.....	1,750	148,000	–568,000
1932.....	6,000	3,750	+7,000	1917.....	2,400	32,000	–120,000
1931.....	294,000	111,000	+142,000	1916.....	1,300	22,000	–100,000
1930.....	13,175	349,225	–873,500	1915.....	620	20,500	–63,000
1929.....	4,050	1,050	+8,750				
1928.....	1,400	2,000	–200				
1927.....	18,700	1,700	+59,000				
1926.....	934,200	340	+3,984,650				
1925.....	1,300	3,925	–11,750				
1924.....	13,150	16,150	+12,500				

Following the extensive reduction of hours in 1919 and 1920, comparatively few changes were made until 1936, except in the working time of building-trades labor and coal miners. Reductions in hours during 1936 affected boot and shoe workers, seamen, and newspaper employees. In 1937, printers, coal miners in certain districts, and flour millers benefited from changes in the weekly schedules of hours.

INCREASED BONUS IN BRITISH ENGINEERING

AN INCREASE of 2 shillings a week in the national bonus paid to adult male workers in the engineering industry of Great Britain became effective on June 5, 1939.¹ This was a flat increase in the bonus which is regularly added to wages of engineering employees, and forms a substantial part of their weekly earnings. In May 1938 the basic weekly time rate ranged from 31s. 7d.² for firemen to 52s. 11d. for brass and iron molders, to which was added the bonus of 20s. which was then authorized for all employees. Thus the bonus represented from about 27 to about 39 percent of the total weekly wages at that time.³ The standard wage basis used for the calculation of overtime and other special rates was not affected by the increase in the bonus. Over a million employees are reported to have benefited from this change.

¹ *The Economist* (London), May 20, 1939, p. 455.

² Average exchange rate in May 1938 of shilling=24.84 cents, of penny=2.07 cents; in June 1939, 23.41 cents and 1.95 cents, respectively.

³ For additional wage statistics covering the engineering industry see *Monthly Labor Review* for October 1938, p. 882.

WAGES IN ITALY, 1936 TO 1939

IN GENERAL, Italian wages are fixed on a local, provincial, regional, interregional, or national basis. Conditions governing the making and renunciation of these agreements have been established principally by laws of April 3, 1926, March 20, 1930, and January 25, 1934, and royal decrees of July 1, 1926, and May 6, 1928. A resolution of April 30, 1937, of the Central Corporative Committee, established wage increases of 10 and 12 percent in industry, but provided that thereafter wage matters should be handled by the corporations. Wage rates are fixed by representatives of associations of workers and of employers which have been legally constituted, and must specify the enterprise or enterprises, the kind of enterprises, and the class of workers, together with the territory over which they are effective; lacking these specifications the agreements have authority over all the persons represented by the associations making the agreements.

In June 1938, 15 percent of the industrial establishments in 35 industries in Italy, which employed 51 percent of all workers in these industries, reported a total daily average of 1,526,636 employees, working an average of 158 hours per month, for an average hourly wage of 2.23 lire.¹ In June 1937, 16 percent of the establishments, employing 52 percent of all workers, reported a total daily average of 1,440,106 employees working an average of 166 hours per month for an average hourly wage of 2.17 lire. There was, therefore, an average increase, from 1937 to 1938, of 6 percent in number of workers and of 3 percent in hourly wage, but an average decrease of 5 percent in hours worked per month.

Table 1 shows for 35 industries in Italy for June 1938,² the percent of establishments and of workers reporting, the average number of workers employed per day, average earnings per hour per worker, and the average number of hours worked during the month per worker.

¹ A average exchange rate of lira in 1936=7.29 cents; in 1937, 1938, and 1939=5.26 cents.

² For comparable figures for June 1937, see *Monthly Labor Review*, February 1938, p. 486.

TABLE 1.—Employment and Hourly Earnings in Italy, June 1938, by Industry

Industry	Coverage (percent of total in Italy)		Average number of workers employed per day	Average earnings per hour per worker	Average hours worked per month per worker
	Establishments represented	Workers reported			
All industries.....	15	51	1, 526, 636	Lira 2. 23	158
Agricultural and other food industries.....	5	19	28, 447	1. 67	152
Beer and soft drinks.....	12	41	4, 563	2. 39	178
Dairying and flour industry.....	25	45	18, 695	2. 07	159
Wines and liquors.....	18	42	4, 813	2. 00	166
Sugar.....	69	75	9, 633	2. 75	160
Candy.....	26	57	9, 126	1. 75	159
Fishing.....	5	38	5, 943	1. 26	149
Extractive.....	23	59	75, 545	2. 25	163
Building, road, and hydraulic construction.....	21	36	204, 277	2. 27	147
Cement (lime and gypsum).....	23	57	22, 170	2. 25	164
Pottory and brick kilns.....	30	48	38, 949	2. 00	158
Glass.....	35	54	16, 629	2. 41	159
Mechanical.....	33	59	296, 659	2. 78	168
Metallurgical.....	41	71	89, 988	3. 14	179
Clothing.....	23	33	13, 726	1. 63	150
Hats.....	23	66	10, 410	2. 34	119
Tanning.....	34	69	11, 791	2. 41	145
Shoes and leather goods.....	33	53	21, 022	1. 88	131
Cotton.....	53	77	163, 774	1. 55	156
Wool.....	46	82	73, 927	1. 96	149
Silk:					
Treating and spinning.....	46	64	33, 175	1. 03	125
Weaving.....	43	68	20, 084	1. 68	137
Flax, hemp, and jute.....	36	76	34, 266	1. 38	147
Knitting and hosiery.....	47	53	29, 024	1. 50	154
Miscellaneous textiles.....	35	72	29, 476	1. 82	152
Artificial textile fibers.....	56	91	30, 967	2. 05	165
Chemical products.....	29	59	74, 968	2. 43	167
Paper.....	37	68	35, 097	1. 94	157
Graphic arts.....	31	45	17, 825	2. 54	107
Wood.....	21	37	38, 654	1. 98	154
Water and gas works.....	48	51	4, 744	3. 12	196
Buttons.....	44	69	4, 620	1. 32	134
Toys.....	22	35	905	1. 19	145
Gold and silver smiths.....	44	59	3, 702	2. 16	164
Clothing accessories and furnishings.....	33	57	15, 875	1. 76	153
Rubber and plastic materials.....	39	75	33, 167	2. 54	160

From the table it will be noted that in 21 industries a gain in number of workers between June 1937 and June 1938 was shown, and in 15 industries a decrease (in these comparisons, the silk industry is divided into its parts; silk treating and spinning, and silk weaving, thus making 36 industrial groups). However, in the 17 largest industries, in each of which more than 24,000 workers were reported, a loss in number of workers was registered in only 3 instances (metallurgical, miscellaneous textiles, and agricultural and other food industries). In June 1937, 84.9 percent, and in June 1938, 85.8 percent of all workers reported were employed in the 17 largest industries. Of the 17 industries only 2 (chemical products and knitting and hosiery) showed a decrease in average hourly wages (of 0.03 and 0.01 lira, respectively) while in 1 industry (cotton) the average hourly wage (1.55 lire) remained the same for both years. As to hours worked per month, only 1 industry (agricultural and other food industries) showed an increase (of 21 hours per month). The greatest increases in average hourly wages (0.19 lira) among these 17 industries were in

the metallurgical and in the wool industries; and the greatest reductions in hours per month were 22 in miscellaneous textiles and 21 in the woolen industry. However, for all industries shown in the table, the greatest increases in average hourly wages were still in the metallurgical and wool industries, but the greatest decreases in average hours per month for all industries shown were 44 hours in the button industry, 33 hours in silk weaving, and 25 hours in tanning and in toys. The greatest average loss in hourly wages was 0.28 lira in the candy industry, and the greatest increase in average hours worked per month, 21 in agricultural and other food industries; in only 3 others was any increase in hours shown.

In June 1937 the highest average hourly wages, 3.15 lire, were paid in water and gas works, as against 3.12 lire in June 1938; but in June 1938 the highest wages, 3.14 lire, were paid in metallurgy whereas in 1937 2.95 lire were paid. The lowest average hourly wage paid in any industry was in silk treating and spinning, 0.93 lira in 1937 and 1.03 lire in 1938. The next lowest wage was in the toy industry, paying 1.02 and 1.19 lire, respectively, in 1937 and 1938.

In June 1937 workers in agricultural and other food industries and in the hat industry worked an average of only 131 hours per month, the lowest number of hours in any of the industries reported, and next above these, fishing with 136 hours. In June 1938 monthly hours in shoes and leather goods had been reduced to 131 but the work time per month in silk treating and spinning had gone down to 125 hours and in the hat industry to 119 hours.

In agricultural and other food industries the decrease in number of workers was compensated for by a great increase in number of hours worked per month, wages remaining almost constant. In the metallurgical industry the decrease in number of workers was balanced by an increase in wages, while hours worked per month remained almost unchanged. Miscellaneous textiles, the only other principal industry, numerically speaking, which showed a decrease in number of workers, also showed a substantial decrease in hours of work but an increase in hourly wages.

Of the 17 largest industries reported, chemical products and knitting and hosiery were the only ones showing even a small decrease in average hourly wages, and in both instances an increase in number of workers and a decrease in monthly hours were shown. The substantial increase in hourly wages in the woolen industry was accompanied by a correspondingly large decrease in hours per month and some increase in number of workers employed. In the candy industry the decrease of 0.28 lira per hour seems to have been due to a condition in the industry itself, for it was associated with a fall in number of workers and an increase in monthly hours. In the 4 industries showing the greatest reduction in hours per month—the

button industry, silk weaving, tanning, and toys—the decrease in hours was associated with an increase in hourly wages, but a decrease in number of workers.

In recapitulation, increase of number of workers was associated in 14 industries with increase in hourly wages and decrease in number of hours per month; in 4 industries with decrease in both wages and hours; and in 1 industry with increase of both wages and hours. On the other hand, decrease in number of workers was associated in 8 industries with increase in average hourly wages and decrease in average hours worked per month; in 3 industries with decrease in both wages and hours; in 2 industries with increase in both wages and hours; and in 1 industry with decrease in wages and increase in hours. Thus it appears that in 22 of the 36 industrial groups increase in wages is accompanied by or associated with decrease in hours, regardless of the number of workers employed.

Table 2 shows some comparable figures on average hourly earnings and average monthly hours worked since 1928. Though the average hourly earnings were greater in December 1938 than for any other time during the decade, the average hours worked per month were lower in 1936, but were 22 per month less than in 1928, showing a fairly consistent reduction in hours. The lowest average wages were recorded for 1935; prior to that year they had shown a gradual reduction, and subsequent to that year, a fairly consistent gain has been evident.

TABLE 2.—Average Hourly Earnings and Average Number of Hours Worked Per Month by Persons Employed in 35 Industries in Italy, 1928 to 1938

Year	Average hourly wages (lire)	Average number of hours worked per month	Year	Average hourly wages (lire)	Average number of hours worked per month
Yearly average:			Yearly average—Continued.		
1928.....	2.10	180	1936.....	1.88	156
1929.....	2.09	182	First half year.....	1.81	156
1930.....	2.07	175	Second half year.....	1.96	156
1931.....	1.95	170	1937.....	2.11	163
1932.....	1.91	168	First half year.....	2.03	161
1933.....	1.86	174	Second half year.....	2.19	165
1934.....	1.80	172	1938: December.....	2.36	158
1935.....	1.77	159			

In table 3 are presented the hourly wages of adult workers in various occupations in 5 large cities of Italy on January 1, 1938.²

² For comparable figures for January 1, 1937, see Monthly Labor Review, February 1938, pp. 487-488.

TABLE 3.—Wages Per Hour, Adult Workers in Various Occupations in 5 Large Cities of Italy, January 1, 1938

Industry and occupation	Florence	Milan	Rome	Turin	Venice
	<i>Lire</i>	<i>Lire</i>	<i>Lire</i>	<i>Lire</i>	<i>Lire</i>
Building:					
Masons.....	3.03	3.52	{ 3.00 3.45 }	{ 3.18 3.58 }	{ 3.30 3.15 }
Bricklayers.....	3.03	3.52	3.45	-----	3.15
Carpenters.....	3.25	3.82	3.80	3.58	{ 3.30 3.15 }
Joiners.....	2.92	2.88	3.60	3.25	3.15
Tinners (hydraulic brass workers).....	3.20	{ 3.72 4.27 }	{ 3.60 ----- }	{ 3.50 3.87 }	{ 3.15 3.30 }
Painters.....	3.69	4.09	{ 3.15 3.90 }	{ 3.12 3.58 }	{ 3.30 5.15 }
Structural-iron workers.....	2.53	3.52	3.80	-----	2.60
Concrete workers.....	3.08	3.88	3.75	{ 3.59 3.87 }	{ 3.15 3.30 }
Laborers.....	2.15	2.22	2.85	2.31	{ 2.30 2.40 }
Mechanical engineering:					
Fitters.....	2.54	2.81	3.55	3.65	2.50
Turners.....	2.54	2.81	3.55	2.85	2.50
Molders.....	2.54	3.52	3.20	3.65	3.30
Patternmakers.....	3.33	-----	(1)	(1)	2.50
Laborers, unskilled.....	2.06	2.29	2.40	2.30	2.00
Furniture:					
Cabinet makers.....	3.25	3.63	{ 3.40 3.75 }	3.25	{ 2.25 3.50 }
Upholsterers.....	3.35	3.28	4.25	3.25	3.25
Polishers.....	2.80	2.76	3.40	3.25	3.10
Printing:					
Compositors, hand.....	3.95	{ 4.44 4.65 }	4.05	4.56	4.65
Compositors, machine.....	4.45	{ 4.85 4.37 }	4.25	4.96	5.02
Machine minders.....	3.95	{ 5.06 4.41 }	4.05	4.68	4.65
Bookbinders.....	3.95	{ 4.60 3.48 }	{ 3.35 3.50 }	4.52	4.65
Laborers.....	2.52	3.48	2.65	2.74	2.00
Electrical installation:					
Skilled electricians.....	{ 3.49 4.15 }	{ 2.26 3.45 }	4.90	3.58	3.30
Electric-power distribution:					
Skilled electricians.....	(1)	-----	(1)	3.40	(1)
Unskilled laborers.....	-----	-----	1.60	2.35	(1)
Transportation:					
Motormen, streetcar.....	2.52	3.28	(1)	{ 3.21 3.82 }	(1)
Motormen, autobus.....	2.52	3.79	(1)	{ 3.21 3.82 }	(1)
Conductors, streetcar.....	2.25	3.19	(1)	{ 3.00 3.62 }	2.25
Conductors, autobus.....	2.25	3.24	(1)	{ 3.00 3.62 }	2.30
Motor drivers.....	2.52	{ 2.72 2.88 }	{ 3.55 4.30 }	{ 2.45 2.80 }	2.30
Horse drivers.....	2.38	-----	(2)	{ 2.30 2.35 }	1.95
Porters, freight.....	2.55	2.35	(3)	{ 2.10 2.20 }	2.30
Maintenance-of-way men.....	2.25	2.70	3.75	{ 2.65 4.45 }	85
Food:					
Bakers.....	{ 2.91 3.92 }	{ 2.35 3.90 }	{ 2.45 3.40 }	{ 2.46 3.83 }	{ 2.77 3.74 }
Local authorities:					
Unskilled laborers.....	{ 2.10 2.53 }	3.10	2.55	{ 1.92 2.27 }	2.30

¹ Paid by the month.² Daily wage of 6.50 lire, plus a share of receipts varying from 12 to 45 percent.³ Piecework.

On January 1, 1937, workers in 14 occupations (4 cities) and on January 1, 1938, workers in 24 occupations (5 cities) were receiving wages greater than 4 lire per hour. On the other hand, in 1937 workers in 13 occupations (4 cities) received less than 2 lire per hour, while 1 year later the number was reduced to 4 (3 cities). Wages in the

printing industry were in general higher than those in any other group. The lowest wages reported were those for unskilled laborers in electrical-power distribution in Rome, 1.45 and 1.60 lire for 1937 and 1938, respectively. The highest wages paid to laborers were those in printing trades in Milan, 3.10 and 3.48 lire for 1937 and 1938, respectively. The highest wages paid for any occupation were paid to painters in Venice, 4.70 and 5.15 lire for the 2 years here compared. In Florence, Milan, and Turin, the highest wages each year were shown in the printing trades, and for Rome, in electrical installation.

Working Hours

The principle of the 40-hour workweek in Italian industry was embodied in a collective agreement of October 11, 1934, as an unemployment-relief measure. It was made a part of the national legislation by a royal decree law of May 29, 1937. The provisions of this legislation do not apply to home industries, agriculture and forestry, shipping and fishing, intermittent work, or public services. Exceptions may be authorized by the Ministry of Corporations for certain classes of enterprises in specified regions, or for individual undertakings, when a sufficient number of qualified workers is not available, or when other conditions make impossible the application of the 40-hour workweek.

From tables 1 and 2 it is evident that the exceptions that have been allowed to the 40-hour workweek have been numerous. Overtime, with pay at specified rates, is allowed when the work to be done cannot be performed through the employment of additional workers. A collective wage contract of November 10, 1938, published and effective February 27, 1939, modified the provisions concerning pay for overtime established in the royal decree law of May 29, 1937, fixing the minimum increase in pay for overtime up to 48 hours per week or 8 hours per day at 10 percent, payable to the worker, with special provisions for calculation of the increase for piece workers.

A law of April 11, 1938, prescribed that for April 21, May 9, October 28, and November 4 of each year, persons employed by the State and public and private employers are to receive regular pay, whether or not they work.

In the pages which follow, the hours shown are those contained in collective labor contracts, and are noted as examples of the manner in which the question of hours was handled prior to the passage of the royal decree law of May 29, 1937. In a few cases the hours cited are those specified in labor contracts entered into after May 29, 1937.

Wage Increases Since 1936

The wage data shown in table 3 were those resulting from the application of a circular of May 14, 1937, which granted an increase of 10

percent to all industrial workers who had received raises of 10 percent or more in 1936; 11 percent for those whose raises in 1936 had amounted to 9 percent or more, but less than 10 percent; and 12 percent to all others, retroactive to May 9, 1937, effective upon wages up to 1,500 lire per month and upon the first 1,500 lire of higher pay. A resolution of April 30, 1937, relating to the wage increases from May 9, 1937, prescribed that thereafter wage matters were to be handled by the corporations.

By interconfederal agreements of March 7 and 8, 1939, approved by a circular of the Central Corporative Committee on March 8, 1939, further raises, applicable to a wide range of occupational groups, including about 3,400,000 employees, were adopted. The new increases amount to 5 percent of minimum wages, piece-work rates, and actual wages in industries in which raises had been made in 1938 or 1939, 8 percent in industries in which additional raises had been made in 1937 after the general one of May 9, and any greater increases necessary to bring the raises up to 8 or 10 percent, respectively, the latter being the increase scheduled for all industrial workers who had received no increases since May 9, 1937. The higher wage rates date from March 23, 1939, and the increases apply to wages up to 2,000 lire per month or to the first 2,000 lire of higher pay. The principal industries in which the increase of 5 percent is to be applied are the textile (cotton, wool, hemp, and jute), cement, paper, and rice industries, employing a total of about 330,000 workers. An increase of 8 percent is due in silk treating and spinning, in which about 60,000 workers are employed, and also for public-utility workers, about 100,000 persons. All other industrial workers, about 2,700,000 persons, are entitled to the raise of 10 percent. About 200,000 salaried employees, including all except those in public utilities (whose raise is 8 percent), are to receive the 10-percent raise, as they have had no increase since the general one dating from May 9, 1937. The new wage contract for industry is to remain in force for a year, dating from March 23, unless disclaimed according to law. The increase for agricultural workers is 8 percent, but in 12 Provinces in the Po Valley where, by an interconfederal agreement of October 8, 1938, workers had received an increase of 6 percent, the present raise is reduced to 6.5 percent, but an alteration in the contribution for sickness benefits (see page 448) equalizes this wage situation. Employees of commercial establishments also receive raises dating from March 23, 1939, ranging from 6 percent for bakery and similar personnel and 8 percent for persons employed in certain specified kinds of enterprises to 10 percent for all those employed in other commercial undertakings. Increases of 6 to 10 percent are also established for personnel in credit and insurance institutions. The raise in pay for agricultural workers

is to be in force for a year, but is understood to be renewed indefinitely, unless disclaimed according to law.

On March 15, 1939, the Council of Ministers extended pay increases to government and semigovernmental employees, increases ranging from 6 percent for persons in the higher salary brackets to 8 percent for those in lower salary classes.

Unless otherwise specified, wages presented in the following pages are those in force before the issuance of the circular of May 14, 1937, but percentages of increase dating from May 9, 1937, and March 23, 1939, are noted.

Deductions From Wages

Social insurance.—Compulsory social-insurance contributions, divided equally between employer and employee, covering old-age, invalidity, tuberculosis, unemployment, and marriage and maternity insurance, established by a royal decree law of April 14, 1939, are on a sliding scale apportioned to the amounts of pay received. The contributions for all the above forms of social insurance are due from all men between the ages of 14 and 60 years and all women between the ages of 14 and 55 years who work for another for pay, with the following exceptions: (1) No contributions are required from salaried employees whose average monthly remuneration exceeds 1,500 lire (but persons who pass that limit after becoming compulsorily insured must continue their insurance); certain government salaried and wage-earning employees whose superannuation is otherwise provided for; and domestic servants. (2) The following contribute for all forms of social insurance except that against involuntary unemployment: Home workers; salaried and wage-earning employees in public, public-utility, and private employment whose permanence of employment is guaranteed; agricultural workers; artists and theater and cinema employees; persons whose employment includes board as a compulsory part of their remuneration; persons whose sole remuneration is a share in the profits; occasional workers; and seasonal workers whose employment of a seasonal nature lasts less than 6 months. (3) Members of the family of sharecroppers and tenants contribute only for tuberculosis and marriage and maternity insurance. (4) Certain government and semigovernmental employees protected by a law of July 17, 1890, and its subsequent amendments, and aliens and non-Aryan Italian citizens contribute for all types of insurance except marriage and maternity insurance, from which they are specially excluded.

Under certain circumstances, special conditions including contributions may be established for classes which clearly require such arrangements. Social-insurance contributions are due even though the worker has been on duty only a fractional part of the time.

Each member of the family of sharecroppers and tenants is required to pay 15 lire for tuberculosis insurance and 18 lire for marriage and maternity insurance for each agricultural contract year. Table 4 shows other contributions due for each form of social insurance by class of employee. In each case, the contributions shown are divided equally between employer and worker.

TABLE 4.—Contributions for Social Insurance in Italy, Due From Salaried Employees and Workers

Contribution class, and salary or wage	Contributions (in lire) for—				Total contributions
	Invalidity and old-age insurance	Tuberculosis insurance	Unemployment insurance	Marriage and maternity insurance	
Salaried employees (for each month of employment)					
Class 1, not over 150 lire per month.....	11.30	4.00	5.00	2.80	23.10
Class 2, over 150 but not over 250 lire per month.....	18.80	5.00	5.00	3.60	32.40
Class 3, over 250 but not over 400 lire per month.....	30.10	6.00	7.00	4.20	47.30
Class 4, over 400 but not over 600 lire per month.....	45.20	6.00	7.00	4.70	62.90
Class 5, over 600 but not over 800 lire per month.....	60.20	6.90	9.00	5.00	81.10
Class 6, over 800 but not over 1,000 lire per month.....	75.20	6.90	9.00	5.30	96.40
Class 7, over 1,000 but not over 1,200 lire per month.....	90.20	6.90	9.00	5.50	111.61
Class 8, over 1,200 but not over 1,400 lire per month.....	105.20	7.20	9.80	5.70	127.90
Class 9, over 1,400 lire per month.....	120.20	7.20	9.80	5.70	142.90
Nonagricultural workers (for each week of employment)					
Class 1, not over 12 lire per week.....	0.90	0.50	0.50	0.50	2.40
Class 2, over 12 but not over 24 lire per week.....	1.80	.60	.60	.60	3.60
Class 3, over 24 but not over 36 lire per week.....	2.70	.70	.70	.70	4.80
Class 4, over 36 but not over 48 lire per week.....	3.60	.90	1.10	.90	6.50
Class 5, over 48 but not over 66 lire per week.....	4.90	1.10	1.10	1.00	8.10
Class 6, over 66 but not over 84 lire per week.....	6.30	1.10	1.10	1.10	9.60
Class 7, over 84 but not over 108 lire per week.....	8.20	1.30	1.50	1.20	12.20
Class 8, over 108 but not over 132 lire per week.....	10.00	1.30	1.50	1.30	14.10
Class 9, over 132 but not over 156 lire per week.....	11.90	1.45	1.80	1.35	16.50
Class 10, over 156 lire per week.....	13.60	1.45	1.80	1.35	18.20
Agricultural day laborers (for each day of work)					
Males over 18 years.....	0.36	0.20	-----	0.24	0.80
Females, and young persons 14-18 years.....	.18	.20	-----	.22	.60
Agricultural workers working by the year (per year)					
Males.....	108.00	36.00	-----	22.00	166.00
Females.....	54.00	30.00	-----	24.00	108.00

Income tax.—Until the pay increase of May 9, 1937, a tax of 8 percent was assessed on 50 percent of all income from wages and salaries of permanent personnel receiving 600 or more lire per month or 150 or more lire per week; this was paid in most instances by the workers themselves, but in the Venetian-glassware industry it was paid at the rate of 1.61 lire by the worker and 4.39 lire by the employer on the

first 150 lire, and on pay in excess of 150 lire the tax was divided equally between employer and worker.

A circular of May 25, 1937, increased by 20 percent the minimum taxable income from wages, or raised the minimum to 180 lire per week. The Minister of Finance ruled that workers receiving, as a result of wage adjustments, the minimum taxable income were not subject to income tax, and by a circular of March 30, 1939, declared that the same principle was applicable after the pay increases of March 23, 1939.

Family allowances.—The employee's contribution for family allowances amounts to 1 percent of gross earnings for salaried employees, personnel in industry and commerce, and workers employed by professional men and artists. Agricultural workers employed by the month pay 2.50 lire per month, and those employed by the day pay 0.10 lira per working day. A circular of April 4, 1939, provides for the unification of all family allowance funds, but with 5 categories of enterprises in the one system, leaving contributions the same for the present but increasing the benefits.

Syndical dues.—Syndical contributions, corresponding in general to trade-union dues, are not to amount to more than 1 day's pay per year. They are levied on all persons under the respective jurisdictions, whether or not they are members of the syndicate. The corporations may be authorized by statute to impose further contributions, not upon individual members but upon the lower order of organizations, which are not to exceed those fixed as maximum for syndical dues. By a ministerial decree of August 12, 1938, the membership ticket fee was reduced to 1 lira and provision was made to abolish supplementary payments, as to higher order of associations; the amount of workers' contributions was fixed at 0.52 percent for those in industry and at 0.85 percent for those in commerce. For agricultural workers, the contributions are 3.5 percent of the net income verified for the application of the tax on agricultural income.

A royal decree law of November 18, 1938, continues for 1939 the rules of application of syndical contributions applied in 1938, and stipulates that the rates for 1939 are not to be higher than those for 1938.

Workers' leisure-time organization.—Each worker pays to the National Leisure-Time Organization (*Opera Nazionale del Dopolavoro*) certain annual dues which amount to about 18 lire.

Mutual sickness-benefit funds.—Various mutual sickness-insurance funds provide this form of benefits for employed persons. The principal ones, with the most recent data available on workers' contributions to these funds, are as follows:

Sickness benefits for seamen as now in force were established by a royal decree law of September 23, 1937, under which the total contri-

butions for the first 2 years of operation, divided equally between employer and seaman, amount to 2 percent of the pay received.

For agricultural workers the rate of contributions to the mutual sickness-benefit system now in operation was established, by an inter-confederal agreement approved by the Central Corporative Committee on March 8, 1939, at 3 percent of wages, the employer also paying 3 percent.

The mutual sickness-benefit fund in industry was established by a royal decree of July 14, 1937, which was the basis for an inter-confederal agreement of January 3, 1939. This provides that, dating from April 30, 1939, contributions—divided equally between employer and employees (both salaried and wage-earning)—are not to exceed 3.6 percent of pay, including all amounts needed for administrative expenses.

By a royal decree of November 1, 1938, employees in credit and insurance institutions are protected against sickness by a contribution of 1 percent of salaries, divided equally between employer and employee.

The contribution for the mutual sickness-benefit fund for air transport workers, according to an agreement made in 1937, consists of 2 percent of wages, divided equally between employer and worker.

Contributions for the mutual sickness-benefit fund for commercial employees, according to a royal decree of December 20, 1932, are as follows: Salaried employees, two-thirds paid by the employer and one-third by the employee; wage-earning employees, amount divided equally between employer and worker. From the establishment of the fund until the present, the total contribution has been 3 percent of pay.

Recent Wage Agreement for Milan

A minimum-wage agreement affecting industrial employees not regulated by special laws or by collective contracts already in force has been reached between the unions of industrial employers and employees of Milan, according to a report from the American Commercial Attaché at Rome. The minimum-wage rates per month for the different classes of workers are as follows:

	<i>Males (lire)</i>	<i>Females (lire)</i>
Class I.—Employees with minor executive duties:		
21 years of age and over—technical and administrative offices.....	1, 500	1, 500
Class II.—Employees having no executive duties:		
21 years of age and over—technical and administrative offices.....	1, 100	880
18 to 21 years of age—		
Technical offices.....	700	600
Administrative offices.....	700	560
Under 18 years of age—technical and administrative offices.....	450	450

	Males (lire)	Females (lire)
Class III.—Other employees, typists, file clerks, etc.:		
21 years of age and over—technical offices-----	750	600
Persons whose duties do not require any preparation:		
18 years of age and over—		
Technical offices-----	420	400
Administrative offices-----	420	370
Under 18 years of age—		
Technical offices-----	310	300
Administrative offices-----	310	280

Wages in Various Industries and Occupations, 1936 to 1939

The wage rates and conditions of labor in various industries in Italy are mainly those presented in a consular report of March 4, 1937, supplemented by changes noted in a report of June 17, 1938. Where reference is made to materials contained in the preceding tables, the date of the wage rates is indicated.

BUILDING CONSTRUCTION

For building construction in Italy including, for the Milan consular district, the maintenance of State railways, the wage rates and working conditions here set forth are those effective before May 9, 1937, when a wage increase of 10 percent was made.

Milan consular district.—Hours of work vary with the season; 7 per day in December and January, 9 in June and July, and 8 in the other months, for an average of 48 per week for the year. Wages on night shifts are the same as for day shifts, but pay for overtime during the day is at the regular rate increased by 30 percent, while that worked during the night and on Sundays and holidays is at the regular rate increased by 80 percent.

Workers ordered to work at least 5 kilometers away from the limits of the community in which they usually work receive an increase of 20 percent, unless the job is in the vicinity of their residence, in which case they are entitled only to the current wages in that community if greater than those under which they have been engaged. If the place of work is not in the vicinity of their residence and the current wages there are higher than those under which they were employed, increased by 20 percent, they are entitled to the difference, and should they need to remain overnight, to lodging as well. Drivers ordered to go outside of the community wherein their services are usually rendered and needing to take more than one meal away from home are granted allowances varying from 5.34 lire when they return the same day to 10.67 lire per day plus lodging when they must remain away from their usual place of employment overnight; unskilled laborers accompanying them receive from 4.27 to 8.54 lire as supplementary payments.

The minimum wage per day for auto drivers and mechanics in 1936 was 25.08 lire. The wage rates paid in certain occupations in building

construction in Milan on January 1, 1938, are shown in table 3. The rates in other parts of the consular district are said to be from 5 to 15 percent lower.

The following wages were paid in 1936 to workers engaged in the ordinary maintenance of the State railways of Milan and stations and for an average distance of 9 kilometers from the central station. (Wages paid in other communities were about 17 percent less.)

	<i>Hourly wage (lire)</i>
Foremen (rail laying).....	2. 33
Workers (rail laying).....	2. 23
Unskilled laborers (snow removers):	
Permanent.....	2. 13
Temporary.....	2. 75
Laborers engaged in other work.....	2. 02
Boys, 16 to 17 years of age.....	1. 62

For workers in sand and gravel pits in Milan and vicinity, the following wage rates are the minima. (Wages paid in other communities in the district are from 8 to 10 percent less.)

	<i>Hourly wage (lire)</i>
Shovelers:	
Over 20 years of age.....	2. 35
Less than 20 years of age.....	2. 12
Drag operators.....	2. 35-3. 01
Licensed machinists for locomotives.....	3. 26
Licensed firemen.....	2. 73
Brakesmen.....	2. 17
Motor-transport drivers:	<i>Minimum daily wage (lire)</i>
Mechanics.....	28. 24
Others.....	23. 53
Cart drivers.....	22. 59
Boatmen.....	30. 12
Assistant boatmen, for 1 trip.....	14. 59
Assistant boatmen, for 2 trips.....	21. 65

Painters, whitewashers, and plasterers (except boys) working on high ladders are paid 3.58 lire per day in addition to regular rates. Workers sent outside of their zone of regular employment are entitled to transportation and 4.35 lire per day additional if they are not away at night (on holidays, transportation only), and 8.69 lire per day if they must be away overnight, and lodging unless agreement is made to the contrary. Boys receive half the above supplementary payments. Wages paid for similar labor in other communities in the district are somewhat lower than those for Milan, where the minimum rates in 1936 were as follows:

	<i>Minimum hourly wage (lire)</i>
Painters and plasterers.....	3. 72
Whitewashers.....	3. 43
Apprentices.....	2. 08
Shop boys, first to fourth years.....	1. 38-1. 87
Apprentice plasterers.....	2. 31

Pavers and asphalt workers sent out of the city of Milan for distances up to 5 kilometers receive also traveling expenses; from 5 to 15 kilometers, traveling expenses and 9.21 lire per day; over 15 kilometers, traveling expenses and 18.41 lire per day. Wages for pavers and asphalt workers in other parts of the consular district are about 8 to 10 percent lower than those for Milan. The minimum wage rates in paving in the city of Milan are as follows:

	<i>Hourly wage (lire)</i>
Stonecutters.....	3. 72
Road pavers.....	3. 49
Stone layers.....	2. 59-3. 58
Shovelers.....	2. 70
Unskilled laborers.....	2. 41

The following wages are paid for asphalt workers for an 8-hour day, in the city of Milan:

	<i>Daily wage (lire)</i>
Asphalt layers.....	29. 93
Assistant asphalt layers.....	27. 72
Sand layers.....	25. 98
Firemen.....	25. 51
Shovelers.....	21. 46
Unskilled laborers.....	16. 63

Naples consular district.—The weekly average of hours in this district may not exceed 48 for the year. Overtime during the day is paid for at regular rates plus 15 percent, and that during the night and on holidays at regular rates plus 45 percent. Every employee is entitled to 6 consecutive days of annual leave. Certain hazardous or unhealthful work (such as that in wells, subterranean diggings, and under air compression) is compensated for by extra wages ranging from 25 to 100 percent. An employee's job must be kept open for him for 3 months if he is absent on account of sickness.

The wages shown in table 5 (in United States currency) are the basic wages effective on December 1, 1936, and in the absence of indication to the contrary, are the wages actually paid.

TABLE 5.—Wages in Building Construction, Naples Consular District, December 1, 1936

Occupation	Wage rate per hour	Occupation	Wage rate per hour
Graders.....	\$0.10-\$0.11	Porphyry layers.....	\$0.23-\$0.25
Assemblers Decauville line.....	.10	Parquet layers.....	.20-.23
Masons, cement workers, plasterers, carpenters, and blacksmiths.....	.13-.15	Plumbers.....	.09-.10
Pavers.....	.14-.15	Rail layers and similar.....	.09-.10
Pavement finishers, blacksmith helpers, and furnacemen.....	.12	Excavation workers.....	.13
Whitewash mixers, hand.....	.10	Locomotive mechanics.....	.12
Whitewash mixers, machine.....	.08	Boilermen.....	.10
Demolition workmen.....	.12	Chauffeurs and steam-vehicle drivers.....	.13
Laborers.....	.08-.09	Crane operators.....	.10
Hoist employees.....	.08	Mechanicians.....	.11-.13
Boy helpers, 15-18 years of age.....	.07	Crane assistants.....	.11
Asphalt layers.....	.15	Joiners and forgers.....	.11-.12
Plasterers.....	.13-.15	Painters and varnishers.....	.15-.17
Wall finishers.....	.13	Painters and varnishers, helpers.....	.10
Whitewashers.....	.10	Electricians.....	.12-.13
Excavators, etc.....	.12-.13	Apprentices, all skilled crafts, 18-20 years of age.....	.10
Stonecutters.....	.17-.18	Automobile mechanics.....	1 1.30
Stone roughers.....	.13	Carters.....	1 .85
Measurers.....	.15-.16	Watchmen, etc.....	2 17.50

¹ Per day.² Per month.

