

# MONTHLY LABOR REVIEW

UNITED STATES DEPARTMENT OF LABOR • BUREAU OF LABOR STATISTICS



Photo by United States Department of the Interior

*In this issue...* Savings-Bank Life Insurance • New Techniques  
for Getting Jobs • Workers' Housing Expendi-  
tures • Collective Bargaining by Newspaper  
Guild • Wages in the Leather Industry

APRIL 1940

Digitized for FRASER

at <http://fraser.stlouisfed.org>

by the Federal Reserve Bank of St. Louis

# UNITED STATES DEPARTMENT OF LABOR

*Frances Perkins, Secretary*



## BUREAU OF LABOR STATISTICS

*Isador Lubin, Commissioner*

Sidney W. Wilcox, Chief Statistician	Hugh S. Hanna, Chief, Editorial and Research
A. F. Hinrichs, Chief Economist	Henry J. Fitzgerald, Administrative Officer

### CHIEFS OF DIVISIONS

Jacob Perlman, Wage and Hour Statistics	Swen Kjaer, Industrial Accidents
Lewis E. Talbert, Employment Statistics	Florence Peterson, Industrial Relations
J. M. Cutts, Wholesale Prices	Charles F. Sharkey, Labor Law Information
Stella Stewart, Retail Prices	
Faith M. Williams, Cost of Living	Boris Stern, Labor Information Bulletin
Herman B. Byer, Construction and Public Employment	John J. Mahaney, Machine Tabulation

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





# MONTHLY LABOR REVIEW

UNITED STATES DEPARTMENT OF LABOR • BUREAU OF LABOR STATISTICS

\*\*\*\*\* + HUGH S. HANNA, EDITOR + \*\*\*\*\*

**CONTENTS** KALAMAZOO PUBLIC LIBRARY APRIL 1940 Vol. 50 No. 4

MAY 14 1940

Page

*Cover:*

Old Faithful Geyser, Yellowstone National Park, Wyo.

*Special articles:*

Savings-bank life insurance in Massachusetts and New York, 1939..	787
New techniques for getting jobs.....	797
Housing facilities and expenditures of wage earners and clerical workers.....	807
Collective bargaining by the American Newspaper Guild.....	825

*Wartime emergency controls:*

Family allowances for mobilized men.....	843
Reinstatement of soldiers in civil employment in Australia.....	845
Overtime pay in France.....	845
War-risk bonus for seamen in India.....	847
Compensation scheme for Swiss soldiers.....	847

*Industrial relations:*

Enforcement clauses in union agreements.....	849
Cooperation between employers' and workers' organizations in Finland.....	855
Program of International Labor Conference, June 1940.....	856

*Employment and labor conditions:*

Interstate conference on migratory labor.....	857
NYA college and graduate-work program, 1939-40.....	859
Unemployment in Nebraska, 1932-39.....	859
Age distribution of job applicants in New York City.....	861
Changes in working conditions of British labor in 1939.....	863
Decrease in long-term unemployment in Great Britain.....	865

*Social security:*

Recent developments in family-allowance movement.....	867
Amendment of New Zealand social insurance act.....	868
Placement work of Public Employment Service, February 1940 and year 1939.....	870
Unemployment-compensation operations, February 1940 and year 1939.....	878

*Labor laws and court decisions:*

Legislation on weekly rest.....	884
Court decisions of interest to labor:	
Fact-finding powers of National Labor Relations Board exclusive..	888
Appointment of impartial physicians in workmen's compensation cases.....	889
Compensation awarded for injury to a State senator.....	889
Minimum-wage legislation as of January 1, 1940.....	891

*Industrial hygiene and safety:*

Health and safety recommendations of New South Wales Coal Commission.....	910
---	-----

*Cost and standards of living:*

Changes in cost of living in the United States, December 15, 1939, and year 1939.....	912
Estimated intercity differences in cost of living, December 15, 1939..	923
Changes in cost of living of Federal employees in Washington, D. C..	926
How WPA wages are spent.....	929
Cost of living in foreign countries.....	930

*Labor disputes:*

Trend of strikes.....	934
Strikes in December 1939.....	935
Activities of the United States Conciliation Service, February 1940..	943

*Minimum wages and maximum hours:*

Changes in wage and hour regulations—apprentices, handicapped workers, and record keeping.....	945
Effect of minimum-wage in New York beauty parlors.....	948

*Wages and hours of labor:*

Hourly earnings in the leather industry, September 1939.....	950
Cuba—Wage scale for the sugar industry, 1940.....	974
Germany—Wages in 1940.....	976
Norway—Wage increases, in 1940, based on cost of living.....	983
Sweden—Sliding scale of wages.....	984

*Labor turn-over:*

Labor turn-over in manufacturing, January 1940.....	986
---	-----

*Trend of employment and pay rolls:*

Summary of reports for February 1940.....	993
Detailed reports for business and industrial employment, January 1940.....	998

*Building operations:*

Summary of building construction in principal cities, February 1940..	1011
---	------

*Retail prices:*

Food prices in February 1940.....	1016
Coal prices in February 1940.....	1021

*Wholesale prices:*

Wholesale prices in February 1940.....	1025
--	------

<i>Labor conditions in Latin America</i> .....	974
--	-----

<i>Recent publications of labor interest</i> .....	1030
--	------



## *This Issue in Brief*

---

### *Effect of Minimum Wage in New York Beauty Parlors.*

All classes of workers in beauty shops in New York benefited when the minimum wage of \$16.50 a week became mandatory in that industry. The average beauty-parlor operator had \$3.27 more in her weekly pay envelope in March 1939 than in 1936 before the compulsory minimum wage. A comparison of the earnings and hours of work of woman workers in New York beauty shops in 1936 and 1939 is given on page 948.

### *New Techniques for Getting Jobs.*

Among the new, non-profit-making schemes developed as a result of the depression to assist the jobless in their search for employment are the "man-marketing clinic," the "forty-plus club," and the "job hunter's organization." An account of the operation of these organizations and of their success in placing unemployed persons in jobs is given on page 797.

### *Weekly Rest Legislation.*

Under our present industrial development many industries operate 7 days a week. Most of the States have endeavored to ameliorate the situation for employees in these industries by enacting laws either prohibiting Sunday labor or requiring 1 day of rest in 7, or both. The present status of such legislation is shown on page 884.

### *Savings-Bank Life Insurance.*

Low-cost life insurance has been sold by savings banks in Massachusetts for over 30 years and in the State of New York for over a year. Under this system, designed primarily for

wage earners and other persons of moderate income, about 193,000 policies, representing over \$173,000,000 of life insurance in Massachusetts and more than 7,000 policies for over \$5,836,000 life insurance in New York, were in force in the fall of 1939. A description of the system and data on its growth are presented on page 787.

### *American Newspaper Guild.*

Several unsuccessful attempts had been made to organize news writers prior to 1933. The passage of the National Industrial Recovery Act in that year gave the impetus for renewed activity, and the American Newspaper Guild was formed in December 1933. Although the new organization has experienced its share of difficulties, it has expanded to a membership of about 20,000, representing a little more than half of those eligible from the editorial departments and about one-fourth of the other newspaper employees within its jurisdiction. An analysis of the agreements obtained by the Guild is given in the article on page 825.

### *Wages in Leather Manufacture.*

Earnings in leather tanning and finishing averaged 62.3 cents an hour in September 1939. Although the range of individual earnings was quite wide, a relatively small proportion of the workers were in the low-earning classes. Taking the industry as a whole, only 1.2 percent were paid less than 30 cents an hour, 2.7 percent earned less than 35 cents, and 5.8 percent received less than 40 cents. By contrast, a fairly substantial scattering of employees were found in

the higher-earning classes, 13.2 percent averaging 82.5 cents an hour or better. This is particularly noteworthy in view of the predominance of semiskilled and unskilled workers in the industry. The 30-cent hourly minimum which became effective on October 24, 1939, under the Fair Labor Standards Act probably resulted in no more than minor readjustments in the wage structure of the leather industry. Page 950.

#### *Unemployment in Great Britain.*

Long-term unemployment in Great Britain has been substantially reduced since the outbreak of the European war. From August 14, 1939, to January 1, 1940, the number of registered unemployed men who had been out of work for 1 year and over decreased from 223,098 to 136,669, or by 38.7 percent. Men on the register 1 year and under 2 decreased in number by 47.6 percent as compared with 26.0 percent for those registered 5 years and over. Women registered for 1 year and over decreased only

from 20,902 to 20,317 in this same period. The percentage decrease amounted to 2.8, but the number of women who had been on the register 1 year and under 2 was reduced by 8.3 percent. Over half of the 136,669 long-term unemployed men registered on January 1 were general laborers, mine laborers, and other mine workers. Page 865.

#### *Housing Facilities and Expenditures.*

In 1934-36 the home of the typical urban wage earner or clerical worker with an income above \$500 had a bathroom with inside flush toilet and hot running water. It also had electric lights, and gas or electricity for cooking. The average expenditure was \$34 per month. This figure includes fuel, light, and refrigeration, and the rental value of owned homes. Seventy percent of the families included in the study rented their homes. Of the families who rented, 38 percent lived in houses, 24 percent in heated apartments, and 38 percent in unheated apartments. Page 807.



# MONTHLY LABOR REVIEW

FOR APRIL 1940

---

## SAVINGS-BANK LIFE INSURANCE IN MASSACHUSETTS AND NEW YORK, 1939<sup>1</sup>

### *Summary*

ABOUT 193,000 policies representing over \$173,000,000 of life insurance, issued through savings banks in Massachusetts, were in force on October 31, 1939. In New York the savings banks had issued more than 7,000 policies for over \$5,836,000 insurance. The savings-bank life-insurance system, providing low-cost life insurance for persons of moderate income, has been in operation in Massachusetts for over 30 years. New York introduced the system just over a year ago. So far these are the only States which have adopted the system, but its operation in these two States has shown that there is a demand for this type of insurance.

In Massachusetts there are 28 savings banks now issuing life insurance, with numerous agencies throughout the State. In 1939<sup>2</sup> the premium income amounted to over \$5,000,000 and the total income to nearly \$7,000,000. Disbursements totaled nearly \$4,000,000, including \$673,000 for expenses of operation. Almost \$3,000,000 was paid to policyholders in settlement of claims, annuities, endowments, dividends, etc. Over \$1,000,000 of this was in dividends. The banks had aggregate legal reserves of over \$27,600,000, and the total surplus of the system amounted to about \$2,294,000. Admitted assets totaled over \$31,800,000.

At the beginning of 1940 seven banks in New York had been licensed to issue life-insurance policies and seven banks had become agency banks. At the end of the fiscal year 1939 the system had been in operation only 10 months and a few of the banks had operated for less than 7 months. In this period the premium income amounted to over \$122,000 and the total income to about \$278,000, including \$150,000 subscriptions to capital. Disbursements aggregated \$30,480. The expenses of operation amounted to over \$20,000, but included over \$13,000 for medical examinations. Claims and surrender values were settled by the payment of \$5,500 to policyholders. No endow-

<sup>1</sup> Prepared by Grace F. Felker, U. S. Bureau of Labor Statistics.

<sup>2</sup> Data for 1939 are for 26 banks, as 2 banks entered the system just after the close of that fiscal year.

ments had matured. There was a surplus of over \$4,260 in the General Insurance Guaranty Fund. The admitted assets of the system were almost \$288,000.

Interest in the extension of this system of economic security, whereby wage earners and others with small incomes may purchase low-cost life insurance "over the counter" in approved savings banks has been stimulated by testimony at recent hearings before the Temporary National Economic Committee. At the Sixth National Conference on Labor Legislation held in Washington, D. C., November 13, 14, and 15, 1939, at the invitation of Secretary of Labor Frances Perkins, a resolution was adopted urging "labor officials, civic groups, employers, and labor organizations actively to consider the possibilities of legislation which would make savings-bank life insurance available in the 46 States whose citizens cannot as yet purchase this type of insurance protection."

### *Origin and Purpose*

The idea of combining the functions of savings banks and life insurance was first proposed in this country as early as 1874. It was not until 1905, however, when the mismanagement of the life-insurance business became so flagrant that a New York State legislative commission of investigation was appointed, that public interest was directed to this system of insurance as a means of eliminating opportunities for abuses. As a result of the facts brought out in the investigation, and largely through the efforts of Louis D. Brandeis (later of the United States Supreme Court), aided by well-known citizens and labor and civic organizations, the Massachusetts Legislature in 1907 passed the law which inaugurated the Massachusetts system of savings-bank life insurance. The New York law allowing savings banks to establish life-insurance departments was enacted in 1938 and became effective January 1, 1939.

Savings-bank life insurance was designed, among other things, to reduce the cost of life insurance by eliminating solicitors and their commissions; to secure for policyholders cash surrender, loans, extended insurance, paid-up insurance, and like privileges earlier and under more favorable terms than in other private insurance; to reduce the proportion of lapsed policies by eliminating overselling of life insurance; and to provide a method of selling such insurance which would not add to the profits of private individuals engaged in the business.

### *Operation of the System*

The savings-bank life-insurance system is practically the same in both States. In Massachusetts mutual savings banks, and in New York savings banks incorporated under the New York law, are empowered to establish insurance departments on approval of the State



insurance commissioner, or superintendent, and the State banking commissioner, or superintendent. Such approval is contingent on the provision of a special expense guaranty fund and a special insurance guaranty fund. Thereafter the insurance departments of such banks operate subject to the supervision of the two State officials named. In their operation insurance departments must be independent of the savings departments of the banks as far as possible, with separate books and assets, though the executive management of both departments is vested in the board of directors and executive officers of the bank. Funds of the insurance departments are to be invested in the same classes of securities and in the same manner as deposits in the savings departments. Savings-bank life insurance is, therefore, not State insurance, but its sale is under the supervision and regulation of the State.

In both Massachusetts and New York the funds of insurance departments of the savings banks are subject to the same State taxes as the funds of the life-insurance companies. Prior to November 1, 1939, savings banks' life-insurance funds in Massachusetts were taxed on the same basis as the deposits in the savings banks.

General direction of the insurance departments of the individual banks is lodged in the Division of Savings Bank Life Insurance, with its medical and actuarial directors, and a general staff. The General Insurance Guaranty Fund is an incorporated body, the members of which are appointed by the Governor in Massachusetts, and by the superintendent of insurance with the approval of the Governor in New York. This fund has the ultimate responsibility for the administration of the system.

### *Sale of Insurance*

In both Massachusetts and New York the sale of savings-bank life insurance is restricted to residents of the State or persons regularly employed therein. Insurance already purchased is not affected by removal of the policyholder from the State. In Massachusetts the usual ordinary and group life-insurance policies and annuity contracts are available. These include straight life insurance, limited-payment life insurance, renewable term insurance, group insurance, endowment policies, and annuity contracts. Children aged 6 months or more may be insured under any of the regular forms of insurance. The New York law also authorizes these various types of insurance, but annuity contracts had not been made available by the end of 1939.

Applications for insurance are limited to \$1,000 in any one bank. In Massachusetts a person may buy insurance in any number of banks, so that, with the present number of banks, the maximum insurance obtainable under the law would be \$28,000. In 1938, however, an arbitrary maximum of \$25,000 was adopted by the system. In New York, on the contrary, there is a limit of \$3,000 on such insurance

in the State. Annuity contracts are limited to \$200 a year in both States. In Massachusetts this maximum is obtainable from any or all banks if purchased by installments. The total amount of annuity income purchasable by a lump sum, however, has, for several years, been arbitrarily limited to \$600 a year.

In the main, savings-bank life insurance is purchased directly from the savings banks or their agencies in person or by mail. No agents or solicitors are employed for its sale, and no sales commissions are paid to anyone. Education in the advantages of such insurance is promoted in Massachusetts by the Division of Savings Bank Life Insurance. It employs two "instructors" to visit industrial establishments, when requested by the employer, and to give the employees information as to the opportunities afforded. These instructors are paid by the Division and are not under the direction of the banks.

### *Advantages to the Policyholder*

Savings-bank life insurance is made available at very low cost compared with other life insurance. It is easy to obtain, as application may be made not only to any of the savings banks issuing insurance policies but also at agency banks which are located in various parts of the State and, in Massachusetts, at other approved agency bodies, such as employers, credit unions, etc. Applications may also be made by mail.

Insurance may be bought in small amounts and the premiums may be paid either monthly, quarterly, semiannually, or annually. It may be combined with regular savings on a weekly basis, if so desired. The cost of the insurance, which varies with the amount of insurance, the kind of policy, and the age, is decreased by a yearly dividend, commencing with the first year. These dividends are relatively high when compared with those of other private insurance companies, owing to the fact that no solicitors are employed, and to low mortality experience, economical management, and low overhead.

A savings-bank life-insurance policy is nonforfeitable in Massachusetts at any time after it is issued if the legal reserve is \$2 or more, and in both States is nonforfeitable in any case after 6 months' premiums have been paid. In Massachusetts the full legal reserve, without any surrender charge, is then available to the policyholder as cash surrender value, or as paid-up or extended insurance, as the policyholder may elect. The full legal reserve on the policy is also available as a loan value after 1 year's premiums have been paid. In general, this is true in New York. Similar nonforfeiture values, subject to varying surrender charges, are now usually available after 2 years' premiums have been paid on ordinary policies of the companies.

Savings-bank insurance is safeguarded by the same requirements as to legal reserves, based on conservative mortality tables and rates of interest, as apply to all legal reserve life-insurance companies operating



in the State. There is also the safeguard of the surplus funds held by each insurance department of each bank and the assets of the General Insurance Guaranty Fund. The General Insurance Guaranty Fund in both systems has been created by payments of 4 percent of all premium income. The fund is available to all banks in the system, if needed, because of actual or possible impairment of reserve. In Massachusetts no bank has ever had occasion to call upon this fund and payments to it were discontinued in 1915. Since then it has about doubled in amount by interest accretions. The trustees of the General Insurance Guaranty Fund can at any time require payments to the fund to be resumed. New York also provides for reduction or discontinuance of payments to this fund when it reaches a specified amount, and for resumption of payments thereafter, if necessary. Equalization of the ratio of mortality claims among all the banks through the General Insurance Guaranty Fund reduces the possibility of especially unfavorable mortality losses of a particular bank affecting that bank disastrously.

### *Type of Policyholders*

Applicants for savings-bank life insurance represent in the main wage earners and others in the low-income groups. An analysis of the occupations of applicants in Massachusetts over a period of 4½ years revealed that about 50 percent were wage earners, clerical workers, or farmers, 12 percent were professional or business people, 25 percent were homemakers and students, and 13 percent could not be classified in any of these groups.

The following classification of applicants in New York by occupation is based on the issues of one of the banks:

	<i>Percent</i>		<i>Percent</i>
Artists.....	0.3	Merchants.....	3.7
Bookkeepers.....	3.3	Musicians.....	.3
Building employees.....	3.9	Nurses.....	.7
Butchers.....	.1	Opticians.....	.1
Cashiers.....	.3	Patrolmen.....	.7
Chauffeurs.....	1.0	Photographers.....	.2
Chemists.....	.7	Plumbers.....	.1
Children (under 15).....	14.2	Printers.....	.9
Chiroprodists.....	.2	Public service.....	3.9
Clerks.....	13.0	Reporters.....	.1
Doctors.....	1.4	Restaurant employees.....	1.2
Domestics.....	1.4	Retired.....	.1
Engineers.....	3.2	Salesmen.....	9.5
Executives.....	5.9	Seamen.....	.6
Housewives.....	9.5	Social workers.....	.2
Insurance.....	.7	Stenographers.....	1.0
Laborers.....	1.6	Students.....	3.4
Lawyers.....	2.1	Tailors.....	3.3
Manufacturers.....	.2	Teachers.....	2.7
Mechanics.....	.8	Unemployed.....	2.2
Machinists.....	.8	Weavers.....	.1

The proportion of policies issued for small amounts also indicates that the buyers are persons with comparatively small incomes. About 78 percent of the applicants in New York in 1939 applied for \$1,000 or less. Policyholders have not, as a rule, been depositors of issuing banks. In New York, based on available statistics, less than one-tenth of the policyholders were depositors of the bank when they applied for insurance, and over half were not depositors in any savings bank. One New York bank reported that about 16 percent of its applicants now have savings deposits.

### Growth of System

#### MASSACHUSETTS<sup>4</sup>

The first savings bank in Massachusetts to establish an insurance department was a small bank in Whitman, which opened it in June 1908, a full year after the passage of the law. By 1912, 3 other banks had entered the system; between 1922 and 1928, 6 more were added; 11 joined between 1929 and 1931, and 7 between 1934 and 1939. At the beginning of 1940 there were 28 savings banks in the system, 2 having become issuing banks November 1, 1939, just after the close of the fiscal year.

The order in which the 28 banks entered the system and the date they began insurance operations were as follows:

TABLE 1.—Order in Which Savings Banks Entered Insurance System of Massachusetts, and Dates of Beginning Operations

No.	Name of bank	Location	Date
1.	Whitman Savings Bank	Whitman	June 22, 1908
2.	People's Savings Bank	Brockton	Nov. 2, 1908
3.	Berkshire County Savings Bank	Pittsfield	Aug. 1, 1911
4.	City Savings Bank	do	July 15, 1912
5.	Lynn Five Cents Savings Bank	Lynn	Nov. 1, 1922
6.	Lynn Institution for Savings	do	Do.
7.	North Adams Savings Bank	North Adams	Feb. 29, 1924
8.	Cambridgeport Savings Bank	Cambridge	Nov. 1, 1924
9.	Massachusetts Savings Bank <sup>1</sup>	Boston	Nov. 1, 1925
10.	Waltham Savings Bank	Waltham	Do.
11.	Lowell Institution for Savings	Lowell	Nov. 1, 1929
12.	Boston Five Cents Savings Bank	Boston	Do.
13.	Grove Hall Savings Bank	do	Do.
14.	Cambridge Savings Bank	Cambridge	Mar. 1, 1930
15.	New Bedford Institution for Savings	New Bedford	July 15, 1930
16.	Arlington Five Cents Savings Bank	Arlington	Nov. 1, 1930
17.	Uxbridge Savings Bank	Uxbridge	Mar. 10, 1931
18.	Beverly Savings Bank	Beverly	June 1, 1931
19.	Willey Savings Bank <sup>2</sup>	Boston	Apr. 14, 1931
20.	Leominster Savings Bank	Leominster	June 1, 1931
21.	Fall River Five Cents Savings Bank	Fall River	Nov. 1, 1931
22.	Canton Institution for Savings	Canton	Nov. 1, 1934
23.	Plymouth Five Cents Savings Bank	Plymouth	Do.
24.	Newton Savings Bank	Newton	Mar. 1, 1937
25.	Boston Penny Savings Bank	Boston	Nov. 1, 1938
26.	Brockton Savings Bank	Brockton	Do.
27.	Greenfield Savings Bank	Greenfield	Nov. 1, 1939
28.	Institution for Savings in Roxbury	Boston	Do.

<sup>1</sup> Called the North End Savings Bank until 1928.

<sup>2</sup> Although the Willey Savings Bank commenced operations before the Beverly bank, they both established the departments at about the same time.

<sup>4</sup> Data for 1938 and 1939 were furnished by Judd Dewey, Deputy Commissioner of Savings Bank Life Insurance of Massachusetts. An extended discussion of the Massachusetts Savings Bank Life Insurance System and data on its operation from 1908 to 1934 were given in Bulletin No. 615 of the U. S. Bureau of Labor Statistics.

In addition to the issuing banks and their branches, applications may be made to numerous approved agencies throughout the State, including other banks, agencies operated by employers, credit unions, settlement houses, certain private individuals, etc. In June 1939 there were 517 such agencies.

This new system, it will be observed, grew slowly, over half of the banks having entered during the last 10 years. The aggregate amount of insurance also increased slowly until 1918, less than \$10,000,000 being then in force. After that year, the increase was more rapid, rising to more than \$93,000,000 in 1933. In 1938, the total amount of insurance in force amounted to nearly \$155,000,000, constituting more than 3 percent of all the insurance in force in the State. In 1939 this amount increased to more than \$173,000,000.

The growth of savings-bank life insurance in Massachusetts, by 5-year periods, may be seen in table 2:

TABLE 2.—*Growth of Savings-Bank Life Insurance in Massachusetts, 1908 to 1939, by 5-Year Periods*

Year	Number of banks	Premium income received	Number of policies in force	Amount of insurance in force	Total paid to policyholders in year	Admitted assets
1908.....	1	\$368	282	\$114,953	—	\$26,049
1913.....	4	124,205	8,054	3,150,806	\$28,797	430,429
1918.....	4	317,476	20,707	9,783,239	132,244	1,202,933
1923.....	6	714,774	41,283	25,677,730	347,570	2,834,090
1928.....	10	1,899,177	70,212	57,836,763	849,360	7,579,709
1933.....	21	3,256,410	103,763	93,186,980	2,057,692	15,171,274
1938.....	24	4,787,124	172,004	154,788,376	2,674,570	28,870,867
1939.....	28	5,150,026	192,817	173,123,657	2,801,278	31,822,825

<sup>1</sup> 2 banks entered the system as of November 1, 1939, and therefore the data presented in the table are for 26 banks.

The average amount of insurance per policy did not show any steady increase until 1916, when the amount of insurance obtainable from each bank was increased from \$500 to \$1,000. From 1916 to 1931 the increase was fairly continuous. In 1938 the average amount per policy reached \$900 and was \$898 in 1939. The average amount of insurance per policy from 1908 to 1939, by 5-year periods, was as follows:

1908.....	\$408	1928.....	\$824
1913.....	391	1933.....	898
1918.....	472	1938.....	900
1923.....	622	1939.....	898

During the 31 years of operation, premiums from policyholders of savings-bank life insurance aggregated over \$53,000,000 and the total income of all the banks was about \$63,000,000. In 1939 the premium income for the fiscal year was over \$5,000,000 and the total income was nearly \$7,000,000.

More than \$28,000,000 was paid to policyholders in the settlement of claims, endowments, annuities, cash surrender values and dividends during the 31-year period 1908-39. The expenses of operation amounted to about \$3,750,000 and the total disbursements to over \$32,000,000. In 1939 almost \$3,000,000 was paid to policyholders in settlement of claims, annuities, endowments, dividends, etc. Over \$1,000,000 of this was in dividends. Expenses of operation during the year amounted to slightly over \$673,000. The total disbursements for the year amounted to almost \$4,000,000.

Income and disbursements of the savings-bank life-insurance system of Massachusetts in 1939 were as follows:

TABLE 3.—*Income and Disbursements of Massachusetts Savings-Bank Life-Insurance System, 1939*

Item	Amount	Item	Amount
<i>Income</i>		<i>Disbursements</i>	
Level premium:		Death claims.....	\$723,328.57
Level premium.....	\$3,824,296.21	Matured endowments.....	148,563.00
Group, including 1-year term.....	268,066.42	Disability claims.....	11,600.00
Dividends to purchase paid-up addi-		Annuity payments.....	613,241.26
tions.....	428,553.90	Surrender values.....	404,825.67
Annuity premiums.....	629,109.93	Dividends.....	1,021,251.56
Total premium income.....	5,150,026.46	Payment of supplementary contracts.....	44,788.91
Consideration for supplementary con-		Dividend accumulations surrendered.....	16,323.50
tracts.....	135,395.90	Collection fees.....	78,393.44
Dividends left to accumulate at inter-		Medical fees.....	46,986.74
est.....	47,228.61	Salaries.....	171,379.35
Interest and rents.....	1,204,280.37	Rent.....	28,021.99
Collection fees received from other		Reimbursement to State.....	116,531.78
banks.....	31,456.24	State taxes.....	49,104.81
Unification of mortality.....	48,882.36	Social security and unemployment	
Miscellaneous income.....	11,769.94	taxes.....	6,582.01
Profit on sale of securities.....	83,651.08	Advertising, printing, postage, etc.....	60,865.62
Accrual of discount on bonds.....	6,703.64	Furniture and fixtures.....	11,945.60
Increased book value ledger assets.....	62,353.56	Expenses on foreclosed real estate.....	78,622.83
Total income.....	6,781,748.16	Unification of mortality.....	48,882.36
		Miscellaneous expenses.....	24,580.96
		Other disbursements.....	8,647.78
		Interest on special expense guaranty	
		fund.....	362.50
		Miscellaneous interest payments.....	50.58
		Loss on sale of securities.....	31,853.98
		Amortization of bonds.....	62,600.27
		Reduction of book value ledger assets.....	113,345.25
		Total disbursements.....	3,922,660.32

The total admitted assets of the entire system at the end of the fiscal year 1939 amounted to \$31,822,825. The banks had aggregate legal reserves of \$27,627,578 and the total surplus of the banks and the General Insurance Guaranty Fund amounted to \$2,293,596.



NEW YORK <sup>5</sup>

The New York savings-bank life-insurance system began operations January 1, 1939, and has thus been in operation only a little over a year, but its success already seems assured. At the beginning of 1940 seven banks had been licensed to issue life-insurance policies and seven additional banks had become agency banks. In the first year of operation banks representing 10 percent of the savings banks of the State were therefore engaged in savings-bank life insurance.

The seven issuing banks in the system and the date of their entering are given in table 4:

TABLE 4.—*Savings Banks in New York Licensed to Issue Life Insurance, and Date When Licensed*

No.	Name of bank	Location	Date when licensed
1.....	East New York Savings Bank.....	Brooklyn.....	Jan. 6, 1939
2.....	Lincoln Savings Bank of Brooklyn.....	do.....	Do.
3.....	New York Savings Bank.....	New York.....	Do.
4.....	Mechanics Savings Bank of Rochester.....	Rochester.....	Jan. 24, 1939
5.....	Troy Savings Bank.....	Troy.....	Apr. 6, 1939
6.....	Empire City Savings Bank.....	New York.....	Apr. 18, 1939
7.....	Bushwick Savings Bank.....	Brooklyn.....	Oct. 30, 1939

At the end of the fiscal year, October 31, 1939, the paid for insurance in force was 7,006 policies for \$5,836,200 insurance, and on December 31, 1939, there were 7,949 policies for \$6,605,900 insurance, or an average per policy of \$831.

The six banks doing business at the end of the fiscal year, October 31, 1939, had received a total of \$122,438 in premium income during the 10 months' operation of the system,<sup>6</sup> the total income being \$277,631. Even in this short period \$5,506 had been paid to policyholders in the settlement of claims and surrender values. No endowments had matured. Expenses of operation totaled \$20,391, but included \$13,284 for medical examinations of persons who had come into the system that year. Disbursements amounted to \$30,481.

The income and disbursements of the New York savings-bank life-insurance system at the end of the fiscal year for the first 10 months of operation were as follows:

<sup>5</sup> Data for the fiscal year 1939 were furnished by Paul R. Taylor, Deputy Superintendent of Savings Bank Life Insurance of New York.

<sup>6</sup> Not all the banks were in operation the entire 10 months. (See table 4.)

TABLE 5.—Income and Disbursements of New York Savings-Bank Life-Insurance System, 1939<sup>1</sup>

Item	Amount	Item	Amount
<i>Income</i>		<i>Disbursements</i>	
Premiums for insurance.....	\$122,437.56	Death claims.....	\$5,500.00
Interest on loans, bank deposits, bonds, etc.....	3,265.26	Surrender values.....	5.58
Contribution to special insurance guaranty fund.....	120,000.00	Medical fees and inspection of risks.....	13,284.39
Contribution to special expense guaranty fund.....	30,000.00	Collection fees.....	731.70
Fees for collection of premiums.....	601.18	Advertising.....	771.54
Increase in book value of bonds.....	283.79	Salaries.....	<sup>2</sup> 2,407.07
Suspense.....	1,038.94	Rent.....	<sup>3</sup> 100.00
Other income.....	4.59	Miscellaneous expenses.....	1,208.73
Total income.....	277,631.32	Payments to General Insurance Guar- anty Fund.....	4,371.40
		State taxes on premiums.....	1,763.01
		Tax on certificates.....	125.00
		Decrease in book value of bonds.....	155.32
		Other disbursements.....	57.08
		Total disbursements.....	30,480.82

<sup>1</sup> Fiscal year; 10 months' operation of system, not including General Insurance Guaranty Fund.

<sup>2</sup> 4 banks.

<sup>3</sup> 1 bank.

The surplus in the General Insurance Guaranty Fund was \$4,263.55. The admitted assets of the entire system were \$287,689.96.

The savings-bank life-insurance policyholders in New York were paid their first dividends after 1 year of operation. The dividend varied with the type of policy, age, etc., but the total dividends are reported to have averaged more than 4 percent of the premiums collected.

## NEW TECHNIQUES FOR GETTING JOBS<sup>1</sup>

VARIOUS ingenious labor-marketing procedures—byproducts of the great depression—have been developed to offset the extraordinary difficulties experienced by jobless people in their search for employment. Among these new and non-profit-making schemes are the “man-marketing clinic,” in which unemployed persons from various occupational classes act as consultants to each other at conferences presided over by a leader experienced in business management; the “forty-plus club” composed of mature unemployed persons who have been competent executives with fairly substantial salaries and undertake to sell the services of their fellow club members instead of their own; and the Job Hunters’ Organization, made up of a group of young persons in quest of work who engage in a concerted drive to place themselves. Brief reports on the operations of these constructive and successful programs are here reviewed.

### *Man-Marketing Clinics*<sup>2</sup>

The first Man Marketing Clinic was started in New York City in 1935 by a merchandising consultant, Sidney W. Edlund, as a result of his interest in the labor-marketing problems of various unemployed people.

The clinic is non-profit-making and its leadership is voluntary. Soon after it was organized, the Sales Executives Club of New York became interested in the experiment, and it has since been carried on under the auspices of that organization. The club has cooperated effectively with the clinic and many club members have made themselves available as leaders. Members of the club also send clients, although clinic membership is not restricted to friends of members of the club.

The objective of the clinic is to aid men and women to obtain the kind of employment for which they are fitted. Attendance at the clinic aids those who already have jobs to get better ones for which they are qualified. The clinic is also helpful to those who desire to make more of their present jobs. By focusing attention on collecting evidence of a job well done, it centers an individual’s thought on his work, with the result that he does better work.

According to the clinic manual, the reason for the individual’s lack of success in obtaining a satisfactory job includes one or more of the following difficulties:

1. He may not know what he wants to do.
2. He may not be qualified for the job he wants.
3. He may be facing almost prohibitive odds.

<sup>1</sup> Prepared by Mary T. Waggaman, Bureau of Labor Statistics

<sup>2</sup> Information for this account of man-marketing clinics was furnished by Mr. Sidney W. Edlund. Those interested in organizing man-marketing clinics may address him at Riverside, Conn.

4. He may have no plan to help him get such a job.
5. He may not know how to sell his services.
6. He may not have the desire or courage to do the necessary work to reach his objective.

The first three are vocational problems; 4 and 5 are merchandising problems; and 6 calls for character. Carried on properly, the clinic, according to the manual, should be able to aid any person to reach his goal regardless of impending reasons. However, the clinic's particular interest is focused on the merchandising problem. Fundamentally, the clinic is not a vocational guidance service nor an employment service, although, if an individual has no clear notion of what he wishes to do, or if he is not qualified for the job he is seeking, his vocational problem must be considered before his services can be properly merchandised. Furthermore, when a member of the clinic knows of a job in which he is not interested himself, it is quite natural for him to acquaint others in his group of the employment opportunity. These procedures, however, are side issues in the clinic.

Thousands who have attended the clinic testify that it has filled a vital need in clarifying their objectives, in determining a definite method of procedure, in lining up their campaigns, in getting sufficient coverage, and in landing on their deserved level.

Before 1938, the clinic had had little publicity, although some 7,000 persons had attended it. Among those aided by this service have been office boys, clerks, stenographers, copy writers, commercial artists, editors, sales and advertising managers, department and chain store managers, engineers, and factory superintendents. It has helped young people recently graduated from school and men over 60 years of age; those whose experience was of such character that, even without the clinic, they would have reached their job goal, and those who had had no work over a long period and were in such a state of mind that they were unemployable until their morale could be built up. The clinic's basic principles may be applied to getting any type of job—from that of common laborer to the president of a corporation.

Based on experience with the clinic, its organizer has come to believe "that almost every man or woman can get the job he wants, for which he is qualified, provided only that he makes the proper approach to a sufficient number of logical prospects." In certain instances this takes considerable time as well as courage. However, Mr. Edlund holds, if a person makes use of the principles suggested by the clinic and perseveres in his campaign, he will usually get his job.

#### METHODS AND SCOPE OF THE CLINIC

In helping people to organize their thinking and their sales campaigns, those attending the clinic discuss each case under the leadership of a competent business executive. Any member is privileged



to outline to the group, verbally or (preferably) in writing, his experience, the kind of job he desires, what steps he has taken to get it, and any problems he has been facing in this connection. The value of written presentation is stressed by the clinic on the ground that when an individual puts his problems in writing he has had to think them through more constructively. Of course, for some workers this is not practicable. The other group members are told that they are expected to act as consultants in the case; to comment frankly and freely on the job seeker's qualifications, plans, and methods; to suggest sources of leads; and to criticize his letters of application and sales presentations. The value of open and honest criticism is strongly stressed.

The 40 to 150 persons attending any meeting of the original man-marketing clinic are ordinarily representative of a good cross section of business men and women.

The pioneer clinic has, as a rule, been divided into two sections, one for those attending for the first time and the other for those who understand the clinic's objectives and methods.

In the first section the newcomers are stimulated to intelligent action in the solution of their employment problems. They are told that the work of the Man Marketing Clinic has led to the conviction, already referred to, that almost anyone can get the job he wants, if he is fitted for it, and if he "makes the proper approach to a sufficient number of logical prospects." The principles and methods to be used in obtaining the jobs they desire are explained, and members are encouraged to make notes, ask questions, take part in the discussions, and prepare material for criticism. The use of the clinic textbook is explained. Members are also asked to note the details of any employment opportunities which come to their attention but which may not interest them, because another member of the clinic might be interested and qualified for the opening.

At the second section, or main meeting of the clinic, material for consideration is called for. Ordinarily, from 5 to 10 cases can be handled effectively in a 3-hour meeting. If the number on hand is too great to be dealt with properly in that time, the clinic may be divided into 2 or more groups or 2 or 3 simple cases may be taken up in the newcomers' section.

Among the suggestions made in the clinic manual for conducting the main meeting are the following:

1. When there are not enough written cases for consideration in a single meeting, verbal cases should be called for.

2. Progress reports should be requested from those engaged in actual campaigns. As in the newcomers' session, those who know of job openings in which they are not interested themselves should be asked to report such opportunities.

3. Members should be asked to indicate, by holding up their hands, how many expect to present material at the next meeting.