Rome consular district.—Normal contract working hours are 8 per day. Overtime rates are the following increases over regular rates: 20 percent for weekdays for the first 2 hours and 30 percent for each succeeding hour; 30 percent for holidays; and 50 percent for night work in addition to regular night duty. Piece workers receive the same rates of increase for overtime as do workers on straight wages. Piece work, in general, is to be so arranged that the ordinary industrious worker may make at least 10 percent over the normal salary. Special pay of 25 percent above the basic rate is granted to workers who are called upon to work in sewers, etc., with a depth of more than 3 meters; on high places, i. e., scaffolding, towers, chimneys, etc.; on buildings condemned as unsafe; and in the water. Persons working in existing cesspools are paid 30 percent extra, and those working in caissons with compressed air, 30 to 100 percent increase, according to the depth. Employers are required to furnish persons working in water with rubber boots, waterproof caps, coats, etc.

The wage rates in Rome are nearly the same as those in Milan, and do not justify the use of additional space for this field of activity.

PRINTING AND PUBLISHING

Milan and Rome have been selected, as giving perhaps the best examples of conditions in the printing and publishing industry. Corresponding wages in other cities seem to average a little lower.

Milan consular district.—Working conditions are those fixed by a national labor contract of 1931, as amended on February 1 and September 1, 1936. A general wage increase of 12 percent for the industry dates from May 9, 1937. The working hours were fixed by the contract at 48 per week. Workers are entitled to Sundays and national

holidays and to 6 days' vacation with pay every year. Pay for overtime is the regular wage increased by 30 percent for daytime, 50 percent at night, and 70 percent on Sundays and holidays. Pay for working on night shifts or on Sundays or holidays is to be that allowed for overtime. No supplementary wages are ordinarily paid by employers in this industry.

Rome consular district.—Under the labor contract in force in 1936, normal working hours were 8 per day. Persons working in newspaper publishing plants were paid basic rates augmented by 7 percent. Dating from May 9, 1937, there was a general increase of 12 percent in wages. For overtime, basic pay was increased as follows: On workdays and holidays not authorized by law, 25 percent; and overtime at night and that done on holidays authorized by law, 50 percent. Sunday is a holiday but without pay. On holidays recognized by the State, employees are supposed to work a half day; if they work more than 4 hours, wages are increased by 25 percent.

Wages in the printing and publishing industry on January 1, 1938, in Milan and Rome, and also in Florence, Turin, and Venice, are shown in table 3.

TEXTILE INDUSTRY, MILAN CONSULAR DISTRICT

Milan and the region around it constitute the principal textile center of Italy, and the wage situation there is representative. The following general wage increases have been made since the tables presented in succeeding pages were prepared: 12 percent in both cotton and woolen textile industries, dating from May 9, 1937;⁵ 10 percent in the cotton industry, dating from May 9, 1938, together with a provision making 10.80 lire per day (which had been the average) the minimum wage; and 5 percent in both cotton and woolen textile industries, effective March 23, 1939.

The working hours in 1936 were fixed by a national labor contract at 48 per week. Workers were entitled to Sundays and to all national holidays and to a paid vacation of 6 days per year, with the stipulation for woolen-textile workers that it was due after 12 months' employment. In the cotton-textile industry additional payments for overtime amounted to 30 percent in daytime on regular workdays and 50 percent if done at night or on Sundays and holidays. Wages for working on night shifts (10 p. m. to 5 a. m.) were from 20 to 25 percent higher than for day shifts. In the woolen industry the additional payment for overtime during the day was 25 percent, at night 40 percent, and on holidays 50 percent of regular rates. Ordinarily no supplementary payments were made by employers to their workers in the textile industry.

The wages which follow were those in effect on December 1, 1936, and apply in all cases to an 8-hour day

TABLE 6.—Wages in the Textile Industry, Milan Consular District, December 1, 1936

[Average exchange rate of lire, 1936=7.29 cents]

Occupation	Daily wage (lire)	Occupation	Daily wage (lire)
<i>Cotton textiles</i>		<i>Cotton textiles—Continued</i>	
Piece-work occupations:	<i>Average</i>	Day-work occupations—Continued.	<i>Minimum</i>
Spinning:		Engraving and printing—Continued.	
Forewomen, bench spinners.....	9.45	Other occupations—Continued.	8.40
Spinners at intermediate benches.....	8.90	Men, 16 to 18 years of age.....	11.80
Scutchers and hank twisters (hard-water), drawers, and unifers.....	5.15	Men, 18 to 20 years of age.....	14.00
Spinners at the rings and at the twisters, common reelers, doublers over 16 years of age, and bundlers.....	7.60	Men, over 20 years of age.....	
Spinners, self-acting.....	16.35	<i>Woolen textiles</i>	
Weaving:		Carding and spinning:	
Shuttlers, winders, and others.....	7.25	Wool and waste assorters.....	9.63
Warpers and knotters, machine and hand.....	9.90	Rag assorters.....	8.56
Weavers, cleaners, and piece workers.....	8.90	Wool washers:	
Jacquard weavers (upholstery for furniture).....	14.00	Men.....	14.12
Day-work occupations:		Women.....	10.05
Spinning, women:	<i>Minimum</i>	Wool and rag dryers:	
Testers, recorders, yarn counters, etc.....	9.45	Men.....	14.12
Carders.....	8.15	Women.....	10.05
Weaving and printing, women: Forewomen and others in charge (testers, weighers, measurers, recorders, and samplers).....	11.00	Unravellers:	
Printing, dyeing, bleaching, mercerizing, and finishing:		Men.....	14.12
Skilled workers responsible for operation of machines.....	16.15	Women.....	10.05
Workers in charge of machinery, etc.:		Carders:	
Men, 12 to 15 years.....	5.05	Men.....	13.65
Men, 15 to 16 years.....	6.45	Women.....	10.70
Men, 16 to 18 years.....	8.60	Spinners.....	15.78
Men, 18 to 20 years.....	10.10	Machine cleaners.....	15.78
Men, over 20 years.....	11.80	Yarn piecers (doffers):	
Women, 12 to 15 years.....	14.00	Men, up to 16 years of age.....	8.56
Women, 15 to 17 years.....	5.05	Men, 16 to 18 years of age.....	10.27
Women, over 17 years.....	6.45	Men, over 18 years of age.....	11.34
Engraving and printing:		Women, up to 16 years of age.....	5.35
Engravers (pantographers)—		Women, 16 to 18 years of age.....	7.75
Up to 3 years of service.....	17.70	Women, over 18 years of age.....	9.20
Over 3 years of service.....	18.50	Weaving:	
Engravers on Mollette, cylinders and wood—		Shuttlers.....	8.02
Up to 3 years of service.....	19.30	Warpers.....	11.12
Over 3 years of service.....	20.35	Twisters.....	8.77
Learners, over 20 years of age.....	16.40	Reachers.....	8.34
Roll printers, 1 color and perotine:		Weavers, women.....	10.21
Up to 3 years of service.....	17.70	Pattern weavers, women.....	11.23
Over 3 years of service.....	18.50	Wool weavers, men.....	11.45
Roll printers, several colors:		Wool weavers, pattern, men.....	12.57
Up to 3 years of service.....	19.30	Cloth weavers, men.....	12.62
Over 3 years of service.....	20.35	Cloth weavers, pattern, men.....	13.91
Pantograph tracers.....	10.15	Menders, women.....	10.70
Hand printers.....	10.50	Stickers.....	17.12
Other occupations:		Assistant stickers:	
Women, 12 to 14 years of age.....	4.25	Men.....	14.98
Women, 14 to 16 years of age.....	5.25	Women.....	10.48
Women, 16 to 18 years of age.....	6.20	Weaving teachers.....	13.37
Women, over 18 years of age.....	6.90	Frame chargers.....	14.98
Men, 12 to 14 years of age.....	4.25	Dyeing:	
Men, 14 to 16 years of age.....	5.25	Workers in charge of wool, waste, and cloth dyeing, men:	
		Over 20 years of age.....	15.50
		Less than 20 years of age.....	13.91
		Assistant dyers, over 18 years of age, women.....	10.27
		Fullers:	
		First category.....	16.05
		Second category, men.....	14.44
		Second category, women.....	9.84
		Washers:	
		Men.....	14.44
		Women.....	9.84
		Workers on the calender, press, and other finishing machines:	
		Men.....	14.44
		Women.....	9.84

METALLURGICAL INDUSTRIES

Milan is the chief center for the metallurgical industries, and wages, hours, and other working conditions there may be taken as representa-

tive. Those given are as of December 1, 1936, but there was a general wage increase of 10 percent dating from May 9, 1937, and another of 10 percent dating from March 23, 1939.

The working hours were fixed by contract at 48 per week. In the metallurgical, mechanical, and refining industries, and in the siderurgical industry except as indicated to the contrary, the following advances over regular pay were in effect for overtime in 1936: Workers on night shifts received 10 percent, and persons working on holidays 30 percent additional. On ordinary workdays, wages for the first 2 hours of overtime were increased by 20 percent, for the next 3 hours by 30 percent, and for all other hours 40 percent, except that in the siderurgical industry the increase after 5 hours was 35 percent. For continuous-fire work and for all associated work, in the siderurgical industry, an increase of 20 percent was paid for all overtime on ordinary days. In these industries no supplementary payments were ordinarily made by employers to their workers.

The wages shown in table 7 were in effect on December 1, 1936, in the metallurgical, siderurgical, mechanical, and refining industries, in the Milan consular district.

TABLE 7.—Minimum Wages in the Metallurgical Industries in Milan Consular District, December 1, 1936

Occupation	Minimum wage per hour in—		
	Milan and Sesto San Giovanni	City of Monza	Other districts in Province of Milan
	<i>Lire</i>	<i>Lire</i>	<i>Lire</i>
Specialists.....	3.20	3.01	2.86
Skilled workers.....	2.55	2.45	2.35
Apprentices:			
18 to 20 years.....	1.46 to 1.57	1.38	1.32
16 to 18 years.....	1.28	1.13	1.13
Specialized laborers:			
Over 18 years.....	2.22	2.12	2.02
16 to 18 years.....	1.60	1.53	1.45
Common laborers:			
Over 18 years.....	2.08	1.98	1.88
16 to 18 years.....	1.50	1.43	1.36
Women.....	1.13 to 1.38	1.05 to 1.28	0.99 to 1.23
Boys.....	.76	.70	.66

CHEMICAL INDUSTRIES, MILAN CONSULAR DISTRICT

The normal working hours in force through labor contract, covering the chemical industries of Milan, in 1936 were 48 per week, and workers were entitled to Sundays and all national holidays, and to a paid vacation of 6 days per year. The percent of increase over basic pay for overtime in the chemical industries is shown in the following statement:

	Workdays	Holidays	Night ¹
First 2 hours.....	20	25	30
Next 3 hours.....	30	45	75
All additional hours.....	50	80	100

¹ "Night" begins at 10 p. m. and ends at 5 a. m.

The minimum wage for an 8-hour day, on December 1, 1936, for the various classes of workers is shown below. Since that time two general advances in wages have been made—both of 10 percent—one dating from May 9, 1937, and the other from March 23, 1939.

	City (lire)	Country (lire)
Specialized workers.....	21. 95	21. 00
Skilled workers.....	20. 05	19. 10
Unskilled workers:		
Men, over 21 years.....	18. 15	17. 25
Men, 18 to 21 years.....	14. 55	13. 80
Boys, 16 to 18 years.....	11. 80	11. 20
Boys, under 16 years.....	10. 00	9. 45
Women, over 18 years.....	11. 80	11. 20
Girls, 16 to 18 years.....	10. 00	9. 45
Girls, under 16 years.....	9. 10	8. 60

VENETIAN-GLASSWARE INDUSTRY

The collective labor contract in force in 1936 called for a 48-hour week, but late in 1936 the 40-hour week went into effect, making allowance for the variations in hours due to technical or production needs, or when labor is not available; but any extension over 40 hours must be applied for by the company and authorized by the syndical organizations.

Pay for overtime on days other than holidays consists of normal pay increased by 25 percent for the first 2 hours and by 40 percent for each succeeding hour; on holidays, by 60 percent; and at night, by 50 percent. No payments in kind or free housing are provided.

General wage increases have been made as follows: 11 percent dating from May 9, 1937, and 10 percent from March 23, 1938; but the figures in the following table are those which became effective August 31, 1936, and are expressed in United States currency.

TABLE 8.—Daily Wages in Venetian-Glassware Industry Effective August 31, 1936

Occupation	Daily wage	Occupation	Daily wage
Master workers.....	\$1. 59-\$2. 64	Workers occupied with composing mixtures.....	\$1. 10
Assistants.....	. 85- 1. 27	Pourers.....	1. 10
Assistant apprentices.....	. 64	Laborers, on composition or at refractory ovens.....	. 90
Apprentices:		Ordinary laborers.....	. 80
After 6 months.....	. 32	Workers segregating colors of liquid glass.....	. 64
During first 6 months.....	. 22	Woodchoppers.....	1. 10
Glass passers.....	1. 32- 1. 69	Melters:	
Master workers with liquid glass.....	1. 06	Night work.....	1 1. 43
Packers, candelabra mounters, and turners.....	. 96- 1. 32	Day work.....	1. 96
Assistant packers, mounters, and levelers.....	. 64	Woodchoppers.....	2 1. 38
Assistant levelers.....	. 32	Doortenders:	
Packers, mounters, and turner apprentices.....	. 32	Night.....	1. 10
Packer apprentices (girls):		Day.....	. 80
After 6 months.....	. 48		
During first 6 months.....	. 32		

¹ 12-hour shift.

² Includes 4 hours' overtime, attending fires.

MINING AND QUARRYING

For these industries 2 regions have been selected: The marble quarries at Carrara in the Leghorn (Livorno) consular district; and the iron mines in the Province of Grosseto in the same district.

The normal working week in the Carrara marble quarries is 40 hours. Night work (from 10 p. m. to 6 a. m.) is paid for at 20 percent over the normal wage scale. For every 2 hours of overtime a quarter of a day's wages is allowed. Payment for piecework is so arranged that a good laborer of normal capacity may earn at least 10 percent more than the basic salary. No supplementary payments are made to workers.

TABLE 9.—Daily Wages in Marble Quarrying and Iron Mining, Italy, 1936

Occupation	Daily wage	Occupation	Daily wage
<i>Marble, Carrara</i>		<i>Iron, Grosseto</i>	
Marble:	<i>Lire</i>	Underground workers:	<i>Lire</i>
Quarrymen.....	20.10	Gallery workers.....	14.00
Resquarers.....	17.60	Miners.....	15.50
Blockmen.....	17.30	Miners' helpers.....	13.15
Laborers, first and second class.....	15.80	Loaders.....	12.50
Laborers, ordinary.....	16.35	Tubemen.....	16.00
Chief sledmen.....	13.95	Machine operators.....	13.50
Rope slackers.....	21.60	Pumpmen.....	13.00
Laborers, specialized.....	18.50	Chute tenders.....	12.70
Sawyers.....	17.15	Mule tenders.....	11.50
Coppers and squarers.....	17.70	Wagonmen.....	13.00
Sculptors.....	16.75	Laborers.....	12.00
Decorators or carvers.....	15.60	Surface workers:	
Chiselers.....	24.95	Cableway watchmen.....	12.40
Modelers.....	23.40	Laborers.....	11.40
Stampers, turners, planers.....	20.25	Motormen.....	12.00
Polishers.....	17.95	Machine operators.....	12.50
Cutters.....	17.00	Pumpmen.....	12.00
Bow drillers.....	16.75	Chute tenders.....	12.50
Marble by-products:	16.30	Mule tenders.....	11.80
Granulated and pulverized marble:	16.80	Skilled laborers.....	13.00
Head laborers.....	11.70	to.....	15.50
Laborers:		Workshop laborers.....	12.00
Over 18 years.....	19.65	Truck drivers.....	17.00
16 to 18 years.....	16.52	Boys, 16 to 18 years.....	8.00
Up to 16 years.....	10.00	Boys, under 16 years.....	6.50
Women.....	6.70		
Marble cubes:	7.85		
Head laborers.....	18.10		
Laborers:			
Over 18 years.....	14.95		
16 to 18 years.....	8.55		
Up to 16 years.....	5.45		
Women.....	5.00		

Wages in the Leghorn consular district were increased 10 to 12 percent in the mining and quarrying industries from May 9, 1937, and 10 percent from March 23, 1939. The wages in table 9 were those in effect in 1936, in the marble quarries at Carrara and the iron mines in the Province of Grosseto.

The workweek of 40 hours in the iron mines in the Grosseto Province was fixed by national contract. Additional pay over basic wage for

overtime of various kinds is as follows: 20 percent for the first 2 hours and 35 percent for all other hours, 50 percent during holidays, and 60 percent for night work. Payment for piecework is so fixed that a good laborer of ordinary capacity may earn at least from 10 to 20 percent more than the basic salary. In some instances an increase of 10 to 20 percent is paid to good laborers for exceptional work; otherwise no supplementary wages are paid.

STREET RAILWAYS

Wages in the Milan, Naples, and Rome consular districts have been selected as most informative concerning street railways. The chief distinction from city to city has to do with compensation in addition to wages to meet the cost-of-living variation. The labor contract in this industry in the Naples street railways system provides for no additional compensation, but those in Milan and Rome contain such provisions, though paid on different bases.

Milan and Naples districts.—The working hours in the Milan district were fixed by the contract of 1936 at 48 per week. All the employees on the permanent pay rolls of the company (owned by the municipality) draw pay for Sundays and holidays as well as for other days. Overtime work must not exceed 2 hours for each working day; increase in pay for overtime during the day is 20 percent, for that between midnight and 5 a. m. 40 percent. The rate for piece work is at least 20 percent more than that for regular work. The cost-of-living allowance was set at 8.35 lire per day for each employee on the permanent pay roll, and the following additional allowances were provided: (1) For officers and clerks, 50 lire per month for bachelors and 100 lire for married men, supplemented by 30 lire per month for dependent relatives and of 60 lire per month for each child; (2) for writers, messengers, ticket inspectors, and foremen of all classes, the above allowances of 50 and 100 lire per month are made for bachelors and married men, respectively, but the supplementary allowance for dependent relatives and for each child of these and all other employees is 1 lira per day. The salaries and wages, cost-of-living allowances, and allowances for dependents, of all salaried and wage-earning employees on the permanent pay roll were in 1936 subject to a reduction of 12 percent and the cost-of-living allowances to an additional reduction of 1.35 lire per day. Office workers and carriers on the permanent pay roll received an extra month's salary each year, not subject to the 12-percent deduction.

Table 10 indicates, in the Milan district, the minimum and maximum basic salaries or daily wages for employees on the permanent pay rolls of the company in 1936. The minimum amounts were paid to workers who had less than 2 years' service with the company;

wages are increased after every 2 years of service until they reach the maximum amounts at the end of 10 years. Since the period to which the data relate, an increase of 12 percent has been made, effective May 9, 1937, and presumably an increase of 8 or 10 percent, effective March 23, 1939. For employees of a less permanent character, who are paid for only the days on which they are actually employed, the increase in pay for overtime during the day amounts to 15 percent of basic pay, and to 30 percent for that during the night. The pay for piece work is at least 12 percent above the regular rate. For these workers the minimum shown represents the net wage paid to workers in the company's service for less than 3 years. Every 3 years a worker's salary or wage is automatically increased until, after 15 years, he receives the maximum. Salary and wages shown were those in effect in 1936.

In view of the complicated nature of the labor contract for employees of the Naples street railways, in relation to overtime, allowances for lodging in some cases, family allowances, and other detailed variations from regular basic pay, suffice it to say the greatest amount of extra compensation that any workman paid by the day could receive was 750 lire per month and lodging, and the lowest, 0.90 lira per day. The distinction in table 10 between minimum and maximum salaries and wages is that the former applies to less than 2 years' service and the latter to 10 or more years' service. Salaried employees are paid on a 13-month basis because they receive an extra month's salary at the end of the year; instead of this extra month's pay wage-earning employees receive a proportionate part of a 200,000-lire fund set aside for that purpose. Remuneration shown in the table is that in effect in 1936, to which was applied an increase of 10 percent dating from May 9, 1937, and presumably an increase of 8 or 10 percent dating from March 23, 1939. Free lodging is provided for the office chief, chiefs of car shops, etc., foremen, and head messengers.

TABLE 10.—Wages of Street-Railway Employees in Milan and Naples Districts, 1936

District and occupation	Gross annual salary (in lire)	
	Minimum	Maximum
<i>Milan district</i>		
Permanent employees: ¹		
Assistant traffic managers.....	15,000	24,000
Cashiers, chief inspectors, machine-shop foremen, maintenance foremen.....	13,400	21,400
Chief technicians, assistant chief inspectors, chief clerks in charge.....	12,335	17,935
Chief clerks, inspectors, clerks in charge of stores.....	10,200	14,600
Clerks, first class.....	9,665	14,065
Clerks, second class.....	9,135	13,135
Clerks.....	8,600	11,800
Assistant clerks.....	7,350	10,350
Writers or copyists and messengers.....	6,100	8,350
	Gross daily wage	
Chief ticket inspectors.....	25.40	30.90
Ticket inspectors.....	21.85	27.85
Chief foremen.....	28.35	33.85
Foremen, first class.....	26.30	31.80
Foremen, second class.....	23.25	28.75
Shunting and cleaning foremen, first class.....	21.00	26.50
Chief track inspectors.....	21.00	26.25
Shunting and cleaning foremen.....	20.00	25.00
Motormen.....	16.65	22.15
Conductors.....	16.05	21.30
Skilled workmen.....	19.15	24.65
Workmen.....	17.65	23.15
Track layers and builders.....	17.15	22.65
Manual laborers, cleaners, wood polishers, right-of-way men.....	14.65	20.15
	Net monthly salary	
Temporary employees: ²		
Typists.....	450.00	570.00
Writers.....	600.00	720.00
Messengers, janitors and custodians.....	550.00	670.00
	Net daily wage	
Specialized workmen.....	26.40	29.60
Skilled workmen.....	22.40	25.60
Workmen.....	21.20	24.40
Watchmen.....	20.40	23.60
Track layers and builders.....	20.00	23.20
Manual laborers, wood polishers and right-of-way men.....	19.60	22.80
	Monthly salary	
<i>Naples district</i>		
Professional, technical, and clerical employees: ¹		
Engineers, lawyers, chief sanitary inspectors, cashiers, chiefs of supplies, chiefs of operations.....	1,285	2,005
Secretaries, first class, attorneys, sanitary inspectors, accountants, chief cir- culation inspectors, office chiefs.....	1,079	1,542
Assistant technicians, chief draftsmen, bookkeepers, secretaries, second-class storekeepers, circulation chiefs, car-shop chiefs.....	977	1,378
First-class assistants, draftsmen, foremen, first-class inspectors.....	823	1,080
Second-class assistants and inspectors.....	674	977
Third-class assistants, chief messengers, first-aid men, telephone operators....	591	848
Typists, messengers, doorkeepers.....	541	776

¹ Minimum applies to workers in service for less than 2 years; maximum represents amount after 10 years' service.

² Minimum applies to workers in service for less than 3 years; maximum represents amount after 15 years' service.

TABLE 10.—Wages of Street-Railway Employees in Milan and Naples Districts, 1936—
Continued

District and occupation	Daily wage (in lire)	
	Minimum	Maximum
Wage earners:		
Superintendents.....	21.50	26.21
Section foremen.....	19.93	24.63
Master electricians, measurers, trouble checkers, car-shop assistants, and inventory assistants.....	19.95	24.70
First-class workmen, unclassified.....	18.71	23.12
Aerial-installation workmen, maintenance men, conductors, autobus drivers, caretakers, and porters.....	18.71	23.12
Unclassified skilled laborers, second-class maintenance men, electrician's helpers, aerial-installation men's helpers, head laborers, and head polishers,.....	16.80	20.75
Unclassified skilled laborers' helpers, maintenance men's helpers, messengers.....	15.55	19.20
Miscellaneous helpers, common laborers, polishers.....	14.07	17.20

Rome district.—All employees are entitled to a weekly period of paid rest and to holidays recognized by the State, at their usual rate of pay; if they must work on these holidays such work is paid for as overtime. For ordinary overtime, the wage is increased by 10 percent, and for work at night by 20 percent. Piece work is paid for at 10 percent over regular wage.

Some employees are entitled to an annual period of paid vacation as follows:

	<i>Days</i>
From the second to fourth grade.....	30
Up to the fifth year of service.....	15
From the fifth to tenth year.....	20
Above the tenth year.....	25

In case of absence due to sickness or accident the company pays the employee a cost-of-living allowance equal to 30 percent of basic pay. The dismissal compensation for salaried employees amounts to 1 month's salary for each year of service, at his last rate of pay. Other workers are entitled to an indemnity not inferior to that based on the following number of days:

	<i>Days' pay</i>
For the year 1924.....	3
For the year 1925.....	4
For the year 1926.....	4
For the year 1927 and each succeeding year.....	5

The total monthly compensation consists of two parts—the actual wage and the cost-of-living allowance. Employees who have 4 or more children of less than 14 years of age receive a daily supplement or cost-of-living allowance amounting to 0.50 lira. Such allowance is maintained till December 31 of the year in which the oldest of the children reaches his fourteenth year. The allowance in question is increased to 1 lira daily for employees who fulfill the conditions set forth in a law of June 14, 1928, regarding exemptions granted to

families with many children (namely, those having 7 or more dependent minor children).

Not later than December 23 of each year all employees receive a special bonus, as follows:

	<i>Salaried employees</i>	<i>Wage earners</i>
Second grade.....	900	---
Third grade.....	780	---
Fourth grade.....	530	250
Fifth grade.....	445	120
Sixth grade.....	335	85
Seventh grade.....	290	75
Eighth grade.....	---	60

The wages shown in the following table, which became effective June 23, 1934, are gross (i. e., deductions for social insurance, etc., have not been made). The wages of laborers in the autobus and tram service were increased by 12 percent effective from May 9, 1937, and those of other employees were also increased, effective from that date, by 10 percent, with the maximum increase limited to 150 lire per month. The wage increase of March 23, 1939, also applies to these employees. The minimum was that earned by persons with less than 2 years' experience; pay was increased each 2-year period until the maximum was reached after 7 of these 2-year periods.

TABLE 11.—*Annual Salaries Paid to Employees of Autobus and Tram Service in Rome*¹

Occupation	Salary		Additional cost-of-living allowance
	Minimum	Maximum	
<i>Salaried employees:</i>	<i>Lire</i>	<i>Lire</i>	<i>Lire</i>
Engineers, accountants, and secretaries.....	14,325	20,500	3,950
Principal assistants.....	14,295	18,710	3,980
Engineers, accountants, secretaries, and electrical assistants.....	11,510	16,470	3,030
Technical superintendents.....	10,365	13,080	2,360
First-class technical and administrative assistants.....	10,360	12,740	2,365
Technical and administrative assistants.....	9,025	11,390	1,975
Chief messengers.....	9,010	10,370	1,990
Technical and administrative helpers.....	7,370	9,220	1,495
Telephone operators.....	6,425	8,040	1,240
<i>Employees of traffic department:</i>			
Head controllers and technical controllers.....	10,340	12,375	2,175
Controllers and section chiefs.....	8,425	10,615	1,795
Checkers.....	8,415	10,110	1,805
Motormen, first-aid men, etc.....	7,370	9,220	1,495
Plant and office messengers, special workmen, and porters.....	6,425	8,040	1,240
Switchmen and common laborers.....	5,530	6,975	1,005

¹ For additional data on wages in transportation in Milan and Rome, as well as in Florence, Turin, and Venice, on January 1, 1938, see table 3.

SHIPBUILDING

The labor conditions and wages in Trieste and in the city and Province of Genoa have been selected as representative of the shipbuilding industry in Italy.

Trieste.—The working hours, unless exceptional urgency requires, are not to exceed 40 per week, with the exception of such extensions as may be added to each weekday to make up the half day lost through the Fascist Saturday afternoon. Overtime work is considered (except as noted above), as any in excess of 8 hours per day. Increases over basic rate for overtime are as follows: On the regular working day, for the first 2 hours 20 percent, for the following 3 hours 40 percent, and for any additional hour 80 percent; on holidays, for the first 8 hours 45 percent, and for any additional hour 75 percent; and for night work 20 percent. Workmen cannot be required to work more than 10 hours of overtime per week, Saturdays excluded. The dismissal period for workers is 48 working hours or a maximum of 8 successive working days, but the employer may substitute the following compensation for the advance notice: For the first year's uninterrupted service with the same employer, 8 hours' pay; from the second to fourth year inclusive, 16 hours' pay for each year of service; from the fifth to the fifteenth year inclusive, 24 hours' pay for each year of service; and for successive years, 32 hours' pay for each year of service. Workers ordered for service outside yards receive additional pay, in addition to traveling expenses. The so-called "thirteenth month" used by some firms applies generally only to administrative employees or office staffs. Piece-work pay must be so computed as to make it possible for the laborer of normal capacity to earn at least 8 percent more than the basic wage rate. Workers serving the same employer for 12 consecutive months have a right to 6 days of paid vacation per year, which they are not permitted to renounce. In case of collective vacation periods, workers whose vacation has not matured are granted compensation of 8 hours for every 2 months' service. In case of illness the worker has a right to 3 months' sick leave with pay. After this period he may either be dismissed or, in the case of illness verified by a company's physician, he has a right to compensation as prescribed for regular dismissal indemnity in case he cannot return to work. A woman worker who is pregnant has, besides the period provided for by law, the right to remain absent from work without loss of her job for a further 3 months, but if she does not then return to work she may be dismissed with regular dismissal compensation. Unjustified absences are subject to a deduction of from 20 to 40 percent of basic pay for absence during working time. The trial period for metallurgical and mechanical laborers employed by shipyards is subject to individual and mutual agreement, and may cover from 8 to 14 days, after which the workman either is dismissed or enters the employ of the shipyard under regular contract.

The wages in the shipbuilding industry in the city of Trieste and in the Provinces of Trieste and Istria, after the wage increase of 10 per-

cent which was effective on May 9, 1937, are shown in table 12, which does not, however, take into account the increase in pay which became effective on March 23, 1939.

TABLE 12.—Hourly Wages in Shipbuilding in City of Trieste and Provinces of Trieste and Istria

Occupation	City of Trieste	Province of Trieste (Monfalcone)	Province of Istria (Pola)
	<i>Lire</i>	<i>Lire</i>	<i>Lire</i>
Specialized workmen.....	3.41	3.36	3.21
Skilled workmen.....	2.53	2.48	2.37
Specialized laborers.....	2.31	2.26	2.06
Ordinary laborers.....	2.20	2.04	1.94
Apprentices:			
16-18 years of age.....	1.21	1.16	1.16
18-20 years of age.....	1.76	1.65	1.33
Boys under 16 years of age.....	.61	.55	.48
Girls under 16 years of age.....	.66-.83	.61-.83	-----
Females over 16 years of age.....	1.05-1.27	1.05-1.21	.91-1.03

City and Province of Genoa.—The wages and working conditions in the shipyards and iron and steel works of the Province of Genoa are those taken from the collective labor contract which became effective August 17, 1936, and was to expire on July 15, 1938, unless continued by mutual consent from year to year.

Normal working hours are 40 per week. The following increases in pay over basic rates apply for overtime: During weekdays, 20 percent for the first 2 hours, 40 percent for the next 3 hours, and 80 percent for additional hours; during holidays, 25 percent for the first 2 hours, 50 percent for the next 3 hours, and 80 percent for further hours; for night work, 20 percent. Rates for piece work are to be at least 8 percent above the regular basic pay.

The following statement shows the basic hourly wages in effect in the shipyards and the iron and steel works in the city of Genoa and elsewhere in the Province of Genoa after the 10 percent increase of May 9, 1937, but not including the increase which became effective on March 23, 1939.

	Genoa City (lire)	Elsewhere in Province (lire)
Specialized workers.....	3.39	3.21
Skilled workers.....	2.54	2.37
Apprentices:		
16-18 years of age.....	1.28	1.16
18-20 years of age.....	1.57	1.28
Skilled laborers:		
16-18 years of age.....	1.65	1.57
Over 18 years of age.....	2.30	2.18
Common laborers:		
16-18 years of age.....	1.57	1.44
Over 18 years of age.....	2.18	2.00
Women.....	1.16	1.03
Children.....	.55	.48

For workers under the jurisdiction of the Port Consortium of Genoa working conditions and wages given are those of an agreement dated May 9, 1937, and still in effect on April 16, 1938. The normal working day is of 8 hours, beginning at 8 a. m. and continuing till 5:30 p. m., with 1½ hours' break beginning at noon, for the entire year.

The workers have been grouped into the following 5 classes, with the basic wages indicated for an 8-hour day:

First-class boilermakers, copper boiler and pipe makers, adjusters, smiths, coppersmiths, braziers, electricians, painters and varnishers, masons, calkers, joiners and carpenters, and polishers and decorators.....	Lira 40. 15
Ordinary boilermakers.....	35. 80
Assistant electricians and metal workers, workers applying insulating materials, chippers, and workers demolishing ships.....	33. 90
Assistant boilermakers, smiths, brass-smiths, coppersmiths, and braziers....	31. 45
Youths.....	21. 80

Overtime and work on holidays are paid for according to a detailed schedule, the rates varying with the class of the worker and the time at which the work is performed.

SEAMEN'S WAGES

Data are available in great detail showing wages and working conditions from the ports of Trieste and Genoa. The following brief summary will show representative conditions.

Genoa.—The working day is of 8 hours. On cargo vessels, the additional pay per hour for members of the crew working overtime is 2.05 lire for petty officers, 1.45 lire for seamen (excluding boys), and 1.05 lire for boys. Officers are entitled to a monthly bonus, for zeal and activity, amounting to 8 percent above their monthly salaries; they receive no compensation for overtime. On ocean-going vessels overtime wages are as follows:

	<i>Lira per hour</i>
Second mate.....	5. 65
Third mate.....	4. 70
Petty officers.....	2. 40
Seamen (excluding boys).....	1. 95
Boys.....	. 90

Overtime required by scheduled times of arrival or departure of vessels is not entitled to any compensation.

Members of the crew with 6 months of continuous service are entitled to 1 day of leave with full pay for every 2 months of service. After 1 year of continuous service they are entitled to 8 days' leave with full pay, and to 1 extra day for every successive month and a half of service. If the strict necessities of the service prevent the granting of leave, the shipowner is required to pay 1 day's wages for every day of leave due and not granted to members of the crew. Sup-

plementary wages on ocean-going vessels are as follows, per month: 10 lire for carpenters and chief stewards; and 14 lire for men attending to winches, captains of the hold, storekeepers, and greasers. On cargo vessels certain officers are insured by the shipowners against death and permanent disability.

Table 13 shows the rates of pay per month of officers and seamen on cargo and ocean-going vessels. The data for cargo vessels are for December 31, 1937; those for ocean-going vessels are for September 1, 1936, but since that time a general increase of 10 percent was made, effective May 9, 1937, and another increase March 23, 1939, neither of which are covered in the rates shown for ocean-going vessels.