4. Much of the clinic's effectiveness will be lost if the meetings are not held at regular weekly intervals. If possible, the session should be scheduled for the same time and place each week so that members will drop in through force of habit. The return of graduates to the clinic is highly desirable.

5. When the attendance is not too large, members should be introduced to each other. When the sessions are held in the evening an informal supper meeting place may be selected for those who wish to come.

6. If the attendance is not satisfactory, a story may be released to the local paper or to a club house organ; members may be asked to tell others about this job-getting service; or cards of admission may be mailed to members or to others who probably know men needing the kind of aid the clinic can give.

The clinic's founder emphasizes the importance of increasing its membership among those who are not seeking jobs. Some members of the sponsoring organization attend the meetings from time to time and others attend regularly. The quota of employed persons keeps the clinic from being considered a jobless group. In smaller communities where everybody knows everybody else, this employed quota is highly important. When the emphasis is placed on advancement to the best position a man is able to hold in his present employment or elsewhere and when a number of those attending the clinic have satisfactory jobs, persons who are unemployed usually no longer hesitate to attend. If they continue to hesitate, their cases can be dealt with anonymously; in this way they can attend the clinic and get the benefit of the reactions without being identified.

#### THE LEADER'S ROLE

Among the many functions of a clinic leader is the encouragement of wide participation in the discussions. If a member can give constructive counsel to another, his own morale will be strengthened and this will have good effect on his own campaign. The leader will also summarize, clarify, and supplement suggestions made by consultant members.

He will realize the importance of analyzing the job sought, and he will be absolutely frank, where the person involved needs it and can stand it. His frankness, however, should always be tactful and kindly. He should constantly stimulate members to carry out their campaigns consistently and intelligently and help them to maintain their courage and hope.

The clinic's purpose being to help individuals to help themselves, the leader should make it clear at each conference that clinic members are merely consultants to the person whose case is under consideration.

The latter should be left free to use his own judgment in the matter of taking suggestions. Each case is treated as a merchandising problem. Hence, the clinic cooperates, but does not compete, with employment offices. Several employment agencies have sent men to the clinic who have had a good background but were not strong on selling their services.

#### SELECTION OF LEADERS

In forming a man-marketing clinic, the basic requirement is a leader with a strong desire to aid others, who has a sympathetic understanding of the difficulties which confront most persons when they seek a new position, and who has a fair knowledge of business. It is considered advisable also to have several persons in reserve who may be called upon to act as leaders.

Among those especially adapted for leadership are advertising men, merchandising men, business consultants, company executive officers, and personnel men. Engineers and accountants have also done good service as leaders. Indeed, the original man-marketing clinic has found no difficulty in getting leaders and has not been able to use all the capable businessmen who have volunteered for this work. The idea of the clinic has an appeal for businessmen, as they see in it a chance to be of service to their fellow men and their community and an opportunity to expand their own experience in conducting conferences, in handling men, and in applying their own knowledge to a variety of cases beyond the boundaries of their own industries. Many executives feel that they give a great deal more time than they can well afford to people in search of jobs. They realize that with the help of clinic principles and methods, and reinforced by a group of clinic members all bent on a solution for the same job-getting problems, they can supply that constructive aid with considerable satisfaction and in much less time. Since the clinic meets each week, correspondence is not necessary. Cases are ordinarily handled only at the clinic.

#### SPONSORS

Although a sponsoring organization for a clinic is not essential, it is advisable to have one; for example, an advertising or sales club, a group of Rotarians, a local chamber of commerce, a Y. M. C. A. or Y. W. C. A., a school or college. An ideal backing is often a combination of such agencies. If the clinic operates under the auspices of some club or other organization, its services may or may not be available only for members or those recommended by them. The Man Marketing Clinic in New York, although sponsored by the Sales Executives Club, does not restrict its services to the members of the club and its friends. The clinic does not exclude apparently hopeless cases, but very few of them come to its meetings, as the

character of its service seems to have no appeal for them. A small number of persons who at first seem hopeless do attend the sessions and get sufficient help to enable them eventually to attain their industrial or commercial level; others may fail to appear after a few meetings.

#### APPRAISALS OF THE CLINIC

A corporation's vice president in charge of operations, speaking of the clinic, declared that—

This movement might well become a powerful factor in correcting the widespread maladjustment left in the wake of the depression. Incidentally, the Man Marketing Clinic is a great developer of men, both those who come to aid, as well as those who come to be aided. No theatrical performance offers more dramatic interest than these sessions which combine the most fascinating study, "Marketing," and the subject that is most packed with human interest, "People."

According to an advertising manager, "The clinic really performs miracles. Those blind to their opportunities learn to see. Man after man gets the job he wants, frequently a better one than he has previously held."

The assistant vice president of a large publishing company said:

As a member of the employment committee of the Sales Executives Club, I was brought in close contact with the clinic—worked with it to some extent, as you know. It tells its own story dramatically, much better than can be told through many adjectives. It has left a trail of good deeds that is significant and outstanding even in blase Manhattan. Probably its percentage of successes is greater than any undertaking with which it might be compared, largely due to the original technique employed.

The plan is basic enough that it could be employed in any sizable business community where sincere, altruistic cooperation can be recruited from the better class of business leaders.

The director of the Placement Service for Cornell University, New York City, reports that he has sent several men to the Man Marketing Clinic and has had "the opportunity of observing closely their attitude before and after their participation in the meetings. \* \* \* Those who have attended faithfully and who have done with zest the rather heavy work which is recommended, have returned inspired with the belief that they can obtain the job they want. \* \* \* They are better able to decide what work they are best fitted to do and can apply to selling themselves the accepted methods of selling any product. Some of these men already have proved the worth of this training by getting for themselves the best jobs of their careers."

#### THE INCREASING SCOPE OF THE WORK

The New York Man Marketing Clinic has now been incorporated, with the basic purpose of extending its benefits to many thousands, mainly by aiding individuals and organizations interested in establishing similar services. According to the organizer of the first man-



marketing clinic, Sidney Edlund, these services will find it helpful to use the same name and get the benefit of an interchange of experience. However, this name should not be used without written authorization from the Man Marketing Clinic, Inc.

Organizations in a number of localities have already established clinics along similar lines as reported in the accompanying table. All follow the same policy of providing their help without charge to anyone.<sup>3</sup>

*Man-Marketing Clinics Reported in Operation, March 1940*

Name of clinic and city	Sponsored by—	Open to—	Meeting	
			Place	Time
New York Man Marketing Clinic, New York, N. Y.	Sales Executives Club of New York.	Anyone—preferably those recommended by Sales Executives Club members.	Direct Mail Center, 17 East 42d St.	Monday, 7-10 p. m.
Fordham University Man Marketing Clinic, New York, N. Y.	Fordham University.	Any man or woman.	Room 744, Woolworth Bldg.	Wednesday, 7-9 p. m.
University Man Marketing Clinic, Chicago, Ill.	DePaul University.	College men and women.	Moot Court, 15th floor, 64 East Lake St.	Wednesday, 7 p. m.
Chicago Man Marketing Clinic, Chicago, Ill.	Junior Association of Commerce.	Any man or woman.	Suite 1403, 116 South Michigan Ave.	Tuesday, 7 p. m.
Reading Man Marketing Clinic, Reading, Pa.	Wellington L. Goodman.	-----do-----	Y. M. C. A. -----	Wednesday, 7:30 p. m.
Buffalo Man Marketing Clinic, Buffalo, N. Y.	Downtown Y. M. C. A.	Any man -----	Downtown Y. M. C. A.	Tuesday, 7:30 p. m.
University of Oklahoma Man Marketing Clinic, Norman, Okla.	University of Oklahoma.	Oklahoma seniors.	-----do-----	-----do-----
Pittsburgh Man Marketing Clinic, Pittsburgh, Pa.	Junior Chamber of Commerce and Woman's Club of Pittsburgh.	Any man or woman.	State Employment Building, 5th floor, 526 Penn Ave.	Tuesday, 8-10 p. m.
Man Marketing Clinic of the Young Men's Board of Trade, New York, N. Y.	Young Men's Board of Trade of New York.	Preferably younger men.	Miller's Restaurant, 144 Fulton St.	Monday, 7-10 p. m.
Seattle Man Marketing Clinic, Seattle, Wash.	Earl J. Berg -----	Any man or woman.	615 Terminal Sales Bldg.	Tuesday, 7:30-10 p. m.
Hartford Man Marketing Clinic, Hartford, Conn. <sup>1</sup>	-----do-----	Anyone -----	Hartford Electric Light Co.	Thursday.
West Catholic Man Marketing Clinic, West Philadelphia, Pa.	Alumni Association of the West Catholic High School.	Members only. ---	West Catholic High School.	Do.
York Man Marketing Clinic, York, Pa.	York Chamber of Commerce.	Anyone -----	York High School.	Monday.
Bay City Man Marketing Clinic, Bay City, Mich.	A. J. Armstrong --	-----do-----	Y. M. C. A. -----	-----do-----

<sup>1</sup> Under auspices of Hartford Times.

The organizer of the first clinic, in a recent letter to the Bureau of Labor Statistics, says:

I am hopeful that man-marketing clinics may be established throughout the country. Inquiries are being received from many sources, including CCC groups. The American Legion is going to incorporate a copy of the manual [How to Organize and Conduct a Man Marketing Clinic] in their data that they send to their 17,000 posts, with the recommendation that they consider the establishing of clinics. The Y. M. C. A.'s plan to establish a number of such clinics.

<sup>3</sup> A score of others are in process of being organized in other cities.

### *Forty-Plus Clubs*

The forty-plus committee of the Sales Executives Club of New York City set out in the midst of the depression to show employers in the United States that it is to their own economic advantage "to forget arbitrary age dead lines which discriminate against capable men because of calendar age." The committee emphasizes that the man beyond 40 has greater actual experience, "is more responsible, more skillful, and more to be relied upon in matters of judgment than younger men who are still in their formative years. Measured 'in the heart' he may be younger at 40 or 50 than the man half his age." This program was adopted by the National Federation of Sales Executives Clubs, which met in Dallas, Tex., in 1938. Henry Simler, president of the American Writing Machine Co., New York City, was appointed chairman of the National Forty-Plus Committee and is still serving in that capacity. According to national surveys made by this committee and other available information, "the executive past 40 has a preponderance of evidence in his favor." The National Forty-Plus Committee does not hold that a man should be considered just because he is 40 or more years old, but rather that he should not be discriminated against entirely because of his age.<sup>4</sup>

The Forty Plus of New England was started in Boston, Mass., in the summer of 1938, by Mr. Roland R. Darling. Whereas the campaign of the Forty-Plus Committee of the Sales Executives Club of New York had been the spare-time work of employed executives to combat discrimination in the placement of older men, Mr. Darling felt that the unemployed executives over 40 should organize themselves in a mutual collective job-hunting body. No member of the Forty-Plus of New England may "sell" himself but must endeavor to get a fellow member of the organization a job. The club has no fees or dues. The organization has also been assisting in creating similar groups and about the middle of 1939, the National Forty-Plus Association was incorporated under the laws of Massachusetts.<sup>5</sup>

The third-person selling practiced by forty-plus clubs has resulted in an increase in morale and poise for those in need of jobs. In solving the problem of selling the services of qualified mature executives, the organizational technique of the clubs is to train men "to sell the employers the idea that Forty-Plus can provide able men who have been accepted into its membership on the basis of their records of performance."<sup>6</sup>

<sup>4</sup> Information was furnished by Mr. Henry Simler.

<sup>5</sup> Hired after Forty—Boston Style, by Ray Giles. Reprint from Reader's Digest, December 1938, Pleasantville, N. Y., and reprint from Boston Business, June 1939, Boston, Mass., published by the Boston Chamber of Commerce.

<sup>6</sup> Occupations—The Vocational Magazine, New York, February 1940, p. 377.

The October 21, 1939, issue of *Business Week* (New York) reported that the Forty-Plus Club of New York had at that time 250 members, one of the minimum requirements for membership being a previous executive job paying at least \$4,000. In March 1940 the club had 129 members and 177 alumni which it had helped to return to industry.

The *New York Times* of December 28, 1939, announced that the new Forty-Plus Club of Pittsburgh, a mutual-aid association for jobless business executives over 40 years of age, had started in June 1939 with 7 unemployed executives on its register, and that the members, towards the close of 1939, numbered 175 and 41 alumni who had been placed in industry.

The office of the club is operated by some of its members. Other club members act as "salesmen" and canvass industries and business houses of Pittsburgh in endeavoring to get positions for other "40-plussers."

The *Kansas City Star* of Kansas City, Mo., reported under date of November 28, 1939, that "members of the Forty-Plus of Greater Kansas City have done such a good job talking up each other's credentials they almost have talked themselves out of membership." Of 65 members, 45 have been placed. The group consists of men of 40 or more years of age "with executive ability and proved experience."

In the past year the Men-Over-40-Club in Chicago has placed 115 men in jobs, the president of the organization states.<sup>7</sup> He declares that building up the morale of older workers who thought business doors were no longer open for them "is one of the biggest things we've done, and the thing we thought least about when we started a year ago. We've broken down in a measure, too, the insidious propaganda against hiring the man over 40." This club has a marketing committee (the sales department), and each member is allotted a definite section of Chicago which he combs for possible jobs, calling on the president of every company in the assigned area.

A partial list of forty-plus groups is given below:

Forty Plus of New England, Boston, Mass.	Forty Plus of Western New York, Buffalo, N. Y.
Forty Plus of New England, Brockton, Mass.	Forty Plus of Metropolitan Detroit, Detroit, Mich.
Forty Plus of New England, Hartford, Conn.	Men Over Forty Club, Chicago, Ill.
Forty Plus of New England, Portland, Maine.	Forty Plus of Cincinnati, Cincinnati, Ohio.
Forty Plus of New England, Salem, Mass.	Forty Plus Club, Cleveland, Ohio.
Forty Plus of New England, Springfield, Mass.	Forty Plus of Elmira, Elmira, N. Y.
Forty Plus of New England, Worcester, Mass.	Forty Plus of Greenville, Greenville, S. C.

<sup>7</sup> *Christian Science Monitor* (Boston), February 20, 1940, p. 7.

Forty Plus of Indianapolis, Indianapolis, Ind.	Forty Plus of Philadelphia, Philadelphia, Pa.
Forty Plus of Greater Kansas City, Kansas City, Mo.	Forty Plus of Western Pennsylvania, Pittsburgh, Pa.
Forty Plus of Southern California, Los Angeles, Calif.	Forty Plus of the Northwest, St. Paul, Minn.
Forty Plus of New Hampshire, Manchester, N. H.	Forty Plus of Georgia, Savannah, Ga.
Miami Forty Plus, Miami, Fla.	Forty Plus of Syracuse, Syracuse, N. Y.
Forty Plus of Wisconsin, Milwaukee, Wis.	Forty Plus of Tulsa, Tulsa, Okla.
Forty Plus of Northwest, Minneapolis, Minn.	Forty Plus of Canada, Montreal, Que., Canada.
Forty Plus of New Jersey, Montclair, N. J.	Forty Plus of Canada, Toronto, Ont., Canada.
Forty Plus of New York, New York, N. Y.	Forty Plus Club, London, E. C. 4, England.

### *Job Hunters' Organization*<sup>8</sup>

At a meeting of the New England Regional Conference on Vocational Guidance and Personnel at the School of Education, Boston University, December 1-2, 1939, a report on the Job Hunters' Organization of Boston was made. This organization is attempting to solve three major problems confronting unemployed youth: (1) Indecision in regard to the job desired; (2) ignorance of where to seek the kind of employment wanted; and (3) inexperience.

The members of the association are under 30 years of age and are banded together on a mutual-aid basis to assist the right person to present himself to the right market by such methods as will result in placement.

For the solution of the first problem the members of the organization avail themselves largely of the systematic guidance services of the Y. M. C. A., the Y. W. C. A., and similar groups. In finding the wished-for employment these young people work through the various city employment agencies and assist their fellow members in carrying on extensive campaigns by mail, to cover thoroughly those businesses where the best openings are known or thought to be available.

Lack of experience in actual work and in systematic job seeking is compensated for in part in the organization by requiring members to help in the association's office 1 day per week. In this way these young people aid each other in compiling mailing lists and composing and typing sales letters.

Every week demonstration interviews provide drastic criticism, interview methods and practices, and assistance in the securing of jobs.

<sup>8</sup> Occupations—The Vocational Guidance Magazine (New York City, National Vocational Guidance Association, Inc.), February 1940, pp. 375-377.



# HOUSING FACILITIES AND EXPENDITURES OF WAGE EARNERS AND CLERICAL WORKERS <sup>1</sup>

## *Summary*

HOUSING expenditures of 14,469 white and Negro families of employed wage earners and clerical workers averaged \$34 per month in large cities of the Nation in 1934-36. This figure includes expense for fuel, light, and refrigeration, rent, and rental value of owned homes. Two-fifths of these families lived in 1-family detached houses; a fourth lived in apartments, and the rest in semidetached, row, or 2-family houses.

The home of the typical wage earner or clerical family with an income above \$500 had a bathroom with inside flush toilet and hot running water. It had electric lights, and gas or electricity for cooking. Two-thirds of the families had central heat in their homes. Ice was used for refrigeration by two-thirds of these families.

Less than half but more than a fourth of the homes surveyed had garages, telephones, electric refrigerators, and garden or lawn space.

Thirty percent of the families were home owners. All but a negligible fraction of these lived in houses; a few lived in apartments of which they were owners or part owners. Of the families who rented their homes, 38 percent lived in houses, 24 percent lived in heated apartments, and 38 percent lived in unheated apartments.

The total money expense of home owners for taxes, assessments, interest, insurance, repairs, fuel, light, and refrigeration was \$27 a month. When the return on their capital investment is taken into consideration, their total monthly housing expenditures were actually \$39. Families renting heated apartments paid slightly more, \$35, for rent, light, gas, and refrigeration. Rent, fuel, light, and refrigeration both for families renting unheated apartments and for families renting houses averaged \$31 per month.

The data for white and Negro families have been combined in accordance with the relative importance of nonrelief populations in all cities with over 50,000 inhabitants. Averages for white families and for Negro families, by region, have been weighted by the numbers of whites and Negroes in metropolitan areas and cities over 50,000 in each region. Allowance was made in the weights for differences in the proportion of white and Negro families on relief.<sup>2</sup>

<sup>1</sup> This article is the fifth in a series prepared by the Bureau's Cost of Living Division, presenting a summary of data collected in the Study of Money Disbursements of Employed Wage Earners and Clerical Workers in 1934-36 for 42 cities combined. Altogether, 14,469 white and Negro families are covered by this report. No families with incomes below \$500 or which had received any relief during the year were included in the investigation. See Bureau of Labor Statistics Bulletins Nos. 636, 637, Vols. I and II, Nos. 639, 640, 641, and articles in the Monthly Labor Review for December 1939 and January, February, and March 1940. The final report will be published as Bulletin No. 638.

<sup>2</sup> For a more complete description of the weighting process employed in combining data for 42 cities, see the appendix in forthcoming Bulletin No. 638.

### *Total Housing Expenditure for All Families Surveyed*

When the city worker talks of housing today, he is likely to think not only of a roof over his head but also of heat in winter, refrigeration in summer, and light the year round. To meet these needs, 14,469 families of wage earners and clerical workers in 42 large cities of the Nation spent an average of a little over \$30 a month or a fourth of the total family expenditure.

In the case of tenant families, this figure includes rent and fuel, light, and refrigeration. For home owners it covers fuel, light, and refrigeration, as well as the money cost of maintenance and repair of the house, but not payments on principal of mortgage or the cost of permanent improvements to the home. The last two items were treated as family savings or investment.

Almost a third of the families surveyed were home owners. For these families, the money spent during the year for taxes, assessments, interest, insurance, and repairs does not tell the whole story of current housing cost. Especially for a family with a substantial equity in its home, these current expenditures are frequently less than the amount it would have to pay in rent to obtain an equally good house. The difference between such estimated rental value and the money actually paid for current housing expense is in fact income "in kind" from the family investment in the owned home. It is correspondingly expenditure in kind for current housing, since the family has chosen to take the return on its investment in the form of housing. This type of housing expenditure averaged \$12 a month per home-owning family surveyed.<sup>3</sup> When averaged with the expenditures for all families studied, it raises the total housing expenditure for all families in the survey from the \$30 previously mentioned to \$34.

### *Housing Expenditure by Tenure and Type of Dwelling*

Housing expenditures differed not only for owners and renters but according to the kind of dwelling occupied (see table 1). Tenants in heated apartments had the highest average housing expenditure and the smallest number of rooms.<sup>4</sup> Tenants in unheated apartments had more space and paid lower rents; in general these apartments

<sup>3</sup> Housing expenditure "in kind" was calculated as the difference between estimated rental value and actual money expense for taxes, assessments, interest, refinancing charges, insurance, and repairs. The home owners were asked to estimate the rental value of their homes. This figure was checked by field agents with the real estate values of similar dwellings in the locality.

<sup>4</sup> The difficulties involved in obtaining data on size of rooms made it seem inadvisable to attempt to ascertain such information in the present investigation. Questions about window space and sunlight were omitted for the same reason.

were located in older dwellings. In New York City, for example, most of the families renting apartments for which heat was not furnished by the landlord lived in "old law tenements" on Manhattan and in lower Brooklyn and used stoves for heating purposes. A few of the New York City apartments for which the tenant provided the heat were in two-family flats in Queens and Brooklyn; these were frame buildings with a separate furnace for each family.

TABLE 1.—*Monthly Housing Expenditure and Average Number of Rooms, by Tenure and Type of Dwelling, in 42 Large Cities*

[Data cover 12 months within the period 1934-36]

Class of occupant	Total monthly housing expenditure	Rent or rental value	Fuel, light, and refrigeration expenditures	Average number of rooms per family
Home owners <sup>1</sup> .....	\$39	<sup>2</sup> \$29	<sup>3</sup> \$10	6.4
House renters.....	31	21	<sup>3</sup> 10	4.1
Renters of heated apartments.....	35	31	4	3.8
Renters of unheated apartments.....	31	21	10	4.7

<sup>1</sup> 98.8 percent of the home owners lived in houses.

<sup>2</sup> Includes \$17 money expenditure, and \$12 housing "in kind" from investment in owned homes.

<sup>3</sup> Assuming that expenditures for fuel, light, and refrigeration are the same for house owners and house renters. Separate figures on such expenditures are available for families living in houses and paying for heat separately from rent or ownership payments, but not by tenure.

Home owners had the lowest money expenditures, \$27 per month, but when the return on the investment is taken into consideration they spent more than renters of heated apartments. They had almost twice as much space, however, for this expenditure, and were accordingly better able to provide privacy for family members, and room for recreational activity and hobbies.

The fact that rented houses averaged a smaller number of rooms than did the unheated apartments is rather surprising. It is explained, to a considerable extent, by the relative scarcity of apartments and the predominance of rented houses in the southern cities, and the fact that many Negro families surveyed lived in small houses which frequently had only one or two rooms.

The percentage of white and Negro families in each region living in the several types of dwelling is shown in table 2. Here the predominance of houses among the Negro wage earners and clerical workers in the southern and North Atlantic cities is clear, as is also the relative importance of heated apartments in the northern and eastern cities. It is because the majority of families living in apartments for which they provide the heat were found in the North and East that the average expenditure for fuel and light reported by these families is as high as that for families in houses.

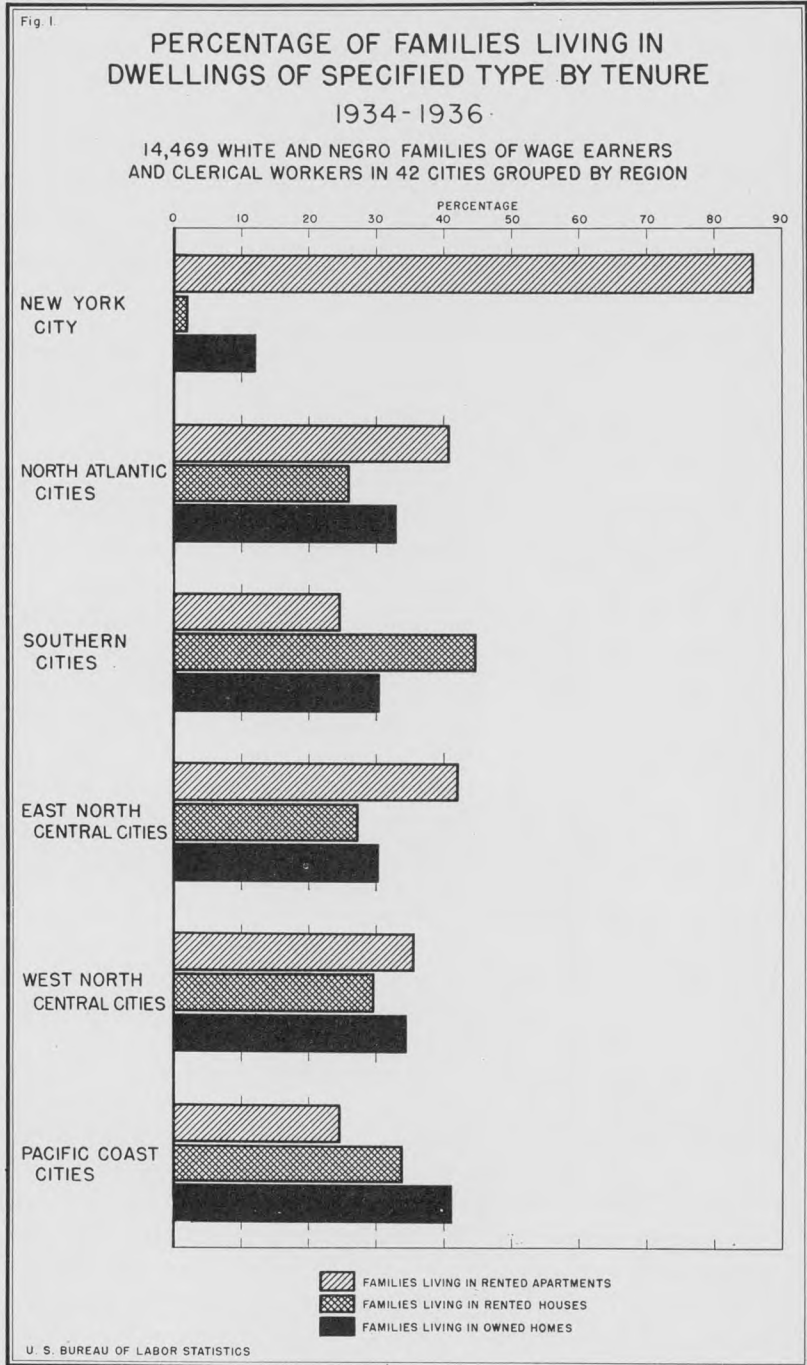


TABLE 2.—Percent of Families Living in Dwellings of Specified Type and Tenure in 42 Large Cities Grouped by Region, 1934-36

Region	White families					Negro families				
	All families <sup>1</sup>	Living in apartments rented—		Living in houses—		All families <sup>1</sup>	Living in apartments rented—		Living in houses—	
		Heat-ed	Un-heated	Rent-ed	Own-ed <sup>2</sup>		Heat-ed	Un-heated	Rent-ed	Own-ed <sup>2</sup>
New York City.....	100.0	62.1	23.3	2.2	12.4	100.0	93.0	6.0	0	1.0
North Atlantic.....	100.0	9.2	32.0	25.3	33.5	100.0	8.1	22.2	55.1	14.6
Southern.....	100.0	8.9	17.2	42.1	31.8	100.0	1.1	16.7	59.5	22.7
East North Central.....	100.0	11.3	30.9	26.9	30.9	100.0	4.0	40.3	41.3	14.4
West North Central.....	100.0	15.7	19.4	30.0	34.9	100.0	8.1	45.0	22.0	24.9
Pacific.....	100.0	9.2	15.6	34.0	41.2	-----	-----	-----	-----	-----

<sup>1</sup> Omitting families who changed their tenure or type of dwelling during the year of the study.

<sup>2</sup> Treating all home owners as if they lived in houses; 98.8 percent of white home owners and 100.0 percent of Negro home owners lived in houses.

The differences in customary payments for housing and fuel, light, and refrigeration in cities in different regions of the country are shown in table 3. The highest payments were in New York City and the lowest in the South.

TABLE 3.—Monthly Housing Expenditures<sup>1</sup> by Tenure and Type of Dwelling, in 42 Large Cities Grouped by Region, 1934-36

Region	White families					Negro families				
	All families <sup>2</sup>	Renting apartments—		Living in houses <sup>3</sup> —		All families <sup>2</sup>	Renting apartments—		Living in houses <sup>3</sup> —	
		Heat-ed	Un-heated	Rent-ed	Own-ed <sup>4</sup>		Heat-ed	Un-heated	Rent-ed	Own-ed <sup>4</sup>
New York City.....	\$40	\$41	\$31	\$49	\$55	\$41	\$42	\$30	-----	\$43
North Atlantic.....	33	33	33	35	41	29	25	24	\$31	40
Southern.....	26	28	25	27	35	18	23	18	19	21
East North Central.....	29	29	29	31	39	21	27	21	21	25
West North Central.....	28	29	29	31	38	22	23	23	23	28
Pacific.....	27	34	31	30	35	-----	-----	-----	-----	-----

<sup>1</sup> Including fuel, light, and refrigeration.

<sup>2</sup> Omitting families who changed their tenure or type of dwelling during the year of the study.

<sup>3</sup> These figures have been computed on the assumption that fuel, light, and refrigeration expenditures of house renters and house owners are the same. Separate figures on such expenditures are available for families living in houses making payments for heat separately from rent or ownership payments, but not by tenure.

<sup>4</sup> Including monthly value of income from investment in owned homes and treating all home owners as occupying houses. See table 2, footnote 2.

### Housing Facilities for All Families Surveyed

A general picture of the quality of the dwellings of these average families of employed wage earners and clerical workers is presented in table 4. Three-fourths lived in houses and one-fourth in apartments. Most of them had bathroom, electric lights, and gas or electricity for cooking. Two-thirds had central heat but less than one-third had telephones.



TABLE 4.—Housing Facilities of 14,469 Families of Wage Earners and Clerical Workers in 42 Large Cities

[Data pertain to homes occupied at end of schedule year, within the period 1934-36]

Item	Home owners	Home renters	All families	Item	Home owners	Home renters	All families
Percent of families living in—				Percent of families having—			
1-family detached house.....	69.2	25.3	38.6	Water outside dwelling.....	1.8	1.3	1.5
1-family semidetached or row house.....	17.2	13.9	14.9	Sink.....	98.2	98.1	98.1
2-family house.....	12.4	27.2	22.7	Electric lights.....	98.4	98.2	98.3
Apartment.....	1.2	33.6	23.8	Gas or electricity for cooking.....	90.4	89.5	89.8
With elevator.....	.1	2.3	1.6	Refrigerator:			
Dwelling with janitor service.....	.6	21.5	15.1	Electric.....	27.8	25.2	26.0
Percent of families having—				Other mechanical.....	1.9	2.7	2.5
Bathroom.....	93.1	89.6	91.3	Ice.....	62.9	65.6	64.7
Inside flush toilet.....	95.2	95.7	95.6	None.....	7.4	6.5	6.8
Outside flush toilet.....	.9	2.0	1.7	Central heat—hot air, hot water, or steam.....	73.4	64.3	67.1
Other type toilet.....	3.9	2.3	2.7	Telephone.....	45.0	23.9	30.3
Sole use of toilet by household.....	97.4	91.9	93.6	Garage.....	58.9	33.5	41.3
Water inside dwelling.....	98.2	98.7	98.6	Garden or lawn space.....	65.7	31.6	42.0
Running water inside dwelling.....	97.6	98.1	98.0	Each of the following items: Running hot water, inside flush toilet, electric light, and gas or electricity for cooking.....	80.8	76.4	77.8
Hot running water inside dwelling.....	86.3	82.0	83.3				
Pump inside dwelling.....	.6	.6	.6				

## HOME OWNERS

The typical home owner lived in a one-family detached house. Fewer than 1 in 10 home owners were without a bathroom, an inside flush toilet reserved for the sole use of the household, running water, electric lights, and gas or electricity for cooking. Two in ten home owners lacked one or more of the following conveniences: Running hot water, inside flush toilet, electric light, and gas or electricity for cooking. Two-thirds of the home owners used ice for refrigeration, but almost a third had electric or other mechanical refrigerators. Two-thirds had garden space and nearly half had telephones.

## RENTERS

Over half the renters lived in apartments or in two-family houses arranged for occupancy by one family above the other. An average monthly rental of \$23.50 was reported by all families living in rented dwellings, whether house or apartment, at the close of the study year. Nine out of ten families which rented their dwellings had bathrooms, inside flush toilets, running water, electric lights, and gas or electricity for cooking.

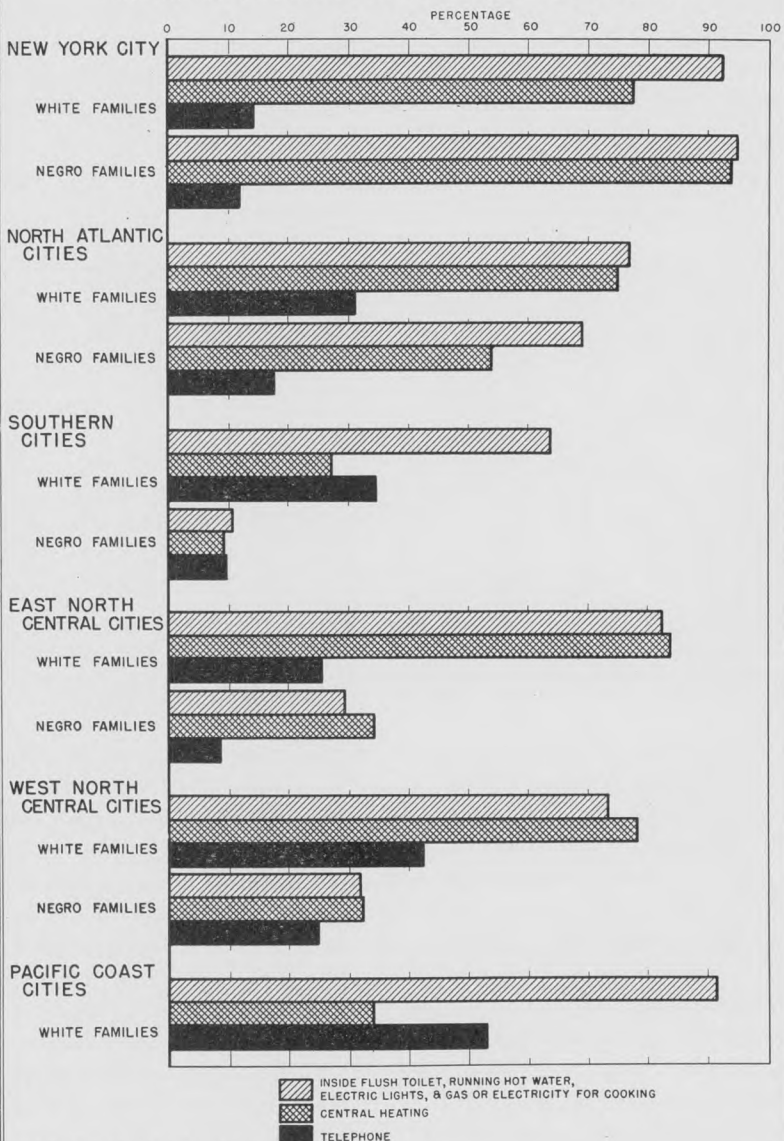
Three-fourths of the renters had each of the following conveniences: Running hot water, inside flush toilet, electric light, and gas or electricity for cooking. About two-thirds of them had central heat, and the same proportion used ice for refrigeration. About one-third had garages and garden or lawn space. Telephones and electric refrigerators were found in about a fourth of the rented dwellings.

Fig 2

PERCENTAGE OF FAMILIES  
HAVING SELECTED HOUSING FACILITIES

1934 - 1936

12,903 WHITE AND 1,566 NEGRO FAMILIES OF WAGE EARNERS  
AND CLERICAL WORKERS IN 42 CITIES GROUPED BY REGION



U. S. BUREAU OF LABOR STATISTICS

### Total Housing Expenditure by Income Level

Total money expenditure for housing<sup>5</sup> did not reach the average of \$33 per month until family incomes exceeded \$1,500 per year. (See table 5.) Families in the survey with incomes from \$600 to \$900 per year spent an average of about \$20 a month, and that amount constituted 29 cents of the total family dollar spent. Families with incomes from \$2,400 to \$2,700 spent \$40 per month, yet this amount represented only 20 cents of each dollar spent by the families in this income class when the value of housing in kind of home owners is added.

TABLE 5.—Monthly Money Housing Expenditures of 14,469 Families of Wage Earners and Clerical Workers in 42 Large Cities, by Income Level

[Data cover 12 months within the period 1934-36]

Annual net income of family	Per- cent of families in sur- vey	Aver- age num- ber of per- sons per family	Housing <sup>1</sup> plus fuel, light, and refrigera- tion	Hous- ing <sup>1</sup>	Fuel, light, and refrig- eration	Housing <sup>1</sup> plus fuel, light, and refrigera- tion	Hous- ing <sup>1</sup>	Fuel, light, and refrig- eration
All families.....	100.0	3.60	\$31	\$22	\$9	24.2	17.1	7.1
\$500 to \$600.....	.8	3.11	16	11	5	30.0	20.2	9.8
\$600 to \$900.....	8.4	3.18	20	14	6	28.8	19.9	8.9
\$900 to \$1,200.....	20.4	3.41	26	18	8	27.8	19.3	8.5
\$1,200 to \$1,500.....	23.8	3.54	29	20	9	25.6	17.9	7.7
\$1,500 to \$1,800.....	20.3	3.62	33	23	10	24.3	17.3	7.0
\$1,800 to \$2,100.....	15.1	3.76	35	25	10	22.7	16.1	6.6
\$2,100 to \$2,400.....	5.6	4.03	38	27	11	21.3	15.0	6.3
\$2,400 to \$2,700.....	2.7	4.27	40	29	11	19.7	14.3	5.4
\$2,700 to \$3,000.....	1.3	4.37	42	31	11	18.5	13.7	4.8
\$3,000 and over.....	1.6	4.81	47	34	12	17.2	12.6	4.6

<sup>1</sup> Includes rent less repairs paid by tenants, and expenditures of home owners for taxes, insurance, repairs, refinancing charges, interest on mortgage, but not payments on principal or cost of permanent improvement to owned homes.

The families at higher income levels had more members per family than did those at lower income levels and consequently needed more housing space. It is thus impossible to conclude the comparison of their housing expenditures when averages per family have been examined. When averages are computed in terms of expenditure per family member, it appears that families at the \$600 to \$900 level spent \$6.42 per member per month for housing. This is contrasted with \$9.31 for families having incomes of \$2,400 to \$2,700. In other words, although money expenditures per family were 95 percent greater at the high income level than at the low one mentioned, expenditure per person was only 45 percent greater. Total housing expenditure, including value of housing in kind from investment in owned homes, was 45 percent greater per person at the high income level.

<sup>5</sup> Rent or current housing expenditure of home owners plus fuel, light, and refrigeration. For some families, fuel, light, and refrigeration costs are included in rent while for other families they are paid separately. For this reason, total housing expenditure including all these items is more nearly comparable for all cities and all income levels.

TABLE 6.—Total Monthly Housing Expenditures of 14,469 Families of Wage Earners and Clerical Workers in 42 Large Cities, by Income Level

[Data cover 12 months within the period 1934-36]

Annual net income of family	Total expense for housing <sup>1</sup>		Annual net income of family	Total expense for housing <sup>1</sup>	
	Amount	Percent of total income <sup>2</sup>		Amount	Percent of total income <sup>2</sup>
All families.....	\$409.76	26.9	\$1,800 to \$2,100.....	\$475.08	24.5
\$500 to \$600.....	225.61	38.0	\$2,100 to \$2,400.....	520.68	23.1
\$600 to \$900.....	273.28	35.0	\$2,400 to \$2,700.....	532.49	21.0
\$900 to \$1,200.....	343.60	32.3	\$2,700 to \$3,000.....	571.41	19.8
\$1,200 to \$1,500.....	391.91	29.0	\$3,000 and over.....	618.02	18.1
\$1,500 to \$1,800.....	439.66	26.8			

<sup>1</sup> Including money expenditure for rent, current housing expenditure of home owners, fuel, light, and refrigeration, and value of housing in kind from investment in owned home.

<sup>2</sup> Including money income and value of income received in kind from investment in owned home.

### *Income, Family Size, and the Consumption Level of Family*

The level of well-being at which a family lives is affected not only by the size of its income, but by the number, age, and sex of persons for whom that income must provide. To take account of this important factor, the families in this survey were classified by consumption level, that is, by the amount of the family's total expenditure for the year per family member.<sup>6</sup> With families so classified, the larger families tend in general to fall in the lower consumption levels and the smaller families in the higher levels. Some of the families at the lowest levels were small in size as well as in income. The majority, however, had incomes tending toward the average, and were thus classified because of the large number of persons dependent on those funds. On the average, incomes were higher at the higher consumption levels.<sup>7</sup>

The average income of the 14,469 families surveyed was \$1,524 and of the families at certain consumption levels was as follows:

Families with total annual unit expenditure of—	Average income
\$200 to \$300.....	\$1,187
\$500 to \$600.....	1,596
\$800 to \$900.....	1,884
\$1,100 to \$1,200.....	2,262

### *Housing by Consumption Level*

The details of housing facilities and expenditures are available for the families studied, thus classified by total expenditure per adult equivalent. For housing, particularly, the family expenditures are

<sup>6</sup> The terms "consumption level" and "economic level" are used to denote classification of families by annual expenditure per unit for the total of all items of family expenditure. The unit used for this purpose is the equivalent adult male. Each member of the family, taking into account age, sex, and activity, is counted as the appropriate decimal equivalent of an adult male. For fuller explanation, see article, "Income, Family Size, and Economic Level of the Family," in Monthly Labor Review, January 1940, or Appendix G of Bulletin No. 641.

<sup>7</sup> See Monthly Labor Review, January 1940: "Income, Family Size, and the Economic Level of the Family."

much more meaningful when consideration is given to the number of persons among whom they are shared. Total housing expenditures per family (including fuel, light, and refrigeration and imputed expenditures of home owners) were 55 percent greater for families with total annual unit expenditures of \$1,100 to \$1,200 than for those with unit expenditures of \$200 to \$300. (See table 7.) Yet such expenditures per person were 249 percent greater at the higher consumption level, partly because they had smaller families on the average. The greater privacy per family member at the high economic level is indicated by the 0.49 person per room at that level as compared with 1.12 persons per room among families with total annual unit expenditures of \$200 to \$300. These figures may be compared with the generally accepted American standard of a minimum of one room per person.

TABLE 7.—Housing Space per Person, and Housing Expenditures per Family and per Person, of Families in 42 Large Cities, at Selected Consumption Levels

[Data cover 12 months within the period 1934-36]

Item	All families	Families with total annual unit expenditure of—			
		\$200 to \$300	\$500 to \$600	\$800 to \$900	\$1,100 to \$1,200
<b>Average number of persons in household:</b>					
All families.....	3.39	5.33	3.33	2.60	2.37
Home owners.....	4.09	5.66	3.50	2.85	2.51
House renters.....	3.98	5.15	3.36	2.58	2.40
Renters of heated apartments.....	3.15	4.69	3.28	2.56	2.42
Renters of unheated apartments.....	3.65	5.13	3.12	2.42	2.16
<b>Average number of rooms per family:</b>					
All families.....	5.10	4.78	5.07	4.95	4.80
Home owners.....	6.41	5.93	5.99	6.22	5.71
House renters.....	4.09	5.22	5.47	5.32	5.81
Renters of heated apartments.....	3.77	3.91	3.81	3.68	3.51
Renters of unheated apartments.....	4.74	4.75	4.69	4.80	4.79
<b>Average number of persons per room:</b>					
All families.....	.66	1.12	.66	.53	.49
Home owners.....	.64	.95	.58	.46	.44
House renters.....	.97	.99	.61	.48	.41
Renters of heated apartments.....	.84	1.20	.86	.70	.69
Renters of unheated apartments.....	.77	1.08	.67	.50	.45
<b>Housing, including fuel, light, and refrigeration:</b>					
Average expenditure per family:					
All families <sup>1</sup> .....	\$409.81	\$341.22	\$493.18	\$480.26	\$530.01
Home owners <sup>2</sup> .....	469.16	393.73	495.90	566.52	541.38
House renters <sup>3</sup> .....	374.05	314.35	411.49	444.53	490.56
Renters of heated apartments.....	427.67	355.12	422.66	461.07	580.00
Renters of unheated apartments.....	368.85	312.21	387.66	418.30	461.71
Average expenditure per person in household:					
All families <sup>1</sup> .....	120.89	64.02	130.08	184.72	223.63
Home owners <sup>2</sup> .....	114.71	69.56	141.69	198.78	215.69
House renters <sup>3</sup> .....	93.98	61.04	122.47	172.30	204.40
Renters of heated apartments.....	135.77	75.72	128.86	180.11	239.67
Renters of unheated apartments.....	101.05	60.86	124.25	172.85	213.75
Average investment of home owners in owned home during year:					
Per family.....	84.13	68.35	93.68	104.51	260.61
Per member of economic family.....	21.97	12.45	29.00	42.48	120.65

<sup>1</sup> Including value of housing in kind from investment in owned home.

<sup>2</sup> Including value of housing in kind from investment in owned home. These figures are computed on the assumption that fuel, light, and refrigeration expenditures of renters of unheated houses and of house owners are the same. Figures on such expenditures are available for families living in houses and paying for heat separately from rent or ownership payments, but not by tenure. (See footnote 2, table 2.)

<sup>3</sup> These figures are computed on the assumption that fuel, light, and refrigeration expenditures of renters of unheated houses and of house owners are the same. Figures on such expenditures are available for families living in houses and paying for heat separately from rent or ownership payments, but not by tenure.



*Investment, in Owned Home, by Consumption Level*

Forty percent of the home owners invested in their homes during the year. These investments averaged \$211. They took the form either of down payments on principal of mortgage or other form of home loan, or permanent improvements, such items as the addition of a room, the installation of a furnace, or building of a garage. The average investment, per family investing, of families at selected consumption levels, was as follows:

Families with total annual unit expenditure of—	<i>Average per family investing</i>
\$200 to \$300.....	\$161
\$500 to \$600.....	191
\$800 to \$900.....	219
\$1,100 to \$1,200.....	478

The fact that the investigation was made at a time when business recovery was under way but not yet complete undoubtedly accounts for the relatively small proportion of home owners making reductions in principal owed or making permanent improvements. When such expenditures are averaged for all home owners, whether investing or not, the average is reduced to \$84. (See table 7.) That average investment per home-owning family at the high economic level shown in table 7 was 4 times as great as at the lower level, while such investment per person was 10 times as great, emphasizes the greater strain upon family funds of the large families.

*Housing Facilities, by Consumption Level*

Housing facilities among both tenants and owners (see table 8) were markedly better for families at the higher consumption levels. Thus the percent of owners having running hot water, inside flush toilet, electric light, and gas or electricity for cooking, rose from 64 percent at the \$200 to \$300 unit-expenditure level to 100 percent at the \$1,100 to \$1,200 level. The corresponding percentages for renters were 56 and 97 percent.

Running water inside the dwelling, electric lights, and sinks were available to 90 percent or more of the families even among the least favored in this group<sup>8</sup> of employed wage earners and clerical workers. Inside flush toilets were available in not quite 9 out of 10 homes at the \$200 to \$300 unit-expenditure level.

<sup>8</sup> No families on relief or with incomes below \$500 were included in the investigation. For details of the requirements for inclusion in the study see appendix D of Bureau of Labor Statistics Bulletin No. 637, Vol. II, or Nos. 639 or 641.

TABLE 8.—Housing Facilities of Families of Wage Earners and Clerical Workers in 42 Large Cities, at Selected Consumption Levels

[Data pertain to home occupied at end of schedule year during period 1934-36]

HOME OWNERS					
Item	All families	Families with total annual unit expenditures of—			
		\$200 to \$300	\$500 to \$600	\$800 to \$900	\$1,100 to \$1,200
Percent of families living in—					
1-family detached house.....	69.2	65.7	68.2	68.4	72.5
1-family semidetached or row house.....	17.2	23.0	17.5	14.4	13.0
2-family house.....	12.4	10.6	12.9	15.6	14.5
Apartment.....	1.2	.7	1.4	1.6	0
With elevator.....	.1	.3	0	0	0
Dwelling with janitor service.....	.6	.3	.9	.4	0
Percent of families having—					
Bathroom.....	93.1	83.2	96.9	97.7	100.0
Inside flush toilet.....	95.2	88.6	97.6	100.0	100.0
Outside flush toilet <sup>1</sup> .....	3.9	1.6	.6	0	0
Other type toilet.....	3.9	9.8	1.8	0	0
Sole use of toilet by household.....	97.4	98.4	96.8	97.0	100.0
Water inside dwelling.....	98.2	95.0	99.4	100.0	100.0
Running water inside dwelling.....	97.6	93.8	98.6	100.0	100.0
Hot running water inside dwelling.....	86.3	72.4	91.1	96.0	100.0
Pump inside dwelling.....	.6	1.2	.8	0	0
Water outside dwelling.....	1.8	5.0	.6	0	0
Sink.....	98.2	95.6	99.4	99.7	100.0
Electric lights.....	98.4	97.5	99.2	99.4	100.0
Gas or electricity for cooking.....	90.4	78.9	92.5	99.0	100.0
Refrigerator:					
Electric.....	27.8	9.1	33.8	49.3	63.5
Other mechanical.....	1.9	.6	2.0	5.8	10.1
Ice.....	62.9	80.2	59.2	38.6	23.6
None.....	7.4	10.1	5.0	6.3	2.8
Central heat—hot air, hot water, or steam.....	73.4	62.5	76.4	80.9	74.0
Telephone.....	45.0	20.2	54.1	74.2	63.9
Garage.....	58.9	46.6	63.3	73.1	69.8
Garden space.....	65.7	62.4	66.4	73.5	71.1
Each of the following items: Running hot water, inside flush toilet, electric light, and gas or electricity for cooking.....	80.8	63.6	84.6	96.0	100.0
TENANTS					
Percent of families living in—					
1-family detached house.....	25.3	30.5	23.4	17.0	15.7
1-family semidetached or row house.....	13.9	21.7	11.9	8.7	13.6
2-family house.....	27.2	24.0	28.8	27.2	19.0
Apartment.....	33.6	23.8	35.9	47.1	51.7
With elevator.....	2.3	.2	2.7	3.2	15.6
Dwelling with janitor service.....	21.5	8.9	24.7	37.7	44.6
Percent of families having—					
Bathroom.....	89.6	78.1	93.2	97.1	97.8
Inside flush toilet.....	95.7	89.9	98.1	99.4	100.0
Outside flush toilet <sup>1</sup> .....	2.0	2.9	1.0	.6	0
Other type toilet.....	2.3	6.2	.9	0	0
Sole use of toilet by household.....	91.9	90.2	92.3	95.7	95.3
Water inside dwelling.....	98.7	96.6	99.8	100.0	100.0
Running water inside dwelling.....	98.1	96.1	99.0	99.4	100.0
Hot running water inside dwelling.....	82.0	64.9	87.7	95.8	100.0
Pump inside dwelling.....	.6	.5	.8	.6	0
Water outside dwelling.....	1.3	3.4	.2	0	0
Sink.....	98.1	95.7	99.1	99.6	100.0
Electric lights.....	98.2	95.3	99.4	99.3	98.7
Gas or electricity for cooking.....	89.5	76.6	95.8	98.5	98.7
Refrigerator:					
Electric.....	25.2	6.9	28.8	50.8	56.7
Other mechanical.....	2.7	.5	2.9	5.7	12.2
Ice.....	65.6	82.8	63.7	38.3	27.7
None.....	6.5	9.8	4.6	5.2	3.4
Central heat—hot air, hot water, or steam.....	64.3	45.2	70.9	79.2	84.5
Telephone.....	23.9	7.7	29.4	44.5	52.3
Garage.....	33.5	20.7	36.7	45.6	50.6
Garden space.....	31.6	34.0	29.7	28.9	34.2
Each of the following items: Running hot water, inside flush toilet, electric light, and gas or electricity for cooking.....	76.4	55.6	84.2	93.7	97.4
Average monthly rental rate paid.....	\$23.51	\$17.90	\$24.74	\$29.11	\$34.40

<sup>1</sup> The large proportion of outside flush toilets is explained by the conversion in some southern cities of privies to flush toilets as required by city ordinance when sewers were laid. In a number of northern cities as well, a few families used outside flush toilets.

The electric refrigerator is the outstanding example of the type of facility which was afforded by only a small proportion of families at the low consumption levels, but by a rapidly expanding proportion at higher levels. Included in this group are also the telephone and garage. Expenditures for these three items behave like "luxury" expenditures, that is, the percentage of families having them is very restricted at low consumption levels and expands rapidly at higher ones. Items which show proportionately greater saturation at low consumption levels, but some increase at higher levels, are hot running water, bathrooms, inside flush toilets, and central heating.

### *Housing Expenditures, by Consumption Level*

Families at the lower consumption levels who were living as tenants paid only about \$17 a month rent for a house or unheated apartment, or \$25 a month for a heated apartment. (See table 9.) When they spent as much as \$1,100 to \$1,200 per adult equivalent, they paid two-thirds to three-fourths as much again for rent.

TABLE 9.—Average Annual Rent<sup>1</sup> Paid by Tenant Families of Wage Earners and Clerical Workers in 42 Large Cities, at Selected Consumption Levels

[Data cover 12 months within the period 1934-36]

Type of dwelling	All families	Families with total annual unit expenditure of—			
		\$200 to \$300	\$500 to \$600	\$800 to \$900	\$1,100 to \$1,200
Houses.....	\$251	\$204	\$283	\$307	\$361
Heated apartments.....	375	304	369	400	514
Unheated apartments.....	253	208	269	299	348

<sup>1</sup> Including repairs paid by tenant. These averaged less than \$1.10 in each instance except for house renters in the \$1,100-\$1,200 unit expenditure class where they averaged \$6.64.

Money expenditures of home owners were greatest for taxes and interest. These two items accounted for 77 percent of current money housing expenditures, exclusive of fuel, light, and refrigeration. Repairs and replacements accounted for an additional 16 percent of the current housing outlay. The remainder was absorbed by assessments, insurance, refinancing charges and, in a few cities, by ground rent. A larger proportion of families at higher consumption levels were able to make investments in their homes, and the amount per family investing was correspondingly greater. (See table 10 and p. 817.)

In general, the families at higher levels (see p. 815 for average income by consumption level) also carried more insurance and paid more on principal and taxes. The rental value of their homes was in general higher. The value of housing received in kind from the investment in their homes was higher, interest paid was correspondingly lower. These lower interest payments reflect the greater equities of the families at the higher consumption levels.

TABLE 10.—*Housing Expenditures of Home-Owning Families of Wage Earners and Clerical Workers in 42 Large Cities, at Selected Consumption Levels*

[Data cover 12 months within the period 1934-36]

Item	All families	Families with total annual unit expenditure of—			
		\$200 to \$300	\$500 to \$600	\$800 to \$900	\$1,100 to \$1,200
Percent of families which invested during schedule year in owned home.....	39.9	42.5	49.1	47.7	54.5
Average amount invested during schedule year, total	\$84.13	\$68.35	\$93.68	\$104.51	\$260.61
Payments on principal.....	65.85	54.36	75.95	81.15	221.43
Improvements on home.....	18.28	13.99	17.73	23.36	39.18
Average estimated annual rental value.....	346.32	283.85	367.08	428.88	411.57
Total money expenditure on owned home.....	202.46	149.43	220.18	277.01	205.11
Taxes.....	78.15	63.91	81.82	101.63	70.26
Assessments.....	3.75	1.88	4.72	3.39	15.50
Repairs and replacements.....	32.72	15.26	37.64	54.16	25.07
Fire insurance on home.....	7.23	5.62	7.99	10.39	12.81
Liability insurance on home.....	.11	.11	.24	.32	1.73
Ground rent.....	1.05	1.23	1.20	1.34	0
Interest on mortgages.....	77.29	59.39	83.87	103.70	76.10
Refinancing charges.....	2.16	2.03	2.70	2.08	3.64
Average income in kind from investment in owned home.....	143.86	134.42	146.90	151.87	206.46

### *Expenditures for Fuel, Light, and Refrigeration*

For families in houses where heat was furnished by the occupant (both home owners and renters), fuel, light, and refrigeration expenditures were principally for coal, electricity, and gas (table 11). Ice was purchased by two-thirds of the families, but by a much larger proportion at the low than the high consumption levels. Heating fuels, on the other hand, did not show the consistent increase which might have been expected at higher consumption levels. This may be due in part to the fact that the adult families are found principally at the higher economic levels. They would not be under the same necessity as families with small children to keep their houses heated throughout the day, nor to such high temperatures.

TABLE 11.—*Fuel, Light, and Refrigeration Expenditures of Families Making Separate Payments for Heat, at Selected Consumption Levels*

[Data cover 12 months within the period 1934-36]

Item	Families living in—			
	Houses <sup>1</sup>		Apartments	
	Percent of families spending	Average amount <sup>2</sup>	Percent of families spending	Average amount <sup>2</sup>
Fuel, light, and refrigeration.....	100.0	\$122.84	100.0	\$116.27
Electricity.....	97.2	30.26	96.8	26.02
Anthracite.....	30.0	18.42	35.1	18.11
Bituminous coal.....	42.4	19.60	33.5	14.19
Lignite.....	1.6	.80	(3)	.03
Coke.....	14.3	8.84	18.9	10.45
Briquettes.....	.9	.35	.7	.20
Charcoal.....	.2	(4)	9.6	.04
Wood.....	21.7	2.32	19.5	1.56
Fuel oil.....	4.8	2.40	16.9	8.75
Gas.....	85.9	27.01	89.5	24.39
Kerosene.....	9.2	1.08	6.7	.91
Gasoline (not for automobile).....	1.4	.12	.7	.04
Ice.....	68.5	11.64	73.0	11.58

<sup>1</sup> Includes owners and tenants making payments for heat separate from rent. See table 2, footnote 2.

<sup>2</sup> Average based on all families whether they incurred the expense or not. Averages per family spending may be obtained by dividing the average expenditure for all families (shown in columns (2) and (4)) by the corresponding percentage of families spending (in columns (1) and (3), respectively).

<sup>3</sup> Less than a half of 1 percent.

<sup>4</sup> Less than 1/2 cent.

Coal, electricity, gas, ice, and coke—in that order—were the largest items in the fuel bills of families in unheated apartments. Fuel oil was substituted, to a considerable extent, for coal and wood at the higher consumption levels. Ice was used by a declining percentage of families at higher consumption levels. In certain localities families reported the use of lignite, briquettes, and charcoal. These instances were relatively rare, however, so that the average expenditure for these items is small. Coke was rather frequently reported, however, and the average expenditure ranged from \$7 to \$16 at the several consumption levels.

TABLE 12.—*Fuel, Light, and Refrigeration Expenditures of Families Renting Heated Apartments in 42 Large Cities, at Selected Consumption Levels*

[Data cover 12 months within the period 1934-36]

Item	All families	Families with total annual unit expenditure of—			
		\$200 to \$300	\$500 to \$600	\$800 to \$900	\$1,100 to \$1,200
Percent of families spending for—					
Electricity.....	80.2	72.1	81.1	82.6	92.1
Gas.....	77.8	68.0	79.6	78.0	94.2
Ice.....	50.2	77.1	49.8	29.9	14.3
Average expenditure for fuel, light, and refrigeration ..	\$53.07	\$51.15	\$53.35	\$52.01	\$65.86
Electricity.....	23.74	19.09	23.81	26.29	35.93
Gas.....	17.65	17.08	18.30	17.58	25.42
Ice.....	10.48	12.48	10.89	7.89	4.51
All other fuel.....	1.20	2.50	.35	.25	0



Families renting heated apartments reported expense for electricity, gas, and ice. The proportions spending for the first two items were greater at the higher consumption levels while the reverse was true for ice.

### *Housing of White and Negro Families*

The total housing expenditures of Negro families surveyed were \$286 per year or approximately \$24 a month as compared with \$35 per month for white families. These figures include fuel, light, and refrigeration expenditures as well as value of housing in kind from investment of home owners. The Negro families had 4.4 rooms per family, as compared with 5.1 for the white families. Over a third, 36.9 percent, of the Negro families lived in one-family detached houses as compared with 38.7 percent of the white families.

The difference in housing expenditures of white and Negro families is no greater than would be expected from the difference in their incomes. The average income of the white families surveyed was \$1,546, and of the Negro families was \$1,008. At comparable income and consumption levels, it was generally found that in northern cities the Negroes actually paid higher rents than white families. The Negroes are by custom restricted to certain sections of the city. This means that to obtain housing of comparable quality to that of white families they must pay more. In southern cities, on the other hand, Negro families generally paid lower rents than white families of similar financial status. The facilities of the dwellings they occupied were, however, considerably below those of the white families, indicating again the operation of restrictions in the dwellings available to Negroes.

### *Regional Differences in Housing Facilities*

#### WHITE FAMILIES

Climatic and other regional differences affect the kinds of housing found in different sections of the country. Only 27 percent of the white families in the Southern cities and 34 percent in the Pacific coast cities had central heat, as compared with 84 percent of those living in cities in the East North Central area (table 13). Garden and lawn space were rare for families studied in New York City and the other North Atlantic cities, as compared with the other regions. Apartments are most typical in New York City, but one-family detached houses are more frequent on the West coast, and in West North Central and Southern cities.

Electric refrigerators were reported by the largest proportion of white families in the West North Central cities, whereas telephones were most frequently reported on the Pacific coast.

The combination of running hot water, inside flush toilet, electric light, and gas or electricity for cooking was reported by 93 percent of the white families in New York City, 92 percent in Pacific coast cities, 83 percent in the East North Central area, 77 percent in the North Atlantic, 74 percent in the West North Central, and 64 percent in the Southern cities.

TABLE 13.—Housing Facilities of White Families in 42 Large Cities, by Region

Item	New York City	11 North Atlantic cities	12 Southern cities	8 East North Central cities	5 West North Central cities	5 Pacific Coast cities
Percent of families living in—						
1-family detached house.....	5.6	28.0	53.8	47.5	57.0	67.3
1-family semidetached or row house.....	2.3	26.2	21.1	5.9	5.9	6.6
2-family house.....	20.1	26.2	15.5	31.2	16.6	9.7
Apartment.....	72.0	19.6	9.6	15.4	20.5	16.4
With elevator.....	7.0	.6	.1	.9	.6	2.8
Dwelling with janitor service.....	77.6	5.8	3.8	6.5	11.4	6.7
Percent of families having—						
Bathroom.....	91.5	91.8	92.8	90.6	90.4	99.2
Inside flush toilet.....	99.2	97.6	92.8	96.1	94.4	99.5
Outside flush toilet.....	.8	.6	3.5	1.1	1.4	.3
Other type toilet.....	0	1.8	3.7	2.8	4.2	.2
Sole use of toilet by household.....	91.2	95.3	90.7	94.1	91.8	99.3
Water inside dwelling.....	100.0	99.8	98.0	98.7	99.1	100.0
Running water inside dwelling.....	100.0	99.3	97.3	97.7	98.3	99.9
Hot running water inside dwelling.....	94.5	85.2	68.9	85.0	80.3	97.9
Pump inside dwelling.....	0	.5	.7	1.0	.8	.1
Water outside dwelling.....	0	.2	2.0	1.3	.9	0
Sink.....	100.0	99.6	95.9	98.8	98.0	100.0
Electric lights.....	99.8	99.0	97.1	99.3	99.3	99.9
Gas or electricity for cooking.....	97.8	88.3	85.9	96.0	89.8	93.7
Refrigerator:						
Electric.....	27.4	23.5	28.6	28.7	34.3	25.2
Other mechanical.....	11.3	1.4	1.8	1.0	1.1	1.4
Ice.....	60.0	69.3	67.2	64.6	58.1	45.4
None.....	1.3	5.8	2.4	5.7	6.5	28.0
Central heat—hot air, hot water, or steam.....	77.5	75.0	27.1	84.0	78.3	34.1
Telephone.....	14.3	31.1	34.6	25.6	42.6	53.1
Garage.....	9.7	27.2	57.2	58.1	56.8	75.9
Garden or lawn space.....	15.3	39.9	46.7	51.4	44.8	60.2
Each of the following items: Running hot water, inside flush toilet, electric light, and gas or electricity for cooking.....	92.5	76.8	63.9	82.6	73.6	91.7

## NEGRO FAMILIES

In general, the Negro families surveyed had less satisfactory housing facilities than the white families in every region (table 14).<sup>8</sup> In New York City, however, the figures obtained show that the Negro families included in the investigation had what may be regarded as a minimum combination of housing facilities. In some instances the proportion of such families in New York having a given facility was even greater than that of the white families studied, for example, hot running water, janitor service, and central heat. These figures all reflect the general restriction of Negro wage earners in New York City to apartment areas. None of the Negro families in New York City reported a garage, and a much smaller percentage than of white families had garden or lawn space. A smaller proportion had electric refrigerators.

<sup>8</sup> In using the figures for Negroes for all regions it must be remembered that families on relief were excluded from the study as well as families with incomes below \$500.

As regards the aspects of housing not measured by the study—size of rooms, provision of sunlight, air, and quiet—the majority of New York City families, white as well as Negro, are at a disadvantage as compared with other city families in the United States. Southern Negro families had the lowest proportion (20 percent) using gas or electricity for cooking. They also had the highest percentage reporting outdoor flush toilets and privies. Only 11 percent of the southern Negro families surveyed had all of the following housing facilities: Running hot water, inside flush toilet, electric light, and gas or electricity for cooking. This figure compares with 29 percent in East North Central cities, 32 percent in West North Central, 69 percent in North Atlantic cities and 95 percent in New York City.

TABLE 14.—Housing Facilities of Negro Families in 16 Large Cities, by Region

Item	New York City	2 North Atlantic cities	9 Southern cities	2 East North Central cities	2 West North Central cities
Percent of families living in—					
1-family detached house.....	0	9.1	55.0	34.8	33.0
1-family semidetached or row house.....	0	61.1	27.9	17.9	9.6
2-family house.....	5.0	13.6	10.3	20.9	28.2
Apartment.....	95.0	16.2	6.8	26.4	29.2
With elevator.....	14.0	.5	0	.5	.5
Dwelling with janitor service.....	94.0	3.5	.6	3.5	10.0
Percent of families having—					
Bathroom.....	99.0	87.4	40.0	46.3	62.2
Inside flush toilet.....	100.0	94.0	49.1	73.1	68.9
Outside flush toilet.....	0	4.5	27.2	5.5	10.5
Other type toilet.....	0	1.5	23.3	21.4	20.6
Sole use of toilet by household.....	96.0	82.3	81.5	79.1	75.6
Water inside dwelling.....	100.0	100.0	71.3	82.1	92.3
Running water inside dwelling.....	100.0	100.0	68.6	79.6	91.8
Hot running water inside dwelling.....	99.0	81.8	17.7	36.8	37.8
Pump inside dwelling.....	0	0	2.7	2.5	.5
Water outside dwelling.....	0	0	28.7	17.9	7.7
Sink.....	100.0	99.5	68.6	84.6	89.5
Electric lights.....	98.0	96.0	62.2	92.0	95.2
Gas or electricity for cooking.....	97.0	84.3	20.0	53.7	62.7
Refrigerator:					
Electric.....	10.0	8.6	1.9	6.0	15.8
Other mechanical.....	2.0	0	0	0	0
Ice.....	88.0	91.4	90.1	92.0	83.7
None.....	0	0	8.0	2.0	.5
Central heat—hot air, hot water, or steam.....	94.0	54.0	9.4	34.3	32.5
Telephone.....	12.0	17.7	9.6	8.5	24.9
Garage.....	0	5.6	12.6	20.4	16.7
Garden or lawn space.....	2.0	11.6	37.5	46.8	24.4
Each of the following items: Running hot water, inside flush toilet, electric light, and gas or electricity for cooking.....	95.0	69.2	10.8	29.4	32.1

## COLLECTIVE BARGAINING BY THE AMERICAN NEWSPAPER GUILD<sup>1</sup>

THE growth of the American Newspaper Guild and its efforts to become the collective-bargaining agency for editorial and commercial workers on newspapers throughout the country provide the first example in American experience of widespread union organization among workers usually classified as professional or "white collar" employees. By March 1940, 9 years after its establishment in 1933, the Guild had secured signed agreements with 140 newspapers, press-wire services, feature syndicates, and magazines, in addition to informal agreements covering conditions of work in other newspaper and news-service agencies.

Prior to the NRA, newspaper editorial writers made only sporadic efforts to organize, although mechanical craftsmen in the industry early organized and improved their working conditions through collective bargaining. A newswriters' union was formed in Pittsburgh in 1891 and received a charter from the International Typographical Union. Opposition from employers, however, hindered organizing activity and most of the newswriters' locals chartered by the I. T. U. were disbanded after a brief existence. In 1923 the I. T. U. abandoned further efforts to organize editorial workers, but retained the locals in existence in Milwaukee and Scranton.

An attempt to organize newsmen, in addition to that of the I. T. U., was made in 1919 when the American Journalists' Association was formed. This organization, however, soon disbanded. A New York newswriters' union was formed in 1923, but this, too, had only a brief existence. The American Federation of Labor also made some attempt to organize the editorial branches of newspapers, and granted charters to several locals of newswriters directly affiliated with the A. F. of L.

As in many other industries, the enactment of the National Industrial Recovery Act in 1933 served as an impetus to renewed union organization in the newspaper field. The newspaper code formulated under the NRA did not include any guaranty for editorial employees of a shorter workweek or minimum wages. Members of editorial staffs were classified as professionals and thus were excluded from wage and hour provisions of the code. This exclusion followed a period of severe economic dislocation, unemployment, and insecurity of tenure among newspaper writers and reporters resulting from a series of newspaper consolidations in the 1920's, followed by the

---

<sup>1</sup> Prepared by Abraham Weiss under the supervision of Florence Peterson, Chief, Industrial Relations Division.

depression years after 1929. Although the newspaper code offered no real protection to them, many editorial employees took advantage of section 7a of the general act and organized into local associations of newsmen and reporters.

The newswriters' feeling of a need for protection through a national organization led to the formation of the American Newspaper Guild in December 1933. The first union agreement was signed in April 1934 with the Philadelphia Record.

Serious difficulties, including dismissal of members for union activity, were experienced by the new union. In many cases the newswriters secured bargaining rights only after serious and prolonged strikes, the first major strike being on the Newark Ledger in November 1934. In 1936 two strikes on Hearst papers, the Wisconsin News in Milwaukee and the Seattle Post-Intelligencer, received widespread support from organized labor. These marked a turning point in the history of the Guild and in June 1936, as a result of cooperation received from other labor organizations in the newspaper publishing and other industries, the Guild voted to affiliate with the American Federation of Labor. A year later the Guild transferred its affiliation to the Congress of Industrial Organizations.

The 1937 convention extended the jurisdiction of the Guild, from editorial workers and reporters only, to all employees in the newspaper industry, except those in mechanical trades. About half the Guild locals, including virtually all the larger locals, now include commercial-department employees among their membership. The Guild has a membership of about 20,000, representing a little more than one-half of those eligible to membership from the editorial departments of newspapers and about one-fourth of the remaining newspaper employees within its jurisdiction.

In general, the Guild negotiates agreements with each publisher separately. In a few cases, notably in San Francisco, Minneapolis, and Wilkes-Barre, negotiations for agreements have been conducted on a city-wide basis. Councils have been formed in the major newspaper chains, to coordinate the activities among units in different cities, but agreements are still signed by local Guilds with the local management.

The convention of the Guild has formulated minimum standards as a guide for all the locals. Unions entering into agreements violating these terms may be suspended. The Guild agreements are unique in their general inclusion of provisions which afford some protection of employment tenure, and in their widespread guaranty of dismissal pay for workers who lose their jobs.

The provisions of 78 signed agreements, covering 96 newspapers, wire services, and weekly magazines, are summarized in this article. Included among these are newspapers of some of the larger chains, as



well as independent papers. These agreements cover approximately 10,000 workers, of whom about one-third are commercial employees. In plants where both editorial and commercial employees are organized, a single agreement generally covers these two branches of the industry. There are 37 of these among the agreements studied.

### *Provisions of Agreements*

#### DURATION AND RENEWAL

Newspaper Guild agreements generally extend for a 1-year period. In most agreements, negotiations for a succeeding agreement must take place within 60 days before the expiration date. In five agreements the required notice for negotiation or renewal ranges from 30 to 90 days. Seven agreements are renewed automatically from year to year, unless 60 days' written notice of intention to modify or terminate the agreement is given.

#### UNION STATUS AND EMPLOYMENT

The Guild is recognized as the exclusive bargaining agency for all employees within its jurisdiction in all of the agreements covered in the Bureau's study.

Twenty-two of the agreements covering 26 newspapers provide for the "guild shop," that is, all employees covered by the agreement must be members of the Guild in good standing. Employees in executive and confidential positions and temporary or part-time employees are generally exempted. Under these agreements nonmembers usually are given 30 days from the date of signing or, in the case of new employees, 30 days from the date of hiring to become Guild members.

Ten additional agreements covering 17 newspapers contain provisions for a modified closed shop, in which the existing proportion of Guild members to all employees is to be maintained or in which present nonmembers are not required to join the union, but, once having joined, are obliged to remain in good standing. The other agreements contain no reference to union membership as a condition of employment.

Preferential consideration in hiring is provided for union members in six of the "guild shop" agreements. If the Guild is unable to supply a satisfactory person within 5 days, the publisher may employ anyone he chooses, provided that person has not previously been expelled or suspended from any unit of the American Newspaper Guild. In several others, the employer agrees to consult informally with the Guild regarding a vacancy.

The check-off method of collecting dues is found in three agreements. In five agreements the Guild is permitted the use of a desk on pay days for dues collection.

In over one-fourth of the agreements the union is specifically given the right to use bulletin boards in the offices for union notices.

#### HOURS AND LEAVE PROVISIONS

The 5-day, 40-hour week for both editorial and commercial office employees of newspapers, news services, and weekly magazines is found in more than 85 percent of the agreements. Three New York City Jewish newspapers operate on a 5-day, 36-hour week. An Italian-language newspaper in San Francisco operates on a 6-day, 36½-hour week, but employees may work a 5-day week consisting of 37 hours if their work permits. In two agreements providing for a general 40-hour week, a shorter workweek (37½ hours) is provided for advertising-department employees, switchboard operators, and telephone solicitors. Two agreements permit a 40-hour week to be spread over 5½ days and 6 days, respectively. Only three agreements establish a general workweek longer than 40 hours.

Certain jobs are often specifically excluded from the hours provisions of agreements. Sports, city, news, managing, society, women's, and financial editors, staff cartoonists, and editorial writers in the editorial offices, and display and classified advertising department managers in the commercial offices are the positions most frequently exempt. In other agreements, certain editorial-department employees, principally photographers, sports and society editors, and editorial writers, may be required to work their 40 hours over 6 days instead of 5. In the commercial departments, the 5½- or 6-day week may be required of display and classified-advertising salesmen, circulators, financial tabulators, and telephone operators.

The 8-hour workday, usually to be performed within 9 consecutive hours, prevails in most of the agreements. There are virtually no split shifts. Regularly scheduled daily hours of work are required, in 5 agreements, to be designated and posted by the publisher. Most agreements provide that days off are to be regular and consecutive as far as practicable.

In two agreements an employee required to be on call for a day, but not actually given work, is considered to have done a day's work.

Employees called to work on their regular day off are usually paid for a full day even though less time is worked. In some agreements such work may be paid at the overtime rate or may be canceled by an extra day off later.

#### OVERTIME

The practice of paying for overtime work at a rate higher than the regular pay, as is usual in most union agreements, is infrequent in Guild agreements. Seven agreements provide that all overtime work must be paid for at time and one-half, with double time required for all work on Sundays and holidays.

Most newspaper office workers must cancel overtime work by taking days off later. The Guild has favored such a provision in order to spread employment, when it has been unable to secure rates for overtime work which are higher than the regular rates. In about 20 percent of the agreements, however, even this overtime provision does not apply to sports writers, legislative reporters, political writers, and in some cases traveling advertising salesmen, that is, employees for whom out-of-town assignments are routine.

In the agreements permitting cancelation of overtime, all but 11 give the company the option of paying for accumulated overtime credit in order to avoid an excessive accumulation. Of these, about half provide for pay at time and one-half, while the remainder merely require payment at the regular rate.

In more than half the agreements, time off received for overtime duty must be canceled a day at a time, while in three others time off may be taken for half days. Such time off must be taken within specified periods after the overtime is worked; usually the period is 3 months, although intervals of 3 weeks to 6 months are also found. Several agreements merely say that time off for overtime is to be granted within a "reasonable length of time" after the accumulation of overtime. Under more than half the agreements time off which must be taken to cancel overtime may be added to the employee's vacation. In most cases the addition to the vacation is limited to a "reasonable" amount; in a few, the extra time may be limited to overtime accumulated during the last 3 months prior to vacation, or not more than 1 week.