TABLE 13.—Monthly Pay of Officers and Seamen on Cargo and Ocean-Going Italian Vessels

Type of vessel and occupation	Per month	Type of vessel and occupation	Per month
<i>Cargo vessels</i>		<i>Ocean-going vessels—Con.</i>	
Petty officers and seamen:	<i>Lire</i>	Deck department:	<i>Lire</i>
Deck department:		Boatswains.....	660
Boatswains.....	642	Carpenters.....	644
Carpenters.....	627	Plumbers.....	644
Able seamen.....	513	Masters at arms.....	602
Ordinary seamen—		Seamen, able.....	506
First class.....	339	Seamen, ordinary.....	303
Second class.....	288	Boys.....	278
Engineer department:		Nurses.....	506
Firemen.....	642	Engineer department:	
Mechanics.....	627	Firemen.....	660
Electricians.....	627	Oilers.....	536
Oilers.....	546	Firemen of auxiliary boilers.....	562
Coal passers.....	498	Coal passers.....	491
Steward department:		Electricians.....	644
Stewards.....	477	Steward department:	
Second stewards.....	207	Chief stewards.....	665
Mess stewards.....	528	Stewards.....	491
Cooks.....	561	Second stewards.....	470
Second cooks.....	528	Stewardesses.....	460
Kitchen boys.....	207	Boys.....	278
Deck and engineer officers:	{ to 360	Store-room keepers.....	551
Chief engineers.....	1,740	Store-room assistants.....	278
First mates and first engineers.....	1,345	Linen women.....	491
Second mates and second engineers.....	1,115	Chefs and cooks.....	(2)
Third mates and third engineers.....	1,000	Second cooks.....	580
<i>Ocean-going vessels</i>		Third cooks.....	521
Officers: ¹		Butlers.....	470
Chief engineers.....	1,688	Kitchen boys.....	278
First mates and first engineers.....	1,303	Pastry cooks.....	491
Second mates and second engineers.....	1,078	Bakers.....	552
Third mates and third engineers.....	968	Butchers.....	506

¹ Master's wages are stipulated by private contract and are never lower than chief engineer's wages.

² Rates set by special agreement.

RAYON INDUSTRY, TURIN

The number of working hours per week fixed at 40, for good cause and with permission of the syndicate, may be increased to 48, but those between 40 and 48 are paid for at regular rate. Increases over normal wage rates for overtime (hours beyond 48 per week) are as follows: During the day, for those connected with production, 35 percent, and for all others 25 percent; and on holidays, double these percentages.

The wages shown in the following table were those in effect before the increases of May 9, 1937, and March 23, 1939.

TABLE 14.—Hourly Rates of Pay in the Rayon Industry of Turin

Occupation	Apprentices	Journeymen	
		After 6 months	After 12 months
Productive establishments:			
Chemical section (alkali, sulphur, filtration, soda, bleaching)—Males:			
16-19 years of age	<i>Lire</i> 1.83	<i>Lire</i> 1.87	<i>Lire</i> 2.02
Over 19	2.18	2.43	2.53
General services—Males:			
Laborers	1.95	2.08	2.20
Warehouse laborers	1.94	2.08	2.25
Spinning section—Males:			
Spool gatherers	2.18	2.33	2.53
Spool washers and dryers	2.18	2.43	2.58
Bath laborers	2.22	2.45	2.73
Cleaning and transporting bisulphate	2.18	2.33	2.47
Spinners	2.31	2.54	2.73
Twisting and smoothing section (piece work):			
Workers over 16 years of age .....	.97	1.01	1.14
Time workers:			
Dischargers		1.37	1.55
Machine dryers and bleachers	1.22	1.31	1.57
General-service workers	1.03	1.08	1.31
Packers (besides amount paid for piece work) .....	.93	.98	1.22
Selectors	1.14	1.41	
Expert selectors	1.55		
Carbonic sulphur factory:			
Men working at ovens	2.30	2.45	2.55
Laborers	2.15	2.30	2.50

Male workers in factories, and artisans in general, receive the following hourly rates:

	<i>Lire</i>
Skilled workers	3. 50
Qualified workers	2. 90
Skilled laborers	2. 50
Apprentices from 16 to 18 years of age	1. 60
Boys up to 16 years	1. 00

AGRICULTURE

Because of considerable variation in the unit working period on which the contract wage is based, variation in crops, and other dissimilarities, consular reports on agricultural wages are especially difficult to present in comparable form, as by tabulation. The Provinces of Naples, Milan, and Trieste have therefore been taken as types for various sections of the country.

Province of Naples.—The normal working day is the legal one of 8 hours, reduced to 7 in December, January, and February, and increased to 9 in June, July, and August. For ordinary overtime and that on holidays an increase of 15 percent is allowed; for work done between 2 working days, time and one-fifth is paid. Wages are to be paid weekly or semimonthly, according to local custom. Actual wages are in general those set as minima in the collective labor con-

tracts. Both permanent and temporary workers are entitled to food, including a wine ration during working hours. Regular, long-term hands are also entitled to housing, but if no housing facilities are available the farmer may employ day labor. The labor contract specifies that the farmer is to furnish a garden plot, a poultry house, and a pig pen. Sick leave, including that for confinement, on full pay and with job held open, amounts to 20 days for temporary or seasonal laborers and 2 months for permanent employees. Every agricultural laborer who has been with the same employer for a year or more is entitled to 8 days of paid vacation, divided into 2 equal portions, to be taken at times set by the employer. Fifteen days' notice is required for dismissal or payment of 2 days' wages for every year of agricultural service under 10 years, and 4 days for each year over 10 years; heirs receive the same indemnity as the worker does for dismissal in the case of his death.

The following statement shows basic minimum monthly wages, for permanent employees, which were also the actual wages in most instances in 1936. An increase of 12 percent over these rates became effective May 9, 1937, and a further increase for certain agricultural workers took effect on March 23, 1939.

	<i>Monthly wage (lire)</i>
Rural watchmen.....	313
Herders.....	302
Stableboys.....	190
Foremen.....	355
Common farm hands.....	292
Canteen employees (to serve the wine ration).....	275

From November 1 to April 30 each year, temporary farm hands received 1.17 lire per hour and from May 1 to October 31, 1.22 lire.

Province of Milan.—The working day for agricultural laborers is normally 8 hours, but is reduced to 6 hours in November, December, and January and to 7 hours in February; and increased to 9 hours in August and 10 hours in May, June, and July. The labor contract is for the year and hourly wages are not computed until the end of the agricultural year. Overtime, defined as that in excess of 2,400 hours per year, is paid for at an increase of 10 percent, on the basis of the average hourly wage. The rate for piece work is 10 percent more than the basic wage. Milkers and cowhands are to receive an indemnity for work done on their weekly rest day. Each worker is entitled to 4 working days (32 hours) of paid vacation per year, of which 2 days may be consecutive. Salaried employees may purchase farm products but may not sell them to third parties. Women and girls belonging to the family of a worker are considered bound to work if guaranteed employment for 150 working days per year. Additional cash allowances are made for reaping and threshing, for meals and

lodging when working away from place of regular employment, and for persons to sharpen their scythes who use scythes only occasionally.

Additional allowances for each family include a 2-room house in good hygienic condition or its cash equivalent (220 lire); 100 square meters of vegetable garden space or its cash equivalent (40 lire); and a poultry house and a pig pen or a cash equivalent of 25 lire for each. Special cash allowances according to the size of the farm are paid to overseers, foremen, caretakers, and irrigators; and according to the number of animals under their care or fixed cash allowances or both for horsemen, plowmen, and milkers and others caring for cattle. In addition, certain workers with cattle receive 1 liter of milk per day. Drivers of tractors, threshing machines, motors, etc., are to receive a special allowance, to be agreed upon.

Wages were increased 10 percent from May 9, 1937, and for certain agricultural workers another increase became effective on March 23, 1939, but the wages shown in the following statement were those in effect in 1936.

Unmarried males, aged—	<i>Lire per year</i>
19 to 65 years.....	2, 670. 50
17 to 19 years.....	2, 136. 40
15 to 17 years.....	1, 635. 00
13 to 15 years.....	1, 057. 30
Heads of families, males aged—	
19 to 65 years.....	1, 689. 50
18 years.....	1, 364. 40
17 years.....	861. 10
16 years.....	654. 00

In addition to the above cash wages, married males receive the following payments in kind, the quality of which is specified: 1,000 kilograms of corn, 120 kilograms of wheat, 200 kilograms of white rice, 1 liter of milk per day, 4,000 kilograms of green wood, and 500 kilograms of dry wood. If the commodities are not furnished, the worker must be paid their equivalent in cash.

Woman workers receive hourly rates varying with their age, as follows: 18 to 60 years, 0.65 lira; 16 to 18 years, 0.60 lira; and over 60 or between 13 and 16 years, 0.55 lira.

Province of Trieste.—Pay for overtime and compensation for discharge are practically the same as in the Province of Naples. Free lodging must be provided for agricultural workers in accordance with the needs of the family, subject to hygienic rules and regulations; also a vegetable garden of at least 200 square meters or its cash equivalent (20 lire per month); in the absence of pig pen or poultry yard the worker is entitled to cash compensation of 65 lire per year and 8 lire for each hen he is permitted to keep, respectively. The family is allowed to keep not more than 12 hens, 30 chicks, and 1 pig, on condition that these do not damage any of the produce of the farm.

Forty quintals of seasoned wood are to be furnished, and distributed in monthly allotments. One liter of milk per day is allowed to certain persons taking care of milch cows.

The wages shown in table 15 are those in effect after the increase made on May 9, 1937, but before that of March 23, 1939.

TABLE 15.—*Monthly Wages of Agricultural Workers in Province of Trieste*

Occupation	Over 18 years of age		16 to 18 years of age		14 to 16 years of age	
	Without board	With board	Without board	With board	Without board	With board
Flat country:	<i>Lire</i>	<i>Lire</i>	<i>Lire</i>	<i>Lire</i>	<i>Lire</i>	<i>Lire</i>
Farm foremen.....	407.05	287.05				
Cow or bull herders.....	302.75	190.75	211.90	111.10	166.50	82.50
Farm hands.....	249.30	137.30	174.30	73.50	137.15	53.15
Carso country: ¹						
Farm foremen.....	340.50	228.50				
Cow or bull herders.....	287.60	175.60	201.30	100.50	158.20	74.20
Farm hands.....	236.80	124.80	165.75	64.95	130.25	46.25

¹ Limestone plateau between Eastern Alps and mountains of Illyria.

Sources.—This article is based on data from the following sources: Reports of Howard F. Withey, American consul at Naples, March 4 and December 2, 1937 (assisted in report of March 4 by Joseph E. Haven, American consul at Florence; Sheridan Talbott, American consul at Leghorn; Lester L. Schnare, American consul at Milan; Gilson G. Blake, Jr., American consul at Rome; Lucienne J. Sabec, clerk at the American consulate at Trieste; and Francis R. Stewart, American consul at Venice); Richard B. Haven, American consul at Turin, March 12, 1937; John R. Putnam, American consul general at Genoa, March 16, 1937; William Phillips, American ambassador at Rome, May 21, 1937, and March 10, 1939; Robert C. McCloud, American vice consul at Naples, June 17, 1938 (assisted by G. H. Kemper, consul general at Rome; W. McK. Wilson, American consul at Genoa; R. B. Haven, American consul at Turin; L. L. Shane, American consul at Milan; F. R. Stewart, American consul at Venice; S. Talbott, American consul at Leghorn; F. L. Washbourne, American vice consul at Florence; and Lucienne J. Sabec, clerk at the American consulate at Trieste); and Edward L. Reed, counselor of the American embassy at Rome, March 17, 1939; U. S. Bureau of Labor Statistics, Washington, Monthly Labor Review, January 1938 (pp. 184-185), February 1938 (pp. 485-488), and November 1938, pp. 1123-1126; U. S. Bureau of Foreign and Domestic Commerce, Washington Commerce Reports January 21, 1939 (p. 53), and Comparative Law Series, June 1939 (pp. 291-292); International Labor Office, Geneva, Industrial and Labor Information, March 22, 1937 (pp. 386-387) and April 10, 1939 (p. 480); Legislative Series, 1935 Italy 5 and 1937 Italy 3; News Letter of the International Food and Drink Workers, Zurich, February 1939 (p. 48); Codice del Lavoro, Rome, Fourth edition, 1937-1938, Vol. I, (pp. 15-61, 66-70, 71-72, and 138-150) and Vol. II (pp. 498-516); Bollettino Mensile di Statistica dell'Istituto Centrale di Statistica del Regno d'Italia, Supplemento ordinario alla "Gazzetta Ufficiale," Rome, August 22, 1938 (p. 690), and September 21, 1938 (p. 783); Sindacato e Corporazione, Rome, August 1938 (pp. 288-292), and February 1939 (p. 301); Le Assicurazioni Sociali, Rome, January-February 1934, (pp. 6-23) and January-February 1939, (pp. 92-93), and supplement, "Atti Ufficiali," May-June 1938 (p. 133); L'Assistenza Sociale, Rome, October-November 1937 (pp. 936-944); Rassegna della Previdenza Sociale, Rome, April 1939 (pp. 83-84); Notiziario, Rome, February 1939, (p. 117) and April 1939, (pp. 297-299); Revista del Lavoro, Rome, April 1937 (pp. 3-4); L'Organizzazione Industriale, Rome, May 20, 1937, (pp. 1-2), January 17, 1939 (pp. 4-6), March 3, 1939 (p. 1), March 10, 1939 (pp. 1, 7), March 21, 1939 (p. 4), March 28, 1939 (p. 4), and May 9, 1939 (pp. 5-6); Il Lavoro Fascista, Rome, May 1, 1937 (p. 1) and March 10, 1939 (pp. 2, 5). From the consular offices in Italy, much additional wage material is available in the files of the United States Bureau of Labor Statistics, where it may be consulted.

Labor Turn-Over

LABOR TURN-OVER IN MANUFACTURING, MAY 1939

THERE were fewer separations and a greater number of accessions in manufacturing establishments in May than in the corresponding month of last year. The survey of labor turn-over in manufacturing industries of the Bureau of Labor Statistics indicated a moderate increase in the quit rate. No change was shown in the discharge rate. The lay-off rate declined from 3.82 to 2.67 per 100 employees, and the total separation rate fell from 4.57 to 3.48.

Compared with the preceding month a decrease was shown in the number of quits. The discharge and lay-off rates were higher. The accession rate increased from 2.95 to 3.29 per 100 employees.

All Manufacturing

The Bureau of Labor Statistics' survey of labor turn-over covers approximately 5,500 representative manufacturing establishments, which in May employed nearly 2,500,000 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 30 industries for which separate rates are shown (see table 2) reports were received from representative plants employing at least 25 percent of the workers in each industry. These data include for the first time turn-over rates for the paint and varnish and silk and rayon goods industries.

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 1938 and the first 5 months in 1939, for manufacturing as a whole. The averages of the monthly rates for 1937 and 1938 are also presented.

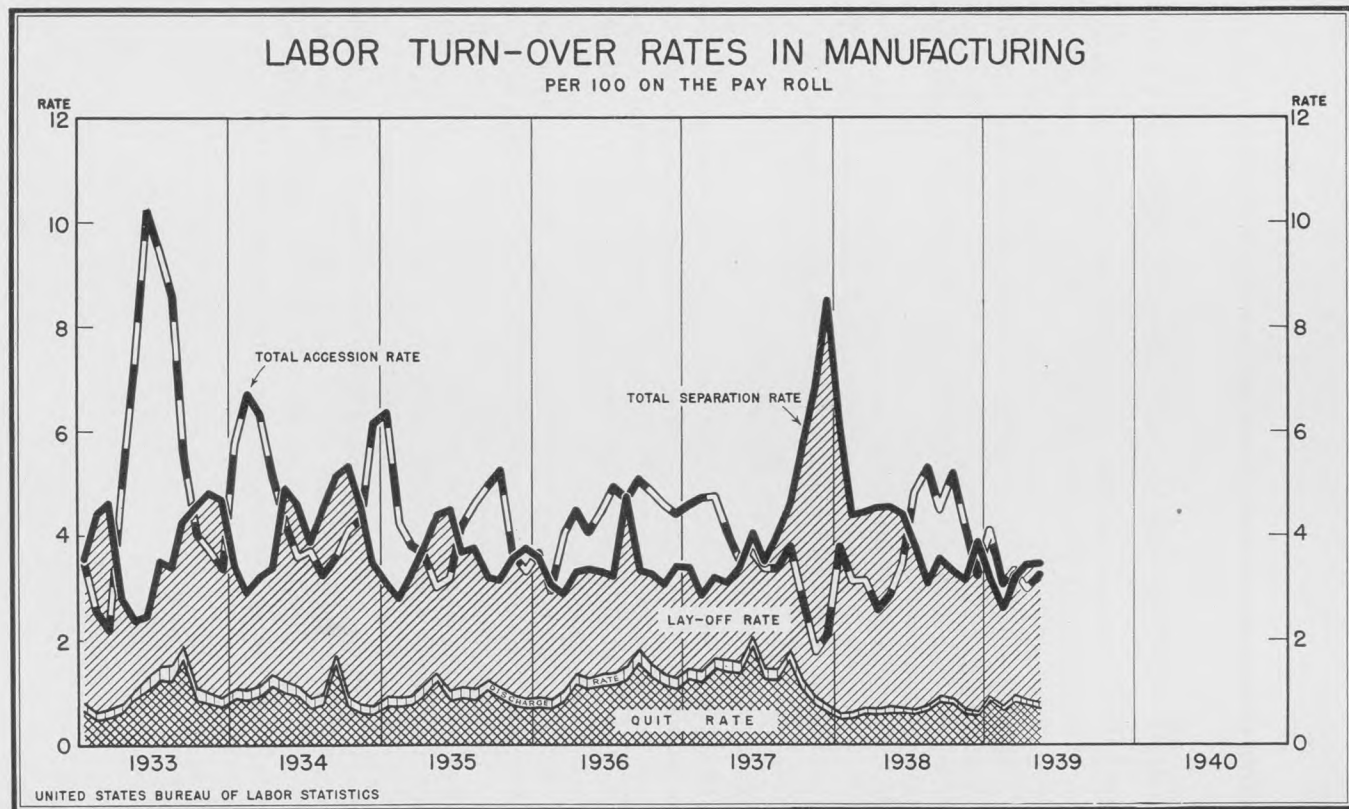


TABLE 1.—Monthly Labor Turn-Over Rates in Representative Factories in 144 Industries ¹

Class of turn-over and year	January	February	March	April	May	June	July	August	September	October	November	December	Average
Separations:													
Quits:													
1939.....	0.85	0.64	0.82	0.76	0.68	-----	-----	-----	-----	-----	-----	-----	-----
1938.....	.52	.49	.61	.59	.62	0.61	0.59	0.65	0.82	0.78	0.60	0.68	0.62
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:													
1939.....	.10	.10	.13	.10	.13	-----	-----	-----	-----	-----	-----	-----	-----
1938.....	.11	.11	.11	.10	.13	.11	.09	.10	.12	.12	.10	.09	.11
1937.....	.21	.22	.24	.23	.21	.19	.21	.19	.19	.10	.16	.14	.20
Lay-offs:²													
1939.....	2.24	1.87	2.23	2.60	2.67	-----	-----	-----	-----	-----	-----	-----	-----
1938.....	5.45	3.79	3.74	3.85	3.82	3.69	3.13	2.33	2.62	2.40	2.44	3.21	3.37
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:													
1939.....	3.19	2.61	3.18	3.46	3.48	-----	-----	-----	-----	-----	-----	-----	-----
1938.....	6.08	4.39	4.46	4.54	4.57	4.41	3.81	3.08	3.56	3.30	3.14	3.88	4.10
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:													
1939.....	4.09	3.06	3.34	2.95	3.29	-----	-----	-----	-----	-----	-----	-----	-----
1938.....	3.78	3.13	3.13	2.58	2.84	3.44	4.81	5.29	4.51	5.19	4.24	3.22	3.85
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.

Selected Industries

Detailed turn-over rates for 30 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 May and April 1939, and May 1938.

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

Class of rates	May 1939	April 1939	May 1938	May 1939	April 1939	May 1938	May 1939	April 1939	May 1938
	Automobiles and bodies			Automobile parts			Boots and shoes		
Quit.....	0.54	0.49	0.37	0.61	0.57	0.56	0.62	0.70	0.66
Discharge.....	.07	.09	.05	.15	.12	.06	.11	.13	.08
Lay-off.....	4.02	4.22	9.91	7.37	5.84	10.82	6.23	3.72	5.34
Total separation.....	4.63	4.80	10.33	8.13	6.53	11.44	6.96	4.55	6.08
Accession.....	2.38	2.41	1.91	3.93	3.48	3.81	2.04	1.21	1.36
	Brick, tile, and terra cotta			Cement			Cigars and cigarettes		
Quit.....	0.73	0.77	1.26	0.32	0.46	0.71	1.39	1.00	1.09
Discharge.....	.12	.14	.08	.09	.05	.07	.14	.14	.07
Lay-off.....	2.21	7.28	5.68	4.62	3.78	8.57	.90	1.19	.64
Total separation.....	3.06	8.19	7.02	5.03	4.29	9.35	2.43	2.33	1.80
Accession.....	9.70	6.32	10.13	5.93	6.45	8.92	3.61	2.63	2.07
	Cotton manufacturing			Electrical machinery			Foundries and machine shops		
Quit.....	1.34	1.27	0.92	0.50	0.54	0.58	0.47	0.62	0.36
Discharge.....	.23	.27	.18	.09	.05	.11	.07	.09	.08
Lay-off.....	2.61	2.68	4.39	2.35	2.59	5.36	1.93	2.03	4.78
Total separation.....	4.18	4.22	5.49	2.94	3.18	6.05	2.47	2.74	5.22
Accession.....	2.96	2.59	4.09	2.09	2.32	1.32	2.28	2.63	1.31

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

Class of rates	May 1939	April 1939	May 1938	May 1939	April 1939	May 1938	May 1939	April 1939	May 1938
	Furniture			Glass			Hardware		
Quit.....	0.73	0.72	0.42	0.48	0.37	0.46	0.65	0.54	0.45
Discharge.....	.19	.20	.15	.19	.06	.20	.14	.15	.07
Lay-off.....	3.91	3.22	3.71	7.65	2.24	3.65	1.50	1.19	4.32
Total separation.....	4.83	4.14	4.28	8.32	2.67	4.31	2.29	1.88	4.84
Accession.....	5.31	3.22	4.43	2.53	2.31	2.50	1.51	1.28	.90
	Iron and steel			Knit goods			Machine tools		
Quit.....	0.35	0.36	0.35	0.95	1.04	1.47	0.75	0.64	0.52
Discharge.....	.05	.04	.04	.08	.11	.10	.05	.05	.11
Lay-off.....	1.16	1.07	2.75	1.73	1.36	2.54	.36	.59	3.69
Total separation.....	1.56	1.47	3.14	2.76	2.51	4.11	1.16	1.28	4.32
Accession.....	1.10	1.07	1.37	1.87	2.74	2.37	3.56	2.65	.74
	Men's clothing			Paints and varnishes			Paper and pulp		
Quit.....	0.69	0.70	0.75	0.88	0.84	0.50	0.50	0.55	0.40
Discharge.....	.06	.09	.04	.17	.13	.08	.12	.11	.13
Lay-off.....	5.71	6.00	9.54	1.64	.59	1.54	1.17	1.19	1.51
Total separation.....	6.46	6.79	10.33	2.69	1.56	2.12	1.79	1.85	2.04
Accession.....	3.93	3.93	4.28	2.63	3.39	1.60	1.53	2.03	1.14
	Petroleum refining			Printing and publishing					
				Book and job			Newspapers		
Quit.....	0.28	0.22	0.19	0.52	0.41	0.37	0.28	0.22	0.25
Discharge.....	.14	.07	.07	.13	.09	.17	.09	.29	.04
Lay-off.....	1.68	1.69	1.27	3.48	3.08	2.77	2.10	1.72	1.02
Total separation.....	2.10	1.98	1.53	4.13	3.58	3.31	2.47	2.23	1.31
Accession.....	4.30	2.83	1.79	4.23	4.13	2.96	2.68	2.04	1.48
	Radios and phonographs			Rayon			Rubber boots and shoes		
Quit.....	1.45	1.35	1.25	0.51	0.52	0.43	0.88	0.70	0.59
Discharge.....	.12	.15	.05	.15	.14	.25	.04	.09	.01
Lay-off.....	1.94	3.64	12.19	1.79	2.35	1.53	4.93	2.92	.57
Total separation.....	3.51	5.14	13.49	2.45	3.01	2.21	5.85	3.71	1.17
Accession.....	8.73	3.38	6.68	2.30	1.08	3.94	1.91	1.27	1.98
	Rubber tires			Sawmills			Silk and rayon goods		
Quit.....	0.51	0.36	0.71	1.14	1.16	1.12	1.10	0.88	0.81
Discharge.....	.07	.05	.02	.20	.19	.24	.06	.08	.10
Lay-off.....	2.66	1.55	1.02	2.24	2.24	5.17	4.67	4.16	4.44
Total separation.....	3.24	1.96	1.75	3.58	3.59	6.53	5.83	5.12	5.35
Accession.....	1.19	2.04	1.92	6.29	7.97	5.19	1.90	3.24	3.25
	Slaughtering and meat packing			Steam and hot-water heating apparatus			Woolen and worsted goods		
Quit.....	0.58	0.47	0.45	0.65	0.54	0.44	0.96	1.24	0.74
Discharge.....	.14	.28	.14	.07	.07	.08	.09	.08	.05
Lay-off.....	3.48	4.59	4.51	1.22	3.56	1.56	1.90	5.60	4.97
Total separation.....	4.20	5.34	5.10	1.94	4.17	2.08	2.95	6.92	5.76
Accession.....	7.35	5.80	7.29	1.34	1.88	3.37	11.85	3.92	13.93

Employment Offices

OPERATIONS OF UNITED STATES EMPLOYMENT SERVICE, JUNE 1939

THE United States Employment Service marked the completion of its sixth year of activity in the Department of Labor by the attainment of the largest monthly volume of private placements in its history. With 343,548 placements in June of which over one-quarter of a million represented jobs filled in private industry, the total of placements made during the fiscal year was brought to 3,134,052. The total for the 6-year period numbered 26,252,551.

Employment Service activities in recent months have been notable for the continued sharp gains in private placements. The June volume of 251,371 private placements was 3.7 percent higher than in May, which in the past has usually been the peak month for placements in private jobs. Private placements were 53.5 percent higher than in June 1938, the gains being most noteworthy for placements of men in jobs of regular duration, which were 79.9 percent above the total of last June.

Private placement activity has occupied an increasingly important place in Employment Service work. During the early years of operation of the present Service placements in public or relief work consistently exceeded placements with private employers. In December 1936 private jobs for the first time exceeded the combined volume of all other types of placements and since that time they have shown an increasingly wide margin. The 2,225,175 private placements made in the present fiscal year represent a gain of 13.4 percent over the total for the preceding fiscal year. During the first half of the present fiscal year, the 6 months ended December 31, 1938, placement activities ran behind the record of a year earlier, the 1,095,123 private placements made in this period being 6.6 percent lower than the total for the last 6 months of the calendar year 1937. Marked gains were made following that time, however, 1,130,052 private jobs being filled, a volume 43 percent above the record for the corresponding period of the previous year. Most significant was the fact that gains were greatest in jobs of regular duration, which increased 59.4 percent compared to 30.6 percent for temporary jobs. Private placements during June included 139,655 placements of men and 111,716 placements of women. Placements of regular duration numbered 117,287,

up 71.8 percent from last June, and temporary placements numbered 134,084, a gain of 40.5 percent from June 1938.

In addition to the placements with private employers, Employment Service offices made 92,177 placements in public employment, nearly all being placements of men. Only a very small number of these placements were in relief-type work.

Placement activities of the Employment Service from July 1, 1933, through June 30, 1939, are summarized in table 1. Activities for the month of June are summarized in table 2.

Over one and one-quarter million applications for jobs were received during June, bringing to a total of 14,143,392 the number of applications for the fiscal year. This is the largest total for any year since that ended June 30, 1934. New applications were received from 569,975 persons in June and from 6,587,309 during the fiscal year. Renewals of previously registered applicants numbered 693,867 in June and 7,556,083 for the 12-month period.

June applications were 4.1 percent greater than the number received in May but were 7.4 percent less than the number received in June 1938. Men filed 877,218 applications in June and women 386,624.

On June 30, 6,271,017 registrants were actively seeking work through the Employment Service—1.7 percent less than in May and 19.9 percent fewer than in June 1938. Men numbered 4,796,827, or 3 percent less than in May and 22.3 percent less than in June 1938. Women numbered 1,474,190, or 2.6 percent more than in May but 11.1 percent less than in June 1938.

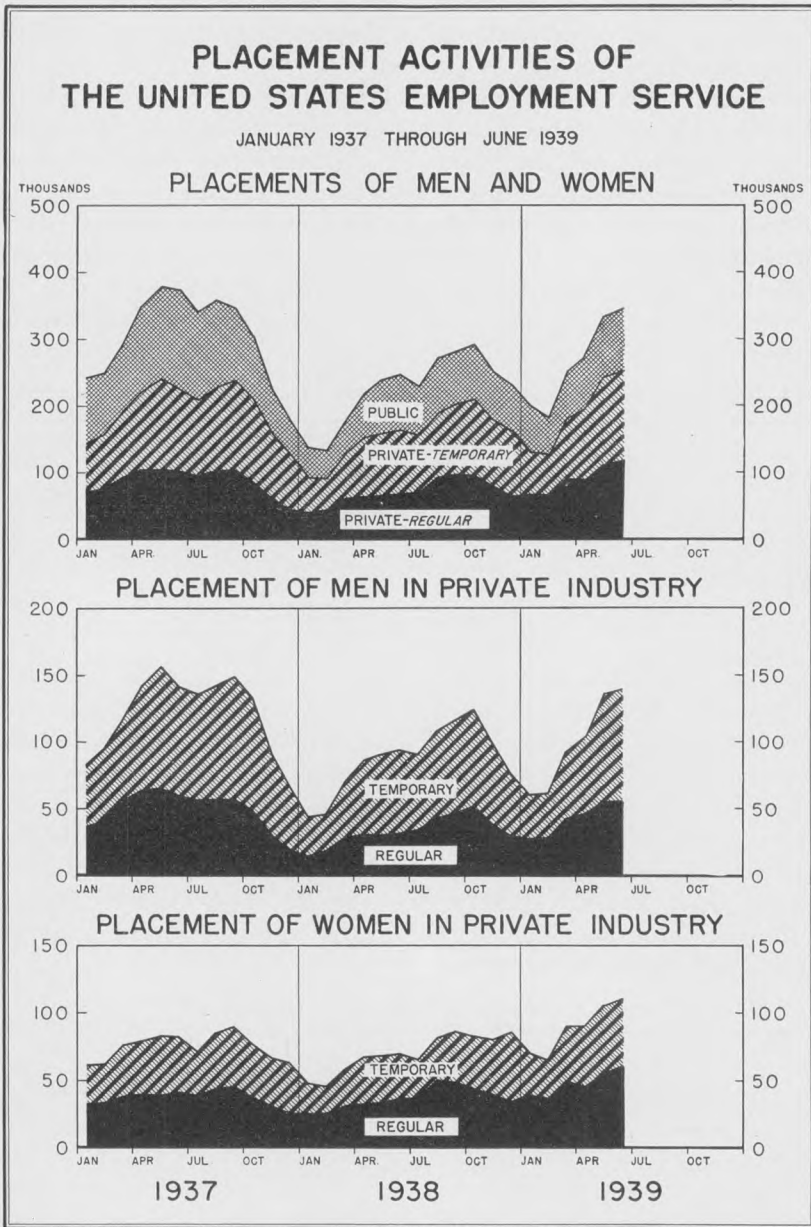
TABLE 1.—Activities of United States Employment Service by Fiscal Years, July 1933 to June 1939

Year	Applications		Placements				Active file (end of month)
	Total	New	Total	Private	Public	Relief	
Total (6 years).....	76, 910, 114	40, 045, 189	26, 252, 551	9, 844, 627	8, 565, 112	7, 842, 806	-----
July 1938-June 1939.....	14, 143, 392	6, 587, 309	3, 134, 052	2, 225, 175	1, 868, 881	1, 39, 990	6, 271, 017
July 1937-June 1938.....	12, 014, 212	6, 546, 134	2, 900, 056	1, 962, 765	894, 745	42, 546	7, 831, 063
July 1936-June 1937.....	8, 392, 842	3, 876, 572	4, 231, 805	2, 100, 606	1, 846, 269	284, 930	5, 016, 023
July 1935-June 1936.....	11, 871, 843	6, 263, 188	5, 779, 499	1, 160, 244	1, 751, 724	2, 867, 531	6, 498, 076
July 1934-June 1935.....	10, 715, 974	4, 137, 012	3, 174, 651	1, 089, 964	1, 681, 768	402, 919	6, 713, 047
July 1933-June 1934.....	19, 771, 851	12, 634, 974	7, 032, 488	1, 305, 873	1, 521, 725	4, 204, 890	7, 627, 375

¹ May and June 1939, estimated.

The improvement in placement activity both during June and during the last half of the fiscal year was general. All but the East North Central and West North Central regions showed improvement from May to June and every region showed gains above June of last year. Greatest increases from the previous month were shown in the Pacific and Mountain States areas, while the largest increases from June 1938 occurred in the New England and East North Central regions. In New England, placements in June were 102.3 percent above the level of June 1938.

Declines in the number of job seekers were also distributed throughout the entire country. Decreases in the active file as compared to



May occurred in every region except the South Atlantic and West South Central regions. Likewise declines as compared to June 1938 were noted in every region except the West South Central. The

greatest decrease as compared to May 1939 occurred in the West North Central region, 4.2 percent less than the previous month, while as compared to June 1938 the New England States showed a drop of 38.6 percent, the Middle Atlantic a decline of 25.1 percent, and the South Atlantic a drop of 23.7 percent.

During June the 1,661 offices and 2,695 itinerant points affiliated with the United States Employment Service assisted in making 103,873 supplemental placements in addition to the complete placements reported above. These represent instances in which the Employment Service assisted in placing workers in jobs although it did not participate in all of the steps necessary for a complete placement. Altogether 193,762 solicitations of employers were made during the month and 10,903,590 personal visits were received at the employment offices.

TABLE 2.—Summary of Operations of United States Employment Service, June 1939

Activity	Number	Percent of change from—		
		May 1939	June 1938	June 1937
Total applications.....	1, 263, 842	+4.1	-7.4	+88.4
New applications.....	569, 975	+10.4	-29.1	+68.7
Renewals.....	693, 867	-0.5	+23.7	+108.4
Total placements.....	343, 548	+3.1	+39.5	-8.2
Private.....	251, 371	+3.7	+53.5	+11.9
Regular.....	117, 287	+6.2	+71.8	+15.8
Temporary.....	134, 084	+1.6	+40.5	+8.7
Public.....	92, 177	+1.6	+11.6	-38.3
Active file (end of month).....	6, 271, 017	-1.7	-19.9	+25.0

Placements of veterans during June were above the level of June 1938 but showed decreases from the totals of May. A total of 14,338 placements were made, of which 8,646 were in private employment. During the month 40,653 applications for work were received from veterans, of which only 11,782 represented previously unregistered applicants. At the end of the month 311,982 veterans were actively seeking work through the facilities of the Employment Service. Activities of the Employment Service for veterans during June are summarized in tables 3 and 6.

TABLE 3.—Summary of Veterans' Activities, June 1939

Activity	Number	Percent of change from—		
		May 1939	June 1938	June 1937
Total applications.....	40, 653	-6.0	-19.0	+33.0
New applications.....	11, 782	-10.5	-49.0	+25.2
Renewals.....	28, 871	-4.1	+6.5	+36.5
Total placements.....	14, 338	-9.3	+5.2	-34.6
Private.....	8, 646	-9.7	+18.5	-20.9
Regular.....	2, 875	-10.3	+45.6	-30.9
Temporary.....	5, 771	-9.4	+8.5	-14.7
Public.....	5, 692	-8.8	-10.2	-48.3
Active file (end of month).....	311, 982	-6.5	-29.6	+14.7

Activities of Employment Service offices in the various States during the fiscal year ended June 30, 1939, and for the month of June, are summarized in tables 4 and 5, respectively.