To comply with the requirements of the Fair Labor Standards Act, many of the agreements now provide for cash payment at time and one-half for all overtime worked after 42 hours in 1 week, while overtime up to that point is paid by granting time off at a later date. In four agreements, however, these overtime provisions of the act are not applied, because of a provision that the maximum worked will be no more than 1,000 hours in any 26 weeks or 2,000 hours in a 52-week period. If before the end of such period the number of hours worked by an employee reaches the maximum permitted, the employee is given the remainder of the period off with full pay. Under these agreements work up to 12 hours in any 1 day or 56 hours in any 1 week is allowable without the payment of time and one-half.

It is frequently required that overtime must be authorized by the company before it is worked. Another common provision requires that overtime worked must be reported in writing by the employee and approved within a specified time, from 72 hours to 7 days, after the conclusion of the assignment causing the overtime. In 7 agreements failure to report such work within the proper time means the loss of overtime credit. In about 30 percent of the agreements, the

publisher is required to keep a record of overtime. Employees called back to work after their regular shift are usually credited with 1 hour in addition to the actual overtime worked.

#### HOLIDAYS

In order to permit publication of holiday editions of newspapers, over 10 percent of the agreements establish a shorter workday for holiday work, varying from 4 to 6 hours. In these cases the regular weekly pay is received in full. In two agreements, however, editorial-department workers may not be required to work more than 3 holidays at regular pay. Two other agreements limit holiday work to a skeleton staff, not exceeding half the normal number, which works alternate holidays. When other than regularly scheduled work is required on holidays, it must usually be paid for at the rate of time and a half.

Except for the workers needed to put out a holiday edition, time off with pay is generally granted on the following holidays: New Year's Day, Memorial Day, July Fourth, Labor Day, Thanksgiving, and Christmas. Lincoln's Birthday, Washington's Birthday, Columbus Day, and election day are also listed in several agreements. Other agreements do not list the specific holidays, but provide that all legal holidays are to be observed.

#### VACATIONS AND LEAVE

Annual paid vacations are established in all but one of the agreements. Two-week vacations are the rule for employees with at least 1 year of service. Only two agreements establish a general vacation of 1 week. Vacation periods up to 3 weeks annually, after longer periods of service, are provided in 12 agreements. In one agreement employees exempt from overtime pay are granted 4 weeks' vacation with full pay. Employees regularly employed on a 6-day week receive an additional week's vacation in four agreements. About two-thirds of the agreements grant vacations of 1 week to employees who have worked less than a year but at least 6 months.

The date of vacations is usually to be arranged by the company in advance of the vacation period, after consultation with the employees. One-fourth of the agreements provide that the vacation is to be granted within a specified period, usually between May 15 and September 30, unless the company and employee agree on another date.

Prohibitions against split vacations occur in four agreements. Seven specifically require payment for accrued vacation rights to any employee who resigns or loses his job.

*Sick leave.*—Every agreement but one provides for sick leave with full pay. Previously existing policies are incorporated into most of the agreements, but some specify the leave rights in detail.

In 7 agreements, the amount of sick leave is to equal the number of weeks of dismissal wage to which the employee is entitled, and in 11, the duration and frequency of sick leave with pay is to be decided by the company for each individual case. In 16 agreements the company may request a physician's statement or substantiate claims of illness through its own physician.

Any deduction from the employee's accumulated overtime for sick leave is contrary to existing practice and specifically prohibited in 40 percent of the agreements. In 14 agreements, the company may deduct from the sick-leave pay the amount received by the employee under a workmen's compensation law or a group-insurance plan. An agreement with a weekly magazine provides extra compensation, for employees on maternity leave, which equals double vacation pay.

*Leave of absence.*—Leave of absence is expressly permitted in only five Guild agreements. In three of these agreements, the leave may not exceed 1 year and in two, employees elected or appointed to Guild office may be granted leaves of absence during their term of office. Employees taking the place of workers on leave are to be informed by the Guild of their temporary status, being subject to dismissal when the regular employee returns from leave.

Provisions for leave of absence without pay, for service in the armed forces in the event the United States is involved in a war, are found in nine agreements. Reinstatement to a former or comparable position upon return to duty is stipulated and rights under the agreement are to remain unimpaired. If the employee is killed in the war, the publisher is to give his heirs the amount of the dismissal pay to which the employee was entitled on the date he joined the Army.

#### LAY-OFF AND DISMISSAL PAY

Most Guild agreements contain provisions which afford employees some protection of employment tenure. The general extent of such provisions arises from the fact that retrenchments on newspapers generally take the form of widespread lay-off accompanied, according to the union, by severe overwork of those who remain employed. In addition, the Guild has feared that lay-off of part of the staff would follow the signing of an agreement which provided for wage increases. Thirty-eight agreements specifically prohibit lay-offs made solely because of the expense of putting the agreement into effect. Seven prohibit lay-offs for economy until after the company has consulted with the Guild and the parties agree.

The other agreements regulate the question of lay-off to some extent. In one agreement lay-off of more than 20 percent of the force is prohibited. These lay-offs must maintain the relative proportions of union members and nonmembers and are not valid until



after the Guild has been notified and consulted. In another, employees may be laid off on a seniority basis. A few agreements merely say that discussion and consultation with the Guild must precede any lay-off.

Dismissal pay is guaranteed to employees in every agreement except three with foreign-language papers in New York City. Dismissal pay is based on an employee's length of service with the company and his rate of pay during such employment. In the majority of Guild agreements a certain amount of pay is stipulated for a specified amount of service up to a given limit. The most common are 1 week's pay for each 30 weeks', 8 months', and 1 year's service. Several agreements list fixed amounts of dismissal pay for a specified number of years' service. In three agreements no maximum is placed on the amount of severance pay to which an employee is entitled, but two agreements set a maximum of \$5,000. Table 1 shows the number of weeks of regular pay due to employees dismissed after specified lengths of service. These amounts are the highest which may be received. Employees dismissed with less service are entitled to proportionately smaller amounts of dismissal pay.

TABLE 1.—*Maximum Dismissal Pay Provided for in Newspaper Guild Agreements*

Maximum number of weeks' regular pay	Maximum years of service counted	Number of agreements	Maximum number of weeks' regular pay	Maximum years of service counted	Number of agreements
43½ weeks	10	1	20 weeks	20	2
30 weeks	15	2	18 weeks	10	1
28 weeks	10½	3	18 weeks	14	1
28 weeks	12½	7	16 weeks	12½	1
28 weeks	14	2	15 weeks	8½	2
26 weeks	10	2	15 weeks	15	1
26 weeks	13	1	14 weeks	8	1
26 weeks	14½	1	14 weeks	10	1
26 weeks	15	4	13 weeks	9	1
25 weeks	12½	1	13 weeks	10	1
25 weeks	19½	1	13 weeks	17½	1
24 weeks	12	1	12 weeks	7	1
24 weeks	14	2	12 weeks	8	1
24 weeks	15	1	12 weeks	11	1
24 weeks	16	11	10 weeks	10	1
22 weeks	12	2	6 weeks	6	1
21 weeks	20	1	4 weeks	4	2
20 weeks	12	1	2 weeks	(1)	1
20 weeks	15	1	1 week	(1)	2
20 weeks	19	2			

<sup>1</sup> On dismissal.

The amount of money given for each week of dismissal-pay credit may be based on the highest rate of pay received by an employee during a specified period prior to his dismissal—the most common practice—or on the average weekly salary received during a specified period (usually 6 months or a year) prior to dismissal. For employees paid on a commission or bonus basis, the average weekly pay received during a specified period preceding dismissal is used as the basis. Bonuses and payments for special work are excluded from the weekly salary in calculating severance payment in eight agreements.

In determining the years-of-service credit of an employee, only his uninterrupted employment with the newspaper is considered. In a few cases, however, a publisher has recognized all employment for which there has not been any previous dismissal-compensation payment. Nearly all agreements with chain newspapers give credit for employment on another newspaper in the same chain. Such "chain" service, however, is not counted when the employee has previously received dismissal pay from the other newspaper.

In 21 agreements the right to receive dismissal pay is unqualified and payment must be made regardless of the reason for dismissal. The other agreements qualify the right to dismissal pay by denying it in a few specified cases of discharge. About a third of the agreements specifically deduct leaves of absence, but not vacations or sick leave, in computing length of service.

In two agreements, Guild members whose dismissal is caused by loss of good standing with the Guild may be denied dismissal pay. No dismissal pay is allowed to part-time workers or employees who have been employed by the company less than a specified period, usually 6 months, but ranging from 15 days to 8 months in a few cases.

Although resignation ordinarily disqualifies employees from severance benefits, in eight agreements such pay is granted to employees who retire or resign because of physical or mental break-down or illness or accident, or after 25 years' service, whether such retirement is voluntary or whether the employee is retired by the company. In four agreements the company is to pay an employee dismissal compensation, on resignation, if such payment is considered justified by the company.

#### PROMOTION AND TRANSFER

First consideration in filling vacancies for higher positions is given to employees on the staff by more than 40 percent of the agreements. Although most of the agreements do not specify the rate of pay for employees during the time they are trying out for a promotion, a few state that an employee promoted to a job carrying a higher rate of pay may be paid his former rate during the trial period.

About a fifth of the agreements provide that clerks, copy boys, office boys, and messengers are to be granted the first opportunity, in the department in which they are employed, to fill vacancies as cub reporters or junior circulation or advertising jobs. These employees are permitted a trial period of 3 to 6 months on such jobs and, if satisfactory, are retained in the positions as "beginners." The agreements usually prescribe minimum rates to be paid during this try-out period, the rates being lower than those for "beginners" but higher than their rates as copy boy or messenger. After a certain period of experience as "beginners," usually 2 years, they are considered regular employees

in the department. Not more than a specified percent—from 8 to 30 percent—of the total number of jobs in each department or job classification may be held by “beginners.”

Four agreements specifically provide that when a classified advertising territory falls vacant, present employees on less productive territory are to be given an opportunity to fill the vacancy (in three of these, on the basis of seniority).

#### WORKING RULES

*Discharge.*—Protection against unfair discharge is generally provided by listing in the agreements the justifiable reasons for discharge. The most common are gross misconduct, neglect of duty, or insubordination; dishonesty; drunkenness; and willful provocation of discharge in order to secure dismissal pay. About one-fifth of the agreements specifically substantiate the management's right to determine journalistic competence and cause for discharge, subject to negotiation through the regular adjustment machinery if differences of opinion should arise.

Over 50 percent of the agreements provide that, upon discharge, a written statement from the publisher giving the reasons for the discharge is to be provided the employee at his request. Several agreements state that the request must be made within a specified time, usually 72 hours; others provide that the employer's statement must be issued within 72 hours after request has been made. Advance notices of discharge ranging from 2 to 3 weeks, either to the Guild or the individual, are required by several agreements, except where the employee is dismissed for gross misconduct.

*Outside activity.*—Permission is granted to employees to engage in outside political or professional activity in approximately 75 percent of the agreements. Employees are free to contribute material to magazines, syndicates, or noncompeting newspapers, provided such material is prepared on the employee's own time. In some cases restrictions prevent the use of the paper's name or the employee's connection with the paper in his outside activities. In two agreements photographers are expressly permitted to sell to outside magazines pictures taken in the performance of their duties. Management consent for staff members to engage in commercial radio work is stipulated in three agreements.

Five agreements contain specific prohibitions against requesting the reporter to use his influence for any purpose other than to obtain news for publication in the paper.

*Byline.*—Regulations governing the use of an employee's byline or signature occur in one-fifth of the agreements. These provide

that no employee writing under his own signature is to be asked or expected to conform to the newspaper's editorial policy at the expense of his personal convictions.

*Equipment.*—The furnishing of working supplies and equipment by the company is the accepted practice in the newspaper industry. In two cases cameras are specifically excluded from this requirement. Five agreements state that an employee is not required to furnish an automobile as a condition of employment.

*Job protection.*—In order to prevent elimination of jobs by requiring employees to double up on duties, about 15 percent of the agreements continue the established practice of separating the duties of photographers and reporters except in an emergency. Two agreements further state that no reporter is to be responsible for more than one beat at any one time.

*Transfer.*—To facilitate freedom of employment and provide opportunity for promotion by transfer to other newspapers, over 40 percent of the agreements prohibit arrangements between publishers not to employ members of each other's staffs. On the other hand, arbitrary transfer between cities or other units of a newspaper chain is prohibited in 11 agreements with local chain units, unless the employee consents to such transfer and is paid travel and transportation expenses.

*Safety and welfare.*—Provisions relating to health, safety, and sanitation are contained in 11 agreements. In 8, no employees are required to work under conditions endangering life, health, or safety. The others provide that the publisher is to furnish at all times sanitary, sufficiently ventilated, properly heated, and well-lighted space for the performance of all work.

Group-insurance plans in effect prior to the agreements are specifically continued in several agreements.

In over one-third of the agreements the heirs or beneficiaries of an employee are to receive an amount equal to the dismissal-pay credit at the time of his death. In one agreement death benefits are payable only in the case of employees with over 10 years' service.

#### SETTLEMENT OF DISPUTES

The Newspaper Guild organizes all newspaper office and editorial workers in a city into one local. On each paper, however, shop committees are established. In large companies, separate committees are established for each department. The shop committees check on the enforcement of the agreement, take up grievances, and are responsible for the collection of dues and other business affairs of the union.

Grievances and disputes are first negotiated by the shop committee with the company officials. Representatives of the local may be

called in from the beginning to assist the shop committee or may be asked to take over negotiations if the shop committee has failed to secure an adjustment.

A joint standing committee, composed of an equal number of representatives of the company and the Guild, is provided in the association's agreement in San Francisco, an agreement covering two newspapers under single ownership in Duluth, Minn., and individual papers in Kansas City, Mo., and Stockton, Calif.

Time limits on the various steps in the adjustment process are not usually set in the agreements. Five, however, specify that negotiations on a case may not continue for more than 7 to 12 days before the matter goes to arbitration.

*Arbitration.*—Contrary to the usual practice, less than 15 percent of these agreements provide for arbitration of disputes arising under the agreement, which cannot be settled by negotiations between the parties. In the others no recourse is provided for the impartial arbitration of unsettled disputes. In a few cases, however, there has been arbitration of particular issues.

In those agreements providing for arbitration, the company and the union each name from one to three representatives to compose the bipartisan board. The impartial chairman is then chosen by the committee. In a few cases the impartial member is not added unless the bipartisan board is unable to reach a decision. If the parties are unable to agree on the person to act as impartial member, two agreements provide for selection by lot from a list of names; one specifies the American Arbitration Association; two the United States Conciliation Service or the Secretary of Labor; and one a local judge. In one other agreement, a local person is named to act as chairman if both parties are unable to agree.

In three agreements the impartial chairman must be selected within 3 to 10 days, and in several agreements a time limit is imposed upon the arbitrators. The committee is required in four agreements to meet and hold hearings within 4 days and, in one case, within 48 hours. Written decisions must be rendered within 7 days, according to five agreements. One agreement, which provides for arbitration of the wage scale, permits a much longer time—45 days—before the arbitrators must give their decision.

*Strikes and lock-outs.*—Guild agreements do not contain clauses prohibiting strikes or lock-outs during the life of the agreement. In the absence of arbitration provisions, therefore, the peaceful settlement of disputes depends upon the success of joint negotiations.

In four press and news association agreements the union agrees that, except on violation of the agreement by the company, its



members will not interfere with the production and distribution of any news or news service which the company is obligated by contract to deliver to any client.

Approximately one-fourth of the agreements prohibit Guild members from handling work for shops on strike. In some cases, the provision is to apply only if the publisher is a direct party to the strike. Six agreements specifically state that no employee may be required to take over the duties of any employee in another department in the event of a strike nor to work in any department of another newspaper where a labor dispute exists.

In five agreements Guild members are not required to pass through picket lines formed by other unions as a result of a labor dispute at the newspaper plant. In two of these cases, recognition of the picket line must first be ordered by the Guild's executive board after consultation with the publisher.

#### WAGE RATES AND OTHER PAY PROVISIONS

Weekly minimum wage rates according to years of experience for selected occupations covering employees in the editorial and commercial departments of newspapers, news agencies, and weekly magazines are given in the table on page 839. No wage rates were specified in seven agreements analyzed. Because of the wide variety of occupational classifications and the lack of standardization of job terminology, especially in commercial departments, only those classifications which are readily identified as similar are included.

The majority of agreements call for classified minimum wages which are based usually on experience but sometimes on length of service. These minimum wage rates increase according to years of experience until the peak is reached, usually after 5 years' experience. Previous full-time employment as a writer or reporter for a newspaper, press association, news or photo service, or a combination of these may be counted as experience in computing an employee's present wage. In a few cases, in order to be counted, this experience must have been on a newspaper of a specified circulation. For commercial employees, previous employment in comparable positions is usually counted in fixing the present wage.

Eight agreements specify that employees regularly working in more than one job classification must be paid the highest weekly rate. Ten stipulate that the employee is to be given the rate corresponding to the classification occupying more than 50 percent of his time.

In practice, many employees receive rates above the minimum provided in the agreements. Seventy of the 78 agreements specifically

prohibit any pay cuts during the life of the agreement, even for employees receiving higher than the minimum rates called for.

Except for a few specialized occupations, such as advertising salesmen in the commercial departments, all employees coming under the Guild agreements are paid on a straight time basis, without production bonuses, space rates, or other commissions. A few agreements specifically prohibit a change from time work to a space rate or commission basis of compensation without the Guild's consent.

*Night-work differentials.*—Pay differentials for night work are sometimes provided. In 15 agreements employees working a majority of hours after a specified time, usually 6 p. m., receive higher rates, ranging from 5 to 7 percent, over the established wage scale.

*Part-time work.*—Rates for part-time, temporary, or extra workers are found in about 15 percent of the agreements. In all but one agreement they are to be paid at the regular rate for the time worked. One agreement provides that they be paid an additional 10 percent for time actually worked, to compensate for their short-time employment.

*Temporary transfer.*—Provision is sometimes made for the temporary transfer of an employee to a job paying a different rate than his usual wage. Employees shifted to higher-classified jobs are to receive the higher scale, but are to receive their regular pay if shifted temporarily to lower-classified jobs.

*Expenses.*—In 70 percent of the agreements the publisher is specifically required to pay to the employee all authorized expenses incurred in the performance of duty. Compensation for the use of an employee's automobile in the service of the publisher, at the latter's request, is provided in more than 60 percent of the agreements. Six cents per mile is the usual rate paid, although other agreements provide rates of 4 cents to 8 cents per mile. Mutually satisfactory alternatives to a mileage basis, such as a flat weekly or monthly rate, are often found. Three agreements provide an additional allowance for parking. In two agreements, the publisher agrees to pay half of the premium for liability insurance on the car.

*Other.*—About one-fifth of the agreements provide that if the management sells for profit any feature matter or pictures produced by the employee, the latter is to receive a percentage of the net return received by the publisher.

Out-of-town assignments for employees whose regular duties do not require prolonged or frequent absences from the city usually require the payment of extra time in addition to actual hours worked.

TABLE 2.—Minimum Weekly Wages in Newspaper Guild Agreements for Selected Occupations in Various Cities

EDITORIAL WORKERS

City and occupation	Year of experience					
	First year	Second year	Third year	Fourth year	Fifth year	Sixth year
Akron, Ohio: Reporters <sup>1</sup> .....	\$22.50	\$27.50	\$32.50	\$40.00	\$42.50	\$45.00
Albany, N. Y.: Reporters.....	20.00	25.00	34.00	42.50		
Bayonne, N. J.: Reporters.....	22.50	25.00	30.00	35.00	40.00	
Birmingham, Ala.: Reporters.....	{ <sup>2</sup> 15.00 <sup>3</sup> 17.50}	25.00	30.00	35.00		40.00
Boston, Mass.: Reporters.....	25.00	27.50	30.00	35.00	40.00	<sup>4</sup> 47.50
Desk men.....	60.00					
Camden, N. J.: Reporters.....	20.00	26.50	33.00	38.50	41.00	45.00
Rewrite men.....	27.50	32.50	38.00	45.00		
Copy readers.....		40.00	50.00			
Cleveland, Ohio: Reporters.....	25.00	30.00	35.00	45.00		
Cumberland, Md.: Reporters.....	{ <sup>5</sup> 15.00 <sup>6</sup> 20.00}	25.00	30.00	35.00	37.50	
Copy editors.....	45.00					
Copy editors, assistant.....	40.00					
Denver, Colo.: Agreement A—Reporters.....	22.50	30.00	35.00	40.00		
Agreement B—Reporters.....	{ <sup>2</sup> 20.00 <sup>3</sup> 25.00}	30.00	35.00	40.00		
Detroit, Mich.: Reporters.....	25.00	30.00	40.00	50.00		
Copy readers.....	30.00	35.00	45.00	55.00		
Rewrite men.....	60.00					
Inside photographers.....	20.00	30.00	35.00	45.00		
Duluth, Minn.: Reporters.....	18.46	23.08	27.69	32.31	36.35	40.38
El Paso, Tex.: Reporters.....	20.00	25.00	30.00	40.00		
Glendale, Calif.: Reporters.....	18.00	20.00	25.00	30.00	35.00	40.00
Photographers.....	18.00	20.00	22.50	27.50	30.00	
Great Falls, Mont.: Reporters.....	25.00	30.00	35.00	45.00		
Hammond, Ind.: Reporters.....	25.00	27.50	32.50	35.00	37.50	
Desk men.....	35.00			40.00	42.50	
Jacksonville, Fla.: Reporters.....	<sup>3</sup> 15.00	{ <sup>2</sup> 20.00 <sup>3</sup> 22.50}	<sup>2</sup> 27.50 <sup>3</sup> 30.00	35.00	40.00	
Head photographer.....	40.00					
Kansas City, Mo.: Reporters.....	18.46	23.08	27.69	32.31	34.62	36.92
Knoxville, Tenn.: Reporters.....	{ <sup>2</sup> 15.00 <sup>3</sup> 17.50}	<sup>2</sup> 22.50 <sup>3</sup> 25.00	<sup>2</sup> 27.50 <sup>3</sup> 30.00	35.00		40.00
Los Angeles, Calif.: Reporters.....	25.00	32.50	37.50	45.00	50.00	55.00
Lynn, Mass.: Reporters.....	20.00	25.00	30.00	35.00	40.00	45.00
Milwaukee, Wis.: Reporters.....	25.00	32.50	40.00	45.00	50.00	55.00
Minneapolis, Minn.: Reporters.....	23.08	25.38	32.31	39.93	46.15	
Artists and lay-out men.....	20.07	23.08	30.00	34.86	39.93	
New York City: A. City-wide circulation: Agreement A: Reporters.....	25.00	30.00	40.00	50.00		
Rewrite men, copy readers, news make-up men.....	{ <sup>2</sup> 50.00 <sup>3</sup> 55.00}	65.00				
Agreement B: Reporters.....	25.00	35.00	45.00	55.00		
Rewrite men and copy readers.....	60.00	65.00	70.00			
Artists.....	30.00	40.00	50.00	60.00	65.00	
Photographers.....	30.00	40.00	50.00	60.00	65.00	
Agreement C: Reporters.....	25.00	35.00	45.00	55.00		
Rewrite men and copy readers.....	60.00	65.00	70.00			
Artists and photographers.....	30.00	40.00	50.00	60.00	65.00	
B. Suburban and local papers: Agreement A: Reporters.....	{ <sup>2</sup> 25.00 <sup>3</sup> 30.00}	35.00	40.00	50.00		
Rewrite men.....	30.00	35.00	40.00	50.00		
Copy readers.....	45.00			55.00		

<sup>1</sup> The "reporter" classification also includes desk men (copy and rewrite men), photographers, and artists. Minima for these other occupations are listed only in cases where they differ from the minimum for reporters.

<sup>2</sup> First 6 months.

<sup>3</sup> Second 6 months.

<sup>4</sup> After 6 years, \$55.00.

<sup>5</sup> First month.

<sup>6</sup> Next 11 months.

TABLE 2.—Minimum Weekly Wages in Newspaper Guild Agreements for Selected Occupations in Various Cities—Continued

## EDITORIAL WORKERS—Continued

City and occupation	Year of experience					
	First year	Second year	Third year	Fourth year	Fifth year	Sixth year
New York City—Continued.						
B. Suburban and local papers—Continued.						
Agreement B:						
Reporters.....	<sup>2</sup> \$22.50 <sup>3</sup> 25.00	\$30.00	\$35.00	\$40.00	-----	-----
Rewrite men.....	35.00	40.00	45.00	-----	-----	-----
Desk men.....	50.00	-----	-----	-----	-----	-----
Photographers.....	25.00	30.00	35.00	40.00	-----	-----
Artists.....	25.00	30.00	40.00	50.00	-----	-----
Agreement C:						
Reporters.....	<sup>2</sup> 23.00 <sup>3</sup> 25.00	27.00	30.00	-----	-----	-----
Desk men.....	35.00	-----	-----	-----	-----	-----
Artists.....	30.00	-----	-----	-----	-----	-----
Newark, N. J.: Reporters.....	25.00	30.00	35.00	45.00	\$50.00	-----
Norwalk, Conn.:						
Reporter.....	17.00	22.00	27.00	32.00	35.00	(?)
Desk man or sports editor.....	47.50	-----	-----	-----	-----	-----
Philadelphia, Pa.						
Agreement A:						
Reporters.....	22.50	25.00	31.00	36.50	42.50	\$45.00
Copy readers.....	<sup>2</sup> 30.00 <sup>3</sup> 35.00	<sup>2</sup> 40.00 <sup>3</sup> 45.00	<sup>2</sup> 50.00 <sup>3</sup> 55.00	60.00	-----	-----
Rewrite men.....	35.00	37.50	40.00	45.00	50.00	52.50
Photographers.....	<sup>2</sup> 22.00 <sup>3</sup> 26.50	30.00	35.00	40.00	45.00	47.00
Artists.....	<sup>2</sup> 22.00 <sup>3</sup> 26.50	30.00	35.00	40.00	45.00	47.00
Agreement B:						
Reporters.....	20.00	26.50	33.00	38.00	44.00	50.00
Copy readers and rewrite men.....	55.00	-----	-----	-----	-----	-----
Agreement C:						
Reporters.....	20.00	30.00	35.00	40.00	45.00	55.00
Rewrite men.....	<sup>2</sup> 35.00 <sup>3</sup> 40.00	45.00	50.00	60.00	65.00	-----
Copy readers.....	20.00 to 40.00	-----	-----	50.00	60.00	65.00
Desk assistants, senior.....	75.00	-----	-----	-----	-----	-----
Desk assistants, junior.....	60.00	-----	-----	-----	-----	-----
Pittsburgh, Pa.:						
Agreement A:						
Reporters.....	25.00	30.00	35.00	45.00	45.00	50.00
Copy readers and general desk men.....	24.00	30.00	35.00	50.00	50.00	55.00
Agreement B:						
Reporters.....	25.00	30.00	35.00	45.00	45.00	50.00
Deskmen, including department editors.....	-----	-----	-----	50.00	50.00	55.00
Portland, Maine:						
Reporters <sup>8</sup> .....	20.00	25.00	32.50	40.00	-----	-----
Copy desks:						
Day work.....	35.00	40.00	43.00	-----	-----	-----
Night work.....	37.00	42.00	45.00	-----	-----	-----
Reading, Pa.: Reporters.....	17.50	<sup>2</sup> 20.00 <sup>3</sup> 22.50	<sup>2</sup> 27.50 <sup>3</sup> 30.00	35.00	40.00	-----
Rochester, N. Y.: Reporters.....	<sup>2</sup> 20.00 <sup>3</sup> 22.50	27.00	32.00	37.00	42.00	47.00
Rockford, Ill.: Reporters.....	<sup>2</sup> 15.00 <sup>3</sup> 17.50	20.00	25.00	30.00	35.00	40.00
St. Louis, Mo.:						
Agreement A: Reporters.....	20.00	27.50	32.50	37.50	45.00	50.00
Agreement B: Reporters.....	30.00	40.00	45.00	50.00	-----	-----
Salem, Mass.:						
Reporters.....	18.00	-----	24.00	30.00	36.00	43.00
Copy desk workers.....	52.50	-----	-----	-----	-----	-----
San Diego, Calif.: Reporters.....	20.00	22.50	25.00	30.00	35.00	45.00
San Francisco, Calif.:						
Agreement A <sup>9</sup> .....	20.76	23.08	27.69	32.31	36.92	41.54
Agreement B—Reporters:						
Morning papers.....	25.38	30.00	41.54	45.00	50.00	57.69
Afternoon papers.....	22.12	27.67	33.18	38.72	44.26	55.32
Seattle, Wash.:						
Agreement A: Reporters.....	25.00	30.00	35.00	40.00	45.00	-----
Agreement B: Reporters.....	25.00	30.00	35.00	40.00	50.00	-----

<sup>2</sup> First 6 months.<sup>3</sup> Second 6 months.<sup>7</sup> After 6 years' newspaper experience, \$42.<sup>8</sup> Night work 5 percent higher.<sup>9</sup> Foreign-language newspaper.

TABLE 2.—Minimum Weekly Wages in Newspaper Guild Agreements for Selected Occupations in Various Cities—Continued

## EDITORIAL WORKERS—Continued

City and occupation	Year of experience					
	First year	Second year	Third year	Fourth year	Fifth year	Sixth year
Stockton, Calif.:						
Agreement A: Reporters.....	\$20.00	\$22.50	\$27.50	\$34.50	\$40.50	\$45.00
Agreement B: Reporters.....	17.50	20.00	25.00	32.00	38.00	42.50
Washington, D. C.:						
Agreement A:						
Reporters.....	25.00	35.00	45.00	50.00	55.00	
Copy readers and rewrite men.....				50.00	55.00	
Agreement B: Reporters.....	25.00	35.00	42.50	50.00		
Agreement C: Reporters.....	25.00	35.00	40.00	45.00	50.00	
Wilkes-Barre, Pa.:						
Reporters.....	25.00	28.50	32.00	35.50	39.00	42.50
Desk men, rewrite men, and copy readers.....	25.00	29.50	34.00	38.50	43.00	47.50

## COMMERCIAL EMPLOYEES

Boston, Mass.:						
Agreement A:						
Outside classified solicitors.....	\$24.00	\$26.00	\$28.00	\$30.00		
Advertising solicitors.....	35.00	45.00	55.00	60.00		
Collectors.....	22.00	23.00	24.00	25.00		
Agreement B:						
Classified street sales solicitors.....	25.00	30.00	35.00	40.00		
Local and national display advertising solicitors.....	30.00	35.00	40.00	45.00	\$50.00	<sup>10</sup> \$55.00
Collector.....	22.00	25.00	28.00			
Cleveland, Ohio:						
Classified advertising solicitor.....	25.00	27.50	30.00	35.00		
Local and national display salesmen.....	25.00	30.00	35.00	45.00		
Transient collectors.....	18.00	20.00		22.50		
Contract collectors.....	20.00	25.00	30.00	32.50		
Denver, Colo.:						
Outside classified salesmen.....	22.50	25.00	27.50	30.00		
Collectors.....	22.50	25.00	27.50	30.00		
Detroit, Mich.:						
Classified advertising outside salesmen.....	20.00	25.00				
Advertising collectors, Class A.....	20.00	25.00	30.00	32.50		
Advertising collectors, Class B.....	18.00	20.00	22.50			
Duluth, Minn.:						
Classified advertising outside salesmen.....	18.00	21.00	24.00	27.00	30.00	
Display advertising outside salesmen.....	25.00	29.00	33.00	36.00	39.00	41.00
Collectors.....	15.00	17.50	20.00	22.50		
Glendale, Calif.:						
Outside classified salesmen.....	18.00	20.00	25.00	30.00		
Display advertising salesmen.....	18.00	20.00	25.00	30.00	35.00	
Collectors.....	18.00	20.00	25.00	30.00	35.00	
Great Falls, Mont.:						
Outside display salesmen.....	25.00	30.00	35.00	45.00		
Circulation city solicitors and collectors.....	20.00	25.00	30.00	35.00		
Hammond, Ind.:						
Outside display salesmen.....	25.00	35.00	37.50	40.00	42.50	47.50
Indianapolis, Ind.:						
Outside classified salesmen.....	17.50	20.00	25.00	30.00	35.00	
Display salesmen.....	20.00	25.00	30.00	35.00	40.00	
Collectors.....	17.50	20.00	22.50			
Los Angeles, Calif.:						
Outside classified salesmen of—						
Less than 6 weeks' experience.....	25.00					
More than 6 weeks' experience.....	32.50	35.00				
Display salesmen:						
Major accounts.....	35.00	40.00	45.00	50.00	55.00	60.00
Minor accounts.....	25.00	30.00	35.00	42.50	47.50	50.00
Advertising and circulation collectors.....	25.00	27.50	30.00	32.50		
Lynn, Mass.:						
Display advertising salesmen.....	18.50	22.50	27.50	32.50	37.00	41.00
New York, N. Y.:						
Agreement B: Classified advertising solicitors (outside).....	22.00	24.00	26.00	28.00		
Agreement C:						
Outside classified display salesmen.....	35.00	38.00	41.00	45.00		
Collectors.....	21.00	23.00	25.00	27.50		
Philadelphia, Pa.:						
Agreement A:						
Classified solicitors.....	22.00	25.00	30.00	35.00	40.00	
Local display solicitors.....	25.00	30.00	35.00	40.00		

<sup>10</sup> After 6 years, \$60.



TABLE 2.—Minimum Weekly Wages in Newspaper Guild Agreements for Selected Occupations in Various Cities—Continued

City and occupation	Year of experience					
	First year	Second year	Third year	Fourth year	Fifth year	Sixth year
Philadelphia, Pa.—Continued.						
Agreement B:						
Classified solicitors.....	\$20.00	\$20.00	\$30.00	\$35.00	\$40.00	\$45.00
Local and national display solicitors.....	25.00	30.00	40.00	45.00	-----	-----
Pittsburgh, Pa.:						
Classified solicitors (street).....	<sup>11</sup> 25.00	-----	-----	-----	-----	-----
Display solicitors (local and national).....	30.00	35.00	40.00	45.00	-----	-----
Collectors.....	22.50	25.00	27.50	-----	-----	-----
Portland, Maine:						
Classified advertising salesmen.....	15.00	17.50	24.00	27.50	-----	-----
Collectors.....	18.00	20.00	24.00	28.00	-----	-----
St. Louis, Mo.:						
Agreement A:						
Classified salesmen <sup>12</sup> .....	20.00	25.00	27.50	30.00	-----	-----
Collectors.....	15.00	17.00	18.50	22.50	-----	-----
Agreement B:						
Classified street solicitors.....	25.00	30.00	35.00	42.50	-----	-----
Display solicitors.....	30.00	40.00	45.00	50.00	-----	-----
Agreement C:						
Classified salesmen.....	20.00	22.50	25.00	27.50	<sup>13</sup> 30.00	-----
Collectors.....	15.00	17.00	18.50	22.50	-----	-----
San Francisco, Calif.:						
Outside classified advertising sales persons <sup>14</sup> .....	<sup>15</sup> 25.00 <sup>16</sup> 32.50 <sup>3</sup> 35.00	37.50	-----	-----	-----	-----
Advertising collectors.....	30.00	-----	-----	-----	-----	-----
Seattle, Wash.:						
Agreement A:						
Outside classified advertising salesmen <sup>17</sup> .....	20.00	25.00	30.00	35.00	-----	-----
Display solicitors:						
Major accounts.....	25.00	30.00	40.00	50.00	-----	-----
Minor accounts.....	25.00	27.50	30.00	35.00	-----	-----
Advertising collectors.....	20.00	22.50	25.00	-----	-----	-----
Agreement B:						
Classified outside salesmen.....	20.00	25.00	30.00	-----	-----	-----
Display salesmen, A.....	25.00	27.50	30.00	35.00	-----	-----
Display salesmen, B.....	30.00	35.00	40.00	45.00	50.00	-----
Assistant advertising collectors.....	20.00	22.50	25.00	-----	-----	-----
Washington, D. C.: Collectors (outside).....	18.00	19.00	20.00	-----	-----	-----
Wilkes-Barre, Pa.: Outside salesmen and collectors.....	18.00	22.00	25.50	29.00	33.00	37.50

## NEWS WIRE SERVICES

National agreement—Reporters:						
Apprentice Press Association newsmen in—						
Cities under 500,000 population.....	\$22.50	\$25.00	\$30.00	-----	-----	-----
Cities over 500,000 population.....	25.00	30.00	35.00	-----	-----	-----
Experienced Press Association newsmen in—						
Cities under 500,000 population.....	-----	-----	-----	\$35.00	\$40.00	\$45.00
Cities over 500,000 population.....	-----	-----	-----	40.00	45.00	50.00
Cleveland, Ohio:						
Agreement A: Reporters.....	25.00	30.00	35.00	45.00	-----	-----
Agreement B: Reporters <sup>18</sup> .....	25.00	30.00	35.00	45.00	-----	-----
Columbus, Ohio: Reporters.....	25.00	30.00	35.00	42.50	-----	-----
New York, N. Y.:						
New staff members.....	<sup>19</sup> 45.00 <sup>16</sup> 55.00	-----	-----	-----	-----	-----
Rewrite men.....	65.00	-----	-----	-----	-----	-----
Washington, D. C.: Research and staff writers.....	40.00	42.50	45.00	47.50	50.00	-----

## WEEKLY NEWS MAGAZINES

New York, N. Y.:						
Agreement A: Writers and staff writers.....	\$40.00	\$50.00	\$65.00	\$75.00	-----	-----
Agreement B:						
Apprentice writers—6-month trial period.....	35.00	-----	-----	-----	-----	-----
Writers.....	45.00	65.00	90.00	-----	-----	-----

<sup>3</sup> Second 6 months.<sup>11</sup> Plus bonus and commission.<sup>12</sup> In addition to regular weekly wage, each present solicitor is to receive commission, on the same or similar basis as now existing, and each new solicitor on a similar basis.<sup>13</sup> Plus 1 cent per line commission.<sup>14</sup> Weekly guaranty.<sup>15</sup> Beginners.<sup>16</sup> After 60 days.<sup>17</sup> Minimum guaranty.<sup>18</sup> Although this agreement is Nation-wide, the wage scales listed apply to employees in the Cleveland office only. For editorial employees of this agency in other cities, the scale in effect on other papers of this chain or on daily service clients of this agency in such cities apply.<sup>19</sup> First 60 days.