TABLE 4.—Operations of United States Employment Service, July 1938 to June 1939

Division and State	Placements				Field visits	Applications		Active file, June 30, 1939	Supplementary placements Oct. 1938-June 1939	
	Total	Private		Public		Total	New			
		Number	Percent of change from 1937-38							Regular
United States.....	3,134,052	2,225,175	+13.4	1,044,467	908,877	1,852,806	14,143,392	6,587,309	6,271,017	567,091
New England.....	154,522	110,597	+61.4	70,348	43,925	82,074	848,854	398,783	472,026	8,050
Maine.....	24,038	14,473	+185.2	11,163	9,565	14,318	125,611	36,268	33,929	1,607
New Hampshire.....	23,447	17,649	+87.8	11,093	5,798	11,872	81,437	22,743	30,716	1,360
Vermont.....	13,288	7,802	+16.1	4,551	5,486	4,184	37,472	13,826	16,791	213
Massachusetts.....	34,767	24,531	+48.1	16,626	10,236	18,648	323,630	202,449	255,294	1,773
Rhode Island.....	12,702	9,373	+35.6	5,572	3,329	7,869	89,451	48,457	33,716	785
Connecticut.....	46,280	36,769	+54.1	21,343	9,511	25,183	191,253	75,040	101,580	2,312
Middle Atlantic.....	385,589	299,905	+5.4	155,107	85,684	264,801	3,210,761	1,512,369	1,588,956	16,942
New York.....	205,289	158,547	+5.0	74,146	46,742	87,983	1,627,245	765,945	469,377	4,997
New Jersey.....	68,412	62,607	+59.5	32,770	5,805	87,086	478,614	232,787	258,387	1,678
Pennsylvania.....	111,888	78,751	+63.0	48,191	33,137	89,732	1,104,902	513,637	861,192	10,267
E. N. Central.....	513,987	417,524	+0.7	214,524	96,463	350,129	2,783,071	1,313,915	1,222,160	36,307
Ohio.....	114,687	89,290	-18.0	41,586	25,397	104,124	720,336	337,685	425,280	16,415
Indiana.....	76,079	71,364	+66.4	42,466	4,715	51,477	461,488	224,582	198,520	9,569
Illinois.....	140,392	128,764	-21.4	54,177	11,628	72,403	438,261	196,669	166,886	2,861
Michigan.....	101,863	72,697	+62.7	45,717	29,166	84,842	781,928	428,432	260,732	3,578
Wisconsin.....	80,966	55,409	+7.9	30,578	25,557	37,283	381,058	126,547	170,742	3,884
W. N. Central.....	340,903	217,887	+7.4	94,598	123,016	238,985	1,156,997	507,975	555,897	15,137
Minnesota.....	69,178	50,385	-7.5	25,699	18,793	90,902	236,815	101,134	185,552	4,794
Iowa.....	90,854	55,352	+16.7	20,501	35,502	41,398	222,869	91,907	93,280	3,996
Missouri.....	52,305	39,040	+13.1	19,654	13,265	38,673	324,383	171,876	126,285	642
North Dakota.....	35,952	29,973	+3.5	11,428	5,979	12,256	68,204	25,790	31,825	906
South Dakota.....	19,085	10,878	+38.3	4,354	8,207	8,125	41,453	16,340	32,044	854
Nebraska.....	39,715	15,267	+3.6	6,463	24,448	25,805	107,412	39,281	53,214	863
Kansas.....	33,814	16,992	+14.1	6,499	16,822	21,826	155,561	61,647	33,697	3,082
South Atlantic.....	439,307	244,040	+29.8	134,932	195,267	176,324	1,761,874	850,174	724,291	22,439
Delaware.....	15,936	11,498	+5.2	5,752	4,438	3,212	42,362	14,567	13,567	209
Maryland.....	39,412	26,276	+57.9	14,168	13,136	20,956	237,342	82,457	73,779	1,267
Dist. of Columbia.....	35,704	32,516	+43.1	14,060	3,188	3,379	109,782	50,705	45,048	339
Virginia.....	70,515	34,439	+25.4	24,129	36,076	23,349	259,083	120,717	49,955	2,441
West Virginia.....	41,329	27,391	+86.8	16,759	13,938	24,659	236,582	90,082	80,850	5,774
North Carolina.....	106,559	61,511	+32.3	35,197	45,048	27,025	339,871	177,810	107,783	5,591
South Carolina.....	36,422	12,108	-11.1	6,629	24,314	14,083	138,365	91,247	114,486	805
Georgia.....	73,584	35,445	+22.0	16,694	38,139	53,104	266,575	146,548	167,758	1,813
Florida.....	19,846	2,856	+8.6	1,544	16,990	6,557	111,912	76,041	71,065	4,500
East South Central.....	202,751	104,501	+42.9	64,075	98,250	77,742	838,625	451,377	420,234	117,462
Kentucky.....	27,825	13,563	-10.6	5,748	14,262	8,016	196,019	111,718	85,381	5,055
Tennessee.....	56,943	35,861	+53.9	20,502	21,082	30,524	171,209	96,815	137,711	96,535
Alabama.....	60,099	38,130	+29.4	26,387	21,969	24,904	217,221	105,138	131,932	10,045
Mississippi.....	57,884	16,947	+225.3	11,438	40,937	14,298	254,176	137,706	65,210	5,827
W. S. Central.....	541,712	419,122	+0.4	127,733	122,590	362,485	1,362,005	659,276	523,183	251,133
Arkansas.....	47,250	34,088	+24.7	8,570	13,162	22,917	115,536	61,655	76,385	18,787
Louisiana.....	57,125	43,349	+51.7	27,613	13,776	35,431	251,198	116,644	110,531	9,846
Oklahoma.....	50,337	35,758	+10.0	8,059	14,579	28,554	224,449	107,071	54,911	4,270
Texas.....	387,000	305,927	-7.0	83,491	81,073	275,583	770,822	373,906	281,356	218,230
Mountain.....	210,464	150,329	+40.4	64,168	60,135	106,814	616,862	217,287	204,677	36,298
Montana.....	26,613	12,961	+24.6	7,458	13,652	19,130	56,607	19,459	27,673	2,066
Idaho.....	29,233	20,633	+51.5	7,033	8,600	19,495	86,322	30,801	14,916	3,668
Wyoming.....	13,063	6,009	+2.0	3,277	7,054	4,163	43,924	13,747	11,870	333
Colorado.....	49,015	39,424	+24.4	13,024	9,591	21,234	173,569	60,389	64,337	1,684
New Mexico.....	39,561	33,828	+132.5	14,900	6,233	17,444	63,228	23,720	33,532	2,736
Arizona.....	23,914	18,260	+31.1	10,753	5,654	9,080	66,122	32,174	23,848	20,274
Utah.....	17,354	11,737	+3.2	3,425	5,617	8,782	100,638	27,662	24,110	4,954
Nevada.....	11,711	7,977	+36.5	4,298	3,734	7,486	26,452	9,335	4,391	683
Pacific.....	334,399	257,564	+11.7	117,568	76,835	190,379	1,542,546	658,999	547,873	60,092
Washington.....	36,278	30,085	+38.2	12,276	6,193	27,509	177,720	75,577	92,505	8,337
Oregon.....	52,991	32,877	+26.8	21,596	20,114	23,960	143,360	69,025	47,114	22,997
California.....	245,130	194,602	+6.4	83,696	50,528	138,910	1,221,466	514,397	408,254	29,658
Alaska.....	4,485	1,688	(?)	619	2,797	1,438	8,110	5,193	2,426	213
Hawaii.....	5,933	2,018	(?)	795	3,915	1,635	13,987	11,961	9,294	3,018

1 Data not available prior to October 1938.

2 Service not in operation during all of 1937-38.

TABLE 5.—Operations of United States Employment Service, June 1939

Division and State	TOTAL										
	Placements ¹				Public	Field visits	Applications		Active file, June 30, 1939	Personal visits	Supplemental placements
	Total	Private	Regular (over 1 month)	Public			Total	New			
	Number	Per cent of change from May									
United States.....	343,548	251,371	+4	117,287	92,177	193,762	1,263,842	569,975	6,271,017	10,903,590	103,873
New England.....	18,688	11,824	+9	8,077	6,864	7,190	83,524	38,038	472,026	787,922	776
Maine.....	3,604	2,226	+49	1,845	1,378	1,187	9,548	3,525	33,929	68,389	275
N. H.....	2,656	1,445	-16	1,029	1,211	1,408	6,704	2,320	30,716	38,398	172
Vermont.....	1,686	909	+15	597	777	510	3,451	1,741	16,791	34,428	20
Mass.....	4,059	2,178	+1	1,512	1,881	1,174	30,795	18,374	255,294	401,118	50
Rhode Island.....	1,219	848	+12	520	371	870	8,815	4,355	33,716	116,799	52
Connecticut.....	5,464	4,218	+7	2,574	1,246	1,981	24,211	7,723	101,580	148,790	207
Middle Atlantic.....	46,430	36,351	-1	20,270	10,079	38,802	323,421	143,184	1,588,956	3,118,562	3,382
New York.....	24,245	19,331	+2	9,816	4,914	10,663	156,804	72,679	469,377	1,676,000	1,146
New Jersey.....	10,815	9,945	+1	5,693	870	18,211	53,160	26,726	258,387	324,194	899
Pennsylvania.....	11,370	7,075	-11	4,761	4,295	9,928	113,457	43,879	861,192	1,118,368	1,337
E. N. Central.....	56,929	47,239	-2	25,159	9,690	37,516	236,730	107,042	1,222,160	1,959,088	6,933
Ohio.....	14,169	11,356	-10	5,706	2,813	14,849	69,245	32,402	425,280	693,247	4,790
Indiana.....	8,287	7,915	+3	4,398	372	3,479	40,227	18,838	198,520	268,680	1,475
Illinois.....	10,971	10,772	-12	4,825	199	3,848	38,929	23,611	166,886	185,158	240
Michigan.....	14,294	10,598	+15	6,322	3,696	12,617	54,698	20,096	260,732	651,511	157
Wisconsin.....	9,208	6,598	+0	3,908	2,610	2,723	33,631	12,995	170,742	160,492	271
W. N. Central.....	34,690	22,114	-5	10,019	12,576	24,310	101,622	46,555	555,897	718,224	2,148
Minnesota.....	7,901	5,155	-5	2,795	2,746	7,820	19,611	8,278	185,552	200,474	1,158
Iowa.....	9,304	5,220	-15	1,887	4,084	4,156	20,723	8,485	93,280	148,072	132
Missouri.....	6,516	5,122	+1	2,475	1,394	4,535	33,940	18,049	126,285	188,927	74
North Dakota.....	2,483	1,742	+8	790	741	1,404	4,313	2,134	31,825	34,517	129
South Dakota.....	1,674	1,030	+1	434	644	755	3,157	1,447	32,044	19,810	100
Nebraska.....	3,805	1,463	-9	680	2,342	2,446	7,880	3,416	53,214	56,275	133
Kansas.....	3,007	2,382	+3	958	625	3,194	12,098	4,746	33,697	70,149	422
South Atlantic.....	46,010	25,995	+0	13,279	20,015	17,338	154,101	67,994	724,291	1,245,230	3,404
Delaware.....	2,072	1,392	-7	474	680	473	4,984	1,584	13,567	24,966	22
Maryland.....	4,079	2,875	+2	1,651	1,204	1,862	28,438	6,655	73,779	126,708	121
Dist. of Col.....	3,915	3,251	-20	1,417	664	428	9,855	4,258	45,048	66,219	32
Virginia.....	7,129	3,760	-16	2,585	3,369	2,519	20,897	9,177	49,955	157,348	264
West Virginia.....	3,594	2,320	+2	1,453	1,274	2,216	19,621	6,441	80,850	163,726	470
N. C.....	9,719	4,864	+13	2,634	4,855	1,634	22,593	9,842	107,783	256,427	2,149
S. C.....	4,120	1,120	+5	578	3,000	1,184	10,434	5,598	114,486	129,440	59
Georgia.....	9,312	5,410	+18	1,971	3,902	5,554	21,878	12,719	167,758	174,410	145
Florida.....	2,070	1,003	+21	566	1,067	1,468	15,401	11,720	71,065	145,986	142
E. S. Central.....	21,975	12,253	-4	4,637	9,722	7,481	64,720	33,890	420,234	508,280	25,193
Kentucky.....	3,631	2,021	-4	808	1,610	1,040	16,463	9,884	85,381	100,941	476
Tennessee.....	6,394	4,558	-5	1,710	1,836	3,276	14,654	8,363	137,711	152,199	22,122
Alabama.....	5,347	3,741	-15	1,459	1,606	1,791	15,040	6,591	131,932	159,539	1,598
Mississippi.....	6,603	1,933	+37	660	4,670	1,374	18,563	9,052	65,920	95,601	997
W. S. Central.....	53,270	42,539	+1	13,087	10,731	32,254	101,289	50,846	523,183	993,653	43,698
Arkansas.....	7,575	6,506	+1	1,054	1,069	2,271	9,799	5,388	76,385	105,036	5,077
Louisiana.....	5,027	3,975	-18	2,734	1,052	4,143	19,512	8,822	110,531	154,225	760
Oklahoma.....	6,041	4,845	-16	1,005	1,196	4,171	18,289	7,788	54,911	154,851	641
Texas.....	34,627	27,213	+9	8,294	7,414	21,669	53,689	28,848	281,356	579,541	37,220
Mountain.....	23,375	16,988	+26	6,073	6,387	12,008	53,244	20,552	204,677	379,934	3,862
Montana.....	2,064	795	-7	476	1,269	1,663	4,782	1,889	27,673	39,329	295
Idaho.....	4,345	3,249	+27	817	1,096	1,910	6,300	2,648	14,916	57,170	331
Wyoming.....	1,198	541	-32	260	657	349	3,927	1,456	11,870	29,812	32
Colorado.....	7,304	5,907	+30	2,038	1,397	3,246	15,220	5,915	64,337	127,455	680
New Mexico.....	2,206	1,415	+13	889	791	1,455	4,304	1,835	33,532	29,525	168
Arizona.....	2,314	1,894	+9	663	420	1,737	5,621	2,448	23,848	39,213	1,010
Utah.....	2,581	2,199	+172	370	382	960	10,165	3,166	24,110	38,135	1,297
Nevada.....	1,363	988	+3	560	375	688	2,925	1,195	4,391	19,295	49
Pacific.....	40,779	35,590	+23	16,473	5,189	16,504	143,117	60,318	547,873	1,171,057	14,161
Washington.....	8,603	8,039	+90	2,840	564	3,299	19,128	8,780	92,505	138,792	926
Oregon.....	7,490	5,715	+30	3,093	1,775	2,438	11,881	5,328	47,114	121,600	9,187
California.....	24,686	21,836	+8	10,540	2,850	10,767	112,108	46,210	408,254	910,665	4,048
Alaska.....	866	242	-18	114	624	181	940	570	2,426	10,549	55
Hawaii.....	536	236	+11	99	300	178	1,134	986	9,294	11,091	261

¹ Preliminary.

TABLE 5.—Operations of United States Employment Service, June 19 9—Continued

MEN

Division and State	Placements ¹				Applications			Active file, June 30, 1939	
	Total	Private			Public	Total	New		
		Number	Per- cent of change from May	Regu- lar (over 1 month)			Number		Per- cent of change from May
United States.....	231, 163	139, 655	+3	56, 664	91, 508	877, 218	357, 783	+7	4, 796, 827
New England.....	13, 100	6, 266	+5	4, 322	6, 834	52, 032	20, 689	-18	319, 829
Maine.....	2, 578	1, 203	+38	966	1, 375	6, 759	2, 137	+53	25, 893
New Hampshire.....	2, 106	911	-25	650	1, 195	4, 583	1, 502	+27	22, 318
Vermont.....	1, 275	499	+13	326	776	2, 368	1, 083	+48	12, 724
Massachusetts.....	2, 858	983	-5	682	1, 875	17, 574	9, 544	+7	171, 356
Rhode Island.....	724	354	+25	222	370	5, 174	2, 508	+14	18, 838
Connecticut.....	3, 559	2, 316	+9	1, 476	1, 243	15, 574	3, 915	+25	68, 700
Middle Atlantic.....	25, 314	15, 297	-7	8, 926	10, 017	211, 049	84, 274	-0	1, 176, 381
New York.....	14, 014	9, 139	-2	4, 718	4, 875	96, 137	43, 817	-12	305, 397
New Jersey.....	4, 314	3, 451	-6	2, 374	863	33, 428	14, 086	+10	183, 299
Pennsylvania.....	6, 986	2, 707	-22	1, 834	4, 279	81, 484	26, 371	+18	687, 685
East North Central.....	34, 097	24, 557	-2	12, 082	9, 540	167, 747	67, 919	-12	990, 656
Ohio.....	8, 413	5, 625	-11	2, 627	2, 788	48, 442	20, 926	+0	350, 627
Indiana.....	4, 229	3, 880	+3	1, 772	349	25, 977	11, 264	+22	155, 545
Illinois.....	5, 454	5, 264	-19	2, 130	190	27, 781	16, 018	+22	130, 781
Michigan.....	9, 910	6, 226	+20	3, 586	3, 664	42, 249	12, 856	+11	215, 118
Wisconsin.....	6, 091	3, 562	+6	1, 967	2, 529	23, 298	6, 855	+24	138, 585
West North Central.....	24, 475	12, 029	-6	4, 591	12, 446	69, 859	28, 022	+11	432, 786
Minnesota.....	5, 248	2, 532	-13	1, 224	2, 716	12, 952	4, 945	+23	147, 901
Iowa.....	6, 729	2, 695	-18	858	4, 034	14, 385	5, 216	+19	72, 128
Missouri.....	4, 273	2, 883	-2	1, 158	1, 390	22, 686	10, 599	+8	92, 174
North Dakota.....	1, 688	960	+7	369	728	2, 851	1, 169	+23	25, 493
South Dakota.....	1, 207	566	+3	230	641	2, 246	841	+14	25, 498
Nebraska.....	3, 149	836	-3	260	2, 313	5, 762	2, 085	+8	42, 613
Kansas.....	2, 181	1, 557	+8	492	624	8, 977	3, 167	-5	26, 979
South Atlantic.....	34, 184	14, 227	+1	6, 627	19, 957	112, 840	44, 975	-1	534, 217
Delaware.....	1, 378	700	-9	246	678	3, 375	958	+47	9, 360
Maryland.....	3, 029	1, 827	-2	1, 022	1, 202	22, 361	4, 274	+32	57, 031
District of Columbia.....	1, 975	1, 322	-26	534	653	5, 994	2, 621	+35	30, 612
Virginia.....	5, 328	1, 963	-16	1, 341	3, 365	15, 182	6, 405	-4	35, 572
West Virginia.....	2, 406	1, 133	+8	717	1, 273	16, 055	4, 607	-46	69, 398
North Carolina.....	7, 298	2, 463	+1	1, 137	4, 835	15, 882	6, 572	-7	69, 314
South Carolina.....	3, 664	670	-2	252	2, 994	7, 775	3, 698	+14	88, 569
Georgia.....	7, 499	3, 606	+31	1, 118	3, 893	15, 406	8, 105	+20	119, 178
Florida.....	1, 607	543	+23	260	1, 064	10, 810	7, 735	+8	55, 183
East South Central.....	17, 107	7, 400	+0	2, 067	9, 707	50, 737	24, 808	+5	338, 439
Kentucky.....	2, 558	950	-18	311	1, 608	12, 683	7, 258	-11	70, 441
Tennessee.....	4, 542	2, 711	+9	626	1, 835	10, 294	5, 604	+16	107, 348
Alabama.....	4, 246	2, 647	-8	832	1, 595	11, 637	4, 547	+1	106, 088
Mississippi.....	5, 761	1, 092	+27	298	4, 669	16, 123	7, 399	+23	54, 562
West South Central.....	36, 267	25, 572	-3	5, 154	10, 695	72, 930	34, 890	+6	422, 885
Arkansas.....	5, 768	4, 708	+1	386	1, 060	7, 172	3, 836	-8	65, 568
Louisiana.....	2, 920	1, 870	-32	1, 263	1, 050	14, 058	5, 942	+8	89, 214
Oklahoma.....	4, 014	2, 823	-22	302	1, 191	13, 662	5, 419	-3	44, 697
Texas.....	23, 565	16, 171	+5	3, 203	7, 394	38, 038	19, 693	+11	223, 406
Mountain.....	18, 297	11, 967	+26	3, 866	6, 330	41, 285	14, 110	+11	169, 204
Montana.....	1, 885	610	-5	348	1, 255	3, 956	1, 336	+29	23, 383
Idaho.....	3, 481	2, 390	+31	441	1, 091	5, 145	1, 959	+6	12, 782
Wyoming.....	1, 025	368	-41	175	657	3, 148	1, 078	+10	9, 757
Colorado.....	5, 654	4, 271	+33	1, 213	1, 383	11, 442	3, 931	-8	52, 208
New Mexico.....	1, 887	1, 109	+21	658	778	3, 367	1, 256	+9	27, 682
Arizona.....	1, 638	1, 321	+7	406	417	4, 286	1, 718	+29	20, 018
Utah.....	1, 692	1, 215	+190	227	377	7, 602	1, 946	+60	19, 727
Nevada.....	1, 055	683	+3	398	372	2, 339	886	+7	3, 647
Pacific.....	27, 120	22, 008	+22	8, 906	5, 112	97, 184	37, 007	+16	402, 612
Washington.....	6, 018	5, 467	+81	1, 412	651	12, 979	4, 759	+13	75, 660
Oregon.....	6, 008	4, 324	+26	2, 111	1, 764	9, 009	3, 696	+24	35, 783
California.....	15, 014	12, 217	+5	5, 383	2, 797	75, 196	28, 552	+16	291, 169
Alaska.....	769	198	-23	97	571	788	457	-34	2, 116
Hawaii.....	433	134	+7	26	299	767	632	-13	7, 702

¹ Preliminary

TABLE 5.—Operations of United States Employment Service, June 1932—Continued

Division and State	Placements ¹				Applications			Active file, June 30, 1932
	Total	Private			Total	New		
		Number	Percent of change from May	Regular (over 1 month)		Number	Percent of change from May	
United States.....	112,385	111,716	+5	60,623	386,624	212,192	+17	1,474,190
New England.....	5,588	5,558	+14	3,755	31,492	17,349	+20	152,197
Maine.....	1,026	1,023	+66	879	2,789	1,388	+44	8,036
New Hampshire.....	550	534	+6	379	2,121	818	+18	8,398
Vermont.....	411	410	+18	271	1,083	658	+82	4,067
Massachusetts.....	1,201	1,195	+6	830	13,221	8,830	+17	83,938
Rhode Island.....	495	494	+4	298	3,641	1,847	-10	14,878
Connecticut.....	1,905	1,902	+5	1,098	8,637	3,808	+33	32,880
Middle Atlantic.....	21,116	21,054	+4	11,344	112,372	58,910	+8	412,575
New York.....	10,231	10,192	+7	5,098	60,667	28,762	+1	163,980
New Jersey.....	6,501	6,494	+5	3,319	19,732	12,640	+3	75,088
Pennsylvania.....	4,384	4,368	-2	2,927	31,973	17,508	+27	173,507
East North Central.....	22,832	22,682	-2	13,077	68,983	39,123	+36	231,504
Ohio.....	5,756	5,731	-9	3,079	20,803	11,476	+32	74,653
Indiana.....	4,058	4,035	+3	2,626	14,250	7,574	+38	42,975
Illinois.....	5,517	5,508	-4	2,695	11,148	7,593	+26	36,105
Michigan.....	4,384	4,372	+9	2,736	12,449	7,240	+30	45,614
Wisconsin.....	3,117	3,036	-5	1,941	10,333	5,240	+74	32,157
West North Central.....	10,215	10,085	-2	5,428	31,763	18,533	+25	123,111
Minnesota.....	2,653	2,623	+4	1,571	6,559	3,333	+56	37,651
Iowa.....	2,575	2,525	-12	1,029	6,338	3,269	+41	21,152
Missouri.....	2,243	2,239	+5	1,317	11,254	7,450	+5	34,111
North Dakota.....	795	782	+9	421	1,462	965	+100	6,332
South Dakota.....	467	464	-2	204	911	606	+23	6,546
Nebraska.....	656	627	-16	420	2,118	1,331	+27	10,601
Kansas.....	826	825	-6	466	3,121	1,579	+22	6,718
South Atlantic.....	11,826	11,768	-0	6,652	41,261	23,019	+10	190,074
Delaware.....	694	692	-6	228	1,609	626	+3	4,207
Maryland.....	1,050	1,048	+8	629	6,077	2,381	+26	16,748
District of Columbia.....	1,940	1,929	-16	883	3,861	1,637	+22	14,436
Virginia.....	1,801	1,797	-15	1,194	5,715	2,772	+2	14,383
West Virginia.....	1,188	1,187	-3	736	3,566	1,834	+20	11,452
North Carolina.....	2,421	2,401	+28	1,497	6,711	3,270	-12	38,469
South Carolina.....	456	450	+16	326	2,659	1,900	+13	25,917
Georgia.....	1,813	1,804	-1	853	6,472	4,614	+9	48,580
Florida.....	463	460	+18	306	4,591	3,985	+27	15,882
East South Central.....	4,868	4,853	-10	2,570	13,983	9,082	-7	81,795
Kentucky.....	1,073	1,071	+13	497	3,780	2,626	-9	14,940
Tennessee.....	1,848	1,847	-20	1,084	4,360	2,759	+6	30,363
Alabama.....	1,105	1,094	-29	627	3,403	2,044	-9	25,844
Mississippi.....	842	841	+53	362	2,440	1,653	-20	10,648
West South Central.....	17,003	16,967	+8	7,933	28,359	15,956	+19	100,298
Arkansas.....	1,807	1,798	+2	668	2,627	1,552	+7	10,817
Louisiana.....	2,107	2,105	+1	1,471	5,454	2,880	+21	21,317
Oklahoma.....	2,027	2,022	-6	703	4,627	2,369	+10	10,214
Texas.....	11,062	11,042	+14	5,091	15,651	9,155	+22	57,950
Mountain.....	5,078	5,021	+24	2,207	11,959	6,442	+41	35,473
Montana.....	199	185	-14	128	826	553	+74	4,290
Idaho.....	864	859	+17	376	1,155	689	+8	2,134
Wyoming.....	173	173	+5	85	779	378	+47	2,113
Colorado.....	1,650	1,636	+22	825	3,778	1,984	+40	12,129
New Mexico.....	319	306	-9	231	1,937	579	+16	5,850
Arizona.....	676	673	+12	257	1,335	730	+30	3,830
Utah.....	889	884	+149	143	2,563	1,220	+89	4,383
Nevada.....	308	305	+3	162	586	309	+40	744
Pacific.....	13,659	13,582	+26	7,567	45,933	23,311	+20	145,261
Washington.....	2,585	2,572	+113	1,428	6,149	4,021	+58	16,845
Oregon.....	1,402	1,391	+41	982	2,872	1,632	+8	11,331
California.....	9,672	9,619	+12	5,157	36,912	17,658	+16	117,085
Alaska.....	97	44	+13	17	152	113	+61	310
Hawaii.....	103	102	+16	73	367	354	+90	1,592

¹ Preliminary.

TABLE 6.—Operations of United States Employment Service, June 1939

Division and State	Placements ¹				Applications			Active file, June 30, 1939	
	Total	Private		Public	Total	New			
		Number	Per cent of change from May			Number	Per cent of change from May		
United States.....	14,338	8,646	-10	2,875	5,692	40,653	11,782	-10	311,982
New England.....	857	365	-5	241	492	2,554	702	+1	23,406
Maine.....	155	75	+14	57	80	303	64	+36	1,594
New Hampshire.....	136	43	-28	28	93	244	46	-39	1,737
Vermont.....	82	36	+13	22	46	80	24	-11	688
Massachusetts.....	171	44	-31	36	127	805	380	-4	14,485
Rhode Island.....	56	25	+19	21	31	251	58	+142	673
Connecticut.....	257	142	+1	77	115	871	130	+2	4,229
Middle Atlantic.....	1,185	707	-14	342	478	7,154	2,069	-15	55,772
New York.....	594	379	-18	151	215	2,358	917	-22	9,750
New Jersey.....	236	172	+1	102	64	1,338	254	-15	9,291
Pennsylvania.....	355	156	-20	89	199	3,458	898	-7	36,722
East North Central.....	2,237	1,583	-13	681	654	8,430	2,569	-8	73,238
Ohio.....	523	339	-24	137	184	2,409	944	-4	24,433
Indiana.....	293	268	-14	101	25	1,167	343	-12	10,761
Illinois.....	417	394	-17	126	23	3,115	490	-14	12,358
Michigan.....	592	392	+5	226	200	2,063	527	-5	16,054
Wisconsin.....	412	199	-13	91	222	1,476	265	-6	9,632
West North Central.....	1,971	1,026	-23	267	945	3,872	1,019	-10	34,206
Minnesota.....	310	127	-24	52	183	594	169	-20	12,716
Iowa.....	809	383	-29	72	426	944	199	-9	5,439
Missouri.....	318	251	-21	85	67	1,178	391	-4	7,088
North Dakota.....	119	41	+128	13	78	120	34	+17	1,524
South Dakota.....	104	59	-28	11	45	94	28	+22	1,976
Nebraska.....	164	50	-40	10	114	259	74	-11	3,403
Kansas.....	147	115	-12	24	32	683	124	-26	2,060
South Atlantic.....	1,898	793	-15	316	1,105	4,875	1,294	-21	31,691
Delaware.....	95	53	-18	19	42	158	20	+11	594
Maryland.....	195	108	-21	59	87	1,338	136	+28	4,059
District of Columbia.....	167	108	-32	35	59	376	163	-7	4,203
Virginia.....	319	118	-12	59	201	553	112	-18	1,783
West Virginia.....	175	68	-36	36	107	612	99	-69	3,831
North Carolina.....	367	120	+1	45	247	561	174	-24	3,235
South Carolina.....	169	34	+6	8	135	281	91	-22	4,299
Georgia.....	311	148	+3	39	163	430	158	-10	5,439
Florida.....	100	36	+3	16	64	566	341	-8	4,258
East South Central.....	804	366	-3	130	438	1,885	697	-12	20,924
Kentucky.....	171	70	-24	29	101	560	238	-31	4,458
Tennessee.....	245	125	-18	42	120	574	206	+10	6,925
Alabama.....	222	143	+40	52	79	423	127	-14	6,295
Mississippi.....	166	28	-13	7	138	328	126	+12	3,246
West South Central.....	1,989	1,540	-9	209	449	2,842	801	-15	23,779
Arkansas.....	259	221	-7	18	38	331	108	-11	4,167
Louisiana.....	110	73	-49	44	37	501	119	-8	4,941
Oklahoma.....	350	248	-37	27	102	698	220	-29	5,030
Texas.....	1,270	998	+8	120	272	1,312	354	-9	9,641
Mountain.....	1,361	777	+1	197	584	2,512	584	-11	11,925
Montana.....	171	42	-31	20	129	282	60	-12	1,728
Idaho.....	366	236	+5	44	130	372	111	+9	797
Wyoming.....	101	28	+4	10	73	219	60	+28	594
Colorado.....	331	217	+9	52	114	672	142	-29	3,406
New Mexico.....	70	42	+31	22	28	134	46	-27	1,822
Arizona.....	113	77	-13	19	36	182	64	-20	2,065
Utah.....	106	61	0	3	45	484	53	+13	1,240
Nevada.....	103	74	-4	27	29	167	48	-9	273
Pacific.....	1,973	1,477	+5	487	496	6,461	1,995	0	36,431
Washington.....	268	207	+14	69	61	691	100	-38	6,085
Oregon.....	443	281	+49	107	162	462	134	+6	2,831
California.....	1,262	989	-4	311	273	5,308	1,761	+3	27,515
Alaska.....	42	4	-60	3	38	39	28	0	121
Hawaii.....	21	8	+33	2	13	29	24	-17	489

¹ Preliminary.

Trend of Employment and Pay Rolls

SUMMARY OF REPORTS FOR JUNE 1939

Total Nonagricultural Employment

EMPLOYMENT in nonagricultural industries showed a further gain of nearly 400,000 in June. Approximately 143,000 of this increase was accounted for by the settlement reached in the bituminous-coal mining industry, but even with this eliminated, the current gain was larger than any rise reported for the month of June during the past 9 years, with the exception of 1936. Over 1,200,000 more workers were employed in private nonagricultural activities this June than a year ago. These figures do not include emergency employment which decreased approximately 75,000 in June as follows: 30,000 on projects operated by the Works Progress Administration, 11,000 on work projects of the National Youth Administration, and 34,000 in the Civilian Conservation Corps.

Industrial and Business Employment

Employment and pay-roll gains from May to June were quite general. Of the 87 manufacturing industries surveyed monthly by the Bureau of Labor Statistics, 51 reported more workers employed and 57 reported larger pay rolls. Of the 16 nonmanufacturing industries covered, 12 had more workers in June than in May and 10 had larger pay rolls.

The gains of 0.6 percent, or 37,000 wage earners, in factory employment, and 2.1 percent, or \$3,400,000, in weekly wage disbursements of manufacturing industries were contraseasonal. The usual changes from May to June are declines of 0.6 percent in employment and 0.8 percent in pay rolls. The increases from June 1938 to June 1939 were 11.0 percent for factory employment and 21.8 percent for factory pay rolls.

The durable-goods group of manufacturing industries employed 0.7 percent more workers than in May of this year and 15.9 percent more than in June of last year. In the nondurable-goods group there were corresponding increases of 0.3 percent and 7.4 percent. Pay rolls in the durable-goods groups were 3.0 percent higher than in May 1939 and 32.7 percent above June 1938, while in the nondurable-goods group the gains were 1.3 percent and 12.6 percent.

Many of the employment gains in the separate manufacturing industries were greater than seasonal and in some instances they were contrary to the usual seasonal pattern. Among the industries showing such increases were locomotives, aircraft, brick, millwork, shipbuilding, machine tools, glass, furniture, steel, foundries and machine shops, automobiles, woolen and worsted goods, meat packing, petroleum refining, cigars and cigarettes, shoes, men's clothing, and baking.

Among the industries reporting employment losses that were larger than seasonal were cottonseed—oil, cake, and meal; millinery; hardware; lighting equipment; dyeing and finishing textiles; wirework; shirts and collars; and carpets and rugs. Cotton goods mills and women's clothing firms reported less-than-seasonal employment declines and silk and rayon goods mills showed a contraseasonal decrease.

The unbroken series of monthly employment gains in aircraft factories, which began in October of last year, continued in June, when the employment index for that industry was nearly 13 times the 1923–25 average and nearly 2½ times the 1929 figure. The June employment index for shipbuilding was 121.3 percent of the 1923–25 average, gains having been reported each month since last August. The June index is above the level of any month since April 1923. Employment in machine-tool factories has also risen each month since August 1938, the June 1939 index being 137.0 percent of the 1923–25 average, the highest level since February 1938.

The employment gain in June in retail trade, although slight, was significant, as increases from May to June have been shown in only 4 of the preceding 10 years. The employment and pay-rolls levels for this industry were considerably higher than in June of last year. The general merchandising group, consisting of mail-order houses and department, variety, and general merchandising stores, showed a slight employment gain. Dealers in lumber and building materials and in coal, wood, and ice increased their personnel seasonally, while firms dealing in farmers' supplies and furniture cut their forces seasonally. The remaining lines of retail trade showed employment gains, those of a seasonal nature being food, automotive, drugs, and hardware.

The employment increase of 1.1 percent in wholesale establishments was contraseasonal, with most lines of trade sharing in the gain. Among these lines were food products; groceries; dry goods and apparel; machinery, equipment, and supplies; petroleum and its products; automobiles; chemicals, drugs, and allied products; and lumber and building materials. Among the few lines reporting reduced employment were farm products and farm supplies, hardware, jewelry and optical goods, and leather and leather goods.

The gains in bituminous-coal mining of 64.9 percent in employment and 245.8 percent in pay rolls were contraseasonal and indicated the

return to work of 143,000 wage earners between mid-May and mid-June and an increase of more than \$5,500,000 in weekly wages. Many firms had only partially resumed operations or were still idle during the May 15 period following the signing of wage contracts. Therefore the June gains reflected the general resumption of operations in bituminous-coal mines.

The decrease of 2.6 percent in the number of anthracite mine workers was less than seasonal, while the large pay-roll decline (36.7 percent) indicated a slackening of activity following the unusual pay-roll gains of April and May. The employment loss of 1.0 percent in metal mining was contraseasonal, while the pick-up of 3.9 percent in quarries was greater than the average June increase (1.5 percent) for the last 10 years. The employment gains in the public utilities, in laundries, and in dyeing and cleaning establishments were also better than average for this month according to available records, while the decline of 0.8 percent in year-round hotels was seasonal.

Employment in private building construction showed an increase of 1.4 percent from May to June, according to reports from 14,299 contractors employing 133,687 workers in June. Pay rolls decreased 0.7 percent. The June expansion in employment was retarded to some extent by the recession reported in New York State, which showed a further decrease of 8.3 percent. The combined report for the Middle Atlantic Area showed a decrease of 5.7 percent. The substantial gains reported in the East and West North Central States and New England in the past 2 months were continued with more moderate increases of 7.1 percent, 5.0 percent, and 4.4 percent, respectively. Increases of 4.6 percent and 8.7 percent were reported from the West South Central States and the Mountain States while employment in the East South Central States dropped 4.9 percent, and in the Pacific States, 1.4 percent. Employment in the South Atlantic region rose 1.0 percent, all of the South Atlantic States reporting increases except Delaware, Maryland, and the District of Columbia. The decrease of 11.7 percent in the District of Columbia was due primarily to labor difficulties. The reports on which these figures are based do not cover construction projects financed by the Works Progress Administration, the Public Works Administration, and the Reconstruction Finance Corporation, or by regular appropriations of the Federal, State, or local Governments.

A preliminary report of the Interstate Commerce Commission showed a gain since May of 3.6 percent or 34,138 persons in the number employed by class I railroads. The total number working in June was 991,900. Corresponding pay-roll figures were not available when this report was prepared. For May they were \$150,858,242 as against \$144,962,740 in April, an increase of 4.1 percent.

Hours and earnings.—The average hours worked per week by wage earners in manufacturing industries were 37.2 in June, an increase of 1.4 percent since May, and the average hourly earnings of these workers were 65.0 cents, an increase of 0.1 percent as compared with the preceding month. Average weekly earnings of factory workers climbed 1.5 percent to \$24.25.

Of the 14 nonmanufacturing industries for which man-hour data are available, 8 showed increases in average hours worked per week, and 8 showed gains in average hourly earnings. Eleven of the sixteen nonmanufacturing industries surveyed reported higher average weekly earnings.

Employment and pay-roll indexes, and average weekly earnings in June 1939 for all manufacturing industries combined, for selected non-manufacturing industries, and for class I railroads, with percentage changes over the month and year intervals, are presented in table 1.

TABLE 1.—*Employment, Pay Rolls, and Earnings in All Manufacturing Industries Combined and in Nonmanufacturing Industries, June 1939 (Preliminary Figures)*

Industry	Employment			Pay roll			Average weekly earnings		
	Index, June 1939	Percentage change from—		Index, June 1939	Percentage change from—		Average in June 1939	Percentage change from—	
		May 1939	June 1938		May 1939	June 1938		May 1939	June 1938
All manufacturing industries combined ¹	(1925-25 = 100) 90.6	+0.6	+11.0	(1925-25 = 100) 86.2	+2.1	+21.8	\$24.25	+1.5	+9.6
Class I steam railroads ²	55.5	+3.6	+8.4	(³)	(³)	(³)	(³)	(³)	(³)
Coal mining:	(1929 = 100)			(1929 = 100)					
Anthracite ⁴	51.2	-2.6	-8.5	36.1	-36.7	-27.4	23.30	-35.0	-20.7
Bituminous ⁴	79.1	+64.9	-1.4	70.6	+245.8	+23.9	23.12	+109.6	+25.6
Metalliferous mining.....	61.2	-1.0	+9.4	53.9	-3	+17.0	27.56	+7	+6.9
Quarrying and nonmetallic mining.....	47.4	+3.9	+8.7	41.8	+5.4	+12.0	22.13	+1.4	+3.0
Crude-petroleum producing.....	67.0	+1.4	-8.0	62.4	+2.0	-7.6	33.74	+6	+5
Public utilities:									
Telephone and telegraph.....	76.1	+8	+1.8	93.6	-1	+3.0	\$30.44	-9	+1.1
Electric light and power and manufactured gas.....	92.2	+1.3	+1	100.2	+1.4	+1.6	\$33.99	+1	+1.5
Electric-railroad and motorbus operation and maintenance.....	69.9	+5	-7	71.2	+1.5	+2.2	\$33.24	+1.0	+2.9
Trade:									
Wholesale.....	88.1	+1.1	+1.0	75.7	+1.2	+2.7	\$29.97	+1	+1.6
Retail.....	86.2	+6	+3.1	72.4	+1.3	+4.2	\$22.02	+8	+1.1
General merchandising.....	97.2	+5	+5.7	87.9	+1.4	+4.4	\$18.64	+9	-1.3
Other than general merchandising.....	83.3	+6	+2.3	69.2	+1.3	+4.2	\$24.64	+7	+1.8
Hotels (year-round) ^{4 6}	93.2	-8	+1.1	82.1	-3	+3.3	\$15.06	+4	+2.2
Laundries ⁴	98.7	+3.3	+2.1	86.9	+3.5	+6.2	17.98	+3	+4.0
Dyeing and cleaning ⁴	109.9	+2.7	-8	84.1	+1.3	+1.0	20.98	-1.4	+1.8
Brokerage.....	(³)	-1.9	-3.4	(³)	-2.5	-1.4	\$35.71	-5	+2.1
Insurance.....	(³)	+4	+1.0	(³)	+5	+2.3	\$36.48	+1	+1.3
Building construction.....	(³)	+1.4	+5.5	(³)	-7	+11.3	30.87	-2.0	+5.0

¹ Revised indexes. Adjusted to 1935 Census of Manufactures.

² Preliminary. Source: Interstate Commerce Commission.

³ Not available.

⁴ Indexes adjusted to 1935 census. Comparable series back to January 1929 presented in January 1938 issue of the pamphlet, *Employment and Pay Rolls*.

⁵ A 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.

⁶ Cash payments only; the additional value of board, room, and tips cannot be computed.

Public Employment

With the gain in the number of projects under construction, employment on projects financed from Public Works Administration funds increased to 293,100 during the month ending June 15. This represents an increase of 19,500 over the preceding month and 172,200 over June 1938. Pay rolls of \$25,956,000 for the month were \$3,201,000 greater than in May.

There were 8,700 men at work on projects of the United States Housing Authority during the month ending June 15, an increase of 2,200 as compared with May. Pay-roll disbursements increased from \$783,000 in May to \$1,118,000 in June. These figures cover new construction and demolition and pertain only to those projects started under the United States Housing Authority; those formerly under the Public Works Administration are shown under the Public Works Administration building-construction projects in this report.

The seasonal increase in employment on projects financed from regular Federal appropriations continued through June with a gain of 31,800 over May, bringing the number at work to 248,500. Increases in employment were reported on all types of projects except forestry and heavy engineering. The increases on public road, rural electrification, ship construction, and dredging, dike, and revetment projects were relatively large. Pay-roll disbursements increased from \$21,812,000 in May to \$26,438,000 for the month ending June 15.

There were approximately 2,500 men working on projects financed by the Reconstruction Finance Corporation, an increase of 200 as compared with the preceding month. Pay rolls for the month ending June 15 were \$291,000.

The decline, beginning in March, in work-relief employment on projects operated by the Works Progress Administration continued through June, with a decrease of 30,000 in the number employed. The number at work during June was 2,438,000, as compared with 2,468,000 in May and 2,767,000 in June 1938. Pay rolls of \$134,377,000 for June were \$5,711,000 less than in May and \$11,699,000 lower than in June 1938. There was a substantial increase in employment on Federal projects under The Works Program and a decrease on work projects of the National Youth Administration. Data on employment and pay rolls for Student Aid in June will not be available until next month.

During June there were 302,000 workers in camps of the Civilian Conservation Corps, 34,000 less than in May and 8,000 more than in June a year ago. Of the total number in camps during the month, 264,300 were enrollees, 4,800 reserve officers, 300 nurses, 1,600 educational advisers, and 31,000 supervisory and technical employees.

Increases in the number of people employed in the regular services of the Federal Government were reported in the executive, legislative,

and military services, and a decrease in the judicial service. Of the 925,000 employees in the executive service, 123,000 were working in the District of Columbia and 802,000 outside the District. Force-account employees (employees who are on the Federal pay roll and are engaged on construction projects) were 9.3 percent of the total number of employees in the executive service. Increases in employment were reported in the Departments of Agriculture and the Interior, the Post Office, the War and Navy Departments, and the Railroad Retirement Board. Decreases were reported in the Treasury Department and administrative offices of the Works Progress Administration.

The number of men employed on roads financed wholly from State or local funds increased 9,900 in June. Of the 142,000 at work, approximately 20,000 were engaged in the construction of new roads and 122,000 on maintenance work. Pay rolls for both types of road work were \$10,743,000.

A summary of Federal employment and pay-roll data for June 1939 is given in table 2.

TABLE 2.—Summary of Federal Employment and Pay Rolls, May and June 1939¹
(Preliminary Figures)

Class	Employment		Per-centage change	Pay rolls		Per-centage change
	June	May		June	May	
Federal Services:						
Executive ²	925,260	³ 903,112	+2.5	\$140,140,533	³ \$136,408,999	+2.7
Judicial.....	2,292	2,322	-1.3	561,879	607,732	-7.5
Legislative.....	5,353	5,336	+3	1,218,290	1,219,849	-1
Military.....	363,734	354,612	+2.6	28,488,256	26,438,718	+7.8
Construction projects:						
Financed by P. W. A. ⁴	293,103	273,614	+7.1	25,956,205	22,754,996	+14.1
U. S. H. A. low-rent housing.....	8,679	6,473	+34.1	1,118,077	782,965	+42.8
Financed by R. F. C. ⁵	2,503	2,336	+7.1	290,517	275,512	+5.4
Financed by regular Federal appropriations.....	248,525	216,716	+14.7	26,437,806	21,811,566	+21.2
Federal projects under The Works Program.....	183,749	147,925	+24.2	8,590,116	7,159,718	+20.0
Projects operated by W. P. A.....	2,438,254	2,468,158	-1.2	134,376,895	140,088,103	-4.5
National Youth Administration:						
Work projects.....	212,607	223,892	-5.0	3,962,582	4,271,347	-7.2
Student Aid.....	(⁶)	372,885		(⁶)	2,499,574	
Civilian Conservation Corps.....	302,339	335,902	-10.0	14,132,205	15,022,973	-5.9

¹ Includes data on projects financed wholly or partially from Federal funds.

² Includes force-account and supervisory and technical employees shown under other classifications to the extent of 119,314 employees and pay-roll disbursements of \$15,634,335 for June 1939, and 113,161 employees and pay-roll disbursements of \$14,246,341 for May 1939.

³ Revised.

⁴ Data covering P. W. A. projects financed from National Industrial Recovery Act funds, 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 19,146 wage earners and \$1,936,132 pay roll for June 1939; 21,200 wage earners and \$1,979,241 pay roll for May 1939, covering Public Works Administration projects financed from Emergency Relief Appropriation Acts of 1935, 1936, and 1937 funds. Includes 267,626 wage earners and \$23,272,006 pay roll for June 1939; 245,167 wage earners and \$19,970,789 pay roll for May 1939, covering Public Works Administration projects financed from funds provided by the Public Works Administration Appropriation Act of 1938.

⁵ Includes 689 employees and pay-roll disbursements of \$64,414 for June 1939; 713 employees and pay-roll disbursements of \$66,632 for May 1939 on projects financed by the RFC Mortgage Co.

⁶ June data not available.

DETAILED REPORTS FOR MAY 1939

A MONTHLY report on employment and pay rolls is published as a separate pamphlet by the Bureau of Labor Statistics. This gives detailed data regarding employment, pay rolls, working hours, and earnings for the current month for industrial and business establishments and for the various forms of public employment. This pamphlet is distributed free upon request. Its principal contents for the month of May, 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. 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

Employment and pay-roll indexes, as well as average hours worked per week, average hourly earnings, and average weekly earnings for March, April, and May 1939, where available, are presented in table 1. The March and April figures, where given, may differ in some instances from those previously published, because of revisions necessitated primarily by the inclusion of late reports.

The average weekly earnings shown in table 1 are computed by dividing the total weekly pay rolls in the reporting establishments by the total number of full- and part-time employees reported. As not all reporting establishments supply man-hours, average hours worked per week and average hourly earnings are necessarily based on data furnished by a smaller number of reporting firms. The size and composition of the reporting sample varies slightly from month to month. Therefore the average hours per week, average hourly earnings, and average weekly earnings shown are not strictly comparable from month to month. The sample, however, is believed to be sufficiently adequate in virtually all instances to indicate the general movements of earnings and hours over the period shown. The changes from the preceding month, expressed as percentages, are based on identical lists of firms for the 2 months, but the changes from May 1938 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		
	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939
All manufacturing	90.1	91.2	91.4	84.4	84.9	86.9	\$23.90	\$23.85	\$24.23	36.7	36.4	37.1	64.9	64.8	65.1
Durable goods.....	83.3	84.1	83.5	79.5	80.2	80.1	26.93	27.00	27.10	36.7	36.5	36.7	72.4	72.6	72.7
Nondurable goods.....	96.7	97.9	98.9	89.9	90.3	94.6	21.11	20.92	21.60	36.7	36.4	37.5	58.4	58.2	58.6
<i>Durable goods</i>															
Iron and steel and their products, not including machinery	87.3	88.3	88.3	78.5	80.1	81.6	26.16	26.45	27.01	34.9	35.1	35.8	75.3	75.3	75.2
Blast furnaces, steel works, and rolling mills.....	91.3	92.3	92.2	80.2	82.8	84.8	27.43	28.07	28.81	32.8	33.6	34.4	83.6	83.5	83.5
Bolts, nuts, washers, and rivets.....	89.0	90.0	91.9	81.8	82.0	92.3	23.46	23.26	25.64	33.7	33.5	36.9	69.6	69.4	69.5
Cast-iron pipe.....	67.9	67.4	66.8	63.6	68.5	55.4	22.32	20.71	19.80	38.2	35.4	33.7	58.1	58.2	58.0
Cutlery (not including silver and plated cutlery) and edge tools.....	80.2	84.7	84.4	72.0	74.2	76.7	22.65	22.17	22.94	38.1	37.6	38.7	60.4	59.8	60.0
Forgings, iron and steel.....	48.4	48.7	48.0	46.5	46.5	45.9	28.17	28.05	28.10	36.7	36.8	37.3	77.0	76.0	75.2
Hardware.....	76.1	80.7	83.0	75.1	76.7	81.9	23.87	23.05	23.93	36.7	35.2	36.6	65.1	65.5	65.5
Plumbers' supplies.....	73.9	73.4	74.0	67.2	64.6	63.3	25.81	24.98	24.28	38.2	37.0	36.1	67.6	67.6	67.2
Stamped and enameled ware.....	132.8	135.3	137.4	128.2	131.8	137.0	23.19	23.34	23.92	37.1	36.9	38.1	62.4	63.0	62.7
Steam and hot-water heating apparatus and steam fittings.....	68.6	68.8	69.1	56.7	56.0	56.2	24.92	24.52	24.56	35.7	35.2	36.0	69.6	69.7	68.2
Stoves.....	82.3	81.0	78.4	68.4	68.4	66.6	24.77	24.96	25.21	37.3	38.0	38.3	66.5	66.3	66.7
Structural and ornamental metalwork.....	67.2	66.9	66.2	59.1	59.5	57.6	27.71	28.06	27.54	38.2	38.4	37.7	72.7	73.1	73.1
Tin cans and other tinware.....	89.1	88.2	85.5	96.8	94.0	92.6	23.66	23.19	23.57	38.4	38.1	38.7	61.6	61.1	60.8
Tools (not including edge tools, machine tools, files, and saws).....	84.1	84.5	85.4	80.9	81.6	84.2	23.83	23.95	24.45	38.8	39.1	40.0	61.5	61.4	61.4
Wirework.....	154.7	159.4	161.4	153.3	162.9	169.5	23.91	24.68	25.36	35.9	36.7	37.7	66.8	67.5	67.5
Machinery, not including transportation equipment.	94.9	95.1	94.7	94.9	93.7	94.2	27.86	27.45	27.67	38.3	37.7	38.0	72.5	72.6	72.8
Agricultural implements (including tractors).....	117.5	123.8	124.8	126.0	134.9	136.7	29.56	30.00	30.19	37.7	37.9	37.8	78.7	79.5	80.3
Cash registers, adding machines, and calculating machines.....	129.5	129.9	133.3	121.4	119.8	120.3	30.29	29.81	29.17	37.3	36.7	35.9	82.0	81.8	82.0
Electrical machinery, apparatus, and supplies.....	85.9	86.1	85.2	87.0	85.7	86.5	28.11	27.57	28.09	37.8	37.2	37.8	74.4	74.2	74.5
Engines, turbines, water wheels, and windmills.....	98.0	96.3	93.8	117.2	115.1	112.1	30.95	30.94	30.92	39.5	39.5	39.5	78.7	78.8	78.8
Foundry and machine-shop products.....	84.6	84.5	84.1	80.4	78.8	79.5	27.23	26.70	27.02	38.3	37.4	37.8	71.0	71.4	71.5
Machine tools.....	133.6	131.2	128.4	149.3	140.8	135.0	31.70	30.46	29.83	42.4	40.9	40.2	74.9	74.6	74.2
Radios and phonographs.....	96.4	94.6	98.9	84.1	80.8	85.1	21.73	21.19	21.14	36.9	36.2	36.3	58.9	58.6	57.8
Textile machinery and parts.....	72.7	72.0	70.3	71.8	71.4	69.4	25.65	25.79	25.68	38.7	38.8	39.0	66.4	66.6	65.9
Typewriters and parts.....	126.0	128.2	127.6	128.5	134.2	136.2	24.49	25.13	25.63	37.1	38.5	39.0	66.0	65.3	65.7

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		
	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939
<i>Durable goods—Continued</i>															
Transportation equipment.....	90.3	95.2	95.7	87.6	94.4	92.0	\$31.04	\$31.80	\$30.81	34.9	35.7	34.6	<i>Cents</i> 89.5	<i>Cents</i> 89.6	<i>Cents</i> 89.8
Aircraft.....	1,183.9	1,078.4	961.7	1,165.2	1,063.7	959.1	30.04	30.09	31.38	41.2	40.8	42.1	73.7	74.6	76.1
Automobiles.....	93.3	101.8	103.8	88.0	99.5	97.0	31.18	32.33	30.87	33.5	34.9	33.3	93.1	92.8	92.6
Cars, electric and steam-railroad.....	33.7	33.1	33.4	33.5	31.5	32.3	27.21	26.06	26.44	36.7	34.6	35.4	74.0	75.3	74.8
Locomotives.....	22.4	19.1	16.5	19.6	16.2	13.7	28.15	27.14	26.67	36.6	35.2	34.4	77.0	77.1	77.5
Shipbuilding.....	118.0	112.3	108.7	127.6	117.3	115.5	32.29	31.22	31.78	38.9	37.6	37.9	82.1	83.1	83.8
Nonferrous metals and their products.....	92.4	98.5	94.3	86.8	86.0	89.2	25.38	24.90	25.60	37.7	37.1	38.3	67.2	66.8	66.9
Aluminum manufactures.....	152.2	154.6	153.1	156.8	160.6	159.8	26.34	26.56	26.68	38.7	38.8	39.5	68.1	68.4	67.6
Brass, bronze, and copper products.....	99.1	98.4	99.2	99.4	95.9	98.6	27.18	26.43	26.98	38.5	37.6	38.3	70.8	70.4	70.5
Clocks and watches and time-recording devices.....	82.2	83.7	83.6	81.8	84.1	85.5	21.03	21.24	21.63	35.6	36.2	37.1	59.1	58.7	58.3
Jewelry.....	86.1	90.4	92.7	69.3	71.1	76.9	22.46	21.90	23.03	37.3	36.7	39.3	59.9	59.1	57.9
Lighting equipment.....	81.2	83.5	87.5	70.9	68.9	77.4	24.63	23.27	24.89	35.1	33.2	35.9	70.1	69.9	69.2
Silverware and plated ware.....	66.2	66.3	66.7	59.8	59.4	64.7	24.80	24.61	26.64	39.3	39.0	41.4	63.7	63.4	64.8
Smelting and refining—copper, lead, and zinc.....	71.3	72.0	71.5	66.6	66.2	66.6	26.29	25.90	26.23	38.0	37.5	37.8	69.2	69.1	69.1
Lumber and allied products.....	65.3	64.3	62.6	58.2	55.7	53.9	20.73	20.08	20.02	38.6	37.7	37.9	54.3	53.9	53.3
Furniture.....	77.0	77.9	78.9	63.1	63.5	66.1	19.86	19.74	20.20	37.5	37.3	38.5	53.0	53.2	52.7
Lumber:															
Millwork.....	53.9	54.2	53.4	45.0	43.9	43.7	21.99	21.40	21.65	41.0	39.7	39.9	53.8	54.0	54.4
Sawmills.....	53.7	51.8	49.1	50.3	46.3	42.4	21.00	19.94	19.34	38.6	37.5	37.0	55.2	54.2	53.3
Stone, clay, and glass products.....	72.5	72.7	69.6	63.7	62.6	61.7	23.48	22.96	23.72	36.4	35.5	36.2	64.6	64.8	65.1
Brick, tile, and terra cotta.....	53.6	53.6	49.7	40.4	39.6	37.2	19.41	19.46	19.59	37.4	36.4	36.1	53.4	53.5	54.4
Cement.....	66.8	66.5	60.3	63.6	61.9	55.5	26.63	25.91	25.56	38.1	37.6	36.9	70.0	68.9	69.2
Glass.....	91.5	91.9	90.6	91.7	89.4	95.3	24.15	23.37	25.30	34.0	33.1	35.4	71.0	70.7	71.6
Marble, granite, slate, and other products.....	47.5	47.2	44.8	40.4	38.8	34.3	28.63	27.55	25.92	39.5	37.0	36.3	72.7	74.9	71.8
Pottery.....	80.7	81.6	81.2	70.4	72.2	73.7	22.46	22.82	23.38	36.6	36.5	37.7	62.3	63.1	62.9
<i>Nondurable goods</i>															
Textiles and their products.....	96.1	98.6	101.4	77.8	79.8	89.0	16.31	16.36	17.38	34.8	34.7	36.2	47.7	47.9	49.1
Fabrics.....	88.4	88.8	91.2	74.3	73.9	79.4	15.86	15.86	16.56	35.5	35.4	36.6	45.9	45.7	46.2
Carpets and rugs.....	81.0	83.7	84.6	65.0	70.6	75.3	20.86	22.39	23.64	32.9	35.6	37.4	63.3	63.0	63.3
Cotton goods.....	85.2	86.7	87.7	72.2	73.2	75.7	13.78	13.72	14.06	35.7	35.6	36.5	38.6	38.4	38.5
Cotton small wares.....	82.3	83.7	86.3	74.8	76.1	82.6	17.34	17.34	18.21	37.3	38.8	39.5	47.2	45.5	46.8
Dyeing and finishing textiles.....	112.9	114.4	116.0	94.4	97.0	101.0	20.23	20.64	21.22	37.5	38.1	39.3	53.4	53.9	53.4
Hats, fur-felt.....	76.6	80.8	82.8	64.3	55.7	71.2	21.33	17.48	22.07	30.9	25.0	30.6	70.0	69.5	69.5
Knit goods.....	114.1	114.9	116.0	109.3	112.4	119.4	16.93	17.27	18.03	34.9	35.6	37.0	49.4	49.4	50.0
Hosiery.....	145.4	147.2	148.5	146.6	154.3	165.3	17.75	18.40	19.38	34.1	35.5	37.0	52.4	52.2	53.0
Knitted outerwear.....	73.0	72.1	75.5	66.7	63.6	68.3	16.98	16.32	16.89	37.0	35.5	36.8	46.1	46.1	45.9

Knitted underwear	74.3	73.5	72.4	65.6	64.7	64.9	14.74	14.77	15.05	36.2	36.2	36.9	40.7	41.0	41.0
Knitted cloth	144.1	150.2	153.3	110.8	112.4	120.6	17.07	16.68	17.53	36.6	35.9	37.6	46.1	45.9	46.3
Silk and rayon goods	58.7	62.0	63.8	46.5	48.7	52.7	15.19	15.02	15.93	35.1	35.2	37.5	42.9	42.3	42.1
Woolen and worsted goods	75.0	69.0	76.8	60.9	52.3	61.9	18.77	17.54	18.66	35.7	33.3	35.3	52.6	52.7	52.9
Wearing apparel	112.2	119.0	123.0	82.0	83.8	104.8	17.41	17.81	19.91	33.6	33.7	35.7	51.0	51.7	54.1
Clothing, men's	96.7	103.8	106.6	66.6	74.3	89.2	18.04	18.85	21.07	31.9	32.6	35.1	57.4	57.7	59.9
Clothing, women's	159.7	171.1	178.5	110.4	118.0	143.4	19.03	18.89	21.51	34.7	33.8	35.6	50.1	51.6	54.6
Corsets and allied garments	106.8	106.1	103.7	109.5	111.2	108.9	17.19	17.58	17.61	38.1	38.7	39.3	45.2	45.4	45.1
Men's furnishings	127.3	132.3	137.1	104.9	109.9	122.2	12.88	12.96	14.20	33.8	34.3	36.3	36.7	36.5	37.6
Millinery	70.2	77.7	83.4	52.5	63.9	89.6	19.99	21.70	27.80	31.1	32.3	39.2	64.0	62.9	67.9
Shirts and collars	118.0	119.3	121.5	102.2	102.6	106.9	13.40	13.44	13.69	34.3	35.1	35.2	39.5	38.9	39.6
Leather and its manufactures	87.0	94.0	97.6	84.2	74.5	83.2	17.43	18.73	20.12	32.8	34.4	38.2	52.0	51.8	51.7
Boots and shoes	86.4	94.5	98.5	57.9	70.1	80.1	15.93	17.58	19.17	31.6	33.6	38.0	49.4	49.2	49.2
Leather	82.0	84.5	86.0	81.0	83.7	87.7	23.78	23.83	24.47	37.9	37.8	39.9	62.9	62.9	63.0
Food and kindred products	116.8	114.0	112.0	120.9	113.9	113.8	25.51	24.57	25.00	40.7	39.4	40.1	83.2	82.7	82.9
Baking	145.4	142.0	142.1	143.4	135.7	138.0	26.03	25.11	25.52	42.2	41.1	41.8	62.0	61.3	61.5
Beverages	246.4	235.7	227.8	301.3	282.2	263.4	33.96	33.15	32.15	39.9	38.8	37.8	85.9	86.2	85.8
Butter	101.4	95.6	92.0	87.0	82.1	79.3	22.53	22.33	22.47	45.7	46.2	46.0	48.3	48.3	48.8
Canning and preserving	92.9	92.8	78.8	85.6	81.0	74.0	17.01	16.13	17.13	34.9	34.0	35.5	50.0	48.9	49.4
Confectionery	70.6	72.3	77.5	69.6	67.2	75.0	18.33	17.27	17.96	35.7	35.3	37.0	50.0	48.4	48.5
Flour	77.0	75.3	76.8	75.0	72.6	74.4	25.29	24.96	25.13	42.0	41.5	41.9	60.0	59.8	59.8
Ice cream	87.1	75.8	69.8	75.2	65.7	61.2	29.02	29.22	29.47	47.1	46.5	46.0	61.5	62.5	63.4
Slaughtering and meat packing	95.4	91.8	92.5	107.7	99.5	100.6	28.39	27.23	27.32	41.2	39.3	39.8	68.9	69.4	68.9
Sugar, beet	48.2	43.5	39.2	52.1	45.6	43.9	27.53	26.94	28.85	40.6	37.0	40.1	70.0	76.5	75.7
Sugar refining, cane	81.0	93.9	88.3	70.2	85.1	85.8	23.36	24.42	26.21	36.6	38.7	40.8	63.8	63.0	64.2
Tobacco manufactures	62.8	61.7	59.5	55.8	53.2	51.5	18.60	18.08	16.22	35.3	34.0	34.2	47.2	47.5	47.4
Chewing and smoking tobacco and snuff	59.5	60.6	60.6	65.6	64.3	66.5	17.26	16.59	17.18	33.8	33.2	33.9	51.1	50.2	51.0
Cigars and cigarettes	63.2	61.9	59.4	54.5	51.7	49.6	16.45	15.96	15.98	35.5	34.1	34.2	46.7	47.0	46.9
Paper and printing	106.0	105.9	105.9	103.9	103.3	104.2	28.22	28.08	28.37	38.2	38.1	38.3	77.2	77.0	77.1
Boxes, paper	100.1	100.4	101.6	104.2	103.8	107.1	21.28	21.13	21.54	39.1	39.2	39.8	55.0	54.6	54.6
Paper and pulp	106.7	106.3	105.9	105.5	104.6	105.5	24.25	24.11	24.43	39.4	39.4	39.8	61.6	61.2	61.4
Printing and publishing															
Book and job	99.8	99.9	100.3	90.9	90.2	92.0	30.31	30.01	30.55	38.5	38.0	38.2	80.2	80.5	81.1
Newspapers and periodicals	106.8	106.5	106.0	102.9	108.2	108.1	37.62	37.66	37.65	36.3	36.3	36.2	100.1	99.8	99.4
Chemicals and allied products, and petroleum refining	111.6	115.0	114.5	120.5	120.6	121.7	28.81	27.91	28.36	38.4	38.2	38.5	74.9	73.2	73.4
Petroleum refining	117.0	116.1	116.3	132.1	128.5	131.5	35.10	34.39	35.20	36.3	35.6	36.3	97.0	97.3	97.3
Other than petroleum refining	110.3	114.7	114.0	116.9	118.1	118.7	26.11	25.27	25.61	39.1	39.1	39.3	66.8	65.0	65.0
Chemicals	114.5	114.9	116.5	128.9	127.9	130.9	31.00	30.81	31.08	39.9	39.5	39.9	77.6	78.0	78.0
Cottonseed—oil, cake, and meal	64.9	73.5	88.1	52.0	60.3	73.6	12.39	12.75	12.93	40.5	42.2	43.9	30.0	29.9	29.1
Druggists' preparations	106.8	107.6	108.0	118.5	119.4	119.1	24.85	25.05	24.86	39.3	39.1	39.2	59.7	60.7	59.3
Explosives	82.0	80.8	81.3	91.2	89.5	91.5	30.68	30.57	30.96	38.3	37.7	38.5	80.0	81.1	80.4
Fertilizers	113.2	161.5	133.2	108.2	139.1	107.0	17.61	15.84	14.87	38.5	40.2	37.9	45.8	39.4	39.2
Paints and varnishes	118.4	117.6	114.9	127.3	123.2	120.4	29.12	28.30	28.30	41.5	40.7	40.6	70.1	69.7	69.8
Rayon and allied products	308.5	315.4	316.9	298.3	304.4	313.4	23.70	23.64	24.24	36.6	36.5	37.7	64.7	64.7	64.3
Soap	87.7	88.4	90.5	90.3	91.2	92.5	29.23	29.28	29.01	39.0	39.2	39.4	75.1	74.9	73.9
Rubber products	81.2	82.1	82.8	82.1	83.0	85.4	26.75	27.00	27.40	36.7	35.7	36.1	74.2	76.1	76.5
Rubber boots and shoes	60.2	60.0	61.7	56.5	58.6	58.8	21.35	22.23	21.65	35.8	37.1	35.9	59.7	59.9	60.3
Rubber tires and inner tubes	67.2	67.2	67.2	73.5	73.6	76.1	31.46	31.48	32.54	33.2	33.3	34.0	94.4	94.7	95.7
Rubber goods, other	128.7	132.3	134.0	124.4	26.9	130.4	22.58	22.62	22.91	41.2	38.0	38.6	55.4	60.2	59.9

See footnotes at end of table.

TABLE 1.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries—Continued

NONMANUFACTURING

[Indexes are based on 12-month average, 1929=100]

Industry	Employment index			Pay-roll index			Average weekly earnings			Average hours worked per week			Average hourly earnings		
	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939	May 1939	April 1939	March 1939
<i>Nondurable goods—Continued</i>															
Coal mining:															
Anthracite ¹	52.6	53.0	51.7	57.0	43.4	34.2	\$35.84	\$27.08	\$21.55	38.8	29.2	23.3	<i>Cents</i>	<i>Cents</i>	<i>Cents</i>
Bituminous ¹	47.9	25.9	87.4	20.4	17.6	77.8	11.32	18.10	23.49	14.1	21.4	26.5	91.8	92.3	92.0
Metalliferous mining.....	61.7	61.5	61.0	53.7	52.6	53.6	27.72	27.03	27.66	40.3	39.1	40.2	86.0	88.4	88.4
Quarrying and nonmetallic mining.....	45.6	43.0	40.1	39.7	35.9	33.1	21.74	21.11	20.80	40.0	37.9	37.5	69.2	69.5	69.3
Crude-petroleum producing.....	66.0	65.8	66.2	61.2	60.8	61.3	33.35	33.90	34.00	38.9	38.1	38.7	54.5	55.4	55.4
Public utilities:															
Telephone and telegraph ²	75.6	74.1	73.4	94.2	92.1	91.9	30.61	30.81	30.96	38.9	39.0	38.9	81.5	81.7	82.2
Electric light and power and manufactured gas ²	91.1	90.3	89.6	98.9	97.0	96.8	34.03	33.47	33.82	40.0	39.1	39.8	85.2	85.5	85.4
Electric-railroad and motorbus operation and maintenance ²	69.5	69.1	69.5	70.1	69.6	70.5	32.79	32.83	33.12	45.5	45.6	45.7	71.1	71.2	71.5
Trade:															
Wholesale ²	87.1	87.3	87.4	74.9	74.8	74.7	29.76	29.75	29.62	42.1	41.6	42.0	71.1	71.9	70.7
Retail ²	85.7	85.5	83.8	71.5	71.3	69.6	21.19	21.29	21.28	42.4	42.4	42.5	55.0	54.8	54.8
General merchandising ²	96.8	96.9	93.2	86.7	86.6	83.4	17.80	17.86	17.84	38.9	39.0	39.0	48.8	48.4	48.2
Other than general merchandising ²	82.8	82.5	81.3	68.3	68.1	66.8	23.86	24.25	24.18	43.5	43.5	43.5	56.9	56.7	56.7
Hotels (year-round) ^{2,3,4}	94.0	93.2	92.7	82.3	81.9	81.1	15.00	15.01	15.09	46.6	46.6	46.7	32.1	31.7	31.7
Laundries ²	95.5	93.5	92.9	83.9	79.9	79.3	18.07	17.57	17.54	43.0	42.2	42.3	42.4	42.1	41.7
Dyeing and cleaning ²	107.0	102.2	95.4	83.0	73.3	67.7	21.12	19.71	19.48	43.9	41.0	41.1	49.1	49.2	49.2
Brokerage ^{2,5}	-1.4	-3	-1.2	-1.1	-1.3	-1.0	36.08	36.26	36.30	(6)	(6)	(6)	(6)	(6)	(6)
Insurance ^{2,5}	+3	+1	+2	+6	+6	+1.0	36.82	36.71	36.32	(6)	(6)	(6)	(6)	(6)	(6)
Building construction ²	+6.7	+10.8	+6.4	+11.9	+14.9	+13.4	31.40	29.92	28.98	33.5	31.2	30.4	94.1	96.2	95.5

¹ Average weekly earnings are computed from figures furnished by all reporting establishments. Average hours and average hourly earnings are computed from data supplied by a smaller number of establishments, as all reporting firms do not furnish man-hours. The figures are not strictly comparable from month to month because of changes in the size and composition of the reporting sample. Hours and earnings for all manufacturing industries now related 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.

² Indexes adjusted to 1935 census. Comparable series back to January 1929 presented in January 1938 issue of this publication.

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, MAY 1938 THROUGH
MAY 1939**

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 each of 13 non-manufacturing industries, including 2 subgroups under retail trade, by months from May 1938 to May 1939, inclusive. The accompanying chart indicates the trend of factory employment and pay rolls from January 1919 to May 1939.

The indexes of factory employment and pay rolls are based on the 3-year average 1923-25 as 100. They relate to wage earners only and are computed from reports supplied by representative manufacturing establishments in 87 manufacturing industries. These reports 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, and dyeing and cleaning cover wage earners only, but the figures for public utilities, trade, and hotels 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 the clerical field force. The coverage of the reporting samples for the various nonmanufacturing industries ranges from 25 percent for wholesale trade to 80 percent for quarrying and nonmetallic mining and public utilities.