# *Wartime Emergency Controls*

---

## FAMILY ALLOWANCES FOR MOBILIZED MEN <sup>1</sup>

### *Great Britain*

MANY British employers have voluntarily established, in behalf of their workers who have been mobilized, schemes providing supplements to the family allowances which are granted by the Government. Among the large firms providing such plans are included banking, cement, chemical, electrical-equipment, road-transport, soap, pottery, and textile establishments.

The plans, which may be modified or discontinued by employers, are ordinarily applicable to all persons employed by the establishment before enlistment or conscription. In some cases these men must have been in the service of the establishment for 6 or 12 months.

A few establishments pay supplements, equal to the excess of previous earnings over the service pay and allowances, to married and single persons alike. The civil service and local-government service also follow this practice. More frequently, however, the establishments differentiate between single and married men. Furthermore, they deduct from the amount of the previous earnings not only the military pay and allowances, but also the estimated value of the mobilized man's rations and clothing, which is computed at 8s., 10s., or 15s. per week. For married men and single men with dependents, the grant made by employers is usually equal to the full amount of the excess as thus computed. For single men who have no dependents, a flat-rate supplement may be paid (for example, 5s. per week), or a part only of the excess (for example, one-third). In some instances the supplemental grant may be a lump sum equal to 2 months' pay.

### *Netherlands*

When their income ceases as a result of their breadwinners' call to the colors, the families of men under military service in the Netherlands are paid allowances, under the Military Service Act of 1922 and a decree of February 1922 as amended September 29, 1939.

<sup>1</sup> Data are from International Labor Office, *Industrial and Labor Information* (Geneva), issues of January 15 and 29, and February 5, 1940.

The dependents of a mobilized man, under the Military Service Act, are his relatives in the direct line, and others in the second degree, foster parents, and others for whose support the man is legally responsible. These grants to dependents are payable if the man's military service is compulsory. If such service is voluntary, allowances may be provided.

The total daily maximum allowance is 3 florins per day of active service. The allowance cannot, however, be more than the income loss which the dependent actually suffers because of his breadwinner's conscription, nor more than a sum sufficient for maintenance, taking into consideration any other income that the dependent may have during the breadwinner's military service. The loss which the dependent suffers is defined as (1) the amount contributed by the soldier previous to his mobilization, (2) if this sum is not representative of his contribution (because of irregular earnings), the average contribution to the support of the dependent during the 12 months before his conscription, or (3) an amount computed in accordance with such principles as the Minister of Defense may lay down.

### *Yugoslavia*

A national system of allowances for soldiers' families has been provided for by a decree issued by the Yugoslav Government, under the Finance Act of 1939-40. The new scheme takes the place of a system under which the granting of relief to families of soldiers was the function of the municipalities.

Allowances are paid only to mobilized men's families who have no means of subsistence, because their breadwinners are in military service. A single allowance is granted for all persons who are actual dependents of the mobilized man. This may be paid to the legitimate wife and children or in case the soldier has no wife or children, to relatives in the ascending line. If he has no relatives as above described, the grant may be made to other specified dependent relatives.

The allowance is fixed at 8 dinars per day in localities having a population of at least 20,000 or in "assimilated" localities. In all other localities the grant is 5 dinars per day.

A special committee responsible for the granting of allowances is attached to each district court. The judge of the court serves as chairman of the committee. To this body the administration of the Commune in which the family of the soldier resides refers the application for the allowance.

## REINSTATEMENT OF SOLDIERS IN CIVIL EMPLOYMENT IN AUSTRALIA

AUSTRALIAN workers who are undergoing training in the militia and those who have volunteered for active duty in the present war are to be reemployed upon their return to civil life, under the terms of special regulations adopted (statutory rule No. 176, of 1939).<sup>1</sup>

Reemployment must be in an occupation and under conditions not less favorable to the employee than those which would have applied had he remained in the regular employment. This applies with respect to any increase in pay to which he would normally have been entitled. Upon reinstatement, no employee may be discharged without reasonable cause. The employer will be relieved of his obligations if he proves that (1) the employee failed to apply for reinstatement within 1 month of the termination of his military service, or (2) he failed to present himself without reasonable excuse, (3) it was not reasonably practicable to reinstate the employee, or (4) the offer was made to reinstate the employee in the most favorable position and under the most favorable terms possible.

Provision is also made for the fair adjustment of the contracts of employment for apprentices. The Minister of Labor may by order relieve the parties of their obligations under an apprenticeship contract and may extend the contract for a period equivalent to the period of war service.



## OVERTIME PAY IN FRANCE

AS A WAR measure, the normal workweek in France was fixed at 45 hours by a decree providing for the control of hours and wages, issued September 1, 1939. Overtime pay, first fixed at 75 percent of the normal hourly rate, was successively reduced to 66 $\frac{2}{3}$  percent and to 60 percent;<sup>2</sup> the proceeds of the reduction go into the national treasury. A decree issued by the Minister of Finance, December 5, 1939,<sup>3</sup> established the methods of calculating the 40-percent reduction to be made from overtime pay and also the conditions for the payment of the amount of such reduction to the Treasury. The reduction in pay does not apply to overtime worked to prevent accidents or correct their effects, or to make up for collective stoppages of work; nor are hours which have been permanently added to the workweek of an establishment considered as overtime for the purposes of the law.

<sup>1</sup> Employers' Federation of New South Wales. *The Employers' Review*, Sydney, January 31, 1940.

<sup>2</sup> See *Monthly Labor Review*, December 1939 (pp. 1368, 1370).

<sup>3</sup> *Journal Officiel*, Paris, January 7, 1940.

The amount of the reduction is calculated on the total wages of each worker, including those who are on piece work and those who have completed only part of the scheduled hours, who work in establishments or parts of establishments working longer hours than those fixed by statute.

The rate of the reduction is obtained by multiplying by  $\frac{4}{100}$  the fraction by which the weekly hours exceed 40 hours (the normal week under legislation previous to the decree of September 1, 1939.) Thus, when the weekly hours of an establishment or part of an establishment are fixed at 45 hours, the percentage reduction on the total wages, obtained by multiplying  $\frac{5}{45}$  by  $\frac{4}{100}$ , is 4.44 percent. The corresponding reduction in establishments working 48 hours amounts to 6.66 percent; 50 hours, 8 percent; 54 hours, 10.37 percent; and 60 hours, 13.33 percent. The hourly rate for overtime is the same as for regular hours. Salaried employees paid by the month in commercial undertakings, and administrative employees in industrial establishments, are subject to a reduction of 40 percent on that part of the salary payable for hours worked in excess of the hours legal for the occupation. Bonuses and fees which are intended to compensate for extra hours are also subject to the reduction. Personnel whose pay is independent of the hours of work, as well as those paid by the month in production services of industrial enterprises, are subject to a direct 40-percent reduction on any increases, including bonuses and fees, granted since September 1, 1939, because of longer hours worked in the establishment.

The tax is deducted by the employer and is paid to the collector of direct taxes at the head office of the establishment or enterprise. The taxes for any 1 month must be paid to the Treasury within the first 15 days of the following month. Such taxes were made payable at the new rate on and after November 1, 1939. Employers are required to keep exact records of hours, pay, and the tax deduction for each employee, and must preserve these records for 3 years. They must be delivered upon demand to the agents collecting the taxes. A voucher must be given to each employee when he receives his pay, showing the amount deducted from his salary or wages.

Failure to make the deductions or any part of them on the part of the employer will result in a 25-percent increase in the corresponding payments to the Treasury.

As regards workers in mines and quarries and related industries, the wage deductions established by the decree of October 30, 1939, remain in effect.<sup>4</sup>

<sup>4</sup> See *Monthly Labor Review*, December 1939 (p. 1371).



## WAR-RISK BONUS FOR SEAMEN IN INDIA

A WAR-RISK bonus for the crews of ships engaged in international trade will be provided for the duration of hostilities, in accordance with an agreement of November 30, 1939, reached in Calcutta between the shipowners' and seamen's organizations of India.<sup>1</sup>

The bonus amounts to an additional 25 percent of the basic wages being paid September 1, 1939—an increase of 25 percent having been agreed upon in October. The bonus is retroactive to November 1, 1939, for all seamen engaged under articles of agreement concluded for 12 months. For seamen who have been employed for more than 12 months, and whose wages were raised at the time of the extension of the articles, the bonus will be computed on the wage originally agreed upon and not on the increase.



## COMPENSATION SCHEME FOR SWISS SOLDIERS

A SYSTEM of special compensation funds to cover the loss of wages of Swiss citizens in active military service was established by a decree issued by the Swiss Federal Council, December 20, 1939.<sup>2</sup> The decree covers employees and wage earners under contract at the time of mobilization, home workers, and commercial travelers, who are called into active service, also unemployed persons, if they had worked as much as 150 days in the preceding 12 months, exclusive of any time spent in military service. Workers who are employed only seasonally or periodically will be covered by special regulations. Compulsory military service for at least 2 weeks, supplementary military service, as well as service in the passive air defense corps and the health organizations of the Red Cross are considered as active service.

The allowance is paid for each day of active duty and includes a household allowance and children's allowances. The rate for married men is 2.90 francs per day in rural regions, 3.35 francs in suburban areas, and 3.75 francs in cities. If the wage exceeded 10 francs per day, the allowance is increased according to the wage rate up to a maximum of 0.75 franc per day. The children's allowances payable up to the age of 15, or 18 if unemployed, are 1 franc, 1.45 francs, and 1.80 francs, respectively, according to locality, for the first child and 1 franc, 1.20 francs, and 1.50 francs for each additional child. These allowances may be granted by the competent cantonal authority to

<sup>1</sup>Data are from International Labor Office, *Industrial and Labor Information* (Geneva), January 22, 1940.

<sup>2</sup>Data are from report from Leland Harrison, American Minister, Bern; and Switzerland, Arrêté du Conseil fédéral, December 20, 1939.

members of the household who are unable to work. The total amount of the allowances may not exceed 90 percent of the former wage when it was less than 6 francs per day and 80 percent in other cases. The maximum allowance payable is 12 francs per day. The allowance for unmarried men with no legal dependents is 0.50 franc per day during active military service.

The contributions to the funds are divided as follows: 25 percent by the employers, 25 percent by employed workers, 33 $\frac{1}{3}$  percent by the Federal Government, and 16 $\frac{2}{3}$  percent by the cantonal governments. The special levies amount to 2 percent on pay rolls and 2 percent on wages, and will be paid into special compensation funds, either in charge of the employers' organizations or the cantonal governments.

The decree provides that a special commission will be appointed by the Federal Council to supervise the administration of the funds, and each fund will have a special arbitration committee on which employers and workers will be represented. The decree was effective January 1, 1940.

## *Industrial Relations*

---

### ENFORCEMENT CLAUSES IN UNION AGREEMENTS <sup>1</sup>

COLLECTIVE bargaining ordinarily results in a written agreement, signed by the employer and the union representatives. Most union agreements are in effect for an agreed period of time, usually a year, although some agreements remain in effect indefinitely until either party gives notice of a desire to change some or all of the provisions.

The enforcement of union agreements depends upon the good faith and mutual cooperation of the parties concerned, since in the United States the problem of enforcing agreement provisions has rarely been taken before the courts. In union agreements certain working conditions are provided for and mutual rights and duties are established. In order to insure stability and orderly process in industrial relations, it is usually provided in addition that the employer will not lock out his workers and that the employees will not strike during the life of the agreement. In some cases these rights are waived only as long as the provisions of the agreement are being carried out. In either case, however, provision is usually made for arbitration of the disputes which are likely to arise in the day-to-day functioning under the agreement. These disputes may concern differences over interpretation of the agreement or new circumstances not foreseen at the time the agreement was signed.

A few agreements provide a system of fines and penalties for violations by either party. These are most common in the clothing trades where the unions have faced serious problems in connection with "runaway" shops and the jobber-contractor relationships. Occasionally, in other industries and trades, there is provision for specific penalties in case of violations by the employer, the employee, or both.

The present analysis of the enforcement provisions is based upon 7,000 agreements on file in the Bureau of Labor Statistics.

#### *Period of Effectiveness*

Mutual willingness to abide by the terms of an agreement is frequently expressed by a general statement to the effect that the agreement is in force and binding until its termination.

---

<sup>1</sup> Prepared by the Industrial Relations Division, Florence Peterson, chief.

This agreement shall become effective as of the date hereof and shall continue in full force and effect for one year from its date.

The terms of this agreement or any modification thereof, shall be binding until its termination, and shall cover the plant where Local Union \_\_\_\_\_ has jurisdiction.

### *Prohibition of Strikes and Lock-Outs*

In addition to a general expression of mutual intent to abide by the terms of the agreement, quite frequently there is a specific provision that there shall be no strike nor lock-out during the life of the agreement. In some cases the promise not to suspend work is modified by a provision that all means of settling controversies specified in the agreement shall be exhausted before a strike or lock-out is instituted.

Should differences arise between the company and the union or its members employed by the company as to the meaning and application of the provisions of this agreement, there shall be no suspension of work on account of such differences until and unless all means of settling any such controversy under the provisions of this agreement shall have failed.

There shall be no stoppage of work either by strike or lock-out because of any proposed changes in this agreement or disputes over matters relating to this agreement. All such matters must be handled as stated herein.

There shall be a joint conference committee of five; two representing the union, two appointed by and representing the employer, and one acceptable to both employees and employers.

All questions or disputes which are not adjusted between the union and the employers shall be referred to this committee, whose decision will prevail.

Some agreements between unions and employers' associations outline in detail the specific obligations of both parties in disciplining their own members for violations of the no-stoppage clause. An example of this type of provision is the following from an agreement in the New York clothing industry where there has been stable collective bargaining for years.

During the term of this agreement, there shall be no general lock-out, general strike, individual shop lock-out, individual shop strike, or shop stoppage for any reason or cause whatsoever. There shall be no individual lock-out, strike or stoppage pending the determination of any complaint or grievance. Should the employees in any shop or factory cause a stoppage of work or shop strike or should there result in any shop or factory, a stoppage of work or shop strike, notice thereof shall be given by the council to the union. The latter obligates itself to return the striking workers and those who have stopped work, to their work in the shop, within 24 hours after the receipt by the union of such notice, and until the expiration of such time, it shall not be deemed that the striking workers have abandoned their employment. In the event of a substantial violation of this clause on the part of the union, the council shall have the option to terminate this agreement. The existence or nonexistence of such substantial violation shall be determined by the impartial chairman as constituted under this contract, on all the facts and circumstances.

Should any member of the council cause a lock-out in his or its shops or should there result in any shop or factory a lock-out, notice thereof shall be given by the union to the council. The council obligates itself, within 24 hours after the

receipt of such notice, to terminate the lock-out and to cause its members to reemploy the workers, and until the expiration of such time, it shall not be deemed that the employer has forfeited his rights under the agreement. In the event of a substantial violation of this clause on the part of the council, the union shall have the option to terminate this agreement. The existence or nonexistence of such substantial violation shall be determined by the impartial chairman on all the facts and circumstances.

### *Arbitration*

If the procedure established for settling grievances includes reference to arbitration, an automatic method is provided for securing enforcement of the agreement. Most union agreements provide for some kind of arbitration. Under those agreements establishing an arbitration committee or an impartial chairman to function throughout the life of the agreement, arbitration becomes a much more effective method of enforcement than in the agreements providing for the creation of the arbitration committee only after the dispute occurs.

To the joint standing committee shall be referred for settlement all disputes arising out of the operation of this agreement, all disputes regarding the interpretation of any portion of this agreement, and all disputes regarding discharged men. The joint standing committee must meet within 10 days from the date on which either party hereto through its authorized representative, notifies the other party in writing that a meeting is desired, and shall proceed forthwith to settle any question before it. Such decision shall be final and binding on both parties to this contract.

In the case of a dispute between the union and the company on any matter pertaining to rates of pay, wages, hours of employment or grievances of employees, all reasonable efforts to settle such disputes shall be made by the shop committee and the company. Such efforts failing, an arbitration board of three shall be chosen, one by the shop committee of the union, one by the company, and a third by the first two selected. The decision of such board on all disputes shall be final and binding. Under no circumstances shall a strike or lock-out be called on account of any such dispute.

Enforcement of the arbitration award, as in the case of the agreement provisions, is dependent chiefly upon cooperation and good faith between the employer and the union. Agreements usually provide that the award is to be final and binding on both parties. A few specifically mention that arbitration awards may be enforced by court action.

It is further agreed that the decision or award of the board of arbitrators shall be binding and conclusive upon the parties, and the parties stipulate and consent that the findings, decision and award made by the board of arbitrators may be enforced by appropriate action in a court of law or equity.

### *Fines and Penalties*

Employers and unions generally rely for enforcement upon methods other than the imposition of fines and penalties. Where the latter are resorted to, they may be explained by conditions peculiar to the industry or by recent difficulties in maintaining the collective-bargaining relationship.



Thus, some industries, such as clothing manufacture, may be characterized by instability. The small investment required and the highly seasonal nature of the operations, make it possible for a shop to close down and reopen elsewhere if the employer desires to avoid the terms of the agreement. In order to protect its members, therefore, the union may obtain a provision in the agreement requiring the employer to deposit a specified amount which will be forfeited if the agreement is violated.

As security for the faithful performance of this agreement on his part, the employer hereby agrees to deposit the sum of ——— with the union. Title to the money thus deposited shall pass to the union upon the signing of this agreement, but such sum shall be returned to the employer by the union, upon the termination of this agreement, provided the employer has performed all the terms of said agreement.

The company shall post a bond in the amount of \$5,000, to be forfeited for violation of any part or parts of this agreement.

Any violation of the wages, hours, or union shop clauses shall call for an automatic decision by the joint committee that a cash bond of \$500 be posted to insure future compliance.

Where severe competition encourages wage cutting, as in the millinery industry, the agreement may provide for payment of damages to recompense the workers who have suffered wage cuts and to offset any competitive advantage an employer may have obtained through the violation. In other cases, if the employer has failed to live up to the terms of the agreement, a bond may be required in order to discourage future violations.

In the event the board of arbitration shall adjudge any employer guilty of any violation of any of the terms, conditions, and provisions of this agreement, it may in addition to any directions or orders which it may make in the premises, impose a fine in money, which shall be paid by such employer within 3 days after the imposition of such fine. The amount of such fine shall be discretionary with the board of arbitration and shall be determined with reference to the nature and extent of the violation; it shall be sufficiently adequate to offset any advantage gained by the employer by reason of such violation and in addition thereto appropriately and fairly penalize him therefor.

Some provisions specify the amount of the fine which will be considered fair compensation if either the union or the company violates the agreement.

The parties hereto hereby agree that the following sums are fair and just in liquidation of damages because of violation of this agreement: Violations by individual members of the parties hereto \$50 to \$250 for each violation; violation by either party hereto, or its officers or representatives, \$250 to \$1,500 for each violation. Each of the parties hereby agrees for itself and its members to pay to the other, within 30 days, any sum or sums so assessed because of violations of agreement by itself, its officers or representatives, or its member or members.

Should either party to this agreement fail to pay the amount so assessed within 30 days of its assessment, the party so failing to pay shall be deprived of all the benefits of this agreement until such time as the matter will have been adjusted to the satisfaction of the joint conference board.

Neither party to this agreement shall declare a lock-out or strike without 5 days' written notice to the other party, but no such notice shall be given by either party until the arbitration committee mentioned in article — hereof has acted upon the grievances and disputes in question. For any violation of this provision by the employer, the employer shall forfeit and pay to the union the sum of \$1 per day for each union employee in his service at the time of such lock-out; and for any violation of this provision by the union, the union shall forfeit and pay to the employer the sum of \$1 per day for each union employee in the service of the employer who engages in such strike, to be paid during said 5-day period and thereafter at the rate of \$1 per day.

The union or individual employees may also be required to pay fines for violations of provisions such as those prohibiting stoppage of work. More frequently, the agreement or the arbitration award may require that the lost time be made up, or, in extreme cases, that the workers involved be suspended or discharged.

Any member who is an employee of company who shall leave his or her station before completing the shift, shall be fined one day's pay, or such portion of pay as is due an employee who has worked part of one day, and such fine shall be remitted to company.

The union agrees that there will not be any strikes or stoppages of work during the life of this agreement. Any employee or employees guilty of throwing the plant idle or of materially reducing the output of the plant shall at the option of the company either be discharged or be fined \$3 each and \$1 per day for each additional day or part of a day they remain idle. This penalty shall also apply to men who, though not formally striking, shall without notice quit work as a subterfuge.

The penalties and payments hereinabove in this article provided for shall not be collected unless it be mutually agreed that this contract has been violated, or lacking such mutual agreement, unless the matter has been referred to the board of arbitration provided for in article — hereof, and the board of arbitration has decided that the contract has been violated. All fines and penalties due from employees under this article shall be collected and retained by the company from the first moneys thereafter due from the company to such employees.

In order to prevent illegal strikes in violating this agreement, the international union guarantees to support fully the company in maintaining operations, and to use its best efforts to supply the company with union men to replace those striking in violation of this agreement.

Penalties may also take the form of depriving the employer of certain privileges received under the agreement. Union labor may be withheld until the employer has ceased the violation or compensated for it in some prescribed manner. When the union label or shop card is widely used, as in the printing trades, the union is authorized to withdraw the use of the label or card when violations occur.

Where it has been proven that an employer or signee of this agreement has violated the articles of this agreement, he shall be deprived of the benefits hereto, and before the same shall be in force again, he will be required to pay Local Union — the expenses of investigating his shop.

That if it is proven to the satisfaction of the executive board that an employer has discharged or laid off a member of Local Union — for upholding these rules the employer will be deprived of union help until such matters have been settled and all expenses have been paid to the men for the loss of time.

Any violation of this clause shall subject the owner of the shop to the loss of the label of the Allied Printing Trades Council upon first offense; upon second offense the matter shall rest for determination with Local Union —.

### *Aids to Enforcement*

Union agreements sometimes contain provisions designed to aid unions in obtaining adequate information in order to facilitate checking up on the employer's compliance with the agreement. Some agreements grant union representatives access to the plant for checking on compliance. In others it is provided that pay rolls and other personnel records may be examined by representatives of the union or, in some cases, by accountants hired by the union. Then, too, advance notice of discharge or lay-off may be required in order to give the union adequate time for checking to see if the provisions of the agreement have been carried out.

For the purpose of assisting in the adjustment of grievances and compliance of this agreement, and not for union activity unless otherwise specified in this agreement, any authorized representative of the union shall have admission by pass, from the management, to the shops of the employer at any time during working hours.

Shop pay-roll records and all records bearing on seniority and pay rolls will be open for inspection by the shop grievance committee, or other representative of the union authorized to make such inspection.

Upon request of the union, the joint committee, through any investigator or accountant that said joint committee shall agree upon, shall examine the books of any said association member for the purpose of determining whether or not said association member has violated or is violating the provisions set forth in this agreement with reference to hours or wages, or to determine if any member of said association is doing work for a manufacturer against whom the union is striking, and the costs of such investigation shall be borne equally by the association and the union.

The union shall have the right to have its representative visit the shops of the members of the association once in every season for the purpose of examining the union standing of the workers, but such examination shall nevertheless not involve the loss of any work time. All such examinations shall be had on notice to the association, which shall in each instance, designate a representative to accompany the union representative on such examination.

The employer has the right to discharge or suspend employees for good cause. In the interest of proper procedure, the shop chairman shall be notified of the proposed discharge or suspension of a worker 24 hours in advance, and the union shall be given an opportunity to discuss the proposed discharge or suspension with the management before it occurs, and the union will give the management a decision on the case before the 24th hour expires.

## COOPERATION BETWEEN EMPLOYERS' AND WORKERS' ORGANIZATIONS IN FINLAND

NEGOTIATIONS between the representatives of the Finnish Employers' Central League and the Central Federation of Finnish Trade-Unions on January 23, 1940, resulted in an agreement under which the two organizations "recognizing the significance of free organized activity in society," undertake to "discuss on confidential terms all the problems arising in their sphere of activity with a view to their settlement, insofar as possible, by mutual understanding."<sup>1</sup>

This statement was considered as signifying recognition by the Finnish Employers' Central League of the Central Federation of Finnish Trade-Unions as the representative of Finnish organized labor, thereby terminating a traditional and bitter feud between these two organizations. Heretofore the Employers' League has refused to have any dealings with the Federation of Trade-Unions (insisting on the right of employers to deal directly with their workers and the local unions), and declined to adopt the system of collective bargaining.

The Minister of Social Affairs stated his belief that it would be "of great benefit not only to employers and workers but to the whole of society. The less the Government is required to interfere in labor relations the better it is for all parties concerned." He expressed the hope the cooperation would continue and that future negotiations would be "carried out in the same spirit of mutual confidence and respect as the now concluded preliminary negotiations were conducted."

Both the managing director of the Finnish Employers' League (formerly Minister of Foreign Affairs) and the president of the Central Federation of Trade-Unions expressed great satisfaction over the conclusion of the agreement. The latter pointed out that two important principles were covered—discussion and settlement of "all labor questions in the best possible understanding," and "recognition of the significance of free organized activity."

Problems concerning labor relations are difficult. They embrace not only the interests of the parties concerned, but the interests of society as a whole. The significance of the agreement now concluded will be evident in the manner in which these problems will be settled in each individual case. Such cooperation requires on both sides the good will and confidence referred to in the announcement.

In view of the long existing tension between the organized employers and organized labor in Finland and the fact that, unlike the other northern countries, Finland had not solved the problem of those relations, the announcement, according to the American Minister, "must

<sup>1</sup> Report of H. F. Arthur Schoenfeld, American Minister at Helsinki.

be considered especially important as marking the possible end of the tension in question and the opening of a new era of cooperation and peace in the labor world.”



## PROGRAM OF INTERNATIONAL LABOR CONFERENCE, JUNE 1940

THE Governing Body of the International Labor Organization at its February session—the first regular meeting since the outbreak of the war—decided that the 1940 International Labor Conference should open in Geneva on June 5.<sup>1</sup> In view of the world situation, it was felt that the most useful function of the Conference would be an exchange of views on social problems which are of particular urgency and importance at the present time. It was decided therefore that, as the agenda fixed by the Governing Body nearly a year ago, before the present international crisis arose, could not be given the detailed consideration necessary, the 1940 discussions should be limited, in addition to consideration of the report of the Director and other reports, to the question of methods of collaboration between the public authorities and employers' and workers' organizations. The war has enhanced the importance of this question, which is of interest to both belligerent and neutral countries, European and non-European. Among the topics suggested for consideration in this connection are the position of employers' and workers' organizations in the country, and collaboration between the public authorities and employers' and workers' organizations in fixing wages and other conditions of employment. The four questions originally scheduled will remain formally on the agenda, however, until the Conference approves the decision of the Governing Body.

A very important function of this year's Conference is the election of a Governing Body. The Governing Body, which is elected by the general Conference at 3-year intervals, is a kind of permanent executive committee, consisting of the representatives of 12 governments and of 6 representatives each of employers and of workers.

<sup>1</sup> International Labor Office, Governing Body, Programme and date of 1940 session of International Labor Conference (G. B. 89/4/471), Geneva, February 3, 1940, and letter from the Director of the ILO to the Secretary of Labor, March 7, 1940.



# *Employment and Labor Conditions*

---

## INTERSTATE CONFERENCE ON MIGRATORY LABOR

USE of migratory labor should be eliminated as far as possible in favor of local labor, and more effective methods should be adopted for safeguarding the welfare of migratory workers and the interests of the communities where they are employed, according to the recommendations adopted at an interstate conference on migratory labor held at Baltimore, Md., on February 12 and 13, 1940.<sup>1</sup>

The discussions centered in child labor and education; health, sanitation, and living conditions; relief; and recruiting practices of employers in the hiring of migratory workers. A full and frank discussion of varying points of view was made possible by the widely representative character of the conference, and was encouraged by the sponsors of the conference. It was pointed out that the conference was without authority and was designed merely to explore the nature of the problem and the possibilities of dealing more effectively with it. At the conclusion of the sessions, the following recommendations were adopted:

That an up-to-date survey of the migratory labor problem, including the actual needs for migratory labor, be made in each of the four States by the appropriate agency, or agencies, assisted where necessary by Federal agencies;

That ways and means be devised, through cooperation with farm groups and individual farmers, to eliminate the use of migratory labor as much as possible by the employment of local labor;

That the same opportunities and services for education, school attendance, health, relief, housing, and sanitation be made available for migratory labor families as are available to the residents of the communities in which they work;

That these be the responsibility of the community and the State, with Federal aid to assure equal opportunities and services for migrants (as well as for residents) where State and community resources are insufficient, provided that Federal aid be made available on condition that the States and communities receiving aid agree not to discriminate between residents and migrants;

That housing and sanitary regulations be adopted, or made applicable to, the shelter of migratory and seasonal labor, similar to those existing in the more progressive States for tourist camps; and that adequate appropriations and personnel be made available to the appropriate State agency to enforce these regulations;

---

<sup>1</sup> Proceedings of Interstate Conference on Migratory Labor (Delaware, Maryland, New Jersey, and Virginia), Baltimore, Md., February 12-13, 1940. (Mimeographed.)

That each State study the administration of existing laws as applied to migrants, with a view to removing inconsistencies, overlapping jurisdictions, and filling in the gaps;

That relief workers who accept temporary jobs be assured that they will immediately be restored to the relief rolls when their jobs are over;

That laws regulating private employment agencies be amended so as to apply to contractors for agricultural labor and to make the control effective;

That the State employment services develop machinery for estimating needs, and for recruiting and routing labor.

The conference recognized that the conditions surrounding employment of children in industrialized agriculture, in which most migratory child labor is found, are quite different from those of children working on their parents' farms. It therefore recommended a 14-year minimum age for employment in industrialized forms of agriculture, with adequate certification of age, for the protection of the employer and the child. (This does not include the work of children for their parents on their parents' farms.) The conference further recommended—

That State conferences on migratory labor be called by the labor commissioners to develop means of putting agreed-upon standards into effect;

That the sponsors of the Interstate Conference on Migratory Labor constitute themselves a committee, with added membership from the conference, to follow up its recommendations and to reconvene the conference from time to time.

The conference was sponsored by John M. Pohlhaus, commissioner of labor and statistics of Maryland; C. George Krueger, deputy labor commissioner of New Jersey; James M. Reese, member of the Delaware Labor Commission; and Thomas B. Morton, labor commissioner of Virginia.

In addition to the sponsors of the conference, there were in attendance several representatives of each of the four States of Delaware, Maryland, New Jersey, and Virginia. Other persons attending the conference included representatives of the American Red Cross, the National Child Labor Committee, the National Consumers' League, the National Travelers' Aid Association, the Labor Standards Division of the U. S. Department of Labor, and a number of other Federal agencies that contributed to the study of problems connected with migratory labor or have been immediately concerned administratively in the handling of such problems. Several of the persons in attendance from the four States were not connected with the public agencies of these States but represented private agencies such as local travelers' aid societies, women's clubs, farmers' organizations, workers' organizations, councils of social agencies, and educational institutions.

## NYA COLLEGE AND GRADUATE-WORK PROGRAM, 1939-40

THE National Youth Administration's college and graduate-work program for 1939-40 covers 18.8 percent more young people than during the previous academic year, according to a statement by the Federal Security Agency.<sup>1</sup> This increased coverage, the Administrator reports, has been made possible by the larger allocation received by the NYA under the 1939 Relief Appropriation Act.

The number of students assigned to colleges and universities was based on 10 percent of the number of their resident undergraduate and graduate students 16 to 24 years of age, inclusive, as enrolled October 1, 1938. For the academic year 1939-40 the national student quota is 104,379—an increase of 16,493 as compared with the quota of the preceding year.

Undergraduate college students may earn a monthly sum, set by the various college authorities, between a minimum of \$10 and a maximum of \$20, whereas graduate students' earnings may range from a minimum of \$20 to a maximum of \$30 per month. Preliminary statistics indicate that the average wage paid by the National Youth Administration in November 1938 to college and graduate students was \$13.28. The undergraduates received \$12.93 and the graduate students \$21.31.

For the academic year 1939-40, the aggregate allotment of college and graduate-work funds is \$14,039,268. The State allocations are made on a monthly basis, ordinarily over a 9-month but at times over an 8-month period. The monthly allocation to all the States, the District of Columbia, Alaska, Hawaii, and Puerto Rico, amounts to \$1,562,007.



## UNEMPLOYMENT IN NEBRASKA, 1932-39

THE unemployed group in Lincoln, Nebr., constituted 14.3 percent of those enumerated in 1939 as compared to 25.2 percent of those covered in a similar canvass in 1933. However, among the unemployed many were unable or unwilling to work. The jobless who were able and willing to work in 1939 constituted only 6.0 percent of all the persons enumerated as compared with nearly 20 percent of those covered in the 1933 survey.

Full-time employment in 1939 was 78.5 percent; in 1933, only slightly over 64 percent. The proportions of part-time employment for these years were, respectively, 7.2 percent (1939) and 10.8 percent (1933).

<sup>1</sup> U. S. Federal Security Agency. National Youth Administration. Press Release 68, February 12, 1940, corrected p. 1, released February 19, 1940. Washington.

It was not possible to conduct an employment census of the more than 32,300 gainfully occupied persons in Lincoln, so 10 areas, which were considered representative of the city's population, were selected; the same sections have been used in a series of 4 surveys, the first being made in 1932. Employment data were secured for every person over 16 years old, except students and women not usually gainfully employed.

In all of the 4 years in which surveys were made, the percent employed full time was greater for household heads than for all persons surveyed. Among the household heads in 1939 the unemployed able and willing to work made up 4.8 percent, as against 6 percent for the whole group of workers studied.

Some of the findings of these surveys, made under the auspices of the University of Nebraska, are given in the table following.<sup>1</sup>

*Employment Status of All Persons Enumerated in Lincoln, Nebr., by Sex, 1932-39*

Employment status	Number				Percent			
	1939	1937	1933	1932	1939	1937	1933	1932
Total, both sexes	4,173	4,009	3,684	4,026	100.0	100.0	100.0	100.0
Employed:								
Full time	3,278	3,043	2,358	2,466	78.5	75.9	64.1	61.3
Part time	300	401	398	491	7.2	10.0	10.8	12.2
$\frac{3}{4}$ but less than full	56	60	64	91	1.3	1.5	1.7	2.3
$\frac{1}{2}$ but less than $\frac{3}{4}$	127	159	171	229	3.0	4.0	4.6	5.7
$\frac{1}{3}$ but less than $\frac{1}{2}$	43	48	60	57	1.0	1.2	1.6	1.4
Less than $\frac{1}{3}$	40	69	67	76	1.0	1.7	1.8	1.9
Not reported	34	65	36	38	.8	1.6	.9	.9
Idle	595	565	928	1,069	14.3	14.1	25.2	26.5
Able and willing to work	251	253	725	721	6.0	6.3	19.8	17.9
Unable or unwilling to work	324	304	193	348	7.8	7.6	5.2	8.6
Not reported	20	8	10		.5	.2		
Total males	3,080	2,968	2,718	3,021	100.0	100.0	100.0	100.0
Employed:								
Full time	2,429	2,256	1,699	1,800	78.9	76.0	62.5	59.6
Part time	188	265	291	343	6.1	8.9	10.7	11.4
$\frac{3}{4}$ but less than full	43	40	52	68	1.4	1.3	1.9	2.3
$\frac{1}{2}$ but less than $\frac{3}{4}$	77	107	130	171	2.5	3.6	4.8	5.7
$\frac{1}{3}$ but less than $\frac{1}{2}$	25	31	39	35	.8	1.0	1.4	1.2
Less than $\frac{1}{3}$	23	44	48	44	.7	1.5	1.8	1.5
Not reported	20	43	22	25	.6	1.4	.8	.8
Idle	463	447	728	878	15.0	15.1	26.8	29.1
Able and willing to work	179	179	550	563	5.8	6.0	20.2	18.6
Unable or unwilling to work	271	264	170	315	8.8	8.9	6.3	10.4
Not reported	13	4	8		.4	.2	.3	
Total females	1,093	1,041	966	1,005	100.0	100.0	100.0	100.0
Employed:								
Full time	849	787	659	666	77.7	75.6	68.2	66.0
Part time	112	136	107	148	10.2	13.1	11.1	15.0
$\frac{3}{4}$ but less than full	13	20	12	23	1.2	1.9	1.2	2.4
$\frac{1}{2}$ but less than $\frac{3}{4}$	50	52	41	58	4.6	5.0	4.2	5.8
$\frac{1}{3}$ but less than $\frac{1}{2}$	18	17	21	22	1.6	1.6	2.2	2.3
Less than $\frac{1}{3}$	17	25	19	32	1.5	2.4	1.9	3.3
Not reported	14	22	14	13	1.3	2.1	1.4	1.3
Idle	132	118	200	191	12.1	11.3	20.7	19.0
Able and willing to work	72	74	175	158	6.6	7.1	18.1	15.7
Unable or unwilling to work	53	40	23	33	4.8	3.8	2.4	3.3
Not reported	7	4	2		.6	.4	.2	

<sup>1</sup> University of Nebraska. Eight Years of Unemployment in Lincoln, Nebr., 1932-39, by Cleon Oliphant Swayzee. Lincoln, Nebr., October 1939, pp. 1-6. (Nebraska Studies in Business, No. 45.)

## AGE DISTRIBUTION OF JOB APPLICANTS IN NEW YORK CITY

TO THROW light on the serious problems presented in recent years by the dwindling opportunities in some occupations and industries for employment of older workers and inexperienced young people, the New York State Bureau of Research and Statistics undertook an occupational analysis, by sex and age groups, of nearly 400,000 persons registered at the New York City offices of the State Employment Service as actively seeking work in December 1939.<sup>1</sup>

Registration is not obligatory for applicants who cannot benefit under the State Unemployment Compensation Act, and therefore jobless domestics, agricultural laborers, and self-employed persons are without doubt underrepresented.