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 Manufacturing¹ and Non-manufacturing² Industries, May 1938 to May 1939, Inclusive

Industry	Employment															
	Av. 1938	1938										1939				
		May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May		
<i>Manufacturing</i>																
All industries.....	86.8	83.4	81.6	81.9	85.7	88.8	89.5	90.5	91.2	89.5	90.7	91.4	91.2	90.1		
Durable goods ³	77.3	75.0	72.4	70.3	71.7	75.3	79.0	82.1	83.1	81.6	82.6	83.5	84.1	83.3		
Nondurable goods ⁴	96.0	91.5	90.3	92.9	99.0	101.7	99.4	98.4	98.8	97.1	98.4	98.9	97.9	96.7		
<i>Nonmanufacturing</i>																
Anthracite mining.....	52.3	52.8	56.0	44.6	37.6	46.4	52.4	51.0	51.3	50.0	52.2	51.7	53.0	52.6		
Bituminous-coal mining.....	86.7	82.2	80.2	78.5	80.1	83.4	87.2	88.6	89.3	88.7	88.6	87.4	25.9	47.9		
Metalliferous mining.....	59.0	58.8	56.0	49.7	51.4	55.2	57.9	61.9	62.3	62.6	60.9	61.0	61.5	61.7		
Quarrying and nonmetallic mining.....	42.3	43.7	43.6	44.1	44.6	44.6	44.4	44.4	41.4	38.3	37.9	40.1	43.0	45.6		
Crude-petroleum produc- ing.....	72.1	73.2	72.8	72.3	72.4	71.5	69.5	68.3	67.8	67.0	66.4	66.2	65.8	66.0		
Telephone and telegraph.....	75.1	75.0	74.8	74.9	74.8	74.9	74.7	74.4	74.3	74.1	73.3	73.4	74.1	75.6		
Electric light and power, and manufactured gas.....	92.3	91.7	92.2	92.3	92.7	92.5	92.5	91.9	91.4	90.0	89.6	89.6	90.3	91.1		
Electric-railroad and mo- torbus operation and maintenance.....	70.3	70.6	70.4	70.1	69.5	69.3	69.9	69.5	69.4	69.2	69.3	69.5	69.1	69.5		
Wholesale trade.....	88.8	87.3	87.2	86.8	87.6	88.5	89.1	89.8	90.0	88.3	87.9	87.4	87.3	87.1		
Retail trade.....	85.2	83.8	83.6	81.1	80.0	84.7	85.9	86.9	98.1	82.2	81.5	83.8	85.5	85.7		
General merchandis- ing.....	98.0	92.4	91.9	87.9	86.4	97.0	99.4	104.5	144.1	90.7	88.8	93.2	96.9	96.8		
Other than general merchandising.....	81.8	81.5	81.4	79.3	78.3	81.5	82.3	82.3	86.0	80.0	79.6	81.3	82.5	82.8		
Year-round hotels.....	92.7	93.7	92.2	90.7	90.4	91.8	92.9	92.5	92.0	91.8	92.6	92.7	93.2	94.0		
Laundries.....	95.7	96.2	96.6	97.8	97.5	96.5	94.4	93.7	93.4	93.3	92.8	92.9	93.5	95.5		
Dyeing and cleaning.....	104.3	109.9	110.8	108.6	105.0	107.8	106.8	102.5	97.9	94.2	92.1	95.4	102.2	107.0		
<i>Pay rolls</i>																
<i>Manufacturing</i>																
All industries.....	77.5	72.9	70.8	70.6	76.9	81.0	83.8	84.1	86.5	83.4	85.4	86.9	84.9	84.4		
Durable goods ³	68.2	64.2	61.7	58.6	63.7	68.7	75.2	78.3	80.4	76.6	78.4	80.1	80.2	79.5		
Nondurable goods ⁴	88.0	82.6	80.9	84.1	91.7	94.9	93.4	90.6	93.4	91.0	93.1	94.6	90.3	89.9		
<i>Nonmanufacturing</i>																
Anthracite mining.....	38.2	38.3	49.7	20.2	20.0	29.4	43.4	36.2	42.5	38.0	45.2	34.2	43.4	57.0		
Bituminous-coal mining.....	67.9	55.3	57.0	56.8	64.2	71.9	78.3	81.4	80.9	78.2	81.2	77.8	17.6	20.4		
Metalliferous mining.....	50.4	51.2	46.1	38.0	43.7	46.1	49.2	52.3	54.1	55.3	53.4	53.6	52.6	53.7		
Quarrying and nonmetal- lic mining.....	35.1	38.3	37.3	37.0	39.2	38.4	39.2	37.2	33.7	30.2	29.7	33.1	35.9	39.7		
Crude-petroleum produc- ing.....	66.5	66.7	67.6	66.7	66.8	66.5	63.7	63.3	62.5	60.9	62.7	61.3	60.8	61.2		
Telephone and telegraph.....	92.1	91.3	90.9	90.9	91.3	92.6	95.3	93.0	92.5	92.0	91.7	91.9	92.1	94.2		
Electric light and power, and manufactured gas.....	98.5	97.4	98.6	98.3	98.9	98.4	99.9	98.6	98.2	95.9	96.4	96.8	97.0	98.9		
Electric-railroad and mo- torbus operation and maintenance.....	69.7	71.2	69.7	69.0	69.5	68.4	68.9	68.8	69.7	71.1	69.9	70.5	69.6	70.1		
Wholesale trade.....	74.7	75.1	73.8	73.6	73.7	74.3	75.1	75.4	75.7	75.5	74.6	74.7	74.8	74.9		
Retail trade.....	70.4	70.0	69.5	68.1	66.8	69.4	70.8	71.5	79.2	69.7	68.4	69.6	71.3	71.5		
General merchandis- ing.....	87.8	84.4	84.3	80.4	78.8	85.3	88.3	91.8	122.9	84.0	81.0	83.4	86.6	86.7		
Other than general merchandising.....	66.8	67.0	66.4	65.6	64.3	66.1	67.2	67.3	70.1	66.7	65.8	66.8	68.1	68.3		
Year-round hotels.....	80.3	80.5	79.6	77.4	77.4	78.9	80.8	81.3	81.1	80.2	82.8	81.1	81.9	82.3		
Laundries.....	80.6	80.9	81.8	83.0	83.1	81.4	79.5	79.3	80.0	79.6	78.6	79.3	79.9	83.9		
Dyeing and cleaning.....	75.3	80.7	83.3	77.5	74.3	81.7	78.0	73.9	68.3	65.8	63.2	67.7	73.3	83.0		

¹ 3-year average, 1923-25=100—adjusted to 1935 Census of Manufactures. Comparable indexes for earlier months are in August 1938 issue of pamphlet and November 1938 issue of Monthly Labor Review.

² 12-month average for 1929=100. Comparable indexes are in November 1934 and subsequent issues of Employment and Pay Rolls, or in February 1935 and subsequent issues of 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.

EMPLOYMENT AND PAY ROLLS ALL MANUFACTURING INDUSTRIES

1923-25=100



UNITED STATES BUREAU OF LABOR STATISTICS

TREND OF INDUSTRIAL AND BUSINESS EMPLOYMENT, BY STATES

A comparison of employment and pay rolls, by States and geographic divisions, in April and May 1939 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 1 (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 May 1939, by Geographic Divisions and by States

[Figures in italics are not compiled by the Bureau of Labor Statistics, but are taken from reports issued by cooperating State organizations]

Geographic division and State	Total—all groups				Manufacturing					
	Number of establishments	Number on pay roll May 1939	Percentage change from April 1939	Amount of pay roll (1 week) May 1939	Percentage change from April 1939	Number of establishments	Number on pay roll May 1939	Percentage change from April 1939	Amount of pay roll (1 week) May 1939	Percentage change from April 1939
				<i>Dollars</i>					<i>Dollars</i>	
New England.....	13,174	859,765	+0.2	19,685,241	+5.1	3,624	588,757	-0.5	12,740,856	-0.2
Maine.....	761	53,669	+4.0	1,019,820	+1.9	278	45,284	+4.2	830,498	+1.4
New Hampshire.....	599	38,946	-1.2	786,928	+8	215	33,387	-1.8	662,236	+3
Vermont.....	447	16,404	+4.5	364,062	+8.6	154	10,585	+3.7	230,951	+9.7
Massachusetts.....	¹ 7,812	<i>461,161</i>	-3	<i>10,803,736</i>	+8.3	<i>1,816</i>	<i>262,932</i>	-1.9	<i>6,727,104</i>	-1.8
Rhode Island.....	1,163	91,275	+2	1,897,637	+1.6	430	74,676	+3	1,496,418	+2.1
Connecticut.....	2,392	198,010	+4	4,793,058	+8	732	161,893	+1	3,793,649	+5
Middle Atlantic.....	31,842	2,010,432	+4	52,868,569	+1.1	6,613	1,186,647	-1.2	29,959,310	-9
New York.....	20,329	918,714	-7	25,166,381	-7	² 2,641	<i>426,793</i>	-1.8	<i>11,361,818</i>	-2.4
New Jersey.....	3,920	345,787	+3	8,961,479	+1.5	1,620	283,136	+2	7,215,183	+1.4
Pennsylvania.....	7,593	745,931	+1.9	18,738,709	+3.5	³ 2,352	<i>477,718</i>	-1.8	<i>11,412,309</i>	-1.3
East North Central.....	24,841	2,039,035	-1.2	54,533,601	-1.7	8,431	1,505,404	-2.5	40,813,688	-9
Ohio.....	7,024	500,848	-7	13,069,971	-1.1	2,407	380,836	-1.5	10,100,318	-1.8
Indiana.....	² 8,371	<i>252,985</i>	-7	<i>6,369,405</i>	-1.1	<i>1,090</i>	<i>202,359</i>	-1.0	<i>5,269,395</i>	-1.5
Illinois.....	⁴ 6,889	<i>592,616</i>	+4	<i>15,590,932</i>	+7	<i>2,455</i>	<i>387,626</i>	(5)	<i>10,206,040</i>	+5
Michigan.....	3,690	462,879	-5.2	13,692,444	-6.5	1,052	379,866	-7.5	11,513,495	-1.6
Wisconsin.....	⁶ 4,567	<i>229,709</i>	+1.4	<i>5,810,849</i>	+1.7	⁷ 1,447	<i>154,717</i>	+3.9	<i>3,924,440</i>	+3.9
West North Central.....	11,503	429,126	-8	10,516,983	+8	2,492	210,776	-1.7	5,181,999	+1
Minnesota.....	⁸ 2,823	<i>128,157</i>	+9	<i>3,405,846</i>	+2.5	<i>645</i>	<i>50,852</i>	+2.6	<i>1,362,259</i>	+4.7
Iowa.....	1,762	59,191	-8	1,450,263	+1.1	365	35,318	-2.5	901,907	-5.4
Missouri.....	2,620	149,629	-3.9	3,488,074	-2.9	813	88,349	-5.6	1,981,046	+7.2
North Dakota.....	481	4,630	+2.5	113,534	+3.9	30	522	+9.9	13,177	+17.9
South Dakota.....	449	7,942	+3.2	214,133	+7.6	29	2,213	+4.0	61,190	+8.5
Nebraska.....	997	25,477	+3.8	586,411	+4.5	136	8,747	+6.0	223,802	+4.9
Kansas.....	⁹ 2,371	<i>54,200</i>	+3.5	<i>1,258,722</i>	+3.6	<i>474</i>	<i>24,775</i>	+2.4	<i>638,618</i>	+4.9
South Atlantic.....	10,636	823,611	+1.0	14,969,681	-1	2,964	598,595	-1.9	10,407,043	-9
Delaware.....	224	15,039	+5	356,966	+1	82	11,061	-4	260,565	-1.3
Maryland.....	<i>1,599</i>	<i>187,323</i>	+3	<i>3,309,159</i>	+1.6	<i>647</i>	<i>96,456</i>	+3.3	<i>2,315,149</i>	+2.4
Dist. of Columbia.....	1,049	38,949	-4	1,052,273	+6	39	3,363	-5	116,243	-8
Virginia.....	1,942	108,978	-1.6	2,034,579	+9	451	79,319	-2.1	1,433,118	+1.4
West Virginia.....	1,082	92,978	+30.6	1,702,370	+5.3	214	45,784	-6	1,086,531	-1.5
North Carolina.....	1,579	180,984	-2.2	2,652,929	-2.8	693	167,418	-2.4	2,416,982	-3.2
South Carolina.....	762	91,722	-2.8	1,310,262	-5	257	84,308	-3.0	1,176,735	-7
Georgia.....	1,385	113,710	-2.2	1,765,955	-2.6	392	90,128	-2.8	1,269,939	-3.8
Florida.....	1,014	43,923	-6.9	785,188	-5.0	189	20,678	-4.3	326,781	-2.2
East South Central.....	3,977	258,311	-1	4,582,425	+6	1,032	180,907	-1.7	3,130,350	-5
Kentucky.....	1,196	59,041	+3.9	1,172,717	+4.9	288	33,840	+1.0	716,874	+2.5
Tennessee.....	1,226	100,096	+5	1,754,345	+8	369	73,867	-7	1,265,429	+2(5)
Alabama.....	1,061	82,867	-2.4	1,413,956	-1.7	288	62,387	-2.8	1,000,304	-1.7
Mississippi.....	494	16,307	-5.8	241,407	-6.4	87	10,813	-8.4	147,743	-10.1
West South Central.....	5,494	214,372	-1	4,687,078	+1.1	1,281	106,741	-2	2,240,092	+1.7
Arkansas.....	<i>11,907</i>	<i>25,568</i>	-7	<i>407,159</i>	+1	<i>260</i>	<i>16,649</i>	-1.7	<i>253,934</i>	+5
Louisiana.....	1,037	53,990	-1.2	1,052,918	-1.3	235	29,420	-2.2	532,352	-2.7
Oklahoma.....	1,236	37,578	+2	935,624	+1.3	140	11,596	+2.4	276,869	+3.6
Texas.....	<i>2,314</i>	<i>97,236</i>	+6	<i>2,291,377</i>	+2.3	<i>643</i>	<i>49,076</i>	+8	<i>1,176,837</i>	+3.7

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 Weighted percentage change.

⁴ Includes automobile and miscellaneous services; restaurants; and building and contracting.

⁵ Less than 1/10 of 1 percent.

⁶ Includes construction but not public works.

⁷ Does not include logging.

⁸ Includes banks; real estate; pipe-line transportation; motor transportation (other than operation and maintenance); water transportation; hospitals and clinics; and personal, business, mechanical repair, and miscellaneous services.

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.

TABLE 3.—Comparison of Employment and Pay Rolls in Identical Establishments in May 1939, by Geographic Divisions and by States—Continued

Geographic division and State	Total—all groups					Manufacturing				
	Number of establishments	Number on pay roll May 1939	Percentage change from April 1939	Amount of pay roll (1 week) May 1939	Percentage change from April 1939	Number of establishments	Number on pay roll May 1939	Percentage change from April 1939	Amount of pay roll (1 week) May 1939	Percentage change from April 1939
				<i>Dollars</i>					<i>Dollars</i>	
Mountain	3,795	111,643	+0.9	2,796,598	+0.1	563	32,651	+3.3	863,033	+6.8
Montana.....	602	16,891	+3.5	463,297	+2.7	75	4,563	+3.2	120,744	+6.9
Idaho.....	453	9,532	+4.0	241,951	+6.3	61	2,889	+11.2	74,799	+17.7
Wyoming.....	313	7,604	0	163,366	-17.8	36	1,247	+1.1	41,347	+2.9
Colorado.....	1,103	36,708	+7	916,318	+4	199	14,392	+4.0	394,208	+6.2
New Mexico.....	264	6,118	+6	129,315	+2.7	29	751	+18.5	14,181	+17.7
Arizona.....	396	14,566	-1.4	392,398	+1	37	2,576	+2.1	66,188	+11.3
Utah.....	502	17,800	-8	417,979	-1	110	5,918	-2.1	142,458	+1.8
Nevada.....	162	2,424	+5.2	71,974	+5.8	16	315	+2.9	9,108	+7.4
Pacific	10,711	473,764	+1.9	13,698,759	+4.2	2,680	244,560	+2.3	6,930,092	+6.0
Washington.....	2,548	88,330	+3.6	2,447,291	+4.6	558	52,565	+5.7	1,473,317	+9.2
Oregon.....	1,205	44,422	+2.4	1,189,664	+2.5	295	27,098	+4.4	715,704	+5.3
California.....	12,698	341,012	+1.4	10,061,804	+4.4	1,827	164,897	+1.0	4,741,071	+5.1

¹² Includes banks, insurance, and office employment.

INDUSTRIAL AND BUSINESS EMPLOYMENT IN PRINCIPAL METROPOLITAN AREAS

A comparison of employment and pay rolls in April and May 1939 is made in table 4 for 13 metropolitan areas each of 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. Footnotes to the table specify which cities are excluded. Data concerning them are presented in a supplementary tabulation which is available on request. The figures represent reports from cooperating establishments and cover both full- and part-time workers in the manufacturing and non-manufacturing 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 April, and May 1939, by Principal Metropolitan Areas

Metropolitan area	Number of establishments, May	Number on pay roll, May	Percentage change from April	Amount of pay roll (1 week), May	Percentage change from April
New York ¹	13, 726	619, 899	-1.5	\$16, 937, 228	-0.4
Chicago ²	4, 460	419, 215	+2	11, 650, 381	+6
Philadelphia ³	2, 111	219, 612	-7	5, 832, 620	+1.1
Detroit.....	1, 585	295, 841	-7.1	9, 415, 190	-7.9
Los Angeles ⁴	2, 989	158, 283	+1.3	4, 654, 034	+3.4
Cleveland.....	1, 621	108, 844	-1.1	2, 955, 393	-8
St. Louis.....	1, 398	115, 556	-2.5	2, 829, 569	-6
Baltimore.....	1, 164	103, 970	+1.1	2, 540, 033	+2.3
Boston ⁵	2, 917	168, 903	-1.6	4, 178, 061	-5
Pittsburgh.....	1, 032	158, 167	+1.1	4, 161, 383	-1.0
San Francisco ⁶	1, 651	83, 823	-1	2, 538, 804	+7
Buffalo.....	790	63, 977	-1.6	1, 683, 096	-2.3
Milwaukee.....	1, 024	94, 462	-4	2, 560, 473	-1

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 Does not include Cambridge, Lynn, and Somerville.

⁶ Does not include Oakland, Calif.



UNEMPLOYMENT IN FOREIGN COUNTRIES, SECOND QUARTER OF 1939

UNEMPLOYMENT declined seasonally and was below the level of the same period of 1938 in the second quarter of 1939 in many foreign countries, according to the various statistical series available.

Registered unemployed in June 1939 totaled 1,349,579 in Great Britain and 48,840 in Germany. The British registration for June is about two-thirds of the peak reached in January of the current year. Statistics covering the number of unemployed in receipt of benefit in France show a reduction from 362,899 persons to 348,985 from June 1938 to June 1939. Some decrease in registration in Poland in the same period is noted. For the countries where the unemployment situation did not improve, that is, as measured by the available figures, the level of unemployment tended either to be the same as in the same period of 1938 or the increase reported was slight.

The table following gives statistics of unemployment in foreign countries as officially reported, by years from 1933 to 1938, and by months beginning with May 1938 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			
	Number	Percent		Wholly unemployed		Partially unemployed	
				Number	Percent	Number	Percent
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
1938	40,526	8.7	174,048	132,708	13.9	163,651	16.4
1938							
May			¹ 245,660	121,763	13.1	171,217	18.4
June	39,824	8.6	¹ 190,310	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
November			¹ 72,051	150,892	15.5	156,470	16.1
December	42,077	8.9	¹ 76,621	167,145	16.9	232,788	23.6
1939							
January			108,407	173,299	17.4	218,334	21.9
February			86,000	166,851	16.7	178,051	17.8
March	46,611	9.8	62,127	152,735	15.1	148,688	14.7
April			² 49,102	144,932	14.3	145,062	14.3
May							

Year and date (end of month)	Canada	Danzig, Free City of	Denmark		Estonia	Finland
	Percent of trade-unionists unemployed	Number of unemployed registered	Trade-union unemployment funds—unemployed		Number unemployed remaining on live register	Number of unemployed registered
			Number	Percent		
1933	22.3	31,408	97,417	28.8	8,210	17,139
1934	18.2	20,326	81,756	22.2	2,970	10,011
1935	15.4	17,983	76,195	19.8	1,779	7,163
1936	13.3	13,553	78,669	19.3	1,276	4,796
1937	10.7	8,009	95,103	21.9	1,158	3,763
1938	13.1	3,499	97,076	21.4	1,243	3,602
1938						
May	13.2	2,022	78,541	17.5	872	2,963
June	13.5	1,544	75,227	16.7	684	2,414
July	14.0	1,139	76,743	16.9	519	2,186
August	11.6	1,048	76,659	16.9	522	2,747
September	10.4	1,200	76,739	16.8	607	3,192
October	12.3	1,757	86,188	18.8	999	4,041
November	13.7	1,985	103,701	22.7	1,719	5,172
December	16.2	4,612	146,533	31.6	1,831	4,294
1939						
January	15.9	2,602	139,225	29.9	2,252	5,006
February	16.4	1,812	126,592	27.1	1,996	4,412
March	15.7	1,492	108,316	22.8	1,769	4,331
April		654	80,242	16.9	1,476	3,509
May			55,564	11.7	708	2,985
June			52,453	11.0	² 582	2,091

¹ Revised series—increased coverage.² Provisional figure.

Statement of Unemployment in Foreign Countries—Continued

Year and date (end of month)	France	Germany	Great Britain	Great Britain and Northern Ireland				
				Compulsory insurance				
				Wholly unemployed		Temporary stoppages		
				Number	Percent	Number	Percent	
	Number of unemployed in receipt of benefit	Number of unemployed registered	Number of persons registered with employment exchanges ³					
1933	276,033	4,733,014	2,520,616	2,110,090	16.4	456,678	3.5	
1934	345,033	2,718,309	2,159,231	1,801,913	13.9	368,906	2.9	
1935	426,931	2,151,039	2,036,422	1,714,844	13.2	312,958	2.3	
1936	432,120	2,592,630	1,754,975	1,497,587	11.3	251,379	1.9	
1937	350,458	2,912,312		1,277,928	9.4	204,020	1.5	
1938	375,742	429,461	1,790,681	1,423,662	10.3	378,918	2.8	
<i>1938</i>								
May	380,826	338,355	1,778,805	1,375,768	10.0	404,303	3.0	
June	362,899	292,240	1,802,912	1,351,865	9.9	477,617	3.5	
July	344,517	218,328	1,773,116	1,338,509	9.8	480,569	3.5	
August	338,383	178,762	1,759,242	1,333,082	9.7	447,161	3.3	
September	338,409	155,996	1,798,618	1,387,087	10.1	419,695	3.1	
October	361,724	163,941	1,781,227	1,516,467	10.2	314,161	2.1	
November	367,106	152,430	1,828,103	1,568,883	10.6	311,562	2.1	
December	404,730	455,656	1,831,372	1,591,128	10.7	299,831	2.0	
<i>1939</i>								
January	415,987	301,897	2,039,026	1,711,087	11.5	385,995	2.6	
February	414,756	196,770	1,896,718	1,660,654	11.2	297,601	2.0	
March	400,075	134,018	1,726,929	1,550,785	10.5	238,046	1.6	
April	386,168	93,933	1,644,394	1,439,426	9.7	245,821	1.7	
May	375,522	69,555	1,492,282	1,333,063	9.0	203,413	1.4	
June	348,985	248,840	1,349,579	1,199,500	8.1	200,031	1.3	
Year and date (end of month)	Hungary			Ireland	Japan		Latvia	
	Employment exchanges, applications for work	Trade-unionists unemployed			Compulsory insurance—number unemployed registered	Official estimates, unemployed		
		Christian (Buda-pest)	Social Democratic			Number		Percent
1933	60,595	1,085	26,716	72,255	408,710	5.6	8,156	
1934	52,157	996	22,291	103,671	372,941	5.0	4,972	
1935	52,048	967	18,315	119,498	356,103	4.6	4,825	
1936	52,114	800	15,637	99,834	338,365	4.3	3,851	
1937	48,359	945	14,279	82,425	295,443	3.7	3,014	
1938	47,426	1,093	16,703	88,714			2,164	
<i>1938</i>								
May	46,445	1,022	18,767	97,571	227,992	2.9	1,313	
June	45,415	1,214	19,191	71,959	230,262	2.9	1,148	
July	45,454	1,205	19,134	68,320	230,055	2.9	887	
August	47,659	1,115	15,534	70,552	230,163	3.0	604	
September	47,413	946	12,889	70,411	230,203	2.9	663	
October	45,328	891	12,664	91,280	226,798	2.9	1,060	
November	43,631	990	12,953	93,223	221,030	2.7	2,132	
December	49,216	1,041	16,103	88,380	216,227	2.6	3,737	
<i>1939</i>								
January	54,262	1,087	20,965	105,012	212,254	2.6	4,330	
February	57,418	1,090	20,929	105,457			4,487	
March	58,107	1,146	20,122	106,859			4,055	
April	53,795	884		104,945			2,967	
May				96,477			2,254	
June				70,470				

² Provisional figure.³ New series from September 1937.⁴ Includes the Saar.⁵ Includes agricultural and domestic labor.⁶ Registration area extended; incomplete returns, July to September 1938.

Statement of Unemployment in Foreign Countries—Continued

Year and date (end of month)	Netherlands		New Zealand	Norway		Poland	
	Unemployment insurance societies—unemployed		Number unemployed registered by employment exchanges ¹	Trade unionists (10 unions) unemployed		Number unemployed remaining on live register	Number unemployed registered with employment offices
	Number	Percent		Number	Percent		
1933.....	163,000	31.0	46,971	16,588	33.4	35,591	249,660
1934.....	160,400	32.1	39,235	15,963	30.7	35,121	342,166
1935.....	173,673	36.3	38,234	14,783	25.3	36,103	381,935
1936.....	168,668	36.2	36,890	13,267	18.8	32,643	367,327
1937.....	137,700	29.2	-----	16,532	20.0	28,520	375,088
1938.....	134,181	27.3	-----	19,230	22.0	28,923	347,509
<i>1938</i>							
May.....	128,016	26.0	8,314	17,853	20.5	25,693	304,336
June.....	122,873	24.9	8,721	16,197	18.5	22,938	296,322
July.....	122,013	24.6	3,929	14,843	16.9	20,144	276,759
August.....	118,894	23.9	2,154	14,504	16.4	21,068	211,076
September.....	118,383	23.8	1,575	15,683	17.7	26,105	213,781
October.....	119,997	26.6	1,245	16,940	18.5	30,085	234,534
November.....	126,613	25.3	1,026	18,519	20.7	33,861	316,474
December.....	155,434	30.8	917	23,426	26.2	34,873	455,470
<i>1939</i>							
January.....	158,085	31.3	1,036	24,584	27.6	34,122	542,120
February.....	132,308	26.5	1,143	24,045	26.9	34,713	539,512
March.....	118,879	23.6	726	22,355	24.9	33,194	496,324
April.....	110,118	21.7	-----	18,981	21.1	30,212	390,308
May.....	² 102,774	20.2	-----	-----	-----	25,037	296,674
June.....	² 98,168	19.2	-----	-----	-----	20,802	-----

Year and date (end of month)	Rumania	Sweden		Switzerland				Yugoslavia
	Number unemployed remaining on live register	Trade unionists unemployed		Unemployment funds				Number of unemployed registered
		Number	Percent	Wholly unemployed		Partially unemployed		
				Number	Percent	Number	Percent	
1933.....	29,060	97,316	23.7	-----	10.8	-----	8.5	15,997
1934.....	16,871	80,216	18.9	-----	9.8	-----	6.1	15,647
1935.....	13,852	81,385	16.1	-----	11.8	-----	5.9	16,752
1936.....	13,549	71,552	13.6	-----	13.2	-----	5.3	19,436
1937.....	10,851	67,351	11.6	-----	10.0	-----	2.5	21,650
1938.....	7,271	74,255	11.8	-----	8.6	-----	4.5	22,517
<i>1938</i>								
May.....	5,618	56,281	9.1	37,900	6.8	24,900	4.7	18,023
June.....	5,348	57,285	9.3	34,005	6.3	25,580	4.7	14,828
July.....	3,836	49,093	8.0	32,700	5.8	24,800	4.6	13,049
August.....	4,807	50,461	8.1	33,600	6.0	23,800	4.4	10,973
September.....	5,493	51,557	8.2	34,264	6.3	23,502	4.3	10,926
October.....	5,290	62,137	9.8	38,400	6.8	22,000	4.1	12,103
November.....	5,382	75,289	11.9	46,500	8.2	22,700	4.2	14,739
December.....	8,668	122,357	19.1	74,689	13.7	26,178	4.8	23,590
<i>1939</i>								
January.....	10,876	101,179	15.0	76,000	13.3	23,300	4.3	32,831
February.....	9,349	91,456	13.3	65,100	11.4	23,100	4.3	36,699
March.....	7,424	85,994	12.4	56,518	10.4	21,069	3.9	33,508
April.....	-----	89,376	10.1	36,200	6.4	16,900	3.0	27,965
May.....	-----	50,713	7.3	28,800	5.1	15,800	2.8	21,751

¹ New series from 1933 through September 1937; revised in October 1937.

Building Operations

SUMMARY OF BUILDING CONSTRUCTION IN PRINCIPAL CITIES, JUNE 1939¹

THE level of building activity in June as measured by the value of permits issued was 0.4 percent higher for all classes of building construction than in May. A substantial gain was reported in cities with a population of 500,000 and over and a minor increase in cities with a population of 10,000 and under 25,000, while all other city size groups reported decreases. New nonresidential construction was 40.7 percent greater than in May, but additions, alterations, and repairs to existing structures showed a decrease of 6.0 percent.

Comparing June with the same month in 1938 indicated expenditures for total building construction were 41.9 percent greater than in June 1938. Increases ranged from 18.8 percent in cities with a population of 2,500 and under 5,000 to 48.7 percent in cities with a population of 100,000 and under 500,000. The dollar volume of new residential construction increased 44.4 percent over the year period and new nonresidential construction showed a gain of 57.0 percent. Permit valuations of additions, alterations, and repairs were 12.3 percent greater than in June 1938.

Comparison of June 1939 with May 1939 and June 1938

A summary of building construction in 2,006 identical cities in May and June 1939 and June 1938 is given in table 1.

TABLE 1.—*Summary of Building Construction for Which Permits Were Issued in 2,006 Identical Cities, May and June 1939 and June 1938*

Class of construction	Number of buildings			Permit valuation		
	June 1939	Percentage change from—		June 1939	Percentage change from—	
		May 1939	June 1938		May 1939	June 1938
All construction.....	69, 325	-8.8	+13.9	\$196, 909, 470	+0.4	+41.9
New residential.....	18, 386	-8.1	+27.1	100, 072, 491	-14.0	+44.4
New nonresidential.....	11, 805	-11.9	+12.2	65, 904, 921	+40.7	+57.0
Additions, alterations, and repairs.....	39, 134	-8.1	+9.0	30, 922, 058	-6.0	+12.3

¹ More detailed information by geographic divisions and individual cities is given in a separate pamphlet entitled "Building Construction, June 1939," copies of which will be furnished upon request.

A summary of permit valuations of housekeeping dwellings and the number of families provided for in new dwellings in 2,006 identical cities, having a population of 1,000 and over, is shown in table 2 for June 1939 compared with May 1939 and June 1938.

TABLE 2.—Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 2,006 Identical Cities, May and June 1939 and June 1938

Type of dwelling	Permit valuation of house-keeping dwellings			Number of families provided for in new dwellings		
	June 1939	Percentage change from—		June 1939	Percentage change from—	
		May 1939	June 1938		May 1939	June 1938
All types.....	\$98, 150, 036	-14. 8	+43. 4	26, 552	-14. 4	+47. 6
1-family.....	68, 960, 265	-5. 4	+25. 6	16, 983	-6. 5	+26. 2
2-family ¹	3, 008, 691	-12. 0	-3. 0	1, 204	-7. 4	+5. 8
Multifamily ²	26, 181, 080	-32. 8	+150. 7	8, 365	-27. 9	+146. 5

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

Construction During First 6 Months, 1938 and 1939

Cumulative totals for the first 6 months of 1939 compared with the same months of the preceding year are shown in table 3. The data are based on reports received from cities having a population of 1,000 and over.

TABLE 3.—Permit Valuation of Building Construction, First 6 Months of 1938 and of 1939, by Class of Construction

Class of construction	Permit valuation of building construction, first 6 months of—		
	1939	1938	Percentage change
All construction.....	\$1, 031, 212, 008	\$790, 582, 814	+30. 4
New residential.....	558, 253, 355	380, 076, 587	+46. 9
New nonresidential.....	299, 825, 777	250, 710, 192	+19. 6
Additions, alterations, and repairs.....	173, 132, 876	159, 796, 035	+8. 3

Table 4 presents the permit valuation of housekeeping dwellings and number of family-dwelling units provided in cities with a population of 1,000 and over for the first 6 months of 1938 and 1939.

TABLE 4.—Permit Valuation and Number of Family-Dwelling Units, First 6 Months of 1938 and of 1939, by Type of Dwelling

Type of dwelling	Housekeeping dwellings					
	Permit valuation			Number of families provided for		
	First 6 months of—		Percentage change	First 6 months of—		Percentage change
	1939	1938		1939	1938	
All types	\$550,937,567	\$377,443,090	+38.0	152,576	105,107	+45.2
1-family	350,843,216	249,480,689	+40.6	88,583	63,097	+40.4
2-family ¹	17,018,028	16,508,953	+3.1	6,669	6,361	+4.8
Multifamily ²	183,076,323	111,453,448	+64.3	57,324	35,649	+60.8

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

Analysis by Size of City, June 1939

Table 5 shows the value of permits issued for building construction in June 1939 compared with May 1939 and June 1938, by size of city and by class of construction.

TABLE 5.—Permit Valuation of Building Construction in 2,006 Identical Cities, by Size of City, May and June 1939 and June 1938

Size of city	Number of cities	Total construction			New residential buildings			Population (census of 1930)
		Permit valuation, June 1939	Percentage change from—		Permit valuation, June 1939	Percentage change from—		
			May 1939	June 1938		May 1939	June 1938	
Total, all reporting cities	2,006	\$196,909,470	+0.4	+41.9	\$100,072,491	-14.0	+44.4	
500,000 and over	14	74,325,940	+26.4	+47.0	35,960,234	+6.3	+58.1	
100,000 and under 500,000	78	41,389,960	-20.8	+48.7	21,075,749	-37.4	+61.0	
50,000 and under 100,000	97	17,177,329	-16.0	+33.8	7,529,329	-28.6	+23.4	
25,000 and under 50,000	158	17,136,638	-5.0	+45.1	8,518,031	-19.7	+48.4	
10,000 and under 25,000	425	25,456,791	+9.3	+33.0	13,943,597	+0.6	+28.1	
5,000 and under 10,000	361	10,909,473	-10.3	+35.3	7,151,088	-4.3	+37.2	
2,500 and under 5,000	431	7,283,858	-4.2	+18.8	4,227,271	-5.0	+9.5	
1,000 and under 2,500	442	3,229,481	-8.8	+33.3	1,667,192	-14.1	+1.8	
		Nonresidential buildings		Additions, alterations, and repairs				
		Permit valuation, June 1939	Percentage change from—		Permit valuation, June 1939	Percentage change from—		
			May 1939	June 1938		May 1939		June 1938
Total, all reporting cities		\$65,904,921	+40.7	+57.0	\$30,932,058	-6.0	+12.3	59,486,442
500,000 and over		27,622,783	+93.9	+59.0	10,742,923	+1.1	+2.8	21,449,853
100,000 and under 500,000		12,066,534	+16.4	+41.7	8,247,677	+7.7	+32.7	14,710,135
50,000 and under 100,000		6,545,964	-1.1	+61.5	3,102,036	-7.8	+15.4	6,427,410
25,000 and under 50,000		5,459,127	+23.9	+97.4	3,159,480	+4.8	-4.3	5,605,412
10,000 and under 25,000		8,039,503	+72.5	+46.4	3,473,691	-27.1	+26.0	6,526,856
5,000 and under 10,000		2,543,229	-17.1	+59.0	1,215,156	-24.9	-2.8	2,520,803
2,500 and under 5,000		2,371,492	-3.1	+43.9	685,095	-2.8	+10.1	1,537,153
1,000 and under 2,500		1,256,289	+15.1	+138.6	306,000	-39.8	+19.1	708,820

The permit valuation of housekeeping dwellings in the 2,006 identical cities reporting for May and June 1939, together with the number of family-dwelling units provided in new dwellings, by size of city, is given in table 6.

TABLE 6.—Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 2,006 Identical Cities, by Size of City, May and June 1939

Size of city	Permit valuation of house-keeping dwellings			Number of families provided for in—							
	June 1939	May 1939	Per-centage change	All types		1-family dwellings		2-family dwellings ¹		Multi-family dwellings ²	
				June 1939	May 1939	June 1939	May 1939	June 1939	May 1939	June 1939	May 1939
	Total, all reporting	\$98,150,036	\$115,254,779	-14.8	26,552	31,036	16,983	18,161	1,204	1,268	8,365	11,607
500,000 and over.....	35,597,934	33,760,004	+5.4	9,504	8,551	4,191	4,253	260	368	5,053	3,930
100,000 and under 500,000.....	20,948,249	33,587,849	-37.6	5,730	9,439	3,506	3,710	338	352	1,886	5,377
50,000 and under 100,000.....	7,406,824	10,390,661	-28.7	1,940	2,860	1,594	1,832	171	184	175	844
25,000 and under 50,000.....	8,392,031	10,610,821	-20.9	2,328	3,063	1,772	1,927	135	87	421	1,049
10,000 and under 25,000.....	13,604,697	13,744,758	-1.0	3,792	3,716	3,099	3,342	156	169	537	205
5,000 and under 10,000.....	6,313,188	6,885,653	-8.3	1,740	1,791	1,452	1,569	62	46	226	176
2,500 and under 5,000.....	4,226,521	4,335,101	-2.5	1,046	1,078	947	1,018	49	40	50	20
1,000 and under 2,500.....	1,660,592	1,939,932	-14.4	472	538	422	510	33	22	17	6

¹ Includes 1- and 2-family dwellings with stores.

² Includes multifamily dwellings with stores.

The information on building permits issued is based on reports received by the Bureau of Labor Statistics from 2,006 identical cities having a population of 1,000 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, and Pennsylvania, where the State departments of labor collect and forward the information to the Bureau. In New York and North Carolina the information from the smaller cities is collected by the Bureau of Labor Statistics from local building officials and the information from the larger cities is collected and forwarded to the Bureau by the State departments of labor. 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. The data collected by the Bureau of Labor Statistics show, in addition to private and municipal construction, the value of buildings for which contracts were awarded by the Federal and State Governments in the cities included in the report. For June 1939 the value of these buildings amounted to \$33,033,000, for May 1939 to \$35,234,000, and for June 1938 to \$8,032,000.

Construction From Public Funds

The value of contracts awarded and force-account work started during June 1939, May 1939, and June 1938, on construction projects financed wholly or partially from various Federal funds, is shown in table 7.

TABLE 7.—Value of Contracts Awarded and Force-Account Work Started on Projects Financed from Federal Funds June 1939, May 1939, and June 1938 ¹

Federal agency	Contracts awarded and force-account work started—		
	June 1939	May 1939 ²	June 1938 ²
Total.....	\$129,879,040	\$144,497,870	\$97,410,623
Public Works Administration:			
Federal.....	561,294	1,208,138	410,371
Non-Federal:			
N. I. R. A.....	548,413	1,303,984	³ 2,211,782
E. R. A. A.....	382,457	381,177	⁴ 30,089,710
P. W. A. A., 1938.....	23,284,890	68,154,374	.....
Federal projects under The Works Program.....	3,367,548	5,492,094	3,639,615
Regular Federal appropriations.....	92,226,757	37,716,342	61,036,855
U. S. Housing Authority.....	9,507,681	30,241,761	22,290

¹ Preliminary, subject to revision.
² Revised.
³ Includes \$74,244 low-cost housing.
⁴ Includes \$11,003 low-cost housing.

The value of public-building and highway construction awards financed wholly from appropriations from State funds, as reported by the various State governments for June 1939, May 1939, and June 1938 is shown in the following statement:

	Public building	Highway construction
June 1939.....	\$1,911,846	\$5,017,854
May 1939.....	441,032	4,012,847
June 1938.....	1,874,157	12,230,999

Retail Prices

FOOD PRICES IN JUNE 1939

THE average retail cost of food declined 0.3 percent between May and June. Meat costs were 1.2 percent lower and prices of fresh vegetables showed marked seasonal declines.

The June index for 84 foods combined was 76.3 percent of the 1923-25 average. It was 4.8 percent lower than in June 1938. Indexes for all commodity groups stood below the level of a year ago with cereals and bakery products showing the greatest decreases.

The June index for all foods was 17.6 percent higher than in June 1933 and 26.4 percent below the corresponding month in 1929.

Details by Commodity Groups

The cost of cereals and bakery products increased 0.2 percent between May and June, reversing the downward trend which has been continuous for almost 2 years. The advance was largely due to an increase of 1.7 percent in the price of flour, which was higher in 20 cities. Corn meal increased 1.0 percent. Price changes for other items in the group were relatively unimportant. The price of white bread was slightly lower in 3 cities, resulting in an average decrease of 0.1 percent for this staple food.

Meat costs, which have increased steadily throughout the year, declined 1.2 percent. Costs were lower in 39 cities. Price decreases were reported for 14 of the 21 items in the group. Fresh pork showed the most decline. Chops decreased 3.3 percent and loin roast 3.9 percent. Cured pork was down 1.3 percent. The cost of beef and veal was 1.2 percent lower. Lamb and roasting chickens showed smaller decreases. Canned salmon was slightly higher.

The index for dairy products remained unchanged, the result of contrary price movements for butter and for fresh milk. Butter rose

NOTE.—All percentages referred to in this report are based on prices and indexes computed to three decimal places.

2.2 percent and was higher throughout the country. Delivered fresh milk declined 0.8 percent due to lower prices in six cities, with the greatest decrease, about 3 cents a quart, shown for St. Louis. Cheese advanced 0.9 percent and cream declined 1.0 percent.

Eggs increased 1.0 percent. This was less than the usual seasonal advance. Egg costs were 12.0 percent below the level of a year ago.

The cost of fruits and vegetables for the 51 cities combined decreased 0.2 percent. Declines in 28 cities slightly more than offset advances in 23 cities. Eight of the 13 fresh items showed price decreases. Potatoes declined 0.4 percent and prices of other fresh vegetables, except celery and sweetpotatoes, decreased much more. The greatest decline was 17.1 percent for green beans. Prices of apples, oranges, and lemons increased materially. Canned peas decreased 0.9 percent. No significant price changes were recorded for other canned and dried items.

Beverages and chocolate declined 0.1 percent, with slightly lower prices shown for all items in the group.

Fats and oils decreased 0.6 percent. Lard was 1.1 percent lower. Oleomargarine declined 0.3 percent; shortening in cartons decreased 1.0 percent. Prices of these items have declined steadily for almost a year. The price of shortening in tin containers showed an increase of 0.2 percent and was 1.1 percent higher than a year ago.

The cost of sugar and sweets increased 0.3 percent. The price of sugar rose 0.5 percent, continuing the upward tendency which was first shown in April. Molasses showed a slight change upward, while corn sirup and strawberry preserves declined 0.1 percent each.

Indexes of retail costs of food for June and May 1939, together with indexes for June 1938, 1933, 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 June 1939, inclusive.

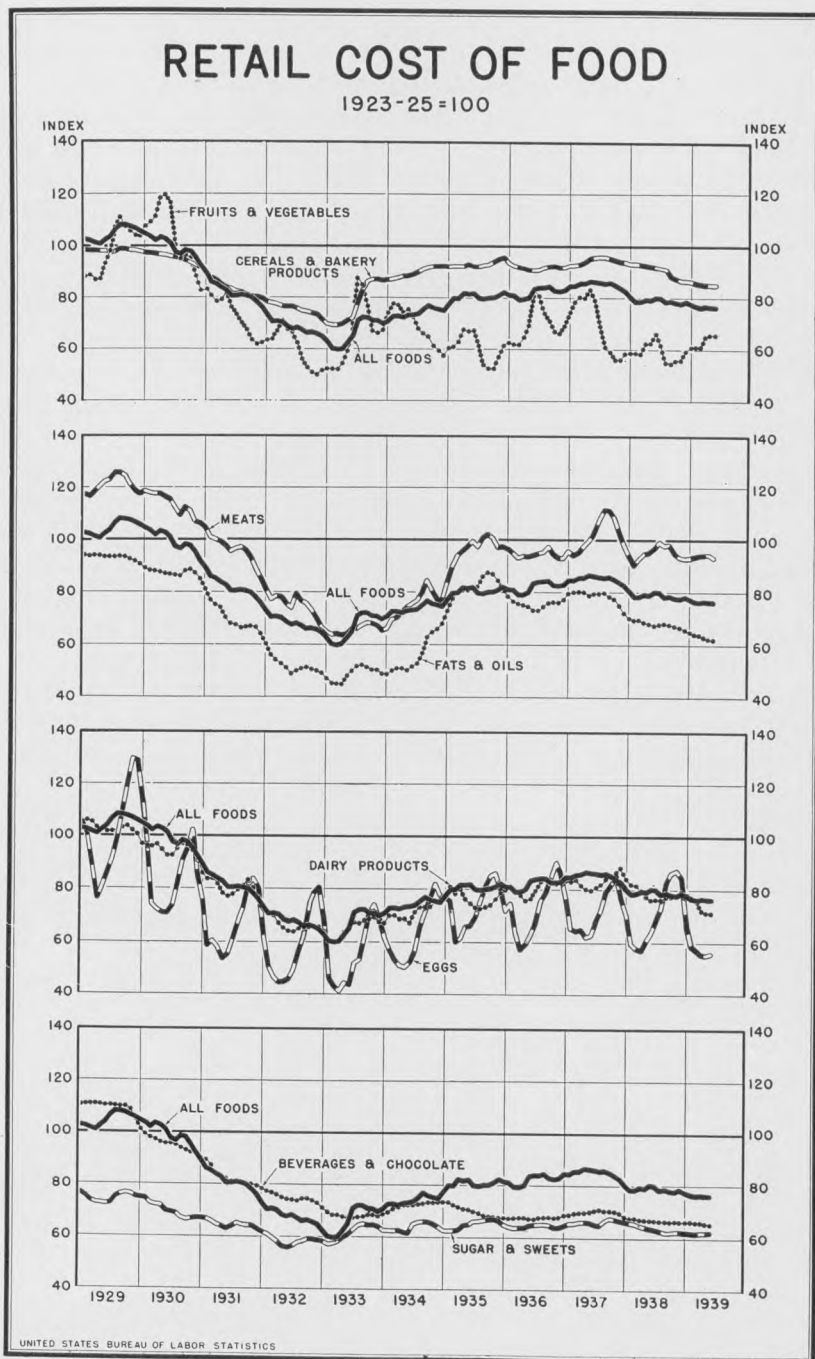
TABLE 1.—*Indexes of Retail Food Costs in 51 Large Cities Combined,¹ by Commodity Groups, June and May 1939 and June 1938, 1933, and 1929*

[1923-25=100]

Commodity group	1939		June 14, 1938	June 15, 1933	June 15, 1929
	June 13 ²	May 16			
All foods.....	76.3	76.5	80.2	64.9	103.7
Cereals and bakery products.....	85.0	84.9	91.8	71.8	97.7
Meats.....	93.1	94.2	96.9	65.9	123.3
Dairy products.....	71.2	71.2	76.0	64.7	101.4
Eggs.....	55.8	55.3	63.4	43.5	85.7
Fruits and vegetables.....	65.6	65.7	66.0	67.5	98.2
Fresh.....	65.2	65.3	65.2	68.9	97.8
Canned.....	73.8	73.8	78.2	66.7	98.1
Dried.....	56.6	56.5	59.0	52.5	102.5
Beverages and chocolate.....	65.4	65.5	66.8	67.3	110.5
Fats and oils.....	62.1	62.4	67.4	49.9	93.4
Sugar and sweets.....	62.3	62.1	63.8	61.0	72.3

¹ Aggregate costs of 42 foods in each city prior to Jan. 1, 1935, and of 84 foods since that date, weighted to represent total purchases, have been combined with the use of population weights.

² Preliminary.



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 48 of the 84 foods included in the index were lower in June than in May, 34 were higher, and 2 were unchanged. Compared with June 1938, 66 foods cost less, 17 cost more, and 1 was unchanged.

Average prices of each of the 84 foods for 51 cities combined are shown in table 2 for June and May 1939, and June 1938.

TABLE 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined, June and May 1939 and June 1938

[*Indicates the foods included in indexes prior to Jan. 1, 1935]

Article	1939		1938
	June 13 ¹	May 16	June 14
Cereals and bakery products:			
Cereals:	<i>Cents</i>	<i>Cents</i>	<i>Cents</i>
*Flour, wheat.....pound.....	3.6	3.6	4.0
*Macaroni.....do.....	14.2	14.2	14.8
*Wheat cereal.....28-oz. package.....	24.0	24.2	24.4
*Corn flakes.....8-oz. package.....	7.2	7.2	7.3
*Corn meal.....pound.....	4.5	4.5	4.7
Hominy grits.....24-oz. package.....	8.4	8.4	8.7
*Rice.....pound.....	7.5	7.5	7.8
*Rolled oats.....do.....	7.1	7.1	7.2
Bakery products:			
*Bread, white.....do.....	8.0	8.0	8.8
Bread, whole-wheat.....do.....	9.2	9.2	9.8
Bread, rye.....do.....	9.3	9.2	10.1
Cake.....do.....	24.9	25.1	24.9
Soda crackers.....do.....	15.2	15.2	16.3
Meats:			
Beef:			
*Sirloin steak.....do.....	39.7	39.7	38.5
*Round steak.....do.....	36.2	36.0	36.0
*Rib roast.....do.....	30.0	30.5	29.5
*Chuck roast.....do.....	25.5	23.9	23.2
*Plate.....do.....	15.3	15.9	15.3
Liver.....do.....	28.1	27.8	26.1
Veal:			
Cutlets.....do.....	42.1	42.7	42.0
Pork:			
*Chops.....do.....	29.4	30.4	34.7
Loin roast.....do.....	23.2	24.1	28.3
*Bacon, sliced.....do.....	32.0	32.5	36.5
Bacon, strip.....do.....	26.7	27.4	30.9
*Ham, sliced.....do.....	46.9	46.7	46.4
Ham, whole.....do.....	27.8	28.0	28.9
Salt pork.....do.....	17.4	18.1	20.6
Lamb:			
Breast.....do.....	13.0	13.3	13.1
Chuck.....do.....	23.0	23.3	22.7
*Leg.....do.....	30.0	30.1	29.7
Rib chops.....do.....	38.8	38.6	36.1
Poultry:			
*Roasting chickens.....do.....	31.1	31.1	35.5
Fish:			
Salmon, pink.....16-oz. can.....	12.7	12.7	13.4
*Salmon, red.....do.....	23.0	22.9	26.8

¹ Preliminary.

TABLE 2.—Average Retail Prices of 84 Foods in 51 Large Cities Combined, June and May 1939 and June 1938—Continued

Article	1939		1938	
	June 13	May 16	June 14	
Dairy products:				
*Butter.....	.....pound	<i>Cents</i> 30.6	<i>Cents</i> 29.9	<i>Cents</i> 32.2
*Cheese.....	.....do	24.3	24.1	26.2
Cream.....	.....½-pint	13.4	13.5	14.4
Milk, fresh (delivered and store)	.....quart	11.1	11.3	12.0
*Milk, fresh (delivered)	.....do	11.5	11.6	12.3
Milk, fresh (store)	.....do	10.4	10.5	11.3
*Milk, evaporated.....	.....14½-oz. can	6.8	6.8	7.1
*Eggs.....	.....dozen	28.3	28.1	32.3
Fruits and vegetables:				
Fresh:				
Apples.....	.....pound	6.1	5.8	5.6
*Bananas.....	.....do	6.1	6.2	6.1
Lemons.....	.....dozen	24.6	22.9	26.7
*Oranges.....	.....do	28.0	25.8	26.5
Beans, green.....	.....pound	3.5	4.1	3.8
*Cabbage.....	.....do	3.5	4.1	3.8
Carrots.....	.....bunch	5.5	5.6	6.0
Celery.....	.....stalk	9.3	8.3	9.3
Lettuce.....	.....head	7.5	7.6	8.2
*Onions.....	.....pound	3.9	4.4	4.6
*Potatoes.....	.....do	2.7	2.7	2.7
Spinach.....	.....do	5.9	6.5	5.0
Sweetpotatoes.....	.....do	4.9	4.7	4.5
Canned:				
Peaches.....	.....No. 2½ can	16.7	16.7	19.3
Pears.....	.....do	20.3	20.3	21.6
Pineapple.....	.....do	21.3	21.3	22.4
Asparagus.....	.....No. 2 can	27.7	27.8	29.9
Beans, green.....	.....do	9.9	10.0	11.4
*Beans with pork.....	.....16-oz. can	7.2	7.2	7.4
*Corn ².....	.....No. 2 can	10.3	10.3	11.7
*Peas.....	.....do	13.7	13.8	15.4
*Tomatoes.....	.....do	8.7	8.7	8.9
Tomato soup.....	.....10½-oz. can	7.5	7.5	7.4
Dried:				
Peaches.....	.....pound	15.1	15.1	15.5
*Prunes.....	.....do	9.0	9.0	9.2
*Raisins.....	.....15-oz. package	9.4	9.4	10.0
Black-eyed peas.....	.....pound	8.0	8.0	7.4
Lima beans.....	.....do	8.9	8.9	9.0
*Navy beans.....	.....do	5.9	5.8	6.3
Beverages and chocolate:				
*Coffee.....	.....do	22.4	22.4	23.1
*Tea.....	.....¼-pound	17.4	17.5	17.8
Cocoa.....	.....8-oz. can	8.6	8.6	8.7
Chocolate.....	.....8-oz. package	16.0	16.1	16.2
Fats and oils:				
*Lard.....	.....pound	10.4	10.5	12.7
Shortening, other than lard:				
In cartons.....	.....do	12.2	12.3	13.0
In other containers.....	.....do	20.3	20.3	19.4
Salad oil.....	.....pint	24.1	24.0	24.7
Mayonnaise.....	.....½-pint	17.1	17.2	17.5
*Oleomargarine.....	.....pound	16.0	16.1	17.1
Peanut butter.....	.....do	17.9	18.0	18.5
Sugar and sweets:				
*Sugar.....	.....do	5.2	5.1	5.3
Corn sirup.....	.....24-oz. can	13.7	13.7	13.9
Molasses.....	.....18-oz. can	13.6	13.6	13.7
Strawberry preserves.....	.....pound	20.6	20.6	21.6

² Since April 1939 the price of canned corn has been based upon quotations of cream style only, and are not strictly comparable with average prices for earlier months which included both cream style and whole-kernel corn.

Details by Regions and Cities

The decline of 0.3 percent in food costs the country over was the net result of decreases in 31 cities and increases in 18. The cities showing the most decline were Richmond, 2.8 percent; Scranton, 1.7 percent; and Minneapolis and Columbus, 1.4 percent each. In these cities, price decreases for meats or for fresh vegetables were greater than the average for all cities. In Richmond, meats declined 3.4 percent. Potato prices were 31.7 percent lower in Richmond; 22.0 percent in Scranton; 9.3 percent in Minneapolis and 3.7 percent in Columbus as compared with 0.4 percent for all cities combined. Increases of 1.0 percent or more were reported for only seven cities. In Salt Lake City food costs advanced 3.7 percent, due to a rise of prices of many items which in other cities showed decreases. Potato prices rose 45.6 percent due to the increased sales of new potatoes.

TABLE 3.—Indexes of the Average Retail Cost of All Foods, by Regions and Cities,¹ June and May 1939 and June 1938

[1923-25=100]

Region and city	1939		1938	Region and city	1939		1938
	June 13 ²	May 16	June 14		June 13 ²	May 15	June 14
United States.....	76.3	76.5	80.2	South Atlantic.....	75.6	76.1	77.6
New England.....	74.8	74.5	78.4	Atlanta.....	70.7	70.0	72.5
Boston.....	73.1	72.7	76.1	Baltimore.....	82.0	82.6	84.2
Bridgeport.....	79.8	79.2	84.3	Charleston, S. C.....	75.9	76.0	78.2
Fall River.....	77.0	77.9	81.9	Jacksonville.....	74.3	74.7	76.8
Manchester.....	78.5	78.6	81.9	Norfolk.....	73.8	74.8	74.7
New Haven.....	78.2	78.0	82.8	Richmond.....	68.8	70.7	70.7
Portland, Maine.....	76.3	76.1	79.3	Savannah.....	75.6	75.8	78.4
Providence.....	74.3	73.5	78.4	Washington, D. C.....	78.3	78.6	80.6
Middle Atlantic.....	77.0	77.5	80.8	East South Central.....	70.9	70.3	73.5
Buffalo.....	77.5	76.9	77.6	Birmingham.....	66.2	65.9	68.6
Newark.....	79.7	80.4	82.2	Louisville.....	80.9	80.1	83.5
New York.....	77.4	77.9	80.8	Memphis.....	71.6	70.7	75.3
Philadelphia.....	78.3	79.0	82.2	Mobile.....	74.2	73.6	75.3
Pittsburgh.....	74.1	74.0	79.6	West South Central.....	74.2	74.7	76.2
Rochester.....	76.8	77.2	83.0	Dallas.....	68.7	69.4	72.8
Scranton.....	73.5	74.8	77.1	Houston.....	75.1	75.8	76.5
East North Central.....	76.4	76.6	82.0	Little Rock.....	70.5	71.4	72.3
Chicago.....	77.1	78.0	82.5	New Orleans.....	81.7	81.7	81.7
Cincinnati.....	75.4	76.3	81.9	Mountain.....	80.9	79.9	83.5
Cleveland.....	78.4	78.4	81.7	Butte.....	75.4	74.9	79.2
Columbus, Ohio.....	74.9	75.9	80.2	Denver.....	82.3	82.4	85.7
Detroit.....	74.1	73.2	81.4	Salt Lake City.....	79.8	76.9	80.6
Indianapolis.....	77.5	76.7	81.3	Pacific.....	74.9	74.7	77.2
Milwaukee.....	78.9	79.6	87.0	Los Angeles.....	70.0	69.4	72.2
Peoria.....	79.7	79.7	83.7	Portland, Oreg.....	79.1	79.1	80.9
Springfield, Ill.....	76.4	76.5	81.3	San Francisco.....	78.2	78.6	81.3
West North Central.....	79.9	80.7	83.7	Seattle.....	78.6	78.6	79.6
Kansas City.....	78.0	79.1	82.0				
Minneapolis.....	84.5	85.7	87.4				
Omaha.....	75.9	76.0	78.0				
St. Louis.....	80.8	81.6	85.9				
St. Paul.....	80.7	81.1	83.6				

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.

ELECTRICITY AND GAS

Price Changes Between March and June 1939

RESIDENTIAL rates are secured quarterly from 51 cities for electricity and from 50 cities for gas. These cities are those included in the composite indexes for all foods. These rates are used in the computation of series of prices both for electricity and for gas. The blocks of consumption which have been selected as the bases of these prices are representative of average conditions throughout the country.

ELECTRICITY

Prices of electricity are based upon the monthly use of 25 kilowatt-hours for lighting and small energy-consuming appliances; 100 kilowatt-hours for greater use of lighting and small appliances, and an electric refrigerator; and 250 kilowatt-hours for a still greater use of lighting, a larger number of small appliances, and both an electric refrigerator and an electric range.

Reductions in residential rates between March and June were reported for 6 cities. One of the companies serving Queens Borough, New York City, issued a rate schedule in April which was retroactive to January 1. Decreases in costs of electricity under this rate amounted to 18.0 percent for the use of 25 kilowatt-hours, 21.6 percent for 100 kilowatt-hours, and 17.1 percent for 250 kilowatt-hours. This reduction brought the general price level to approximately the same as that of other companies serving the 5 boroughs. In Indianapolis, a reduction of $\frac{1}{2}$ cent per kilowatt-hour for the first 30 kilowatt-hours used per month provided decreases of 9.1 percent for the use of 25 kilowatt-hours, 3.8 percent for 100 kilowatt-hours, and 2.1 percent for 250 kilowatt-hours. A change in the "Inducement" rate in Atlanta resulted in decreases of 9.1 percent for 100 kilowatt-hours and 6.8 percent for 250 kilowatt-hours, but did not affect those customers using less than 40 kilowatt-hours. About 38 percent of the customers were billed for electricity under the "Inducement" rate. In Norfolk and Richmond, lower prices were reported for the 100 kilowatt-hours after the use of the first 50. The decreases amounted to 8.1 percent for 100 kilowatt-hours and 1.6 percent for 250 kilowatt-hours. In Houston, decreases covering the first 75 kilowatt-hours per month provided reductions scaling downward from 16.1 percent for 25 kilowatt-hours to 3.4 percent for 250 kilowatt-hours.

GAS

The prices of gas are based upon 10.6 therms for the use of a range; 19.6 therms for range and manual type water heater; 30.6 therms for

range and automatic storage or instantaneous type water heater; and 40.6 therms for range, automatic water heater, and gas refrigerator.

Changes in costs of gas were reported for three cities. One company serving Bronx, Manhattan, and Queens Boroughs of New York City, reported the usual summer rates which provided lower costs for customers using more than 3,000 cubic feet of manufactured gas or about 16 therms per month. The decreases ranged from 6.0 percent for 19.6 therms to 20.9 percent for 40.6 therms. Two cities, Pittsburgh and Cincinnati, reported changes in the heating value of gas. The heat content of natural gas served in Pittsburgh has shown slight variations from time to time. These changes in gas of a high heating value (over 1,100 B. t. u. per cubic foot) do not materially affect the cost of gas over a period of time. The decrease for gas used in excess of that covered by the minimum bill amounted to about 1.0 percent between March and June and followed an increase of 0.6 percent reported for the preceding 3-months period. In Cincinnati, a decrease in the heating value of mixed manufactured and natural gas resulted in advances ranging between 5.5 and 5.9 percent for residential customers.



RETAIL PRICES OF FOOD IN MANILA, MARCH 1939

OF 38 food articles sold at retail in the public markets of Manila, 13 increased in price in March 1939 as compared with March 1938. These increases ranged from 1.67 percent for shrimps to 33.33 percent for papayas. For the same period, decreases in prices were reported for 21 articles, and there was no change in prices for 2 others. The prices of 2 commodities listed in 1939 were not quoted in March 1938. From February to March 1939, 8 of the 38 articles increased in price; for 14 commodities the prices fell, and for 16 no price changes are recorded. Average retail prices for each of the 38 articles of food at specified periods are given in the following table:¹

¹ Commonwealth of the Philippines. Department of Labor. Labor Bulletin, Manila, April 1939, pp. 228-229.

Retail Prices of Food in Manila for March 1938 and February and March 1939

[1 peso=about 50 cents in U. S. currency]

Commodity	Unit	Prices			Percent of increase or decrease in March 1939 compared with—	
		March 1939	February 1939	March 1938	February 1939	March 1938
Rice:		<i>Pesos</i>	<i>Pesos</i>	<i>Pesos</i>		
Elon-elon	Ganta ¹	0.34	0.34	0.32		+6.25
Macan	do	.29	.30	.28	-3.33	+3.57
Coffee:						
Hawaiian	do	1.26	1.25	1.37	+ .80	-8.03
Javanese	do	.88	.89	.95	-1.12	-7.37
Palembang	do	.83	.84		-1.19	
Mongo:						
Native	do	.29	.29	.33		-12.12
Chinese	do	.33	.33	.35		-5.71
Fish and other sea products:						
Banangs	One	.27	.26	.23	+3.85	+17.39
Kanduli	do	.27	.33	.32	-18.18	-15.62
Shrimps	Kilogram ²	.61	.69	.60	-11.59	+1.67
Meat:						
Beef	do	.63	.63	.65		-3.08
Pork	do	.56	.56	.59		-5.08
Fowls:						
Hens	One	.84	.84	.79		+6.33
Roosters	do	.76	.76	.77		-1.30
Chickens	do	.48	.49	.46	-2.04	+4.35
Vegetables:						
Beans, string, native	Kilogram ²	.18	.18	.22		-18.18
Onions:						
Native	do	.26	.25	.28	+4.00	-7.14
Imported	do	.19	.20	.19	-5.00	
Squash:						
Red	One	.14	.17	.15	-17.65	-6.67
White	do	.12	.14	.13	-14.29	-7.69
Potatoes	Kilogram ²	.12	.12	.12		
Sweetpotatoes	do	.09	.09	.12		-25.00
Tomatoes	100	.32	.33	.35	-3.03	-8.57
Fruits:						
Bananas:						
Lakatan	100	.85	.85	.93		-8.60
Buñulan	100	.60	.60	.74		-18.92
Latundan	100	.48	.48	.55		-12.73
Saba	100	.40	.40	.48		-16.67
Coconuts, matured	One	.02	.03	.03	-33.33	-33.33
Papayas	do	.16	.17	.12	-5.88	+33.33
Miscellaneous:						
Milk, condensed	Ord. can	.28	.26	.26	+7.69	+7.69
Eggs:						
Hen's:						
Native	100	3.13	3.23	3.05	-3.09	+2.62
Chinese	do	2.92	2.92			
Duck's:						
Native	do	3.92	3.89	4.06	+ .77	-3.45
Imported	do	3.76	3.75	3.79	+ .27	-.79
Sugar:						
Brown	Kilogram ²	.11	.11	.10		+10.00
Refined	do	.15	.14	.14	+7.14	+7.14
Salt, white	Ganta ¹	.07	.10	.06	-30.00	+16.67
Vinegar	Bottle	.11	.10	.09	+10.00	+22.22

¹ 1 ganta=3.17 liquid quarts, 2.72 dry quarts.² 1 kilogram=2.2046 pounds.

Wholesale Prices

WHOLESALE PRICES IN JUNE 1939 ¹

COMMODITY prices at wholesale dropped 0.8 percent during June, to the lowest level reached since July 1934. Weakening prices for farm products, fuel and lighting materials, and foods contributed largely to the decline. The June index, 75.6, was 3.4 percent below the corresponding month of last year.

Decreases were recorded for 7 of the 10 major commodity groups: Farm products, 2.0 percent; fuel and lighting materials, 1.2 percent; foods, 0.9 percent; miscellaneous commodities, 0.5 percent; and textile products, metals and metal products, and chemicals and drugs, 0.3 percent. Hides and leather products advanced 0.8 percent and house-furnishing goods rose 0.1 percent. The building materials group remained unchanged at the May level. The indexes for 7 groups were below the corresponding month of 1938. The decreases range from 0.2 percent for building materials to 9.2 percent for farm products. Compared with a year ago, textile products rose 2.7 percent, hides and leather products advanced 2.4 percent, and miscellaneous commodities 1.2 percent.

Largely because of weakening prices for agricultural commodities, raw silk, raw jute, sisal, bituminous coal, and tankage, the raw materials group index declined 1.7 percent to the lowest point reached in the past 5 years. This was 5.2 percent below a year ago. The semimanufactured commodities group index declined 0.3 percent during the month, to the June 1938 level. Finished-product prices fell 0.4 percent, or 3.2 percent lower than June a year ago.

The index for the large group of "All commodities other than farm products," reflecting the movement in prices of nonagricultural commodities, declined 0.5 percent as did also the index for "All commodities other than farm products and foods." The former group was 2.4 percent below the corresponding month of last year and the latter, 1.4 percent.

Wholesale prices of farm products declined 2.0 percent to the lowest point reached since May 1934. Decreases of 5.2 percent for livestock and poultry and 2.3 percent for grains largely accounted for the drop. The livestock and poultry subgroup declined 11.0 percent since Jan-

¹ More detailed information on wholesale prices is given in the Wholesale Price pamphlet and will be furnished upon request.

uary. Lower prices were reported for barley, corn, oats, wheat, calves, cows, steers, hogs, sheep, poultry, eggs, apples, alfalfa hay, hops, fresh milk (Chicago), seeds, dried beans, onions, and potatoes. Quotations were higher for rye, cotton, lemons, oranges, fresh milk (New York), and wool.

Declining prices for bituminous coal, California gasoline, and kerosene caused the fuel and lighting materials group index to fall 1.2 percent. Average prices for gas, anthracite, and Oklahoma and Texas gasoline advanced.

The decline of 0.9 percent in the foods group index was largely the result of sharp declines in prices of meats and fruits and vegetables. Prices were lower for beef, mutton, bacon, cured and fresh pork, veal, dressed poultry, wheat flour, corn meal, hominy grits, canned, dried, and fresh fruits, fresh vegetables, cured fish, lard, molasses, oleo oil, pepper, raw sugar, edible tallow, and vegetable oils. Cereal products advanced 2.8 percent and dairy products rose 2.4 percent. Quotations were higher for butter, cheese, powdered milk, oatmeal, rye flour, bananas, canned vegetables, lamb, cocoa beans, coffee, copra, and canned salmon. The foods group index, 67.6, was 7.5 percent below the June 1938 level.

In the textile products group, sharp declines in the prices of raw silk, silk yarns, burlap, raw jute, and sisal more than offset higher prices for cotton goods and worsted yarns, with the result that the textile products group index declined 0.3 percent.

The index for the metals and metal products group declined 0.3 percent because of lower prices for bars, castings, sheets, strips, electrolytic copper, quicksilver, bar silver, pig tin, and copper and brass manufactures. Higher prices were reported for scrap steel, pig lead, and antimony.

The building materials group index remained unchanged at the May level, 89.5 percent of the 1926 average. Lower prices for concrete blocks, yellow pine flooring and timbers, red cedar shingles, maple, oak, and poplar lumber, shellac, turpentine, sand, and gravel were counterbalanced by higher prices for common building brick, yellow pine lath, cedar siding, gum, Ponderosa pine and spruce lumber, copal gum, China-wood oil, linseed oil, rosin, and tar. No changes were reported in prices of cement and structural steel.

Weakening prices for fats and oils, alcohol, tankage, and mixed fertilizers brought the chemicals and drugs group index down 0.3 percent. Average prices for manure salts and kainit were higher.

Wholesale prices of cattle feed declined 6.8 percent during the month, paper and pulp dropped 0.6 percent, and crude rubber advanced 0.6 percent.

As a result of sharp advances in prices of hides, skins, and side leather, the hides and leather products group index rose 0.8 percent. Prices of sole leather averaged lower.

The housefurnishing goods group index rose 0.1 percent because of a slight advance in prices of furnishings. Average wholesale prices of furniture were steady.

Index numbers for the groups and subgroups of commodities for May and June 1939 and June 1938 are shown in table 1.