### *Proportions in Major Occupational Groups*

Of the 396,632 persons registered for work with the State Employment Service in New York City, 270,758—over two-thirds—were men, 95,909—almost one-fourth—were operatives and similar workers, and 72,032—18 percent—were in clerical, sales, and kindred occupations, as shown in the following table:

*Registrants in Active File in New York City by Sex and Major Occupational Group,  
December 1939*

Occupational group	Total men and women	Men	Women	Percent aged 40 and over		
				Total	Men	Women
All occupations.....	396,632	270,758	125,874	41.1	48.4	25.5
Professional and semiprofessional workers.....	19,134	13,181	5,953	37.1	40.5	29.5
Professional.....	12,169	8,909	3,360	40.7	43.1	34.6
Semiprofessional.....	6,965	4,372	2,593	30.7	35.4	22.9
Managers and officials.....	6,712	6,010	702	58.9	61.2	39.6
Clerical, sales, and kindred workers.....	72,032	38,580	33,452	25.1	35.1	13.6
Clerical and kindred.....	51,036	23,168	27,868	19.7	28.6	12.4
Salesmen and saleswomen.....	20,996	15,412	5,584	38.3	44.9	19.9
Craftsmen and foremen, except farm.....	54,539	53,551	988	61.3	61.9	29.7
Operatives and kindred workers <sup>1</sup> .....	95,909	58,623	37,286	45.2	51.8	34.8
Operatives and personal service workers.....	15,838	13,103	2,735	67.4	71.2	48.8
Protective service <sup>2</sup> .....	6,076	6,054	22	85.2	85.3	63.6
Personal service.....	9,762	7,049	2,713	56.2	59.1	48.7
Manual service workers.....	42,571	22,453	20,118	47.1	49.5	44.4
Domestic service.....	13,172	527	12,645	45.1	54.3	44.8
Manual service.....	29,399	21,926	7,473	47.9	49.4	43.7
Laborers.....	50,211	45,283	4,928	47.3	50.8	15.5
Farm laborers and foremen.....	256	255	1	50.8	51.0	---
Laborers except farm <sup>1</sup> .....	49,955	45,028	4,927	47.3	50.8	15.5
Others <sup>3</sup> .....	39,686	19,974	19,712	7.0	7.6	6.4

<sup>1</sup> Laborers, extraction of minerals, are included in "Operatives and kindred workers."

<sup>2</sup> For the most part guards, watchmen, and doorkeepers.

<sup>3</sup> Includes recent college graduates, juniors who lack sufficient experience to be classified, persons incapable of pursuing a gainful occupation, and persons beyond school age who have no record of gainful employment and could not be classified.

<sup>1</sup> New York. Department of Labor. Bureau of Research and Statistics, Division of Placement and Unemployment Insurance. Age, Sex, and Occupation of Applicants for Work in New York City. New York, December 1939.



### Age Distribution

*Age 40 and over.*—As reported in the above tabulation, about one-fourth of the female applicants were 40 years of age or over, while almost one-half of the men were in this age group. Men aged 40 or more constituted 71 percent of the males in protective and personal service, 62 percent of the male skilled craftsmen and foremen, except farm, 61 percent of the male managers and officials, and 52 percent of the male operatives and kindred workers.

Nearly 35 percent of the woman operatives or kindred workers were 40 years of age and over, as were also almost 45 percent of the woman applicants for domestic service. This substantial proportion of older women in the latter group is considered due to the fact that older women who need work and have had no previous or recent remunerative employment are likely to seek employment as domestics. Women 40 years old or more constituted about 12 percent of the total woman applicants in the clerical and kindred occupation group.

*Age 50 and over.*—Nearly one-third of the total applicants of both sexes in the skilled-crafts group were 50 years of age and over.

In this older group also were slightly over one-fifth of operatives and kindred workers, and 62 percent of the protective-service workers, although the total number of persons over 50 in the latter occupational class numbered only 3,775.

*Under 25 years.*—Applicants under 25 years of age numbered 83,083, and constituted 21 percent of the active file. Approximately two-fifths of these young people were in the unclassified group, as they did not have the experience requisite for occupational classification. However, of the total group of clerical job seekers in the active file the applicants under 25 constituted 27 percent. Young applicants also made up 13 percent of the total operatives and kindred workers, 15 percent of the laborers, and 17 percent of the salesmen and saleswomen.

Only 5 percent of the craftsman group were under 25 years of age. "While the number of young persons within the skilled trades might be expected to be relatively low because of apprentice or other training requirements, this small percentage may be evidence in support of the contention frequently expressed that few young people are able to enter the skilled trades."

The inventory also discloses the significant fact that relatively few young people are applying for domestic-service jobs. Of the total registrants for this service, less than 11 percent were under 25 years of age.

## CHANGES IN WORKING CONDITIONS OF BRITISH LABOR IN 1939<sup>1</sup>

EMPLOYMENT in Great Britain was greater at the end of 1939 than at the beginning of the year. Wages increased in the same period, a substantial number of workers had their normal weekly hours reduced, and strike activity was greater than in 1938.

### *Employment and Unemployment*

After the usual seasonal increase in unemployment during January 1939, unemployment decreased each month through August. In the later months of this period employment was the highest ever recorded. Some dislocation resulted following the outbreak of war in September, and registration of the unemployed increased in both September and October but decreased in November and December. The number of unemployed registered on December 11 was 130,000 higher than on August 14, but 470,000 lower than on December 12, 1938. The number of registered unemployed in Great Britain, December 1938 to December 1939, were as follows:

	<i>1938</i>	<i>Number of unemployed</i>		<i>1939</i>	<i>Number of unemployed</i>
December-----		1, 831, 372	June-----		1, 349, 579
	<i>1939</i>		July-----		1, 256, 424
January-----		2, 039, 026	August-----		1, 231, 692
February-----		1, 896, 718	September-----		1, 330, 928
March-----		1, 726, 929	October-----		1, 430, 638
April-----		1, 644, 394	November-----		1, 402, 588
May-----		1, 492, 282	December-----		1, 361, 525

The number of insured persons, aged 16 to 64, in employment in Great Britain, is shown by months below. Workers insured under the agricultural scheme and certain domestic employees are included in the totals.

	<i>1938</i>	<i>Number</i>
December 12-----		12, 273, 000
	<i>1939</i>	
January 16-----		12, 088, 000
February 13-----		12, 231, 000
March 13-----		12, 414, 000
April 17-----		12, 529, 000
May 15-----		12, 690, 000
June 12-----		12, 838, 000
July 10-----		12, 948, 000
August 14-----		<sup>1</sup> 12, 944, 000

<sup>1</sup> Approximate. Excludes about 50,000 militiamen and reservists who had been called up for military service.

<sup>1</sup> Great Britain. Ministry of Labor Gazette, London, January 1940.

Beginning in February 1939, the monthly increase in number employed was larger than in the corresponding months of 1938. The average employment in 1938 was 11,410,000, as compared with 11,769,000 for the first 8 months of 1939. Nearly all of the principal industries and services shared in the improved employment situation, but the most marked rise was in pursuits affected by the defense program. The decline in employment later in the year was chiefly in the industries where a seasonal decline is usually experienced but extended to a number of service trades and consumption-goods industries.

### *Wages and Hours*

Wage rates in Great Britain changed little until after the outbreak of war. In November and December increases were granted in many industries to compensate for the rise in the cost of living.

It is estimated that in industries for which statistics are collected the changes resulted in an aggregate net increase of £900,000<sup>2</sup> in weekly full-time rates of wages for nearly 5,500,000 workers. Wage decreases aggregated £10,000 in weekly full-time rates of wages, and affected about 68,000 persons. These figures are exclusive of changes in rates of wages in agriculture and certain other employments. In all industries (including agriculture) for which information is available, the average level of weekly full-time rates of pay at the end of 1939 was estimated to be 4 to 4½ percent higher than at the end of 1938.

The total of 5,481,900 employees who received wage increases in 1939 was over twice the total of 2,381,500 in 1938. The 1939 figure was, however, only slightly higher than that for 1937 (5,161,200). The estimated net weekly amount of change in rates of wages was £910,000 in 1939, £262,100 in 1938, and £788,250 in 1937.

Preliminary estimates indicate that the chief beneficiaries of wage increases were the coal-mine workers (783,000), employees engaged in the engineering trades (735,250), textile industries (787,350), and building, public works contracting, etc. (938,800).

Reductions in normal weekly hours of work averaged 3½ hours and affected 380,000 persons in 1939. Juvenile workers under 16 years of age, in the great majority of industries, made up the largest group in this total, as their hours were reduced to 44 per week effective July 1, 1939, under one of the provisions of the Factories Act of 1937.

During 1938, reductions in hours involved 166,650 workers, and for 1937 the total was 390,650—only slightly higher than in 1939.

### *Cost of Living*

The official index number of cost of living for Great Britain, using the month of July 1914 as the base or 100, changed comparatively little during the first 8 months of 1939. It ranged from 53 to 56.

<sup>2</sup> Average exchange rate of pound sterling in 1939=\$4.435.

After war was declared it rose sharply and was 65 on September 30, 69 on November 1, and 73 on December 1. The index of 74 on January 1, 1940, was the highest for any date since January 1927. Of the items entering into the cost of living, the rise in food prices was the largest. From a low of 34 on June 1, 1939, the index increased to 57 on January 1, 1940.

### Strikes

Altogether 930 industrial disputes involving stoppages of work were begun in 1939 in Great Britain and Northern Ireland, as compared with 875 in the previous year. The numbers of persons involved were 337,000 and 275,000, respectively, and the working days lost 1,344,000 and 1,334,000. Disputes were approximately evenly proportioned as between the 8 pre-war and the 4 wartime months.

The record with respect to stoppages was more favorable in 1939 than in 1937.

Only 4 of the stoppages occurring in 1939 involved 5,000 or more workers, of which 2 were in the coal-mining industry, one affected tinplate workers, and the other affected building-trades operatives.



## DECREASE IN LONG-TERM UNEMPLOYMENT IN GREAT BRITAIN

THE number of registered unemployed men in Great Britain who had been out of work for 1 year and over decreased 38.7 percent between August 14, 1939, and January 1, 1940, from a total of 223,098 to 136,669. Workers in all parts of the country benefited from the reduction in unemployment, and even the number of those who had been out of work for 5 years and over declined 26 percent. There was only a slight decrease—2.8 percent—in the number of unemployed women, this number being in excess of 20,000 on both dates. These statistics were compiled from a special count of claimants for benefit or allowances on the register of the employment exchanges.<sup>1</sup>

Changes in the numbers of workers who had been on the register for more than 1 year on the two dates are shown in table 1, by sex and duration of unemployment. The men who had been out of work for the shortest period—1 and under 2 years—decreased by 47.6 percent between August and January, followed by the 4- and under 5-year group with a decrease of 41.0 percent. However, the percentage decrease of 39.2 in the 2- and under 3-year group was only slightly less. For women the shortest-term unemployed also decreased

<sup>1</sup> Great Britain. House of Commons. Official Report, Parliamentary Debates, vol. 356, No. 15, January 25, 1940 (pp. 745-748).

the most, by 8.3 percent. An increase in number unemployed occurred in two cases, amounting to 0.8 percent for those out of work 3 and under 4 years, and to 17.3 percent for those who were unemployed 5 years and over.

TABLE 1.—*Number Unemployed in Great Britain, by Duration of Unemployment and by Sex, August 14, 1939, and January 1, 1940*

Duration of unemployment	Number unemployed				Percent of change	
	Men		Women		Men	Women
	Aug. 14, 1939	Jan. 1, 1940	Aug. 14, 1939	Jan. 1, 1940		
Total .....	223,098	136,669	20,902	20,317	-38.7	-2.8
1 and under 2 years .....	77,147	40,405	9,769	8,956	-47.6	-8.3
2 and under 3 years .....	43,054	26,187	4,726	4,485	-39.2	-5.1
3 and under 4 years .....	36,685	23,613	2,462	2,482	-35.6	+0.8
4 and under 5 years .....	16,980	10,024	1,306	1,298	-41.0	-0.6
5 years and over .....	49,232	36,440	2,639	3,096	-26.0	+17.3

Of the 136,669 men unemployed on January 1, over half were general laborers ordinarily in heavy and light industries, mine laborers, and other mine workers.

The number of men unemployed 1 year and over is shown by age groups in table 2. This comparison is based on the age distribution as of May 1, 1939, and January 1, 1940. The text accompanying the statistics published in the Parliamentary Debates, from which the figures are taken, states: "It is natural that the greatest percentage decreases should have occurred among the younger men, but the numbers aged 55 to 64 show a fall of about 25 percent. Over two-thirds of the decrease in the total since May 1 has occurred among men aged 35 and over."

TABLE 2.—*Number of Men Unemployed 1 Year and Over, Classified by Age, May 1, 1939, and January 1, 1940*

Age group	Number unemployed for 1 year or over		Percent of decrease
	May 1, 1939	Jan. 1, 1940	
All age groups .....	252,200	136,669	45.8
18 to 20 years .....	2,604	831	68.1
21 to 24 years .....	11,055	3,004	72.8
25 to 34 years .....	41,659	13,839	66.8
35 to 44 years .....	52,138	21,668	58.4
45 to 54 years .....	59,753	33,149	44.5
55 to 64 years .....	84,991	64,178	24.5



# *Social Security*

---

## RECENT DEVELOPMENTS IN THE FAMILY-ALLOWANCE MOVEMENT <sup>1</sup>

AMONG the latest schemes for family allowances are those reported for Brazil, Great Britain, and Japan. In two of these countries, Brazil and Japan, these programs are the result of legislative action by their respective Governments. The two British plans here described have been instituted by private employers.

### *Brazil*

Provision for the preparation of a family-allowance scheme is included in the Brazilian decree signed November 10, 1939, providing for a national commission for family protection, the work of which is to last one year. This body is charged with the duty of drafting legislation which will aim to further the following objectives, among which, it will be noted, is the establishment of a family bonus.

I. To facilitate marriage. (a) By restricting impediments; (b) By recognition of religious marriage; (c) by rendering the act of the civil marriage free of charge; (d) by granting a loan for marriage.

II. To establish a bonus for the family.

III. To encourage the idea of family property.

IV. To facilitate the acquisition of a home.

V. To aid maternity, infancy and adolescence.

VI. To give protection to illegitimate children.

VII. To assure parents, without detriment to general conditions, preference in obtaining public and private employment.

VIII. To establish special benefits in favor of large families.

IX. To aid poor families to earn their own living and educate their children.

X. To define crimes against the family and the laws regarding same, and to regulate lawsuits and judgment of same.

XI. To regulate sources of revenue, especially the tax on bachelors and childless couples, so as to furnish the State with the means for meeting expenses for the protection of the family.

XII. To adopt other measures which are meant to assure, in any other way, the protection of the family.

---

<sup>1</sup> Data are from International Labor Office, *Industrial and Labor Information* (Geneva), February 5, 1940; Report from Jefferson Caffery, American Ambassador Extraordinary and Plenipotentiary to Brazil, Rio de Janeiro, November 17, 1939; U. S. Bureau of Foreign and Domestic Commerce, *Commerce Reports* (Washington), March 2, 1940; *Central-Blatt and Social Justice* (St. Louis, Mo.), March 1940.

Although the Commission will function under the Minister of Justice and Interior, its members will include representatives of the Ministries of Education and Public Health, of Finance, and of Labor, Industry, and Commerce.

### *Great Britain*

Because of the rising cost of living, the Ford Motor Co. in Great Britain has increased the wages of its employees substantially. Beginning January 1, 1940, the company granted a special "wartime family allowance" of 2s. per week for each dependent child in excess of two. Children who have attained the school-leaving age are not to be considered dependents.

A family-allowance scheme has been adopted by the Tempered Spring Co. of Sheffield, England, according to a recent report by one of the directors. The benefits are applicable to all employees over 18 years of age who have been with the company for at least half a year, and who have two or more children under 15 years of age attending school. The allowances are independent of wage rates and salaries, and amount to 3s. per week for the first two children, and for each additional child 2s. 6d. In the worker's absence as a result of illness or holiday, the allowances will be paid up to a maximum of 4 weeks from the time he leaves his employment.

### *Japan*

The Japanese Cabinet, on February 16, 1940, approved a family-allowance system for low-paid workers, to help them to cope with the increasing cost of living. It is reported that the scheme will become effective immediately. Under this plan a monthly grant of 2 yen for each dependent under 14 years of age will be payable to all wage earners receiving less than 70 yen a month.



## AMENDMENT OF NEW ZEALAND SOCIAL INSURANCE ACT

THE general social-insurance law passed in New Zealand, September 14, 1938,<sup>1</sup> became effective for the payment of cash benefits and contributions April 1, 1939. The law provided that on the same date the medical and hospital benefits, and other related benefits administered by the Minister of Health, should be available to persons entitled to them, but that if for any reason they could not be put in effect at that time, they should be made available as soon as possible thereafter. The operation of the insurance medical service was delayed by the refusal of the medical profession to undertake insurance practice on the terms and conditions offered by the Govern-

<sup>1</sup> See *Monthly Labor Review*, February 1939, (p. 322).

ment. The act was amended September 29, 1939,<sup>2</sup> to meet certain financial and administrative difficulties which had arisen in its operation, and to incorporate in the law the terms on which agreement had been reached between the Government and the medical profession with regard to maternity benefits. Under this agreement the system of individual contracts and of payment at a flat rate was replaced by a system of payment for services rendered, according to a scale of fees agreed to by the profession.

### *Cash Benefits*

With respect to old-age pensions, the original law provided that in case of any person aged 60 years or over, who was the parent of a dependent child or children under the age of 16, the pension might be increased by any amount up to £13 a year in respect of each child. Under the amended law a child maintained by the pensioner may also be considered to be a dependent child for the purpose of granting the allowance.

Widows' pensions under the statute were reduced £1 for every complete £1 of income above the basic rates fixed for widows with and without children. The amended law provides that in the case of a widow who has attained the age of 60 the pension shall also be reduced by £1 for every £10 of property, as in the case of old-age pensions.

### *Maternity Benefits*

The amended law extends the maternity benefits to include medical benefits, except in special cases, to a period of 14 days in case of a miscarriage if the woman has received prenatal advice or treatment from a medical practitioner or midwife.

Maternity medical services were originally to be based on individual contracts with practitioners containing the terms and conditions fixed by the Minister, but according to the amendment, medical practitioners rendering obstetrical services will be paid according to a scale of fees agreed upon by the Minister and the New Zealand branch of the British Medical Association. In case no agreement is reached, the scale is fixed by a special board appointed by the Minister, consisting of a justice of the Supreme Court (serving as president), a representative of the Medical Association, and a representative of the Ministry of Health. A scale is also fixed for mileage fees.

Payment from the social-security fund according to the scale must be accepted by the practitioner in full settlement of his claims, unless he is one of the recognized obstetric specialists, accepted by the Minister as such, in which case he may charge a fee to the patient or other person liable, in addition to the fees payable out of the social-

<sup>2</sup> International Labor Office, *Industrial and Labor Information* (Geneva), February 19, 1940.

security fund. A doctor may charge a patient for services for which no rate is fixed, but not otherwise, unless the woman notifies the doctor that she does not wish to receive treatment under the maternity-benefit provisions.

Any practitioner who does not want to undertake maternity service on the terms laid down by the Social Security Act may notify the Minister, who publishes a list of such practitioners. The law provided that medical practitioners who had signed a contract prior to the amendment may elect to continue giving services on the old terms or to practice under the new terms without individual contract.

The scale of fees which were accepted and became effective October 1, 1939, are £5 5s. for usual maternity services, £3 for miscarriage, additional fees ranging from 10s. to £5 for special complications, and mileage fees to cover all visits.

### *Financial Provisions*

Formerly, income derived from another country within the British Dominions was exempted from the social-security contribution if a special tax in respect to unemployment or social services was payable on it in the other country. This clause was repealed, and income derived elsewhere under these conditions is not exempted after April 1, 1939.

The Finance Act of August 25, 1939, provided that no ticket may be issued to any person leaving New Zealand unless he has a certificate showing that he either is not liable to pay insurance contributions or penalties or has made satisfactory arrangements for their payment. The same act authorized the Minister of Finance to transfer the excess of revenue over expenditure for the year ending March 31, 1939, amounting to £809,000, from the consolidated fund to the social-security fund.

The social-security contribution for members of the armed forces called up for service in connection with the war emergency will be paid by the Government in respect of the whole income received as military pay, including wives' and children's allowances.



## PLACEMENT WORK OF PUBLIC EMPLOYMENT SERVICES, FEBRUARY 1940 AND YEAR 1939<sup>1</sup>

### *Activities in February 1940*

PUBLIC employment offices throughout the country made 202,900 job placements during February, one-eighth more than during the corresponding period a year ago. Private placements in February were the highest on record for any February during the 7 years of opera-

<sup>1</sup> Prepared by Research and Statistics Division, Bureau of Employment Security, Social Security Board.

tion of the Nation-wide employment-office system. Placements declined 8 percent from the volume reported in January, reflecting the smaller number of working days. The number of job seekers registered at public employment offices at the end of February was 2.4 percent lower than at the end of January.

Private jobs filled during February numbered 184,137, or 44 percent above the level of the year before and over twice the volume of February 1938. The improvement was general, as only 7 States failed to show improvement over 1939. The largest increases occurred in Arizona, Georgia, Hawaii, Kansas, Mississippi, Missouri, New Jersey, South Carolina, and Washington, in all of which placements were more than double the number of private jobs filled in February 1939. Gains were most pronounced in jobs of regular duration, those expected to last 1 month or more, which accounted for more than one-half of all private placements. Placements in jobs with governmental units or on public work declined to 18,763.

In addition to complete placements, nearly 25,000 supplemental placements were reported. These represent instances in which the employment offices did not complete all steps in the placement process, but were of material assistance in bringing worker and job together.

Over one and a quarter million applications for work were received during the month, a volume nearly one-fourth larger than that of February 1939. The active file, however, declined to 5,919,017. This is a decline of 16.9 percent from the number of registered job seekers reported in February 1939, and represents the first decline reported since last September.

TABLE 1.—*Summary of Placement Activities,<sup>1</sup> February 1940*

Activity	Number	Percent of change from—		
		January 1940	February 1939 <sup>2</sup>	February 1938
Total complete placements.....	202,900	-8.0	+12.0	+53.9
Private.....	184,137	-6.1	+44.1	+101.3
Regular.....	96,433	-5.2	+46.1	+120.5
Temporary.....	87,704	-7.1	+41.9	+83.8
Public.....	18,763	-22.7	-65.1	-53.5
Supplemental placements.....	24,752	-27.4	-19.7	(3)
Total applications.....	1,292,646	-18.7	+23.3	+11.0
Active file.....	5,919,017	-2.4	-16.9	-12.5

<sup>1</sup> Excludes Alaska.

<sup>2</sup> Excludes Florida; State employment service not in complete operation during February 1939.

<sup>3</sup> Data not reported in 1938.

Placements of war veterans by public employment offices during February numbered 6,727, of which over 5,300 were in private jobs. Placements of veterans in private jobs of regular duration were over 40 percent higher than in February 1939. At the end of the month, slightly in excess of a quarter of a million war veterans were registered as seeking employment.



TABLE 2.—Summary of Placement Activities for Veterans,<sup>1</sup> February 1940

Activity	Number	Percent of change from—		
		January 1940	February 1939 <sup>2</sup>	February 1938
Total complete placements.....	6,727	-17.1	-17.8	+0.3
Private.....	5,324	-5.5	+25.7	+62.2
Regular.....	2,135	-3.7	+40.3	+66.5
Temporary.....	3,189	-6.6	+17.6	+59.5
Public.....	1,403	-43.5	-64.4	-59.0
Total applications.....	47,674	-20.3	+9.8	-2.6
Active file.....	254,403	-2.2	-27.3	-26.7

<sup>1</sup> Excludes Alaska.<sup>2</sup> Excludes Florida; State employment service not in complete operation during February 1939.

TABLE 3.—Total Placement Activities, by Regions and States, February 1940

[Preliminary data reported by State agencies, corrected to March 13, 1940]

Region and State	Complete placements						Supplementary placements	Applications received			Active file as of Feb. 29 1940
	Total	Private				Public		Number	Percent of change from January 1940	Percent of change from February 1939	
		Number	Percent of change from January 1940	Percent of change from February 1939	Regular (over 1 month)						
Total <sup>1</sup> .....	202,900	184,137	-6.1	+44.1	96,433	18,763	24,752	1,292,646	-18.7	+23.3	5,919,017
Region I:											
Connecticut.....	3,665	3,171	-8.5	+47.8	1,937	494	139	18,275	-30.5	+36.4	81,566
Maine.....	1,260	1,157	-1.8	+45.4	924	103	8	8,686	-21.7	+5.8	34,767
Massachusetts.....	2,955	2,758	-14.8	+73.0	1,969	197	63	36,469	-18.4	+90.8	172,275
New Hampshire.....	1,571	1,344	-9.3	+2.6	963	227	284	5,314	-30.3	+3.5	18,929
Rhode Island.....	529	509	-19.6	-7.6	324	20	44	5,905	-45.2	-27.9	46,423
Vermont.....	629	587	+3.5	+25.4	248	42	17	2,637	-31.5	+29.2	18,778
Region II: New York.....	18,648	17,701	-2.9	+65.2	8,549	947	741	148,659	-28.3	+35.5	615,310
Region III:											
Delaware.....	661	648	-18.9	+40.6	288	13	27	3,799	-35.3	+31.5	15,785
New Jersey.....	9,027	8,629	+11.5	+180.4	4,263	398	793	49,678	-27.0	-8.3	292,073
Pennsylvania.....	8,931	8,412	-3.2	+55.1	5,414	519	1,536	103,037	-21.6	+3.2	421,567
Region IV:											
District of Columbia.....	2,526	2,441	-21.5	+9.4	1,108	85	10	10,214	-26.5	+35.6	39,487
Maryland.....	2,378	2,234	-12.7	+43.3	1,177	144	30	19,378	-40.3	+12.4	74,689
North Carolina.....	5,084	4,217	+1.9	+25.2	2,222	867	20	28,764	-6.3	+19.5	104,914
Virginia.....	3,312	2,783	-14.2	+60.1	1,669	529	63	22,076	-15.3	+12.2	59,881
West Virginia.....	2,036	1,918	+1.9	+1.5	1,104	118	281	20,907	-15.8	+33.2	77,385
Region V:											
Kentucky.....	1,573	1,416	-2.7	+81.8	860	157	113	20,883	-3.7	+18.0	88,533
Michigan.....	7,034	6,668	-4.4	+65.7	4,423	366	105	70,559	-10.3	+34.1	215,149
Ohio.....	9,475	9,302	-7.6	+96.2	5,137	173	317	77,891	-8.6	+40.4	286,028
Region VI:											
Illinois.....	10,190	10,051	-13.2	+16.0	5,387	139	467	57,716	(?)	+128.9	179,470
Indiana.....	5,606	5,568	-3.2	+20.8	3,278	38	815	37,886	-14.6	+51.7	178,934
Wisconsin.....	4,345	3,925	-4.5	+28.5	2,446	420	445	32,712	-4.6	+38.8	159,899
Region VII:											
Alabama.....	2,867	2,698	-2.9	-2.5	1,816	169	184	21,910	-7.6	+57.6	139,850
Florida.....	2,817	2,333	-30.0	(?)	1,608	484	2	15,283	-3.6	(?)	64,734
Georgia.....	6,106	5,467	+10.9	+174.3	2,673	639	121	23,486	+6.7	-5.2	182,562
Mississippi.....	2,328	1,773	+20.0	+288.0	1,197	555	227	14,320	-23.0	+1.8	63,549
South Carolina.....	2,819	1,780	+27.0	+122.2	1,108	1,039	12	9,805	+3.1	+6.8	71,043
Tennessee.....	3,219	3,010	-2.3	+27.5	1,996	209	429	12,522	-8.7	+1.3	142,056

<sup>1</sup> Excludes Alaska.<sup>2</sup> Excludes Florida; State employment service not in complete operation during February 1939.<sup>3</sup> Increase of less than a tenth of 1 percent.

TABLE 3.—Total Placement Activities, by Regions and States, February 1940—Continued

Region and State	Complete placements						Applications received			Active file as of Feb. 29, 1940	
	Total	Private				Public	Supplementary placements	Number	Per cent of change from January 1940		Per cent of change from February 1939
		Number	Per cent of change from January 1940	Per cent of change from February 1939	Regular (over 1 month)						
<b>Region VIII:</b>											
Iowa	4,532	3,595	-12.0	+0.4	1,442	937	425	15,899	-33.9	+12.4	99,970
Minnesota	3,122	2,912	-4.9	+20.1	1,715	210	150	22,861	-29.8	+39.0	149,376
Nebraska	1,307	1,056	-6.3	+22.2	546	251	17	8,136	-17.6	+7.7	43,911
North Dakota	829	805	-15.0	-1.7	415	24	28	4,564	-32.3	-7.5	29,604
South Dakota	578	536	-21.6	-23.0	228	42	16	4,330	-13.0	+28.4	31,644
<b>Region IX:</b>											
Arkansas	1,775	1,536	-22.4	-2.9	957	239	245	12,985	+2.1	+55.3	57,447
Kansas	2,267	2,015	-7.6	+111.4	776	252	167	28,230	+36.6	+87.0	60,008
Missouri	5,084	4,889	-5.4	+105.2	2,878	195	20	48,148	-14.5	+75.1	190,643
Oklahoma	2,933	2,508	+2.3	+93.5	917	425	125	23,157	-10.1	+9.9	90,750
<b>Region X:</b>											
Louisiana	3,681	3,352	-7.7	-11.8	2,127	329	59	19,914	-20.5	+5.6	97,080
New Mexico	840	693	-19.6	+69.4	434	147	514	3,972	-24.3	+22.7	35,139
Texas	24,448	22,025	-6.0	+24.5	6,375	2,423	13,119	48,248	-18.4	-1.9	268,992
<b>Region XI:</b>											
Arizona	2,298	1,870	-33.2	+134.3	1,196	428	898	7,385	-22.1	+35.9	25,422
Colorado	2,086	1,814	-11.6	+66.6	829	272	80	14,604	-22.0	-17.1	66,645
Idaho	1,110	1,095	+23.6	+72.2	603	15	48	5,231	-27.6	+18.8	16,007
Montana	641	514	+13.5	+40.1	279	127	131	4,580	-28.2	+45.0	31,129
Utah	499	390	-57.8	-14.1	135	109	39	8,958	-19.6	+16.5	26,067
Wyoming	306	225	+9.9	+4.4	99	81	0	2,888	-26.4	-1.7	11,376
<b>Region XII:</b>											
California	14,624	12,945	-4.5	+13.8	6,524	1,679	688	94,763	-27.7	-3.6	549,095
Nevada	702	606	-20.1	+36.8	317	96	57	2,250	-30.8	+25.9	6,638
Oregon	2,657	2,196	-30.6	+38.8	1,154	461	469	12,836	-36.1	+22.0	50,685
Washington	4,360	3,687	+5.1	+270.6	2,207	673	130	18,714	-18.1	+49.9	125,516
<b>Territories:</b>											
Alaska <sup>4</sup>											
Hawaii	630	373	-34.4	+147.0	192	257	34	1,222	-39.1	+8.8	10,327

<sup>4</sup> Data not reported.

TABLE 4.—Placement Activities for Veterans, by Regions and States, February 1940

[Preliminary data reported by State agencies, corrected to March 13, 1940]

Region and State	Complete placements						Applications received			Active file as of Feb. 29, 1940
	Total	Private				Public	Number	Per cent of change from January 1940 <sup>1</sup>	Per cent of change from February 1939 <sup>1</sup>	
		Number	Per cent of change from January 1940 <sup>1</sup>	Per cent of change from February 1939 <sup>1</sup>	Regular (over 1 month)					
Total <sup>2</sup>	6,727	5,324	-5.5	+25.7	2,135	1,403	47,674	-20.3	+9.8	254,403
<b>Region I:</b>										
Connecticut	225	123	+19.4	+35.2	99	102	726	-35.0	+21.6	3,907
Maine	31	29			17	2	397	-26.3	-26.1	1,641
Massachusetts	63	51	-41.4		28	12	1,075	-21.3	+43.9	6,398
New Hampshire	66	60	-7.7	+15.4	40	6	244	-29.1	-2.8	867
Rhode Island	13	12			11	1	136	-54.1	-45.4	1,090
Vermont	14	13			5	1	84	-27.0	+9.1	860
Region II: New York	414	363	+17.9	+125.5	89	51	2,793	-33.9	+82.5	17,638
<b>Region III:</b>										
Delaware	15	15			6	0	159	-44.0	+59.0	755
New Jersey	160	143	+25.4	+127.0	39	17	1,643	-6.1	+57.7	8,611
Pennsylvania	232	215	+18.1	+207.1	123	17	3,908	-18.2	-1.6	16,629

<sup>1</sup> Where less than 50 veteran placements or applications were involved in either period, the percent of change was not computed.

<sup>2</sup> Excludes Alaska.

<sup>3</sup> Excludes Florida: State employment service not in complete operation during February 1939.

TABLE 4.—Placement Activities for Veterans, by Regions and States, February 1940—Continued

Region and State	Complete placements					Applications received			Active file as of Feb. 29, 1940	
	Total	Private			Public	Number	Per cent of change from January 1940	Per cent of change from February 1939		
		Number	Per cent of change from January 1940	Per cent of change from February 1939						Regular (over 1 month)
<b>Region IV:</b>										
District of Columbia	73	54	-21.7	0	16	19	425	-37.8	+11.5	2,224
Maryland	91	82	+3.8		35	9	718	-48.2	-18.5	3,318
North Carolina	118	75	-2.6	-18.5	32	43	636	-13.9	-21.7	2,483
Virginia	105	66	+13.8	+22.2	32	39	517	-9.8	-24.0	1,574
West Virginia	46	38			23	8	898	-9.9	+53.5	3,999
<b>Region V:</b>										
Kentucky	44	28			14	16	824	-3.4	+6.3	3,650
Michigan	281	256	-2.7	+100.0	151	25	3,327	-16.4	-5	11,082
Ohio	272	259	-15.9	+90.4	130	13	3,397	-11.8	+68.0	13,133
<b>Region VI:</b>										
Illinois	271	223	-20.4	-5.5	82	48	1,641	-15.8	+81.5	4,920
Indiana	99	98	-18.3	-13.3	67	1	2,297	-24.6	+36.1	9,675
Wisconsin	122	92	+19.5	+35.3	71	30	1,578	-13.2	+29.5	9,122
<b>Region VII:</b>										
Alabama	127	120	+44.6	+12.1	53	7	678	-11.6	+3.2	4,951
Florida	78	65	+18.2	( <sup>3</sup> )	43	13	624	-4.3	( <sup>3</sup> )	2,935
Georgia	169	144	+8.3	+105.7	51	25	562	+6.4	-22.9	5,495
Mississippi	32	22			12	10	376	-14.5	+12.9	1,555
South Carolina	63	37			21	26	328	+32.8	-12.8	2,453
Tennessee	82	69	+15.0	+6.2	23	13	337	-19.2	-38.4	6,116
<b>Region VIII:</b>										
Iowa	313	209	-31.0	-20.8	42	104	695	-44.7	+6.9	5,900
Minnesota	164	113	+20.2	+59.2	46	51	978	-32.7	+38.9	10,213
Nebraska	49	29			10	20	425	-3.6	+24.6	2,052
North Dakota	18	15			9	3	135	-39.2	-17.2	1,357
South Dakota	14	12			4	2	171	-4.5	-31.9	1,803
<b>Region IX:</b>										
Arkansas	45	35			11	10	655	+14.1	+53.8	2,749
Kansas	83	59	-37.2		8	24	1,630	+68.6	+65.7	3,515
Missouri	156	150	-27.2	+158.6	66	6	2,381	-20.6	+92.9	9,527
Oklahoma	142	100	-20.6	+66.7	13	42	1,136	-7.2	-35.7	5,997
<b>Region X:</b>										
Louisiana	59	49			31	10	520	-25.0	-38.9	2,929
New Mexico	18	15			4	3	190	-44.1	+15.9	1,808
Texas	806	708	+6.9	+6.1	97	98	1,307	-23.7	-20.6	8,754
<b>Region XI:</b>										
Arizona	80	70	-42.6		55	10	377	-21.8	+32.3	1,357
Colorado	165	44			19	121	694	-19.4	-34.0	3,588
Idaho	72	67	-5.6		14	5	268	-30.6	-17.5	619
Montana	38	25			14	13	260	-31.8	+9.7	1,756
Utah	16	7			3	9	425	-23.4	-17.6	1,428
Wyoming	15	6			4	9	162	-30.5	-19.4	648
<b>Region XII:</b>										
California	747	545	-2.7	-18.4	209	202	4,538	-27.2	-16.3	30,952
Nevada	59	57	+14.0		22	2	128	-30.8	+5.8	414
Oregon	158	114	-20.3	+48.1	46	44	580	-46.9	-6.9	2,752
Washington	178	134	-1.5		90	44	668	-24.3	+18.9	6,825
<b>Territories:</b>										
Alaska <sup>4</sup>					5	17				
Hawaii	26	9					23			379

<sup>3</sup> Excludes Florida; State employment service not in complete operation during February 1939.

<sup>4</sup> Data not reported.

### Summary of 1939 Operations

The extent to which the Public Employment Service has assisted workers in finding jobs is evidenced by the fact that nearly 3,500,000 jobs in 1939, an increase of 28.7 percent over 1938, were filled through local employment offices. Although public placements continued to decrease with the slackening of public construction projects, 2,700,000 private placements were made during the year, establishing a new

record in the history of the Employment Service. The marked increase over 1938 in job placements reflected not only the expansion of employment opportunities during the year, but also more intensive efforts on the part of local employment offices to bring workers and job opportunities together. This is evident from the fact that the volume of private placements in 1939 was 13.8 percent higher than in 1937, a year when employment conditions were considerably better than in 1939. In addition to the public and private placements, local employment offices made more than 1,000,000 supplemental placements—jobs which the employment service materially assisted in filling, although not all of the steps required in making complete placements were performed by the offices.

Complete placements included 2,250,000 for men and 1,250,000 for women. Placements of workers 45 years of age and over exceeded the number of placements of job seekers less than 21 years of age. Placements of older workers numbered 612,000, as compared to 560,000 for the junior group. Juniors accounted for one-eighth of the placements of men and almost one-quarter of the placements of women, while older workers accounted for one-fifth of the placements of men and slightly less than 15 percent of the placements of women.

The fields of activity in which the largest number of placements were made were domestic service, building and construction, and manufacturing, followed by agriculture and sales activity. More than one-third of all placements of men were in building and construction and nearly 15 percent were in manufacturing. Agriculture and domestic service each accounted for about 14 percent of male placements. Nearly 60 percent of the jobs filled by women were in domestic service and an additional 30 percent were in manufacturing and sales activities.

More than 15,000,000 applications for jobs were filed by unemployed workers at local employment offices; this number exceeded the volume for any previous year. The increase in applications in 1939, a year in which employment conditions were substantially better than in 1938, is explained partly by the fact that unemployed workers who claim unemployment benefits are required to file an application for a job at a public employment office. As a consequence, workers who had previously not utilized services of the public employment offices were availing themselves of this assistance in finding jobs for the first time. Nearly 6,400,000, or 42.3 percent, of the total applications were new applications received from persons for whom previous registration records were unavailable.

At the close of 1939, nearly 5,800,000 persons were registered as job seekers in the local employment offices, a decline of 1,400,000 from the number seeking work at the end of 1938. Of the total number seeking work, 4,300,000 were men and 1,500,000 were women.

TABLE 5.—Activities of Public Employment Services in the United States, 1939, by States

[Data reported by State agencies, corrected to Mar. 25, 1940]

State	Complete placements				Public	Supplemental placements
	Total	Private		Regular (over 1 month)		
		Number	Percent of change from 1938			
Total .....	3, 476, 889	2, 676, 300	+42	1, 296, 548	800, 589	1, 038, 006
Alabama .....	54, 099	38, 555	+18	23, 342	15, 544	11, 940
Alaska .....	4, 908	1, 861	+65	647	3, 047	325
Arizona .....	30, 896	26, 028	+64	17, 346	4, 868	30, 103
Arkansas .....	53, 896	41, 340	+63	11, 781	12, 556	28, 598
California .....	258, 865	221, 619	+31	102, 346	37, 246	43, 012
Colorado .....	54, 087	45, 075	+30	15, 903	9, 012	4, 723
Connecticut .....	53, 762	42, 455	+51	25, 414	11, 307	3, 135
Delaware .....	18, 164	14, 149	+43	7, 660	4, 015	573
District of Columbia .....	40, 644	36, 081	+40	15, 747	4, 563	443
Florida .....	37, 503	21, 975	( <sup>1</sup> )	16, 951	15, 528	3, 726
Georgia .....	90, 222	55, 888	+130	26, 592	34, 334	1, 812
Hawaii .....	6, 033	3, 019	+105	1, 353	3, 014	3, 230
Idaho .....	32, 331	24, 115	+39	8, 380	8, 216	4, 761
Illinois .....	138, 968	135, 270	+6	62, 149	3, 698	3, 361
Indiana .....	87, 989	83, 683	+58	47, 330	4, 306	18, 435
Iowa .....	90, 383	61, 087	+36	22, 857	29, 296	3, 167
Kansas .....	33, 874	24, 459	+100	9, 932	9, 415	4, 112
Kentucky .....	33, 256	20, 301	+97	10, 141	12, 955	6, 386
Louisiana .....	64, 036	51, 873	+69	34, 202	12, 163	9, 902
Maine .....	24, 487	16, 467	+58	12, 137	8, 020	1, 514
Maryland .....	43, 480	31, 534	+49	17, 513	11, 946	1, 136
Massachusetts .....	40, 965	28, 741	+51	20, 224	12, 224	1, 398
Michigan .....	130, 543	101, 634	+135	58, 918	28, 909	4, 610
Minnesota .....	73, 942	54, 587	+18	27, 992	19, 355	7, 489
Mississippi .....	64, 189	23, 875	+59	15, 663	40, 314	10, 490
Missouri .....	80, 674	66, 985	+120	29, 141	13, 689	821
Montana .....	21, 279	9, 767	-22	5, 841	11, 512	3, 549
Nebraska .....	38, 827	16, 609	+19	7, 486	22, 218	1, 104
Nevada .....	12, 831	9, 822	-53	5, 131	3, 009	660
New Hampshire .....	25, 229	18, 617	+34	12, 932	6, 612	1, 983
New Jersey .....	106, 463	99, 578	+159	58, 348	6, 885	4, 832
New Mexico .....	26, 688	21, 311	-32	10, 551	5, 377	15, 093
New York .....	247, 286	202, 124	+56	100, 930	45, 162	10, 466
North Carolina .....	107, 634	63, 431	+11	36, 362	44, 203	9, 542
North Dakota .....	36, 738	31, 290	+7	11, 752	5, 448	1, 192
Ohio .....	148, 314	128, 932	+79	64, 391	19, 382	22, 948
Oklahoma .....	60, 477	46, 169	+42	10, 104	14, 308	5, 123
Oregon .....	70, 167	50, 460	+77	26, 946	19, 707	48, 439
Pennsylvania .....	124, 310	94, 269	+32	61, 592	30, 041	13, 548
Rhode Island .....	12, 025	9, 047	+12	5, 821	2, 978	638
South Carolina .....	37, 373	15, 900	+84	9, 636	21, 473	703
South Dakota <sup>2</sup> .....	14, 121	8, 718	( <sup>3</sup> )	3, 361	5, 403	985
Tennessee .....	61, 106	46, 577	+71	22, 351	14, 529	83, 957
Texas .....	360, 897	295, 875	-4	81, 389	65, 022	567, 565
Utah .....	19, 523	15, 004	+55	4, 644	4, 519	6, 678
Vermont .....	14, 033	9, 069	+36	4, 955	4, 964	176
Virginia .....	74, 212	44, 332	+44	31, 072	29, 880	3, 865
Washington .....	75, 729	66, 627	+313	22, 314	9, 102	8, 484
West Virginia .....	41, 370	29, 591	+49	17, 608	11, 779	6, 366
Wisconsin .....	85, 736	63, 801	+35	35, 927	21, 935	5, 458
Wyoming .....	12, 325	6, 724	+20	3, 443	5, 601	450

<sup>1</sup> Florida State employment service suspended operations during 1938. Only public referrals made.<sup>2</sup> State agency suspended operations July 28 to Sept. 26, 1939, inclusive.<sup>3</sup> Decrease of less than 1 percent.



TABLE 5.—Activities of Public Employment Services in the United States, 1939,  
by States—Continued

[Data reported by State agencies, corrected to Mar. 25, 1940]

State	Field visits	Applications			Active file	
		Total	New		Total Dec. 31, 1939	Percent of change from Dec. 31, 1938
			Number	Percent of change from 1938		
Total.....	2, 108, 217	15, 094, 851	6, 379, 294	-21	5, 746, 146	-20
Alabama.....	25, 763	248, 371	98, 684	-42	149, 339	-1
Alaska.....	1, 624	9, 849	5, 435	+26	2, 706	+66
Arizona.....	13, 529	76, 315	34, 711	-3	21, 748	-4
Arkansas.....	23, 237	108, 113	59, 222	+3	57, 167	-22
California.....	127, 220	1, 347, 030	546, 785	-3	534, 375	+67
Colorado.....	30, 436	195, 201	65, 663	+25	64, 511	+38
Connecticut.....	21, 271	213, 812	64, 262	-60	81, 230	-26
Delaware.....	3, 172	46, 547	14, 265	+10	11, 535	-18
District of Columbia.....	3, 259	112, 561	46, 123	-23	34, 170	-38
Florida.....	12, 937	169, 120	115, 318	+116	80, 907	-26
Georgia.....	61, 819	304, 625	161, 620	+30	187, 783	+41
Hawaii.....	1, 922	18, 145	13, 727	+25	9, 651	+59
Idaho.....	17, 396	72, 622	26, 820	-10	15, 722	-30
Illinois.....	75, 083	517, 745	273, 513	+21	181, 658	-40
Indiana.....	42, 588	451, 040	183, 917	-35	195, 998	-11
Iowa.....	46, 239	212, 309	75, 903	-14	91, 991	-9
Kansas.....	37, 459	169, 752	62, 110	+22	37, 199	-44
Kentucky.....	13, 976	235, 014	135, 365	+67	76, 853	-22
Louisiana.....	50, 284	254, 435	98, 780	-34	106, 424	-12
Maine.....	11, 143	113, 091	29, 700	-52	33, 987	-34
Maryland.....	22, 010	238, 448	74, 573	-43	59, 441	-16
Massachusetts.....	19, 907	356, 265	187, 466	-26	180, 168	-44
Michigan.....	138, 652	666, 859	233, 715	-58	209, 003	-50
Minnesota.....	88, 360	228, 422	84, 601	-39	124, 816	-39
Mississippi.....	17, 205	255, 221	121, 046	-19	84, 790	-1
Missouri.....	51, 052	435, 325	212, 066	+54	158, 546	-16
Montana.....	16, 504	54, 211	17, 252	-26	28, 620	-14
Nebraska.....	24, 845	110, 799	37, 490	-3	47, 894	+13
Nevada.....	7, 329	31, 228	11, 769	+53	6, 591	+66
New Hampshire.....	12, 412	80, 068	21, 217	-52	21, 706	-38
New Jersey.....	141, 058	593, 089	294, 048	+81	276, 246	+18
New Mexico.....	18, 008	60, 317	19, 078	-19	35, 397	-5
New York.....	140, 409	1, 830, 569	930, 346	-25	565, 758	-3
North Carolina.....	24, 437	311, 801	130, 546	-43	87, 973	-43
North Dakota.....	11, 977	66, 070	25, 278	+4	23, 576	-17
Ohio.....	139, 614	845, 856	348, 740	+8	250, 954	-44
Oklahoma.....	36, 429	266, 158	108, 434	+36	87, 153	+48
Oregon.....	26, 984	161, 035	59, 443	-45	42, 071	-51
Pennsylvania.....	122, 937	1, 270, 220	398, 149	-45	413, 439	-60
Rhode Island.....	9, 410	96, 305	45, 365	-26	37, 531	-46
South Carolina.....	16, 187	128, 861	58, 287	-39	104, 579	-21
South Dakota <sup>2</sup> .....	6, 635	37, 948	13, 254	-24	30, 998	-13
Tennessee.....	35, 108	167, 263	92, 215	-12	134, 731	-8
Texas.....	226, 644	654, 692	330, 271	-24	301, 004	+35
Utah.....	10, 975	112, 897	24, 636	-22	23, 437	+24
Vermont.....	4, 237	36, 914	12, 547	-41	15, 540	-7
Virginia.....	25, 655	257, 399	104, 399	-32	52, 720	+5
Washington.....	32, 596	228, 603	84, 490	+14	114, 051	-16
West Virginia.....	20, 497	251, 935	68, 939	-63	74, 733	-53
Wisconsin.....	35, 530	341, 529	104, 567	-37	168, 713	+23
Wyoming.....	4, 257	42, 847	13, 144	+16	9, 013	-3

<sup>2</sup> State agency suspended operations July 28 to Sept. 26, 1939, inclusive.

## UNEMPLOYMENT-COMPENSATION OPERATIONS, FEBRUARY 1940 AND YEAR 1939<sup>1</sup>

### *Activities in February 1940*

THE volume of continued-claims receipts was only slightly below the exceptionally high level of January. The decline for the country as a whole was due mainly to the relatively sharp decreases reported by some of the larger States, as the majority of the State agencies reported increased receipts. Despite the lesser number of working days, benefit payments exceeded \$44,300,000.

Approximately 5,800,000 continued claims were received during February, a decrease of nearly 4 percent. Declines were most pronounced in Illinois, Maine, New Hampshire, New York, Rhode Island, and Wisconsin. On the other hand, most of the States in the Midwest, Southwest, Rocky Mountain, and Pacific coast areas reported increased receipts. The rate of increase was notably lower than in January, however, when the beginning of a new benefit year accounted for receipt of exceptionally large volumes of claims. Approximately 23 percent of the continued claims were filed to meet waiting-period requirements of the State laws.

Benefit payments amounted to more than \$44,300,000, an increase of 8 percent over January. Most of the States reported larger amounts of benefit payments; the most pronounced increase occurred in Oregon, where benefits more than doubled. Increases of 50 percent or more were shown for Delaware, Idaho, Minnesota, Montana, Nebraska, North Dakota, and Vermont. Increases of 25 percent or more were shown for the majority of the 39 States reporting increases in February. Of the jurisdictions reporting reduced amounts of payments, Hawaii showed the most pronounced decline—35 percent. Maine, New Hampshire, and Rhode Island were the only other States of this group which showed a reduction of more than 10 percent.

Nearly 4,300,000 weeks of unemployment were compensated by benefit payments during the month. The majority of these were weeks of total unemployment—i. e., 7 days of continued unemployment. Several States reported, however, that fairly significant proportions of their payments represented compensation for partial and part-total unemployment, notably New Hampshire, Rhode Island, Delaware, Illinois, Indiana, and Kansas. Such payments relate to weeks of less than full unemployment.

More than \$910,000,000 has been paid to unemployed workers in unemployment compensation since benefits first became payable in this country. Massachusetts, New York, Pennsylvania, Michigan, and California accounted for 57 percent of this total.

<sup>1</sup> Prepared by Research and Statistics Division, Bureau of Employment Security, Social Security Board.

TABLE 1.—Continued Claims Received, Weeks Compensated, and Benefits Paid, by Regions and States, February 1940

[Preliminary data reported by State agencies, corrected to Mar. 13, 1940]

Region and State	Continued claims			Weeks compensated			
	Number	Type		Number	Type of unemployment		
		Waiting period	Compensable		Total	Partial and part-total combined <sup>1</sup>	Partial only <sup>1</sup>
Total.....	<sup>2</sup> 5,776,529	<sup>3</sup> 1,334,982	<sup>3</sup> 4,441,547	<sup>3</sup> 4,278,940	<sup>4</sup> 3,865,027	<sup>4</sup> 321,401	.....
Region I:							
Connecticut.....	83,876	17,848	66,028	62,000	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
Maine.....	36,791	5,205	31,586	30,931	27,097	3,834	( <sup>5</sup> )
Massachusetts.....	239,104	46,625	192,479	199,619	199,619	(1)	(1)
New Hampshire.....	20,498	4,795	15,703	15,603	12,641	2,862	( <sup>5</sup> )
Rhode Island.....	66,030	12,889	53,141	53,141	44,877	8,264	( <sup>5</sup> )
Vermont.....	17,215	4,421	12,794	12,913	11,457	1,456	1,256
Region II: New York.....	728,612	140,610	588,002	584,974	584,974	(1)	(1)
Region III:							
Delaware.....	18,174	2,966	15,208	15,103	12,719	2,384	2,202
New Jersey.....	242,706	60,715	181,991	166,773	166,773	(1)	(1)
Pennsylvania.....	540,538	150,543	389,995	362,744	362,744	(1)	(1)
Region IV:							
District of Columbia.....	33,972	10,091	23,881	20,833	20,044	789	( <sup>5</sup> )
Maryland.....	85,443	10,620	74,823	61,801	54,612	7,189	6,691
North Carolina.....	94,761	24,758	70,003	66,342	52,031	3,882	3,461
Virginia.....	92,644	19,831	72,813	69,308	64,691	4,617	3,870
West Virginia.....	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
Region V:							
Kentucky.....	93,543	42,040	51,503	45,822	44,896	926	( <sup>5</sup> )
Michigan.....	214,218	37,359	176,859	172,646	164,362	8,284	( <sup>5</sup> )
Ohio.....	337,320	114,672	222,648	<sup>7</sup> 215,193	184,223	30,970	( <sup>5</sup> )
Region VI:							
Illinois.....	342,904	42,382	300,522	297,086	226,641	70,445	47,512
Indiana.....	123,423	24,031	99,392	99,240	84,597	14,643	( <sup>5</sup> )
Wisconsin.....	82,337	32,754	49,583	50,212	45,519	4,693	2,198
Region VII:							
Alabama.....	83,227	25,544	57,683	55,213	49,294	5,919	4,319
Florida.....	51,725	13,116	38,609	37,997	31,742	6,255	( <sup>5</sup> )
Georgia.....	78,581	22,641	55,940	53,114	49,718	3,396	2,792
Mississippi.....	60,742	11,356	49,386	38,948	38,020	1,928	(1)
South Carolina.....	40,570	8,662	31,908	31,136	26,310	4,826	2,550
Tennessee.....	115,219	21,985	93,234	65,184	60,804	4,380	1,475
Region VIII:							
Iowa.....	90,910	26,107	64,803	64,657	58,142	6,515	1,792
Minnesota.....	148,146	27,306	120,840	114,987	108,548	6,439	( <sup>5</sup> )
Nebraska.....	33,904	5,294	28,610	29,470	27,534	1,936	978
North Dakota.....	10,782	2,072	8,710	7,806	7,269	537	31
South Dakota.....	8,645	2,189	6,456	6,197	5,667	530	( <sup>5</sup> )
Region IX:							
Arkansas.....	52,005	14,718	37,287	37,287	35,199	2,088	259
Kansas.....	45,709	14,887	30,822	30,568	26,321	4,247	2,775
Missouri.....	129,885	44,130	85,755	80,261	72,541	7,720	1,878
Oklahoma.....	63,098	13,932	49,166	48,702	41,237	7,465	850
Region X:							
Louisiana.....	92,564	19,103	73,461	66,372	62,599	3,773	( <sup>5</sup> )
New Mexico.....	16,898	3,358	13,540	12,216	11,018	1,198	857
Texas.....	186,364	88,600	97,764	126,470	109,554	16,916	( <sup>5</sup> )
Region XI:							
Arizona.....	16,000	3,854	12,146	11,991	11,229	762	96
Colorado.....	51,145	7,968	43,177	42,381	38,595	3,786	1,456
Idaho.....	36,223	6,036	30,187	27,454	25,955	1,499	( <sup>5</sup> )
Montana.....	52,187	6,273	45,914	46,371	46,371	(1)	(1)
Utah.....	21,430	2,980	18,450	18,433	16,598	1,835	615
Wyoming.....	18,730	3,664	15,066	14,579	12,826	1,753	1,123
Region XII:							
California.....	534,197	78,882	455,315	453,309	386,002	47,224	( <sup>5</sup> )
Nevada.....	13,442	1,688	11,754	9,869	9,287	582	61
Oregon.....	97,018	26,776	70,242	41,916	37,806	4,110	2,480
Washington.....	128,458	25,448	103,010	100,521	91,575	8,946	( <sup>5</sup> )
Territories:							
Alaska.....	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
Hawaii.....	4,616	1,258	3,358	3,347	2,749	598	534

See footnotes at end of table.

TABLE 1.—Continued Claims Received, Weeks Compensated, and Benefits Paid, by Regions and States, February 1940—Continued

[Preliminary data reported by State agencies, corrected to Mar. 13, 1940]

Region and State	Benefits paid				Month and year benefits first payable	Amount of benefits since first payable
	Amount <sup>2</sup>	Type of unemployment				
		Total	Partial and part-total combined <sup>1</sup>	Partial only <sup>1</sup>		
Total.....	\$44,328,275	\$41,011,912	\$2,130,635			\$910,398,418
Region I:						
Connecticut.....	615,393	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	January 1938..	18,438,981
Maine.....	213,317	192,179	20,470	( <sup>3</sup> )	do.....	8,020,926
Massachusetts.....	1,998,551	1,998,551	( <sup>1</sup> )	( <sup>1</sup> )	do.....	50,571,484
New Hampshire.....	128,792	114,406	14,386	( <sup>3</sup> )	do.....	4,572,134
Rhode Island.....	503,730	467,466	36,264	( <sup>3</sup> )	do.....	16,131,004
Vermont.....	118,880	112,254	6,603	\$5,125	do.....	1,593,852
Region II: New York.....	6,883,774	6,883,774	( <sup>1</sup> )	( <sup>1</sup> )	do.....	181,723,394
Region III:						
Delaware.....	123,786	110,114	13,462	12,324	January 1939..	906,578
New Jersey.....	1,530,831	1,530,831	( <sup>1</sup> )	( <sup>1</sup> )	do.....	17,618,357
Pennsylvania.....	4,021,211	4,021,211	( <sup>1</sup> )	( <sup>1</sup> )	January 1938..	134,191,418
Region IV:						
District of Columbia.....	183,724	178,654	5,070	( <sup>3</sup> )	do.....	3,425,019
Maryland.....	550,879	499,645	40,671	37,424	do.....	16,966,141
North Carolina.....	309,462	250,537	11,559	9,807	do.....	13,205,410
Virginia.....	511,561	489,505	21,968	17,485	do.....	11,002,739
West Virginia.....	277,021	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	do.....	16,772,942
Region V:						
Kentucky.....	362,810	356,042	5,484	( <sup>3</sup> )	January 1939..	5,500,993
Michigan.....	1,992,823	1,947,207	45,616	( <sup>3</sup> )	July 1938.....	80,765,191
Ohio.....	7 2,158,154	1,943,655	160,336	( <sup>3</sup> )	January 1939..	7 28,189,891
Region VI:						
Illinois.....	3,508,126	2,961,778	540,833	334,563	July 1939.....	24,101,772
Indiana.....	1,007,800	924,840	82,638	( <sup>3</sup> )	April 1938.....	28,258,533
Wisconsin.....	514,884	484,622	30,262	11,880	July 1936.....	16,136,006
Region VII:						
Alabama.....	370,507	334,179	36,080	26,857	January 1938..	13,128,480
Florida.....	340,742	302,380	38,362	( <sup>3</sup> )	January 1939..	4,232,916
Georgia.....	333,725	319,918	13,807	11,361	do.....	3,861,171
Mississippi.....	225,456	220,990	4,249	( <sup>1</sup> )	April 1938.....	3,250,608
South Carolina.....	198,477	174,656	23,684	12,112	July 1938.....	3,194,079
Tennessee.....	472,616	452,670	19,780	5,836	January 1938..	11,577,150
Region VIII:						
Iowa.....	594,539	552,728	40,898	9,936	July 1938.....	8,840,766
Minnesota.....	1,200,267	1,150,861	49,211	( <sup>3</sup> )	January 1938..	17,756,407
Nebraska.....	278,965	264,236	14,722	7,162	January 1939..	1,751,655
North Dakota.....	75,126	70,876	4,250	215	do.....	670,312
South Dakota.....	47,535	44,115	3,396	( <sup>3</sup> )	do.....	477,831
Region IX:						
Arkansas.....	216,478	208,167	8,311	1,077	do.....	2,206,640
Kansas.....	278,980	252,783	26,197	15,916	do.....	2,755,408
Missouri.....	710,065	670,309	39,755	7,718	do.....	6,725,345
Oklahoma.....	447,422	400,349	47,073	4,473	December 1938	5,133,601
Region X:						
Louisiana.....	510,127	487,846	22,045	( <sup>3</sup> )	January 1938..	10,923,542
New Mexico.....	110,128	101,300	8,828	6,067	December 1938	1,445,323
Texas.....	960,281	874,536	85,695	( <sup>3</sup> )	January 1938..	21,960,822
Region XI:						
Arizona.....	128,017	122,444	5,573	662	do.....	3,678,783
Colorado.....	430,669	403,033	27,361	8,923	January 1939..	4,227,144
Idaho.....	318,487	306,006	12,471	( <sup>3</sup> )	September 1938	3,073,488
Montana.....	514,033	514,033	( <sup>1</sup> )	( <sup>1</sup> )	July 1939.....	1,611,572
Utah.....	198,142	184,934	13,208	4,518	January 1938..	4,531,248
Wyoming.....	189,671	174,785	14,886	8,373	January 1939..	1,481,828
Region XII:						
California.....	5,684,801	5,148,996	415,033	( <sup>3</sup> )	January 1938..	73,034,732
Nevada.....	129,371	123,585	5,786	546	January 1939..	1,053,343
Oregon.....	511,766	477,984	33,719	19,511	January 1938..	10,673,317
Washington.....	1,259,457	1,182,490	76,967	( <sup>3</sup> )	January 1939..	8,310,339
Territories:						
Alaska.....	49,798	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	do.....	442,951
Hawaii.....	27,118	23,452	3,666	3,250	do.....	354,852

<sup>1</sup> Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania. Of these, only Mississippi provides for payments of less than full weekly benefit amount for total unemployment, i. e., "part-total" unemployment.

<sup>2</sup> Includes supplemental payments, not classified by type of unemployment.

<sup>3</sup> Excludes Alaska and West Virginia.

<sup>4</sup> Excludes Alaska, Connecticut, and West Virginia.

<sup>5</sup> Data not reported.

<sup>6</sup> Data on payments for partial unemployment included with that for part-total unemployment.

<sup>7</sup> Excludes 901 payments amounting to \$23,210 arising from recalculation of weekly benefit amounts. This amount, however, is included in benefits since first payable.

### Summary of 1939 Operations

The ranks of the States paying unemployment compensation were increased by 20 in 1939; 18 jurisdictions began to pay benefits in January, and 2 in July, so that all States were paying benefits at some time in 1939. Despite the fact that a comparatively high level of employment prevailed during the year, approximately \$430,000,000 unemployment benefits was paid to about 5,000,000 unemployed workers. Disbursements in 1939 would have been considerably higher if all States had paid benefits throughout the entire year, and if such States as Massachusetts, New York, and Pennsylvania had paid benefits for partial unemployment.

Although several States were not able to report the volume of claims received in local offices for each month of the year, available data indicate that at least 9,800,000 initial claims and 56,500,000 continued claims were filed by unemployed workers. The initial claim is a claim filed at the beginning of a period of unemployment, and to a certain extent reflects lay-offs; continued claims are claims certifying completion of 7 days or less of unemployment. Since most of the payments were issued for weeks of total unemployment, it is reasonable to assume that the bulk of the continued claims represented full man-weeks of unemployment.

Data on the size of benefit payments for total unemployment during the last quarter of 1939 indicate that about 10 percent of the payments were for amounts of less than \$6, nearly 34 percent from \$6 to \$10, and 56 percent for \$10 and over. For individual States, however, the proportion of payments for these amounts varied widely from figures for the country as a whole. In four States, for example, more than 50 percent of the checks were for less than \$6, and in eight States, more than a third of the payments were for less than that amount.

As of June 30, 1939, over 28,000,000 workers had earned wages in subject employment. Not all of these workers were eligible for unemployment benefits, since all State laws specify that claimants shall meet certain eligibility requirements based on prior earnings or employment, before benefits can be paid. Of 6,600,000 first determinations of new claims in 1939, more than 18 percent were disallowed. In general, the chief reason for disallowances was that the claimants had earned less than the required amount in subject employment as specified by the State laws in order to qualify for benefits. Another substantial proportion of claimants was found to lack wage records, indicating that they had not worked in subject employment. Slightly more than 2 percent of the claims were disallowed for "other" reasons.

Under the provisions of the interstate-benefit payment plan, unemployed workers are permitted to file claims for benefits on the basis



of the wages earned in other States. The State in which a worker is residing will accept claims as an "agent" State for forwarding to the "liable" State, i. e., the State in which wages were earned in covered employment. During 1939, nearly 324,000 initial claims were filed by workers who had migrated across State lines. The majority of these claims were received as liable State by California, Illinois, Michigan, New York, Ohio, Pennsylvania, and Texas; such claims were received by these States from practically all other States. In no case did any jurisdiction except Hawaii receive claims from fewer than 30 other States during the year. Most of the claims originated in neighboring States. California, which received the largest number of interstate initial claims as liable State, was outstanding in the extent to which its claims originated in other than contiguous States.

TABLE 2.—*Claims Received and Authorized and Amount of Unemployment Benefits Paid, 1939, by States*

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Number of claims received in local offices		Number of new claims authorized	Amount of benefit payments <sup>1</sup>		
	Initial	Continued		All payments	Type of unemployment <sup>2</sup>	
					Total	Partial <sup>3</sup>
Total.....	9,764,758	4,566,533,767	5,434,307	\$429,820,056	\$401,478,677	\$20,971,096
Alabama.....	105,642	913,536	50,652	4,295,367	3,548,085	742,386
Alaska.....	4,063	22,369	2,820	346,149	327,633	12,115
Arizona.....	26,964	181,972	14,436	1,523,523	1,470,510	53,013
Arkansas.....	80,549	443,327	49,759	1,816,363	1,667,828	90,081
California.....	740,860	4,941,800	363,099	38,591,849	35,072,911	2,188,979
Colorado.....	70,578	440,576	35,199	3,471,434	3,154,902	313,281
Connecticut.....	154,055	751,640	<sup>5</sup> 71,514	5,121,494	4,779,401	324,006
Delaware.....	21,488	102,240	12,437	711,588	671,256	39,644
District of Columbia.....	23,298	263,208	16,446	1,436,715	1,333,028	65,431
Florida.....	116,528	742,552	53,981	3,504,100	3,061,893	217,356
Georgia.....	140,893	788,965	59,298	3,239,656	3,083,413	156,239
Hawaii.....	<sup>6</sup> 8,265	34,318	4,350	286,679	263,468	23,211
Idaho.....	30,602	268,270	<sup>5</sup> 11,338	2,170,252	1,823,862	346,367
Illinois <sup>7</sup> .....	453,390	1,971,663	197,682	16,797,058	14,310,738	2,250,824
Indiana.....	<sup>6</sup> 129,392	1,400,486	98,934	10,254,330	8,975,644	1,277,341
Iowa.....	95,207	813,025	51,333	5,261,728	4,826,977	417,055
Kansas.....	73,051	353,543	36,415	2,288,232	2,037,340	250,892
Kentucky.....	<sup>6</sup> 142,930	983,776	68,447	4,866,622	4,798,898	<sup>3</sup> 39,446
Louisiana.....	132,917	922,262	69,149	5,939,987	5,337,592	392,058
Maine.....	104,037	656,699	43,778	3,044,164	2,574,090	438,673
Maryland.....	<sup>6</sup> 101,708	994,212	58,935	5,763,861	4,501,306	533,601
Massachusetts.....	515,332	2,423,953	<sup>5</sup> 194,001	19,624,108	19,621,556	( <sup>2</sup> )
Michigan.....	821,849	2,992,103	296,176	37,160,875	34,140,030	3,020,844
Minnesota.....	103,092	1,049,275	69,982	7,601,237	6,963,019	355,116
Mississippi.....	61,649	362,868	26,204	1,446,939	1,419,491	<sup>3</sup> 21,693
Missouri.....	198,670	1,188,282	89,473	5,464,683	5,033,386	461,246
Montana <sup>7</sup> .....	18,072	91,221	9,513	765,210	765,002	( <sup>2</sup> )
Nebraska.....	45,341	226,177	20,741	1,304,517	1,281,474	22,840
Nevada.....	13,985	73,145	6,613	815,630	758,124	57,418
New Hampshire.....	39,300	318,484	23,177	1,552,880	1,331,936	219,644

See footnotes at end of table.

TABLE 2.—Claims Received and Authorized and Amount of Unemployment Benefits Paid, 1939, by States—Continued

[Data reported by State agencies, corrected to Mar. 15, 1940]

State	Number of claims received in local offices		Number of new claims authorized	Amount of benefit payments <sup>1</sup>		
	Initial	Continued		All pay-ments	Type of unemployment <sup>2</sup>	
					Total	Partial <sup>3</sup>
New Jersey.....	<sup>8</sup> 375, 775	2, 252, 818	208, 018	14, 910, 924	14, 880, 114	(3)
New Mexico.....	36, 097	176, 399	11, 760	1, 226, 364	1, 151, 304	94, 999
New York.....	1, 860, 542	<sup>4</sup> 7, 208, 000	<sup>5</sup> 312, 649	79, 949, 429	79, 949, 429	(3)
North Carolina.....	263, 429	1, 280, 183	<sup>6</sup> 49, 718	4, 413, 222	3, 987, 148	250, 263
North Dakota.....	11, 327	83, 239	7, 131	545, 385	507, 738	37, 056
Ohio.....	361, 044	3, 668, 892	221, 755	23, 687, 438	20, 621, 427	1, 457, 990
Oklahoma.....	102, 672	624, 136	52, 912	4, 244, 198	3, 887, 001	357, 197
Oregon.....	125, 202	541, 201	44, 433	4, 072, 895	3, 655, 502	410, 307
Pennsylvania.....	<sup>6</sup> 648, 631	6, 446, 200	644, 891	54, 675, 767	52, 615, 321	(3)
Rhode Island.....	166, 536	869, 288	87, 707	5, 804, 649	5, 369, 873	434, 776
South Carolina.....	<sup>6</sup> 113, 623	652, 598	49, 232	2, 146, 168	1, 455, 399	689, 813
South Dakota.....	11, 377	77, 426	5, 447	394, 181	363, 865	29, 921
Tennessee.....	120, 412	1, 045, 103	57, 739	4, 581, 561	4, 231, 141	329, 503
Texas.....	275, 806	1, 171, 799	<sup>5</sup> 138, 153	10, 664, 495	9, 792, 295	859, 923
Utah.....	48, 453	225, 889	20, 371	1, 696, 253	<sup>9</sup> 1, 656, 357	<sup>9</sup> 39, 895
Vermont.....	21, 323	101, 909	7, 357	574, 678	525, 825	48, 775
Virginia.....	128, 860	793, 764	64, 130	4, 493, 047	4, 125, 020	265, 713
Washington.....	138, 753	796, 019	78, 606	6, 152, 809	5, 592, 903	559, 906
West Virginia.....	207, 440	856, 882	56, 311	4, 220, 112	3, 891, 562	303, 441
Wisconsin.....	<sup>10</sup> 155, 564	795, 459	<sup>11</sup> 132, 621	3, 675, 481	3, 369, 956	300, 499
Wyoming.....	21, 275	110, 611	11, 264	1, 153, 770	964, 704	170, 319

<sup>1</sup> Unadjusted for returned or voided benefit checks.<sup>2</sup> Includes only such payments as identified by type of unemployment.<sup>3</sup> Includes benefits for part-total unemployment, except where otherwise noted. Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, Montana, New Jersey, New York, and Pennsylvania. Of these, only Mississippi provides for payments of less than full weekly benefit amount for total unemployment, i. e., "part-total" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment is not effective until January 1940.<sup>4</sup> Data for January-March not reported by New York.<sup>5</sup> Data for January not reported by Connecticut, Massachusetts, and Texas; for March by Idaho; for January-March by North Carolina; and for April-August by New York.<sup>6</sup> Excludes "additional" claim.<sup>7</sup> Benefits first payable July 1939.<sup>8</sup> Excludes "additional" claims for January-September.<sup>9</sup> Payments for part-total unemployment included with payments for total unemployment.<sup>10</sup> Includes claims for total and part-total unemployment only.<sup>11</sup> Represents "all initial" claims authorized.

## *Labor Laws and Court Decisions*

---

### LEGISLATION ON WEEKLY REST

BECAUSE of the nature of their work, many persons are required to labor 7 days a week. Two methods have been adopted by law, in the United States, to remedy this situation: (1) The prohibition of Sunday labor, and (2) the requirement of 1 day of rest in 7.

Legislation prohibiting Sunday labor in general has been adopted in practically all of the States. Most of these laws, however, are so filled with exceptions that they are for the most part ineffective. Works of necessity and charity, for instance, are usually excluded from the Sunday prohibition. Other frequent exceptions are establishments that must operate continuously, public transportation systems, stores dispensing bakery products, fruit, and confectionery, and those trades which are nowadays considered necessary for the general well being. In some jurisdictions the Sunday legislation applies to too few occupations to be significant. Thus, in four States, Arizona, Montana, Nevada (in cities of over 500), and Oregon, the work of barbering is the *only* occupation prohibited on Sunday. In a number of other States, such as Colorado, Michigan, North Dakota, Ohio, and Tennessee, with general Sunday labor prohibition laws, barbering is also specifically prohibited.

In Wyoming there is no general prohibition of Sunday labor, but the legislature of that State has authorized certain local authorities to make regulations in this matter. California likewise has no specific law prohibiting Sunday labor, but does require 1 day of rest in 7 for all employees.

More effective than the so-called Sunday-closing laws is the requirement in a number of States, particularly California, Connecticut, Illinois, Massachusetts, New Hampshire, New York, and Wisconsin, that employees must be given a weekly day of rest. Hence any employee required to work on Sunday must be granted a day off on some other day in the week. Several States (Connecticut, Illinois, Massachusetts, Michigan, New Hampshire, New York, Pennsylvania) have enacted both prohibitory Sunday labor laws and 1-day's-rest-in-7 laws. In the District of Columbia, establishments in which the trade of barbering, hairdressing, or beauty culture is pursued must remain closed one day in seven. In Michigan the requirement is limited to

streetcar motormen and conductors. Pennsylvania requires that persons working in or about motion-picture houses must be granted a day of rest each week.

In some of the States the hours of labor of women and children are limited to 6 days a week, and thus the same result is accomplished, for those particular groups of workers, as under the 1-day-of-rest-in-7 laws.

Although this review concerns principally the existing legislation, brief reference might be made to the trend by industry itself to shorten the workweek. This trend may have been influenced by practices under the NRA codes and also by a belief that only by the shorter workweek can appreciable gains be made in placing more people in profitable employment. Thus, in addition to the weekly day of rest, many industrial establishments have inaugurated the Saturday half-holiday. In considering the extent to which Sunday has been designated as a day of rest, collective agreements by employers and employee groups should also be noted.

### *Legislation of 1939*

During 1939 a number of States acted on the matter of Sunday-labor laws and 1 day of rest in 7. The California weekly-rest law was extended to druggists, and in Massachusetts the law now covers employees in mechanical establishments and workshops. In a number of States, however, the weekly rest law was weakened. In New Hampshire, employees engaged in the canning of perishable goods, as well as employees of telegraph and telephone offices, no longer are subject to the 1-day-rest-in-7 law. South Carolina exempted certain textile maintenance employees, while Alabama and Arkansas exempted certain delicatessen stores, and theaters and educational institutions, respectively, from their Sunday laws.

### *Federal Legislation*

In the field of Federal legislation, the Congress has enacted certain measures that provide weekly rest days for employees of the Government. The law governing the hours of labor in the executive departments specifically excepts Sunday as a day of work. Likewise, Saturday half-holidays throughout the year are now granted to certain classes of civil employees. Special provisions have been made for employees in the postal service, and for persons employed in certain other Governmental establishments, such as navy yards, the Bureau of Engraving and Printing, and the Government Printing Office. In these agencies a 40-hour week has been established, with an 8-hour day on 5 days a week.

In the Merchant Marine Act, Congress legislated certain holidays and rest periods for seamen, and declared that while a vessel is in a safe harbor "no seaman shall be required to do any unnecessary work

on Sundays." Thus, in general, employees whose employment is regulated by the Federal Government are assured of a weekly day of rest, and in some instances a much shortened workweek.

### Court Decisions

Some of the early court decisions upheld the Sunday-labor laws on grounds of religious motives. Later they were sustained on the basis of the police power of the State. However, a California law forbidding Sunday labor was early condemned as a violation of the principle of religious freedom, in the case of *Ex parte Newman* (9 Calif. 502). Such laws are now almost universally upheld as being social and economic in their effect and constituting a valid expression of public policy with regard to the well-being and general welfare of persons within the State. The State, it is reasoned, has the authority to enact laws for the benefit of the health and welfare of its citizens under its general police power. However, laws singling out special places of employment, such as bakeries and barber shops, have in some cases been held discriminatory and invalid.

The United States Supreme Court, in the case of *Hennington v. Georgia* (163 U. S. 299), has discussed the power of a State to pass legislation establishing a day of rest. The Court in that case said that—

The legislature having, as will not be disputed, power to enact laws to promote the order and to secure the comfort, happiness, and health of the people, it was within its discretion to fix the day when all labor, within the limits of the State, works of necessity and charity excepted, should cease. It is not for the judiciary to say that the wrong day was fixed, much less that the legislature erred when it assumed that the best interests of all required that 1 day in 7 should be kept for the purposes of rest from ordinary labor.