TABLE 1.—Index Numbers of Wholesale Prices by Groups and Subgroups of Commodities

[1926=100]

Group and subgroup	June 1939	May 1939	June 1938	Group and subgroup	June 1939	May 1939	June 1938
All commodities	75.6	76.2	78.3	Metals—Continued			
Farm products	62.4	63.7	68.7	Iron and steel.....	95.2	95.7	100.9
Grains.....	58.2	59.6	62.7	Motor vehicles ²	93.0	93.0	96.0
Livestock and poultry.....	69.4	73.2	80.2	Nonferrous metals.....	72.9	73.1	67.2
Other farm products.....	58.8	58.7	63.0	Plumbing and heating.....	79.3	79.3	77.2
Foods	67.6	68.2	73.1	Building materials	89.5	89.5	89.7
Dairy products.....	60.0	58.6	68.5	Brick and tile.....	91.1	91.7	90.6
Cereal products.....	75.9	73.8	80.2	Cement ²	91.5	91.5	89.9
Fruits and vegetables.....	62.5	63.8	61.7	Lumber.....	90.7	91.2	88.7
Meats.....	75.7	78.6	84.5	Paint and paint materials.....	82.4	81.6	80.1
Other foods.....	60.8	61.4	64.7	Plumbing and heating.....	79.3	79.3	77.2
Hides and leather products	92.3	91.6	90.1	Structural steel.....	107.3	107.3	113.0
Shoes.....	101.3	101.3	101.8	Other building materials.....	89.5	89.6	93.3
Hides and skins.....	75.3	72.1	62.3	Chemicals and drugs	75.7	75.9	76.3
Leather.....	83.8	83.1	81.6	Chemicals.....	79.2	79.4	80.6
Other leather products.....	95.6	95.6	97.7	Drugs and pharmaceuticals.....	71.9	71.9	71.9
Textile products	67.3	67.5	65.5	Fertilizer materials.....	69.5	69.7	69.5
Clothing.....	81.7	81.7	82.2	Mixed fertilizers.....	71.7	71.8	69.3
Cotton goods.....	64.1	63.3	63.9	Housefurnishing goods	85.6	85.5	87.1
Hosiery and underwear.....	60.1	60.2	59.7	Furnishings.....	90.0	89.8	90.7
Silk and rayon.....	39.1	40.7	27.6	Furniture.....	81.0	81.0	83.5
Woolen and worsted goods.....	75.6	75.4	75.6	Miscellaneous	73.8	74.2	72.9
Other textile products.....	64.2	65.3	65.0	Automobile tires and tubes.....	60.5	60.5	57.4
Fuel and lighting materials	73.0	73.9	76.4	Cattle feed.....	81.5	87.4	78.4
Anthracite.....	75.5	75.3	74.5	Paper and pulp.....	79.9	80.4	85.5
Bituminous coal.....	95.6	99.0	97.5	Rubber, crude.....	34.4	34.2	26.3
Coke.....	104.2	104.2	105.3	Other miscellaneous.....	81.3	81.4	81.1
Electricity.....	(1)	(1)	85.0	Raw materials	67.7	68.9	71.4
Gas.....	(1)	86.0	90.4	Semimanufactured articles.....	74.1	74.3	74.1
Petroleum.....	52.5	52.5	56.3	Finished products.....	79.6	79.9	82.2
Metals and metal products	93.2	93.5	96.1	All commodities other than farm products.....	78.4	78.8	80.3
Agricultural implements.....	93.4	93.4	96.1	All commodities other than farm products and foods.....	80.2	80.6	81.3
Farm machinery.....	94.6	94.6	97.6				

¹ Data not available.

² Preliminary revision.

Index Numbers by Commodity Groups, 1926 to June 1939

Index numbers of wholesale prices by commodity groups for selected years from 1926 to 1938, inclusive, and by months from June 1938 to June 1939, inclusive, are shown in table 2.

TABLE 2.—Index Numbers of Wholesale Prices, by Groups of Commodities

[1926=100]

Year and month	Farm products	Foods	Hides and leather products	Textile products	Fuel and lighting	Metals and metal products	Building materials	Chemicals and drugs	House-furnishing goods	Miscellaneous	All commodities
By years:											
1926	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1929	104.9	99.9	109.1	90.4	83.0	100.5	95.4	94.2	94.3	82.6	95.3
1932	48.2	61.0	72.9	54.9	70.3	80.2	71.4	73.5	75.1	64.4	64.8
1933	51.4	60.5	80.9	64.8	66.3	79.8	77.0	72.6	75.8	62.5	65.9
1936	80.9	82.1	95.4	71.5	76.2	87.0	86.7	80.4	81.7	70.5	80.8
1937	86.4	85.5	104.6	76.3	77.6	95.7	95.2	83.9	89.7	77.8	86.3
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:											
1938:											
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
1939:											
January	67.2	71.5	93.1	65.9	72.8	94.4	89.5	76.7	85.4	73.2	76.9
February	67.2	71.5	91.9	66.1	73.0	94.3	89.6	76.3	85.2	73.5	76.9
March	65.8	70.2	91.8	66.6	73.1	94.3	89.8	76.5	85.2	74.1	76.7
April	63.7	68.6	90.9	66.9	73.4	94.0	89.6	76.0	85.4	74.4	76.2
May	68.7	68.2	91.6	67.5	73.9	93.5	89.5	75.9	85.5	74.2	76.2
June	62.4	67.6	92.3	67.3	73.0	93.2	89.5	75.7	85.6	73.8	75.6

The price trend for specified years and months since 1926 is shown in table 3 for the following groups of commodities: Raw materials, semimanufactured articles, finished products, commodities other than farm products, and commodities other than farm products and foods. The list of commodities included under the classifications "Raw materials," "Semimanufactured articles," and "Finished products" was given in the December 1938 Wholesale Price pamphlet.

TABLE 3.—Index Numbers of Wholesale Prices, by Special Groups of Commodities

[1926=100]

Year and month	Raw materials	Semi-manufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods	Year and month	Raw materials	Semi-manufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods
By years:						By months—Con.					
1926	100.0	100.0	100.0	100.0	100.0	1938—Con.					
1929	97.5	93.9	94.5	93.3	91.6	September	72.0	74.7	81.8	80.4	81.3
1932	55.1	59.3	70.3	68.3	70.2	October	70.9	75.9	81.1	79.9	81.1
1933	56.5	65.4	70.5	69.0	71.2	November	71.5	76.2	80.5	79.5	80.6
1936	79.9	75.9	82.0	80.7	79.6	December	70.9	75.2	80.2	79.0	80.3
1937	84.8	85.3	87.2	86.2	85.3	1939:					
1938	72.0	75.4	82.2	80.6	81.7	January	70.9	74.9	80.0	78.9	80.2
By months:						February	70.9	74.4	80.2	78.9	80.2
1938:						March	70.1	74.6	80.2	79.0	80.4
June	71.4	74.1	82.2	80.3	81.3	April	68.5	74.4	80.1	78.8	80.5
July	72.3	74.3	82.5	80.8	81.4	May	68.9	74.3	79.9	78.8	80.6
August	71.4	74.4	81.8	80.3	81.4	June	67.7	74.1	79.6	78.4	80.2

Weekly Fluctuations

Weekly variations in the major commodity group classifications during May and June are shown by the index numbers in table 4.

TABLE 4.—Weekly Index Numbers of Wholesale Prices, by Commodity Groups, May and June 1939

(1926=100)

Commodity group	June 24, 1939	June 17, 1939	June 10, 1939	June 3, 1939	May 27, 1939	May 20, 1939	May 13, 1939	May 6, 1939
All commodities.....	75.5	75.4	75.6	75.7	75.8	75.9	76.4	76.1
Farm products.....	62.7	62.0	62.7	63.1	63.5	64.1	64.4	63.6
Foods.....	67.4	67.1	67.3	67.5	67.6	67.4	68.5	68.3
Hides and leather products.....	93.0	93.0	92.8	92.6	92.6	92.2	92.1	91.8
Textile products.....	66.7	66.8	66.9	66.9	67.1	67.0	67.0	66.8
Fuel and lighting materials.....	74.1	74.1	73.9	74.1	74.1	74.4	74.8	74.6
Metals and metal products.....	93.5	93.4	93.5	93.5	93.5	93.5	93.7	94.0
Building materials.....	89.3	89.5	89.8	89.2	89.4	89.3	89.6	89.6
Chemicals and drugs.....	75.0	75.5	75.6	75.8	75.7	75.7	75.7	75.7
Housefurnishing goods.....	86.9	86.9	86.9	86.9	86.9	86.9	86.8	86.8
Miscellaneous.....	73.7	73.6	73.6	73.8	73.7	73.7	74.3	74.3
Raw materials.....	67.8	67.4	67.9	68.2	68.5	69.0	69.4	68.6
Semimanufactured articles.....	74.2	74.3	74.2	74.1	74.1	74.0	74.3	74.4
Finished products.....	79.8	79.8	79.8	79.9	79.9	79.9	80.4	80.4
All commodities other than farm products.....	78.4	78.4	78.4	78.5	78.5	78.5	79.0	78.9
All commodities other than farm products and foods.....	80.6	80.6	80.6	80.6	80.7	80.7	81.0	80.9

Recent Publications of Labor Interest

JULY 1939

Agriculture

The cost of hired farm labor, 1909-38 [preliminary report]. Washington, U. S. Department of Agriculture, 1939. 45 pp., charts; processed. (Income parity for agriculture, Part II, Section 1.)

Estimates of income parity for agriculture based on comparative income in the 5-year period from August 1909 to July 1914 are made by the Department of Agriculture under Congressional authorization. This publication is part of the larger study still in progress. Farm wages are viewed as cost to the employer. The wage bill as estimated includes cash wages, as well as board and lodging and other perquisites. A particularly noticeable feature of the estimates is the comparatively slight recovery of farm wages, which in 1938 totaled only 59 percent of the 1929 figure. The 1938 increase over 1932 was only 30 percent.

Hired labor requirements on Arizona irrigated farms. By E. D. Tetreau. Tucson, University of Arizona, Agricultural Experiment Station, 1938. 36 pp., charts, illus. (Bulletin No. 160.)

Recent changes in status of laborers and tenants on Arkansas plantations. By Glen T. Barton and J. G. McNeely. (In *Journal of Land and Public Utility Economics*, Chicago, May 1939, pp. 235-237.)

Preliminary summary of the results of one of three surveys made in Arkansas by the Agricultural Adjustment Administration and the Arkansas Agricultural Experiment Station. An effort was made to ascertain the effects of the Federal cotton-adjustment programs and of increased mechanization in cotton farming on the employment and status of farm workers and tenants. A considerable displacement of resident families occurred from 1932 to 1938, and many of the families who were retained on the plantations became wage earners instead of tenants, with a marked reduction of income.

Seasonal labor requirements for California crops. By R. L. Adams. Berkeley, University of California, Agricultural Experiment Station, 1938. 28 pp., charts. (Bulletin 623.)

Rural people and the church. By Thomas Alfred Tripp. (In *Social Action*, Council for Social Action of Congregational and Christian Churches, New York, May 15, 1939, pp. 4-39; charts.)

The writer states that "at best, American agriculture provides the good life," but that "over one-third of the American farmers are in the definitely disadvantaged class." It is with the economic and social conditions of these low-income landowners, tenants, farm hands, and migratory farm workers that the booklet is concerned.

Seven lean years. By T. J. Woolfer, Jr., and Ellen Winston. Chapel Hill, University of North Carolina Press, 1939. 187 pp., illus.

A nontechnical summary of monographs containing the results of several years of intensive study. The purpose of the authors is to emphasize the most fundamental aspects of maladjustment in rural areas and to outline methods for the reconstruction of rural life. Their method gives primary consideration to the human elements of the problem. The authors praise the relief measures of recent years, but state that "the fundamental causes of rural poverty will yield only to long-time measures. The temporary return of prosperity in both agriculture and industry would have but slight effect on the hard core of rural distress and disadvantage."

La agricultura social en Chile. By Moisés Poblete Troncoso. (In *Le Travail Agricole*, Rome, April 1939, pp. 44-61.)

This article shows the provisions of the Chilean Labor Code of 1931 which apply to agricultural workers, with respect to child labor, social welfare, labor conflicts, paid vacations, workers' dwellings, and accidents to workers; and discusses compulsory sickness insurance. Printed in Spanish, with brief summaries in English, French, German, and Italian.

Twenty-seventh report of Department of Agriculture for Scotland, for year ended December 31, 1938. Edinburgh, 1939. 179 pp. (Cmd. 5968.)

Contains information on housing, wages and other working conditions, and land settlement, including plots for unemployed persons.

Cooperative Movement

Cooperatives in the U. S.—a balance sheet. By Maxwell Stewart. New York, Public Affairs Committee, Inc., 1939. 33 pp., charts. (Public Affairs Pamphlet No. 32.)

The diversity of cooperative institutions and their classification. By G. Fauquet. (In *International Labor Review*, Geneva, April 1939, pp. 435-458; also reprinted.)

Operating results of consumer cooperatives in the United States in 1937. By Carl N. Schmalz. Cambridge, Mass., Harvard University, Graduate School of Business Administration, 1939. 37 pp. (Bureau of Business Research Bulletin No. 108.)

Results of an analysis of 42 cooperative associations operating retail food stores, 47 operating general stores, and 87 doing a farm-supply business (36 of which also operated gasoline filling stations).

Credit unions in Massachusetts. By Joseph L. Snider. Cambridge, Mass., Harvard University Press, 1939. 142 pp.

A study of credit-union development in Massachusetts, and comparison of the accomplishments of these organizations with the services rendered by personal finance companies and commercial banks. A feature of the study is the compilation of figures of operation, over their entire period of existence, of 55 of the older credit unions.

Sixth annual report of U. S. Farm Credit Administration, 1938. Washington, 1939. 238 pp., charts.

Contains information on the work of the Administration with farmers' purchasing cooperatives, in the history of cooperatives, and in the supervision of credit unions formed under the Federal Credit Union Act.

Cost and Standards of Living

An international survey of recent family living studies: I, Income and expenditure; II, Food expenditure and consumption habits. (In *International Labor Review*, Geneva, May 1939, pp. 662-705; June 1939, pp. 814-846.)

The first part of this study analyzes and discusses the results of family-living inquiries in a large number of countries, while the second part, based on the same material, is devoted to the food group alone.

Money disbursements of wage earners and clerical workers in 'North Atlantic region, 1934-36: Volume I—New York City. By Faith M. Williams and Alice C. Hanson. Washington, U. S. Bureau of Labor Statistics, 1939. 236 pp. (Bulletin No. 637.)

Budget standards for family agencies in New York City, 1938. Prepared by New York Budget Council, Social Welfare and Public Health Department, and New York City Home Economics Association. New York, New York Budget Council, 1938. 42 pp.

The standards set up in the pamphlet are not presented as absolute rules for application in a routine way, but are intended only as a guide to be adapted to the special differences and needs in each family group.

Economic and Social Problems

Problems in Canadian unity. Lectures given at Canadian Institute on Economics and Politics, August 6-19, 1938. Edited by Violet Anderson. Toronto, Thomas Nelson & Sons, Ltd., 1938. 153 pp., bibliography.

The lectures are grouped under three main heads—dominion-provincial relations; labor and unionization, covering collective bargaining and legal status of trade-unions in Canada; rehabilitation of agriculture, including producers' and consumers' cooperation.

De la France d'avant guerre à la France d'aujourd'hui: Vingt-cinq ans d'évolution de la structure économique et sociale française. (In *Revue d'Économie Politique*, Paris, January-February 1939, pp. 1-593.)

Symposium on evolution of the economic and social structure of France during the past 25 years. Subjects covered include the territorial, human, population, agricultural, industrial, and commercial structure; mechanism and levels of prices; monetary and banking structure; savings; national income and wealth, etc. A comparison is made with the economic organizations of Germany, Italy, Great Britain, and the United States.

The industrial worker in India. By B. Shiva Rao. London, George Allen and Unwin, Ltd., 1939. 263 pp., illus.

The subjects covered include recruitment of workers, wages, working conditions, growth of trade-union movement, difficulty of labor organization, industrial disputes, labor legislation, and unprotected labor.

The new Sweden—a vindication of Democracy. By Bjarne Braatoy. London, Thomas Nelson and Sons, Ltd., 1939. 172 pp.

The Swedish "New Deal," according to the writer, was designed primarily to establish a balance between the agricultural economy and the industrial economy of Sweden; to solve the unemployment problem, not by relief measures but by work; and to create a better balance in the standard of living of the different sections of the population.

The Turkey of Atatürk: Social process in the Turkish reformation. By Donald Everett Webster. Philadelphia, American Academy of Political and Social Science, 1939. 337 pp.

The author describes the complexity of processes of change in modern Turkey under the regime of Kamál Atatürk. The earlier history of the country is reviewed and the various social reforms and other changes are discussed and evaluated.

Scientific social surveys and research: An introduction to background, content, methods, and analysis of social studies. By Pauline V. Young; with chapters on statistics, graphic presentation, and ecology, by Calvin F. Schmid. New York, Prentice-Hall, Inc., 1939. xxix, 619 pp.

Scientific social surveys, now so familiar to students and administrators, go back in the United States only a little more than 25 years, the Pittsburgh Survey of 1909 being the first outstanding American instance. This volume is a comprehensive text giving extensive historical information as well as discussions of the techniques of conducting surveys and of presenting the results analytically, statistically, and in graphic form. There is a critical discussion of "sociometric scales" for attempting quantitative measurement of institutions, attitudes, etc. Contributions of related fields, such as history and ecology, are described. There is an extensive bibliography.

Searchlight on social credit. By W. R. Hiskett and J. A. Franklin. London, P. S. King & Son, Ltd., 1939. 173 pp.

Critical examination of the theory of social credit as developed by Major Douglas and of the attempts to put the theory into practice in Alberta.

Family Allowances

Family allowances in 1937 and 1938. By Mary T. Waggaman. Washington, U. S. Bureau of Labor Statistics, 1939. 20 pp. (Serial No. R. 931, reprint from May 1939 Monthly Labor Review.)

XVIII^e Congrès National des Allocations Familiales, Nancy, 25 Mai 1938—*compte rendu*. Paris, Comité Central des Allocations Familiales, 1938. 191 pp.

Among the subjects discussed in this report of the proceedings of the 18th annual National Congress of Family Allowances are: The compulsory family allowance act—conditions of application in 1937; nature and scope of the measures taken to maintain the mother at home; family allowances in agriculture; problem of family allowances in the arbitration of wage disputes; and progress of family allowances.

The case for and against family allowances. London, National Industrial Alliance, [1939?]. 25 pp., bibliography.

Housing

Housing—what's it worth? By David Duckor and Jack Haikin. New York, New York City Housing Authority, 1939. 12 pp., chart.

A study by the Division of Foreign Housing Studies of the New York City Works Progress Administration of the volume of residential construction in several countries, during the 10-year period 1928–38. Includes estimates as to the effect of a comparable building program in the United States on manufacturers, contractors, real-estate owners, and workers.

Study of rural housing. By Deane G. Carter. Fayetteville, University of Arkansas, Agricultural Experiment Station, 1938. 31 pp., diagrams, illus. (Bulletin No. 364.)

Covers size, design, cost, and value. The study was based on analysis of over 200 farmhouses in Arkansas.

Memorandum on housing conditions among migratory workers in California. Los Angeles, California Department of Industrial Relations, Division of Immigration and housing, 1939. 15 pp.; mimeographed.

Slum clearance in the United States—a selected reading list. Compiled by Gilbert A. Cam. New York, New York Public Library, 1938. 12 pp.

Watling: A survey of social life on a new housing estate. By Ruth Durant. London, P. S. King & Son Ltd., 1939. 128 pp.

Account of the successes and failures in establishing families on one of England's housing estates.

Industrial Accidents and Accident Prevention

Industrial injuries in Pennsylvania, 1938. Harrisburg, Pennsylvania Department of Labor and Industry, Bureau of Research and Information, [1939]. 10 pp.; mimeographed.

Kansas accidental deaths, 1938. Topeka, State Board of Health, 1939. 16 pp., chart.

Of the 1,439 accidental deaths of which the Kansas State Board of Health had a record for 1938, work accidents accounted for 165 and accidents in the home for 593.

Forty-seventh annual report of Ontario Department of Mines [for the year 1937]. Toronto, 1939. 308 pp.

One section of the report is devoted to mining accidents, the number of fatalities being shown for each year from 1913 to 1937 inclusive.

How factory accidents happen: Descriptions of certain accidents notified to H. M. inspectors of factories, Great Britain. London, Home Office, 1939. 25 pp., illus.

Handbook of industrial safety standards, revised 1938 edition. New York, National Conservation Bureau, 1938. 190 pp., diagrams, illus.

Proceedings of National Industrial Safety Conference, Oxford, England, April 8–10, 1938. London, National Safety First Association, [1938?]. 79 pp., illus.

Regulations and orders relating to safety and health [in coal mines], 1939 edition. London, Mines Department, 1939. 199 pp.

- First report of committee appointed to consider prevention of accidents in paper mills: I, Machinery accidents.* London, Home Office, 1938. 27 pp., illus.
- Report of investigation of hazardous nature of occupations in manufacture of explosives including articles containing explosive components for purpose of determining whether employment in such occupations is particularly hazardous for minors between 16 and 18 years of age.* Washington, U. S. Children's Bureau, 1939. 21 pp., mimeographed.

Industrial Hygiene and Occupational Diseases

- Preliminary industrial hygiene survey of cotton gins in Texas.* Austin, Texas State Department of Health, Division of Industrial Hygiene, 1939. 21 pp., illus.; mimeographed.
- Industrial hygiene survey of granite monument, memorial, and building stone industry in Texas.* Austin, Texas State Department of Health, Division of Industrial Hygiene, 1939. 30 pp., chart, illus.; mimeographed.
- A study of the silicosis hazard covering 1,254 plants and 88,000 persons.
- Methods for detection of toxic gases in industry: Leaflet No. 1, Hydrogen sulphide; Leaflet No. 2, Hydrogen cyanide vapor; Leaflet No. 3, Sulphur dioxide; Leaflet No. 4, Benzene vapor; Leaflet No. 5, Nitrous fumes.* London, Department of Scientific and Industrial Research, 1937 and 1939. 5 pamphlets, various paging.
- Some data on dust in industrial work.* By D. Harrington. Washington, U. S. Bureau of Mines, 1939. 12 pp.; mimeographed. (Information Circular 7072.)
- Safeguarding workers against occupational diseases.* By Boris Stern. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, June 1939, pp. 11-13.)
- Some case reports of occupational diseases.* By E. R. Hayhurst. Leipzig, Georg Thieme, [1939?]. 14 pp. (Reprinted from proceedings of International Medical Congress on Industrial Accidents and Diseases, Frankfurt a. M., September 26-30, 1938.)
- Reports of occupational poisoning from arseniuretted hydrogen, carbon monoxide, chlorinated carbons, and other poisons.
- Les maladies professionnelles—conseils pratiques, législation.* By G. Hausser, M. D. Paris, Institut d'Étude et de Prévention des Maladies Professionnelles, [1938?]. 71 pp.
- The pamphlet contains the text of the various laws on occupational diseases in France, from the law of October 25, 1919, which extended the law on industrial accidents to cover occupational diseases, to the decree-law of October 28, 1935. The list of diseases compensated is included.

Industrial Relations

- Addresses on employer-employee relations delivered at Atlanta meeting of Southern States Industrial Council on January 26, 1939.* Nashville, Southern States Industrial Council, 1939. 116 pp.
- Addresses reproduced include: The Wagner Labor Relations Act; The employers' latitude under present laws; Modernizing the South's industrial relations program.
- Industrial relations: Papers presented at conference on industrial relations sponsored by Queen's University, September 14-17, 1938.* Kingston, Ontario, Queen's University, Industrial Relations Section, 1938. 119 pp.
- The subjects discussed covered employer-employee relations, industrial retirement plans, minimum and fair wage legislation, wage determination, employee-training plans, and work-sharing during a depression.
- Industrial and labor relations in Great Britain—a symposium.* Edited by Frank E. Gannett and B. F. Catherwood. New York, America's Future, Inc., 1939. 364 pp.
- Individual articles by a number of authors deal with different phases of industrial relations and various kinds of adjustment machinery that have been estab-

lished in Great Britain. The British and American systems are compared. Certain important documents, such as the Whitley Report, and a list of the members of the General Council of the Trades Union Congress, are appended.

Joint industrial councils in Great Britain. Washington, U. S. Bureau of Labor Statistics, 1939. 9 pp. (Serial No. R. 932, reprint from May 1939 Monthly Labor Review.)

Hiring of seamen: Hearings, May 10, 19, 22, 1939, before Committee on Merchant Marine and Fisheries, House of Representatives, Seventy-sixth Congress, first session, on H. R. 4051, a bill to amend section 301 of Merchant Marine Act of 1936. Washington, 1939. 264 pp.

Labor disputes on rights and on interests. By John V. Spielmans. (In American Economic Review, Evanston, Ill., June 1939, pp. 299-312; also reprinted.)

Labor and Social Legislation

Child labor legislation in southern textile States. By Elizabeth H. Davidson. Chapel Hill, University of North Carolina Press, 1939. 302 pp.

Digest of Federal and State legislation affecting crippled children and the physically handicapped. Elyria, Ohio, International Society for Crippled Children, Inc., Committee on Legislation, 1938. 75 pp.

The legislative background of the Fair Labor Standards Act: A study of the growth of national sentiment in favor of governmental regulation of wages, hours, and child labor. By Orme Wheelock Phelps. Chicago, University of Chicago Press, 1939. 71 pp., bibliography.

Public health law. By James A. Tobey. New York, Commonwealth Fund, 1939. 414 pp., bibliography. 2d ed.

The volume is divided into four parts dealing with public-health law and administration, powers and duties of health departments, liability, and legislation and law enforcement.

State public welfare legislation. By Robert C. Lowe. Washington, U. S. Works Progress Administration, Division of Research, 1939. 398 pp. (Research Monograph XX.)

Justiça e assistência ao trabalhador nacional [Brazil]. Rio de Janeiro, Ministério do Trabalho, Indústria, e Comércio, Departamento de Estatística e Publicidade, 1939. 30 pp.

Legislation enacted in Brazil as of May 2, 1939, providing for labor courts, establishment of hygienic eating places for workers, and vocational training for the workers and their children, with documents bearing on this legislation.

Code du Travail annoté. By Charles Picquenard. Paris, Librairie du Recueil Sirey, 1939. 587, xxxi pp.

Annotated text of the French Labor Code with the noncodified texts forming part of the code. The annotations cover the principal judicial decisions interpreting the laws. There is a chronological table of the laws and decrees.

Codice del lavoro, fourth edition, Volume II. Rome, Ufficio Speciale d'Informazioni Legali ed Amministrative, 1938. 621 pp.

Annotated compilation of Italian legislation through June 21, 1938, on social welfare, including workmen's compensation for industrial accidents and occupational diseases; compulsory insurance for invalidity, old age, tuberculosis, involuntary unemployment, and maternity; family allowances; and mutual sickness-benefit funds in industry, agriculture, and commerce. Volume I (March 1937) contains general labor legislation enacted through March 20, 1936.

Labor Organization and Activities

The Amalgamated Clothing Workers of America. By Gladys Dickason. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, June 1939, pp. 1-5.)

Report of proceedings of All-Canadian Congress of Labor, eighth convention, London, Ontario, April 11-13, 193. Ottawa, All-Canadian Congress of Labor, [1938?]. 51 pp.

Status of agricultural trade unions in Holland. By Sidney C. Sufrin. (In *Journal of Farm Economics*, Menasha, Wis., May 1939, pp. 470-478.)

List of American trade-union journals and labor papers currently received by Department of Labor Library. Washington, U. S. Department of Labor, Library, June 1, 1939. 29 pp.; mimeographed.

The list shows for each publication the issuing office, place of publication, and frequency.

Mining Industry

Report of Commissioner of Mines, Alaska, for biennium ended December 31, 1938. Juneau, 1939. 64 pp.

Includes a tabulation of employment at mines in each year from 1914 to 1938, inclusive; a brief discussion of labor conditions; statistics of accidents in 1937 and 1938 with certain data back to 1912; and directories of mining companies.

Twenty-sixth annual report of State Inspector of Coal Mines, Colorado, 1938. Denver, 1939. 51 pp.

The data cover production, men employed, fatal and nonfatal accidents, and safety regulations. A directory of the mines of the State is included.

Annual report of Bureau of Mines and Mining of Indiana, for fiscal year ended June 30, 1938. Indianapolis, [1939?]. 18 pp.

Contains data on employment, total wages paid, and production, 1937-38, and accidents in each year from 1898 to 1938, inclusive, in the coal mines of the State, with a directory of the mines.

Annual report of Coal Mine and Metal Mine Inspection and Mine Rescue Department, Kansas, 1938. Topeka, 1939. 71 pp.

The mines of the State are listed and data are presented on production, number of employees, and accidents.

Annual report of West Virginia Department of Mines, 1938. Charleston, [1939]. 145 pp.

Statistical report on production, distribution, employment, accidents, etc., in coal mines, and a directory of the mines, together with some data on coke production.

Rapport présenté à l'assemblée générale ordinaire du 24 Mars 1939. Paris, Comité Central des Houillères de France, 1939. 21 pp.

This annual report of the central committee of coal operators in France discusses the situation of the coal industry during the year and gives statistics of production, exports, and imports of France, Belgium, Germany, and England from 1913 to 1938, and average output per worker and average daily wages of workers in France from 1905 to 1938.

Coal mining in Europe. By George S. Rice and Irving Hartmann. Washington, U. S. Bureau of Mines, 1939. 369 pp., maps, diagrams, illus. (Bulletin 414.)

A study of mining practices in different coal formations and under various economic and regulatory conditions. Comparisons are made between the United States and selected foreign countries.

Nutrition

Survey of national nutrition policies, 1937-38. Geneva, League of Nations, 1938. 120 pp.

The League of Nations' Secretariat presents in this report its first annual summary of the action taken in various countries to improve nutritional standards, and gives results of recent food-consumption surveys in a number of these countries.

The newer knowledge of nutrition. By E. V. McCollum, Elsa Orent-Keiles, Harry G. Day. New York, Macmillan Co., 1939. 701 pp. 5th ed.

The first two chapters of this work are largely historical, the remainder of the volume being concerned with the place and importance of the different elements in the diet, the dietary properties of foodstuffs, malnutrition due to specific or multiple deficiency states, the occurrence of various types of malnutrition in man and animals in different parts of the world; and the means of dealing effectively with these nutritional problems.

An inquiry into malnutrition. Report by A. M. N. Pringle, based on investigation in 1938 by Ipswich Committee against Malnutrition. Ipswich, England, [Ipswich Committee Against Malnutrition], [1938?]. 23 pp.

The study covers the expenditures of 100 families for the different items of the budget. It shows amount spent for food by the different income groups covered and extent of inadequacy of the diets of different families.

The fact of malnutrition. London, Industrial Christian Fellowship, 1938. 35 pp.
A review of the extent of malnutrition in England. The results of several budgetary studies are cited to show the inadequacy of family diets as a result of low wages or relief payments.

Old-Age Assistance

Old-age pensions in Colorado. By Don C. Sowers. Boulder, University of Colorado, 1938. 25 pp. (Bulletin, General Series, No. 422.)

Critical examination of effect of operation of present old-age pension law of Colorado on the pensioners, on other "welfare" groups, and on the State finances. The author reached the conclusion that there is no real security for the old in the present law and that the set-up is in danger of collapsing of its own weight.

Old-age assistance in Michigan, 1937-1938. Lansing, State Welfare Department, Bureau of Old Age Assistance, 1938. 59 pp., maps, charts.

Contains statistics of operation of old-age assistance as well as information concerning the persons in receipt of assistance (age, sex, marital status, physical condition, race, etc.).

Administration of old-age assistance in New Jersey: Annual report, fiscal year ended June 30, 1938, of Division of Old Age Assistance, New Jersey Department of Institutions and Agencies. Trenton, [1939?]. 30 pp., charts, illus. (Publication No. 37.)

Social and economic circumstances of accepted applicants for old-age assistance in South Dakota, 1936-1937. By John P. Johansen. Brookings, South Dakota College of Agriculture and Mechanic Arts, Agricultural Experiment Station, 1938. 55 pp., charts. (Bulletin No. 323.)

Problems involved in financing of a retirement or pension fund. Paper delivered at Institute of Government of University of Southern California, June 15, 1938, by Leon V. McCordle. [Los Angeles, 1938?] 14 pp.

Les pensions de vieillesse: Exposé et commentaire pratique de la loi du 15 Décembre 1937 et des arrêtés d'exécution. By Emile Cornez. Bruxelles, Éditions "Labor", [1938?]. Volume 1, 182 pp.; volume 2, 258 pp.

Analysis of provisions of Belgian law of December 15, 1937, establishing a system of compulsory old-age insurance, and of the regulations putting it into effect.

Report of Committee on Pensions for Unmarried Women. London, 1939. 78 pp. (Cmd. 5991.)

Findings of a committee appointed to examine and report on complaints of discrimination against unmarried women under the present provisions of the Contributory Pensions Acts of Great Britain.

Prices

Price dispersion and industrial activity, 1928-1938. By Walter G. Keim. Washington, U. S. Works Progress Administration, 1939. 24 pp., charts.

Study of price disparities and their effects resulting from the contrasting trends of groups of commodities with relatively flexible prices and of other groups with relatively rigid prices. These trends are indicated approximately by a price dispersion index, which has varied more or less inversely with the index of volume of production since 1928. A more comprehensive study is announced as under way.

Recent contributions on prices and price policies. (In Journal of Marketing, American Marketing Association, Menasha, Wis., April 1939, pp. 325-366.)

Papers read by nine economists at the meetings of the American Marketing Association in Detroit in December 1938. The papers are to a considerable extent theoretical, with opposing points of view represented.

Prices and price indexes, 1913-1917 (commodities, securities, foreign exchange, services). Ottawa, Dominion Bureau of Statistics, Internal Trade Branch, 1939. 150 pp., charts.

In addition to Canadian statistics, the volume gives data on world price trends and economic conditions.

Prices and wages in England from twelfth to nineteenth century: Vol. I, Price tables—mercantile era. By Sir William Beveridge and others. London, Longmans, Green & Co., 1939. lx, 756 pp.

This history of prices and wages in England is a part of an international survey. In every case the same methods are being used so that the findings will be as nearly comparable as possible. The present volume for England covers prices from about 1550 to 1830 and will be followed by three additional volumes of which one covers prices in an earlier period; another wages, wheat prices, and supplementary material; and the last, a review and appendices. Each volume is self-contained and is designed so as to be self-explanatory.

Statistica prețurilor, 1937. Bucharest, Rumania, Institutul Central de Statistică, 1939. 163 pp.

Retail prices of food products, clothing, fuel, and other commodities, and of rents, in Rumania in 1937 and earlier years. There are French translations of the table of contents, table heads, and names of the commodities covered.

Sickness Insurance

American medicine mobilizes. By James Rorty. New York, W. W. Norton & Co., Inc., 1939. 358 pp.

A discussion of the proposed national health program and the attitude of the medical profession toward a health-insurance system.

California health insurance plans. (In The Commonwealth, Commonwealth Club of California, San Francisco, March 28, 1939, pp. 353-393.)

Proceedings of a meeting of the Commonwealth Club of California held to consider the subject of health insurance. The papers dealt with the health-insurance problem of the State, standards for voluntary health-insurance legislation, the State Farm Bureau plan for public health, the California Medical Association plan of payment for medical service, the State compulsory health-insurance bill, and various aspects of private and public health insurance.

National health insurance fund accounts [Great Britain], for year ended December 31, 1937. London, Exchequer and Audit Department, 1939. 30 pp.

Financial report of British national health-insurance scheme for 1937, covering the English, Welsh, and Scottish funds.

Unemployment Insurance

Administering unemployment compensation. By R. Clyde White. Chicago, University of Chicago Press, 1939. 312 pp. (Social Service Monograph.)

Description and analysis of unemployment compensation administration in Great Britain, Germany, and the United States. The study covers the provisions of the laws in the three countries, administrative organizations set up to carry the laws into effect, and administrative procedure followed.

The emergence of unemployment compensation. By Harry Malisoff. (In Political Science Quarterly, New York, June 1939, pp. 237-258.)

The writer reviews the effects of the voluntary activities by employers and by trade-union organizations in the field of unemployment insurance during the years preceding the development of compulsory unemployment-insurance legislation by the States and by the Federal Government.

Majority and minority reports of Joint Legislative Committee to Investigate Administration of Unemployment Insurance Law, State of New York, transmitted to Legislature April 27, 1939. Albany, 1939. 100 pp. (Legislative Document, 1939, No. 91.)

Reports of the Unemployment Insurance Statutory Committee, Great Britain, on financial condition of the Unemployment Fund on December 31, 1938. London, 1939. 40 pp.

Vacations With Pay

Company vacation plans. New York, National Industrial Conference Board, 1939. 18 pp. (Management Research Memorandum No. 1.)

Details of current vacation plans of 13 companies, supplementing the 6 complete plans presented in the Conference Board's previous report on "Developments in company vacation plans" issued in April 1939.

Vacations with pay in industry, 1937. Washington, U. S. Bureau of Labor Statistics, 1939. 38 pp. (Serial No. R. 903, reprint from Monthly Labor Review for August and December 1938, and June 1939.)