In an earlier case,<sup>1</sup> the Supreme Court considered the validity of a city ordinance in which a prohibition against labor on Sunday and a requirement of cessation of labor in laundries during certain hours of the night, were contained in the same section. The Sunday prohibition was not involved, but the Court, in upholding the night prohibition, cited as an example laws establishing Sunday as a day of rest, and declared that they are upheld "not from any right of the government to legislate for the promotion of religious observances but from its right to protect all persons from the physical and moral debasement which comes from uninterrupted labor." It was also pointed out by the Court that "such laws have always been deemed beneficent and merciful laws, especially to the poor and dependent, to the laborers in our factories and workshops and in the heated rooms of our cities; and their validity has been sustained by the highest courts of the States."

<sup>1</sup> *Soon Hing v. Crowley*, 113 U. S. 703.



A Minnesota law prohibiting Sunday labor was also upheld by the Supreme Court.<sup>2</sup> This law was attacked on the ground that, though works of necessity or charity were excepted, the statute was invalid because barbering was specifically declared not to be a work of necessity or charity.

On the other hand, as previously stated, laws applying only to certain occupations have been held invalid. As recently as 1936 a law of this type was held unconstitutional by the Supreme Court of California.<sup>3</sup> The statute under consideration prohibited the operation of a barber shop more than 6 days a week, and the court held it invalid as special legislation and thus "repugnant to the Federal and State Constitutions." On behalf of the State it was urged that the measure might be sustained as a sanitary measure, since the closing of all barber shops for 1 day each week would facilitate the thorough cleaning of such shops. The court, however, said that perhaps some barber shops would take advantage of the closing of the shop 1 day each week to clean it thoroughly but there was no reason "to suppose that all of them, or even a majority of them, would do so." Similarly, the California court on April 30, 1936,<sup>4</sup> declared invalid a municipal ordinance of Oakland which prohibited the delivery of bakery goods on Sundays and other specified holidays and between the hours of 6 p. m. and 6:30 a. m. on other days. In this case, the court declared that the ordinance "was not a valid exercise of the city's police power," and constituted "an unwarranted and unreasonable interference with the carrying on of a lawful business."

The courts have from time to time had occasion to consider cases which involved the question of works of necessity or charity. In Georgia in 1935<sup>5</sup> a person operating a motion-picture theater on Sunday was convicted of violating a statute which provides that "any person who shall pursue his business or the work of his ordinary calling on the Lord's Day, works of necessity or charity only excepted, shall be guilty of a misdemeanor." This conviction was obtained even though the owner had donated the net proceeds of the Sunday business to the city for charitable purposes. Another Georgia case (*Rogers v. State*, 4 S. E. (2d) 918) was decided as recently as October 1939. In this case the court pointed out that the purpose of the statute was to give the people a rest from their employments for the benefit of their physical and moral nature and not for the purpose of enforcing the beliefs or tenets of any religious creed or denomination. In a recent case,<sup>6</sup> the Supreme Court of Kansas sustained a lower-court

<sup>2</sup> *Petit v. Minnesota*, 177 U. S. 164.

<sup>3</sup> *Ex parte Scarantino*, 60 Pac. (2d) 288.

<sup>4</sup> *Skaggs v. City of Oakland*, 57 Pac. (2d) 478.

<sup>5</sup> *Woods v. State*, 185 S. E. 920.

<sup>6</sup> *State v. Needham*, 4 Pac. (2d) 464.

decision which had upheld the contention of a newspaper company that metropolitan newspapers are a necessity, and therefore the distribution of them was not a violation of the Sunday law. However, in general it may be said that the attitude of the courts recently has been favorable to the extension of legislation that would give the workers a day of rest each week.



## COURT DECISIONS OF INTEREST TO LABOR

### *Fact-Finding Powers of National Labor Relations Board Exclusive*

THE United States Supreme Court again upheld the National Labor Relations Board in a recent decision by ruling that the Board has "exclusive power" to make findings of fact from evidence and that courts have authority only to review questions of law. The decision, which involved the Waterman Steamship Co., declared in effect that courts have no authority to substitute their judgment of the facts for that of the Board. The Fifth Circuit Court of Appeals had refused to enforce an order of the Board, on the ground that it was based on "mere suspicion" instead of "substantial evidence." The court held, however, that the finding of the Board was based on substantial evidence, and declared that the lower court had "unwarrantedly interfered with the exclusive jurisdiction granted the Board by Congress." The decision of the Circuit Court was therefore reversed, with directions to "enforce the Board's order in its entirety."

The Supreme Court does not ordinarily review judgments based solely on questions of fact, but in this case took jurisdiction because it is of "paramount importance" that courts should not encroach upon the exclusive power of the Board to make findings of fact. The National Labor Relations Act provides that "the findings of the Board as to the facts, if supported by evidence, shall \* \* \* be conclusive," and, according to Mr. Justice Black, it was the intention of Congress "to apply an orderly, informed, and specialized procedure to the complex administrative problems arising in the solution of industrial disputes." This was not by accident, the Court said, but "in line with a general policy" which Congress has followed in creating other administrative agencies. It was emphasized by Mr. Justice Black that the courts must not encroach upon the fact-finding powers which Congress as a matter of policy has entrusted to the National Labor Relations Board. (*National Labor Relations Board v. Waterman Steamship Corporation*, 60 Sup. Ct. 493.)

### *Appointment of Impartial Physicians in Workmen's Compensation Cases*

The Massachusetts Supreme Judicial Court recently ruled on the question of appointing impartial physicians under the State workmen's compensation law. An injured employee had sought to disqualify a physician, who had been selected from an established list of physicians employed by the industrial accident board to make impartial examinations, because of the belief that the assigned physician had been an "insurance doctor" and therefore was not an "impartial" physician as required by law.

The board had found that the physician was an orthopedic specialist who had testified many times for insurance companies before the board, but had never represented them in this particular case.

The high court of the State reasoned that it could not be ruled as a matter of law that a physician was not impartial simply because he had testified in behalf of insurance companies nor, the court continued, "is his impartiality to be determined arithmetically by a count of the number of times he has testified for insurers as compared with the number of times he has been called by employees or plaintiffs." The court took occasion, however, to remark that if the physician had been consulted by the employee or the insurance company in respect to the injury in question, he would have been disqualified.

The court especially admonished the board in the matter of naming impartial doctors in these words: "We agree with the argument of the employee that it is the duty of the board to exercise all possible care to appoint as impartial physicians under the act only such as are really impartial, and that every effort should be made to avoid the appearance, as well as the fact, of favoritism or sympathetic inclination toward one party as against the other."

The court also found in this case that the doctor was not disqualified because he was an orthopedic physician instead of a neurologist. "There is no requirement," the court said, "that the impartial physician be a specialist in the particular departments of medicine in whose fields the employee may place his alleged incapacity at the time of the hearing." The court therefore upheld the ruling of the board and the lower court. (*Mattison's Case*, 25 N. E. (2d) 157.)

### *Compensation Awarded for Injury to a State Senator*

The California District Court of Appeal has held that a State senator injured while returning from a funeral of a colleague was entitled to workmen's compensation. The senator had been appointed a member of a special committee to attend the funeral of a deceased member of the State senate. The appointment and all the activities of the committee occurred after the adjournment of the legislature.

As the senator was returning home from the funeral services, in a State car operated by a State employee, the car overturned and the senator was injured. The industrial accident commission refused to grant an award of compensation, although it was admitted that a State senator is an employee within the meaning of the workmen's compensation act.

In holding that compensation should have been awarded, the court declared that the injury to the State senator occurred "in the course of his employment." The court agreed that "there was no express legislative or constitutional authority for the appointment of a committee of the senate to attend the funeral of a member of the legislature," but pointed out that for many years it has been customary for senators to attend funerals after adjournment of the senate, as members of a committee designated by the presiding officer of that body. For this reason, the court was of the opinion that attending funerals of fellow senators by a member specially designated to attend as a representative of that body, is incidental to the duties of his office and that the injury sustained by the State senator in this case occurred in the course of his employment, as he was furthering, the court said, the business of his employer by rendering a service to the memory of, and adding dignity and respect to, the office of a deceased officer of the State. (*Rich v. Industrial Accident Commission*, 98 Pac. (2d) 249.)

MINIMUM-WAGE LEGISLATION AS OF JANUARY 1,  
1940

MINIMUM-WAGE laws applicable to private employments have been enacted in 26 States, the District of Columbia, and the Territories of Alaska and Puerto Rico. Most of these laws were adopted during the past 6 years and affect chiefly women and minors.

*Scope of State Legislation*

Following the decision of the United States Supreme Court in 1923 in the case of *Adkins v. Children's Hospital* (261 U. S. 525), which declared the minimum-wage law of the District of Columbia unconstitutional, came a period of inaction in this field of labor legislation. At the beginning of 1933 minimum-wage laws were on the statute books of only nine States,<sup>1</sup> and in some of those the laws were ineffective and inoperative. During the legislative year of 1933, however, seven States<sup>2</sup> enacted minimum-wage laws. Of these, all but Utah based their laws on a standard bill sponsored by the National Consumers' League which had been drawn in such a way as to overcome the objection raised in the *Adkins* decision. The standard bill does not attempt to regulate wages generally. It provides that, whenever a substantial number of women and minors are receiving less than a subsistence wage, an investigation shall be made to determine whether the wages are "fairly and reasonably commensurate with the value of the service or class of service rendered." An unreasonable wage is defined as "less than the fair and reasonable value of the services rendered and less than sufficient to meet the minimum cost of living necessary for health." A similar law was passed by Massachusetts in 1934, and by Rhode Island in 1936.

In the Utah law, the State industrial commission is empowered to ascertain the wages paid, the hours, and conditions of labor in the various occupations. Upon investigation, if it is determined that the wages paid "are inadequate to supply the cost of proper living," the law provides that the commission shall call a "wage board" into conference. After a public hearing, the commission is empowered to fix a minimum-wage, a maximum number of hours, and the standard conditions of labor "demanded by the health and welfare of the women and minors engaged in any occupation." A mandatory order may be subsequently issued setting forth the minimum-wage and the maximum hours. The constitutionality of this law was recently upheld by the State supreme court in the case of *McGrew v. Industrial Commission* (85 Pac. (2d) 608).

<sup>1</sup> California, Colorado, Massachusetts, Minnesota, North Dakota, Oregon, South Dakota, Washington, and Wisconsin.

<sup>2</sup> Connecticut, Illinois, New Hampshire, New Jersey, New York, Ohio, and Utah.



### *Action of Supreme Court*

Minimum-wage legislation received a set-back in 1936, when the Supreme Court, by a five to four decision, held the New York law unconstitutional (*Morehead v. New York ex rel. Tipaldo*, 298 U. S. 587).<sup>3</sup> After this decision was rendered, Massachusetts placed minimum-wage administration under the department of health, but after a later decision the legislature restored the administration of the act to the department of labor and industries.

At the time the New York case was pending in the United States Supreme Court, the high court of the State of Washington upheld the minimum-wage law of that State, adopted in 1913.<sup>4</sup> The court in this case said, "it is true that the employer and the employee are deprived to a certain extent of their liberty to contract by the minimum-wage law. However, if the deprivation is with due process, if it corrects a known and stated public evil, if it promotes the public welfare—that is, if it is a reasonable exercise of the police power—it is constitutional and it is a proper exercise of legislative power." This decision was appealed to the United States Supreme Court, and on March 29, 1937, that Court, by a five to four vote, reversed its previous ruling on the question of constitutionality of this type of legislation by declaring that the minimum-wage law for women and minors in the State of Washington was a valid and proper exercise of power by the legislature of that State.<sup>5</sup>

### *Legislative Impetus*

As a result of minimum-wage legislation being held valid for women and minors by the United States Supreme Court, many States again considered legislation in this field. During 1937 four States (Arizona, Nevada, Oklahoma, and Pennsylvania) passed new minimum-wage laws, and two States (Massachusetts and New York) reenacted their statutes, while Colorado, Connecticut, Minnesota, and Wisconsin passed amendatory legislation. In three jurisdictions (Arkansas, District of Columbia, and Puerto Rico), laws which had been on the statute books for many years without being enforced were revived and made effective. Kentucky and Louisiana enacted new minimum-wage laws in 1938; in Kansas the minimum-wage law which had been inoperative since 1925 was revived, and Massachusetts amended its law. In 1939, new minimum-wage laws were passed by the Legisla-

<sup>3</sup> See Monthly Labor Review, July 1936 (p. 78).

<sup>4</sup> *Parrish v. West Coast Hotel Co.*, 55 Pac. (2d) 1083 (1936).

<sup>5</sup> *West Coast Hotel Co. v. Parrish*, 300 U. S. 379; see also Monthly Labor Review, May 1937 (p. 1202).

tures of Alaska and Maine, and Massachusetts, Minnesota, Nevada, and New York amended their laws. The Alaska law fixes the minimum wage; the Maine act is applicable only to the industry of packing fish and fish products in oil, mustard, or tomato sauce, and is of the "wage board" type.

Most of the minimum-wage laws apply only to women and minors and do not attempt to afford any protection to men. The first minimum-wage law to include men, as well as women and minors, was the Oklahoma law of 1937. The supreme court of that State, however, held this act void, insofar as it applied to wages for men because of the insufficiency of the title of the act but declared that the invalidity of these provisions did not affect the validity of its regulation of the hours of labor of men and of the hours and wages of women.<sup>6</sup> Connecticut reenacted its law in 1939 so as to extend the provisions to men. The laws of Alaska and Nevada are applicable to women only.

With the exception of Arkansas, Nevada, South Dakota, Alaska, and Puerto Rico, where the minimum wages are fixed by law, the laws generally provide for the establishment of wage boards to investigate and recommend to the commission or other organization authorized to administer the law, the minimum wage to be fixed for certain industries. Such agency may accept or reject the recommendation. The Arkansas law also empowers the industrial welfare commission, in case the wages fixed by law are too low or too high, to revise and adjust the wage in order to make it adequate to supply the necessary cost of living.

The laws of Arkansas, California, Colorado, Kansas, Louisiana, Minnesota, North Dakota, Oklahoma, Oregon, Utah, Washington, Wisconsin, and the District of Columbia make the cost of living the basis for determining wage rates, while the Connecticut, Illinois, Maine, New Hampshire, New Jersey, New York, and Ohio laws provide for establishing minimum-wage rates that are fairly and reasonably commensurate with the services rendered. Rhode Island also provides in its minimum-wage law for the latter means of setting a wage rate, and in addition permits the wage board to consider what wages the industry can afford to pay. In Arizona, Kentucky, Massachusetts, New York, and Pennsylvania the laws provide for a wage commensurate with the value of service rendered, and allow the wage board, in determining a minimum wage, to consider the cost of living.

<sup>6</sup> *Associated Industries of Oklahoma v. Industrial Welfare Commission*, 90 Pac. (2d) 899; see also *Monthly Labor Review*, May 1939 (p. 1105).

*Status of Legislation for Men*

As previously indicated, the major portion of the State minimum-wage legislation in the United States has been limited to women and minors engaged in private employments. Owing in part to constitutional objections, men have generally been excluded from the scope of the laws. At present Connecticut is the only State that includes men within the purview of the minimum-wage law; thus far no test has been made as to the legality of this legislation.

The first major attempt to establish minimum wages broadly, covering all employees, took place under the codes of fair competition established by the National Industrial Recovery Act of 1933. Many industrial employees were thus provided a minimum wage for a period of approximately 2 years, until the United States Supreme Court declared the act unconstitutional.

Later, the Congress of the United States extended the benefits of minimum-wage legislation to private employees engaged in the prosecution of certain Government contracts and subsequently to employees engaged in certain private industries.

Thus, in 1936 the Congress passed the Walsh-Healey Public Contracts Act (U. S. Code, title 41, secs. 35-45), which provided for the establishment of minimum labor standards for Government contracts. The act, among other things, sets standards of minimum wages for the performance of Government contracts in excess of \$10,000. The minimum wages required are those which have been determined by the Secretary of Labor.

On June 25, 1938, the President approved the Federal wage and hour law, known as the Fair Labor Standards Act of 1938.<sup>7</sup> This law provides for a minimum wage and a maximum workweek for employees engaged in interstate commerce or in the production of goods for interstate commerce. Certain industries are specifically exempt. During the first year, beginning October 24, 1938, every employer subject to the act was required to pay to the employees engaged in interstate commerce or in the production of goods for such commerce not less than 25 cents an hour; during the next 6 years not less than 30 cents an hour; and, after the expiration of 7 years, not less than 40 cents an hour, or the rate (not less than 30 cents an hour) prescribed by the Administrator. The minimum-wage rate required to be paid at the present time is 30 cents an hour.

The act is administered by the Wage and Hour Division in the United States Department of Labor. This Division is headed by an

<sup>7</sup> Supp. V to U. S. Code, 1934, title 29, ch. 8; see also *Monthly Labor Review*, July 1938 (p. 107).

Administrator, who is appointed by the President and is empowered to appoint committees for each industry "engaged in commerce or in the production of goods for commerce."

In the case of these latter laws Congress also established maximum hours of employment and other working standards. In the case of the Public Contracts Act, the basic hours of work are 8 in any 1 day or 40 in any 1 week. Time and one-half must be paid for overtime work. By the provisions of the Fair Labor Standards Act of 1938, the present maximum hours are 42 a week. After October 25, 1940, the maximum workweek will be fixed at 40 hours. Employees working in excess of these hours must be paid at a rate of not less than one and one-half times the regular rate. No attempt, however, has been made to include provisions relating to hours of labor or child labor in this report.

### *Wages on Public Works*

Thirty-five States,<sup>8</sup> the Congress of the United States, and the Territories of Alaska, Hawaii, Puerto Rico, and the Philippines have enacted legislation relative to the payment of wages of employees engaged in the construction of public works. The laws include those statutes which provide for the payment of not less than the current or prevailing rate of wages in the locality where the work is performed, and those which fix a stated minimum rate. In 1931, Congress passed the original Davis-Bacon Act, providing for the payment of the prevailing rate of wages in contracts in excess of \$5,000, involving the construction, alteration, and repair of public buildings of the United States or the District of Columbia. This law was amended in 1935<sup>9</sup> so as to cover all contracts in excess of \$2,000 made by the United States or the District of Columbia, involving the construction, alteration, or repair of public works, including contracts for painting and decorating. Under the provisions of the amended act, the United States Secretary of Labor must predetermine the prevailing rates of wages to be paid to each class of mechanics and laborers.

### *Principal Provisions of Laws*

The following table shows, in summary form, the principal provisions of the minimum-wage laws, both State and Federal.

<sup>8</sup> Arizona, Arkansas, California, Colorado, Connecticut, Delaware, Florida, Idaho, Illinois, Indiana, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Minnesota, Montana, Nebraska, Nevada, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, Texas, Utah, Vermont, Washington, West Virginia, and Wisconsin.

<sup>9</sup> Supp. V to U. S. Code, 1934, title 40, sec. 276a.

## Principal Provisions of Minimum-Wage

## STATE LEGISLATION

State, and citation	Classes covered	Exceptions	Occupations or industries covered	Body empowered to administer law
Alaska..... (Acts of 1939, ch. 80.)	Women (over 18 years of age).	-----	Any person, firm, association, or corporation. (Provisions relat- ing to partime em- ployment do not in- clude domestic or caretaker service where no manual labor is required.)	Attorney general.
Arizona..... (Acts of 1937, 2d spec. sess., ch. 20.)	Women; mi- nors (either sex, under 21 years of age).	Women or minors (in- cluding learners or apprentices) with earning capacity im- paired by age, physi- cal or mental defi- ciency, or injury, may be granted special li- cense authorizing wage lower than established minimum for fixed period.	Any occupation (defined as any class of work in any industry, trade or busi- ness, or branch thereof, in which women or minors are gain- fully employed, but not domes- tic service in em- ployer's home or agricultural labor).	Industrial com- mission.
Arkansas..... (Dig. 1937, secs. 9094-9099.)	Women or mi- nor female workers.	-----	Manufacturing, mechanical, or mercantile es- tablishment, laundry, or ex- press or trans- portation com- pany. Does not apply to cotton factories, or to the gathering of fruits or farm products.	Industrial welfare commission.
California..... (Deering's La- bor Code, 1937, secs. 1171- 1203.)	Women; minors (either sex under 21 years of age, but commis- sion not au- thorized to fix mini- mum wages for males be- tween 18 and 21).	Women physically de- fective by age or other- wise may be granted special license, renew- able every 6 months, authorizing employ- ment at less than legal minimum wage. Ap- prentices or learners: Special wages set by commission during specified periods.	Any occupation, trade, or indus- try in which women and mi- nors are em- ployed.	Industrial welfare commission of 5 members (1 a woman) ap- pointed by Gov- ernor for 4 years.
Colorado..... (Stats. 1935, ch. 97, secs. 236- 256; Acts of 1937, ch. 189.)	Women; mi- nors (either sex, under 18 years of age).	Women physically de- fective or crippled by age or otherwise or less efficient than those of ordinary ability may be granted spe- cial license, stating wage; licensees must not exceed one-tenth of total employed in establishment.	Any occupation (construed to in- clude "any and every vocation, trade, pursuit, and industry").	Industrial com- mission of 3 members (not more than 1 each representing em- ployees and em- ployers), ap- pointed by Gov- ernor, with con- sent of senate, for 6 years.



Laws in Effect in January 1940

STATE LEGISLATION

Method of selecting occupations or industry to be considered by this body	Method of arriving at wage awards	Means provided for securing enforcement of award	Principles by which amount of award is determined
-----	Minimum wage fixed by law -----	Non compliance makes employer liable to fine or imprisonment.	Minimum wage fixed at \$18 per week, or 45 cents per hour for part-time employment.
At discretion of commission or on petition of 20 or more residents of State, engaged in a particular vocation.	Commission appoints wage board, composed of not more than 3 representatives each of employers and of employees in the occupation (to be selected as far as practicable from nominations by respective groups) and of 1 industrial commissioner designated as chairman. Board investigates and recommends minimum wage, which commission may accept or reject.	Non compliance with mandatory order is a misdemeanor punishable by fine or imprisonment or both for each offense. Employee may recover back wages, costs, and attorney's fees.	Wage must be fairly and reasonably commensurate with value of service or class of service rendered and sufficient to meet the minimum cost of living necessary for health.
If wages fixed by law are too low or too high, commission may select occupation at discretion.	Minimum wage fixed by law. If minimum fixed by law is too low or too high, commission after investigation and hearing may fix wage in occupation.	Failure to comply with act is punishable by fine for each day of non-compliance.	If wage is fixed by commission, wage must be adequate to supply necessary cost of proper living and to maintain health and welfare.
At discretion of commission or upon petition.	Commission may hold hearings and set minimum wage for occupation, trade, or industry, or may call a wage board which reports to commission its findings and recommendations.	Payment of less than fixed minimum wage is a misdemeanor, punishable by fine or imprisonment. Employee may recover back wages and costs.	Wage must be adequate to supply necessary cost of proper living, and to maintain health and welfare of workers.
At discretion of commission or at request of not less than 25 persons engaged in the occupation. Investigation conducted by examining books, papers, and witnesses, and by holding public hearings.	Commission may itself investigate and set minimum wage for an occupation, or may establish wage board composed of member of commission and not more than 3 representatives each of employers concerned, of female employees, and of public. Representatives of employers and employees to be elected by their respective groups; at least 1 member of every group to be a woman. Wage board investigates and reports to commission a minimum wage, which commission may accept or reject.	Refusal to comply with law is a misdemeanor, punishable by fine or imprisonment or both. Employee may recover back wages and costs.	Wage must be adequate to supply necessary cost of living and to maintain health and morals, and must be sufficient to provide a reasonable surplus for support during sickness or other emergency.

## Principal Provisions of Minimum-Wage

## STATE LEGISLATION—Continued

State, and citation	Classes covered	Exceptions	Occupations or industries covered	Body empowered to administer law
Connecticut..... (Supp. (1939) to Gen. Stat. 1930, ch. 131 a, p. 414. Originally enacted in 1933, amended in 1937 and reenacted in 1939.)	Men, women, and minors.	Any person (including learners or apprentices) with earning capacity impaired by age, physical or mental deficiency, or injury, may obtain special license authorizing wage lower than established minimum for fixed period.	Any sweatshop occupation (defined as industry, trade, business, or occupation paying unfair and oppressive wages, but not including domestic service in employer's home or labor on farm).	Commissioner of labor and factory inspection and director of minimum wage division which may be set up in department of labor.
District of Columbia. (40 U. S. Stat. L. 960.)	Women; minors (either sex, under 18 years of age).	Women (including learners or apprentices) with earning capacity impaired by age or otherwise may be granted special license authorizing wage lower than established minimum for fixed period.	Any occupation (defined as industry, trade, or branch thereof, but not including domestic service).	Minimum-wage board, appointed by D. C. Commissioners.
Illinois..... (Rev. Stat. 1935, ch. 48, secs. 238-256.)	Women; minors (females under 18, males under 21 years of age).	Women or minors (including learners or apprentices) with earning capacity impaired by age, physical or mental deficiency, or injury, may obtain special license authorizing wage lower than established minimum for fixed period.	Any industry, trade or business, branch thereof, or class of work therein, in which women or minors are gainfully employed (not including domestic service in employer's home or labor on farm).	Department of labor, having director and assistant director appointed by Governor with advice and consent of senate.
Kansas..... (Gen. Stat. 1935, secs. 44-639 to 44-650; 44-601a; 74-704 (revived in 1938).)	Women, learners, and apprentices, and minors (females under 18, males under 21 years of age).	-----	Any industry or occupation.	Commission of labor and industry composed of 3 members appointed by Governor with consent of the senate.
Kentucky..... (Acts of 1938, ch. 105.)	Women; minors (either sex under 21 years of age).	Women or minors (including learners or apprentices) with earning capacity impaired by age or physical deficiency or injury, may be granted a special license authorizing a wage lower than the established minimum for a fixed period.	Any industry, trade, or business, or branch thereof, or class of work therein, in which women or minors are gainfully employed (not including domestic service in the home of the employer or labor on a farm).	Commissioner of industrial relations.

Laws in Effect in January 1940—Continued

STATE LEGISLATION—Continued

Method of selecting occupations or industry to be considered by this body	Method of arriving at wage awards	Means provided for securing enforcement of award	Principles by which amount of award is determined
At discretion of commissioner or director, or at request of 50 or more residents of State.	Commissioner after conferring with director appoints wage board composed of not more than 3 representatives each of employers and employees concerned (to be selected as far as practicable from nominations by respective groups) and of public. After studying evidence and information in commissioner's possession, the board must within 60 days of its organization, submit report, including recommended minimum fair-wage standards for persons in occupation. Board may differentiate between male, female, and minor employees and recommend appropriate minimum fair-wage rates for each. The commissioner may accept or reject.	Noncompliance with mandatory order makes employer liable to fine or imprisonment or both. Each week in any day of which an employee is paid less than rate set by order constitutes separate offense as to each employee so paid. Employee may recover back wages, costs, and attorney's fees.	Wage must be fairly and reasonably commensurate with value of service or class of service rendered and sufficient to meet minimum cost of living necessary for health.
At discretion of board. Investigation conducted by examining papers, books, and witnesses, and by holding public hearings.	Board convenes conference composed of not more than 3 representatives each of employees and employers in the occupation and of public, and of 1 or more members of board. Conference investigates and recommends minimum wage which board may accept or reject.	Refusal to comply with law is a misdemeanor punishable by fine or imprisonment or both. Employee may recover back wages and attorney's fees.	Wage must be adequate to supply necessary cost of living and to maintain health and protect morals.
At discretion of department or at request of 50 or more residents of any county in which women or minors are employed.	Director appoints wage board composed of not more than 2 representatives each of employers and employees in the occupation (to be selected as far as practicable from nominations submitted by respective groups) and of 1 disinterested person representing public. The board investigates wage standards of women or minors in specified occupation, and recommends minimum wage, which may be accepted or rejected.	Violation of mandatory order is a misdemeanor punishable by fine or imprisonment or both. Each week in any day of which order is not complied with constitutes separate offense as to each employee concerned.	Wage must be fairly commensurate with value of service rendered, and sufficient to meet minimum cost of living necessary for health.
At discretion of commission.	If, after investigation, the commission is of the opinion that in any occupation the wages, hours, and conditions are prejudicial to the health or welfare of any substantial number of employees and are inadequate to supply the necessary cost of living and to maintain the worker in health, it may hold a hearing, after which it may render an order and require all employers in the occupation affected thereby to comply with it.	Noncompliance with order of commission is a misdemeanor punishable by a fine for each offense. Employee may recover wages, costs, and attorney's fees.	Wage must be reasonable and not detrimental to the health and welfare of the workers.
At his discretion or on the petition of 50 or more residents of the State, the commissioner may investigate the wages being paid to women or minors in any occupation to ascertain whether any substantial number of women or minors in said occupation are receiving oppressive and unreasonable wages.	Commissioner requests the Governor to appoint a wage board which shall be composed of 3 representatives each of employers and employees in the occupation (to be selected as far as practicable from nominations by the respective groups) and the public. A report including recommendations as to a minimum fair-wage standard for the women and minors in the occupation, the wage standards of which the wage board was appointed to investigate, must be made to the commissioner by the wage board within 60 days of its organization. This report may be accepted or rejected by the commissioner within 10 days after it has been submitted by the wage board.	The payment of wages less than those set by a mandatory minimum fair-wage order is a misdemeanor punishable by a fine or imprisonment or both. Each week in any day of which the order is not complied with constitutes a separate offense as to each employee. Employee may recover back wages, costs, and reasonable attorney's fees.	Wage must be fairly and reasonably commensurate with the value of service or class of service rendered and sufficient to meet the minimum cost of living necessary for health.

## Principal Provisions of Minimum-Wage

## STATE LEGISLATION—Continued

State, and citation	Classes covered	Exceptions	Occupations or industries covered	Body empowered to administer law
Louisiana----- (Acts of 1938, No. 362.)	Women; girls (under 18 years of age).	Women or girls (including apprentices in employment or occupations usually required to be learned by apprentices), physically defective or crippled by age or otherwise, may obtain special license authorizing wage lower than the legal minimum to be set by commissioner of labor and paid for fixed period.	Any industry or occupation, but not including labor on a farm or domestic service.	Division of minimum wage under the department of labor.
Maine----- (Acts of 1939, ch. 289.)	Women; minors (either sex, under 21 years of age).	Learners and apprentices may be paid less than rates determined for experienced women and minors.	The industry or business of packing fish and fish products in oil, mustard, or tomato sauce.	Commissioner of labor and industry and State factory inspector.
Massachusetts----- (Acts of 1934, ch. 308 (as amended 1935, ch. 267; 1936, ch. 430; 1937, ch. 401; 1939, ch. 275.)	Women; minors (either sex, under 21 years of age).	Women or minors (including learners or apprentices), with earning capacity impaired by age, physical or mental deficiency, or injury, may be granted special license authorizing wage lower than established minimum for fixed period.	Any occupation (defined as industry, trade, or business, or branch thereof, or class of work therein, in which women or minors are gainfully employed, but not including domestic service in employer's home or labor on farm).	The minimum wage commission consisting of associate commissioners of the department of labor and industries.
Minnesota----- (Mason's Stat. 1927, secs. 4210- 4232 (as amended 1937; ch. 79; 1939, ch. 186).)	Women; minors (either sex, under 21 years of age).	Women physically defective may obtain license fixing wage lower than established minimum. Licensees must not exceed $\frac{1}{4}$ of total employed in establishment.	Any occupation (defined as any business, industry, trade, or branch of a trade).	Industrial commission of 3 members, appointed by Governor with advice and consent of senate, for 6 years.
Nevada----- (Acts of 1937, ch. 207 (as amended 1939, ch. 78).)	Women-----	During probationary period not to exceed 3 consecutive months wage of not less than \$2 per day or \$12 per week may be paid.	All occupations, except governmental and domestic service.	Labor commissioner, designated by the Governor.

Laws in Effect in January 1940—Continued

STATE LEGISLATION—Continued

Method of selecting occupations or industry to be considered by this body	Method of arriving at wage awards	Means provided for securing enforcement of award	Principles by which amount of award is determined
At discretion of the commissioner. Investigation conducted by examining all books, pay rolls, or other records, and by holding public hearings.	Commissioner calls a conference composed of an equal number of representatives of employers and employees in the occupation or industry involved, and one or more persons representing the public. He presents information in his possession to conference which must, within 60 days of its organization, recommend a minimum wage which commissioner may accept or reject.	Payment of wages less than the minimum wage specified is a misdemeanor, punishable by a fine. Employee may recover back wages, together with costs and attorney's fees to be fixed by the court.	Wage and conditions of labor must be reasonable and not detrimental to health and morals; must be sufficient for the decent maintenance of women and girls.
At the discretion of commissioner or on petition of 50 or more residents of the State.	Commissioner appoints wage board composed of not more than 3 representatives each of employers and employees concerned (to be selected as far as possible from nominations by respective groups) and of the public. After public hearing wage board determines appropriate minimum fair-wage rates, and reports to commissioner who serves copy of report, findings, and determination on each employer. Thereupon the rates become effective.	Non compliance makes employer liable to fine or imprisonment or both. Each day in any week on which employee is paid less than rate applicable under report constitutes a separate offense. Employee may recover back wages, costs, and attorney's fees.	Wage must be fairly and reasonably commensurate with the value of service or class of service rendered and sufficient to meet minimum cost of living necessary for health.
At discretion of commissioner or on petition of 50 or more citizens of the Commonwealth.	The commission (associate commissioners of the department of labor and industries) appoints wage board, composed of not more than 3 representatives each of employers and employees in the occupation (to be selected as far as practicable from nominations by respective groups) and of public. Board investigates and recommends minimum wage, which commission may accept or reject.	Payment of wages less than those set by mandatory order is punishable by fine or imprisonment or both. Each week in any day of which order is not complied with constitutes separate offense as to each employee so paid. Employee may recover back wages, costs, and attorney's fees.	Wage must be fairly and reasonably commensurate with value of the service or class of service rendered and sufficient to meet minimum cost of living necessary for health.
At discretion of commission or at request of 100 persons engaged in the occupation. Investigation conducted by examining papers, books, and witnesses, and by holding public hearings.	Commission may itself investigate and determine a minimum wage for occupation in question, or may establish advisory board composed of not less than 3 nor more than 10 representatives each of employers and of employees in the occupation and 1 or more representatives of public (but no more representatives of public than in either one of the other groups). At least 1/3 of board must be women and public group must contain at least 1 woman. After examination of books and witnesses, board recommends minimum wage, which commission may accept or reject.	Refusal to comply with law is a misdemeanor, punishable by fine or imprisonment. Employee may recover back wages, costs, and attorney's fees.	Amount must be adequate to supply living wages for women and minors of ordinary ability and for learners and apprentices.
-----	Minimum wage fixed by law -----	Refusal to comply with law is a misdemeanor, punishable by fine or imprisonment or both.	Minimum wage fixed at \$3 a day or \$18 a week.



## Principal Provisions of Minimum-Wage

## STATE LEGISLATION—Continued

State, and citation	Classes covered	Exceptions	Occupations or industries covered	Body empowered to administer law
New Hampshire..... (Acts of 1933, ch. 87.)	Women; minors (either sex, under 21 years of age).	Women or minors (including learners or apprentices) with earning capacity impaired by age, physical or mental deficiency, or injury, may be granted special license authorizing wage lower than established minimum for fixed period.	Any occupation (defined as industry, trade, or business, or branch thereof, or class of work therein, but not including domestic service in employer's home or labor on farm).	Labor commissioner, appointed by Governor, with advice and consent of council, for 3 years.
New Jersey..... (Rev. Stat. 1937, secs. 34:11-34 to 34:11-56.)	Women; minors (either sex, under 21 years of age).	Women or minors (including learners or apprentices) with earning capacity impaired by age, physical or mental deficiency, or injury, may be granted special license authorizing wage lower than established minimum for fixed period.	Any occupation (defined as industry, trade, or business, or branch thereof, or class of work therein, but not including domestic service in employer's home, labor on farm, or employment in a hotel).	Commissioner of labor, with director of minimum wage division and such deputy directors as commissioner deems advisable.
New York..... (Supp. (1931-35) to Cahill's Consol. L., 1930, ch. 32, art. 19 (as amended 1937, ch. 276; 1939, chs. 244, 499).)	Women; minors (either sex, under 21 years of age).	Women or minors (including learners or apprentices) with earning capacity impaired by age, physical or mental deficiency, or injury, may be granted special license authorizing wage lower than established minimum for fixed period.	Any occupation (defined as industry, trade, or business, or class of work in which women or minors are gainfully employed, but not including domestic service in employer's home or labor on farm).	Division of minimum wage under department of labor.
North Dakota..... (Supp. (1913-25) to Comp. Laws 1913, secs. 396b 1-396b 16 (as amended 1935, ch. 162).)	Women; minors (either sex, under 18 years of age).	Females physically defective by age or otherwise (or apprentices or learners in occupation usually requiring such) may be granted special license authorizing wage lower than established minimum.	Any occupation (defined as business, industry, trade, or branch thereof, but not including agricultural or domestic service).	Commissioner of agriculture and labor.
Ohio..... (Acts of 1933, p. 502.)	Women; minors (either sex, under 21 years of age).	Women or minors (including learners or apprentices) with earning capacity impaired by age, physical or mental deficiency, or injury, may be granted special license authorizing wage lower than established minimum for fixed period.	Any occupation (defined as industry, trade, or business, or branch thereof, or class of work therein, in which women or minors are gainfully employed, but not including domestic service in employer's home or labor on farm).	Director of industrial relations, with superintendent of minimum wage division and such assistant superintendents as may be necessary.

Laws in Effect in January 1940—Continued

STATE LEGISLATION—Continued

Method of selecting occupations or industry to be considered by this body	Method of arriving at wage awards	Means provided for securing enforcement of award	Principles by which amount of award is determined
<p>At discretion of commissioner or on petition of 50 or more residents of State. Investigation conducted by examination of books and records and other relevant evidence.</p>	<p>Commissioner appoints wage board composed of not more than 3 representatives each of employers and employees in the occupation (to be selected as far as practicable from nominations by respective groups) and of public. Board investigates and recommends minimum wage which commissioner may accept or reject.</p>	<p>Noncompliance with mandatory order makes employer liable to fine or imprisonment or both. Each week in any day of which an employee is paid less than the rate set by order constitutes separate offense as to each employee so paid. Employee may recover back wages and costs.</p>	<p>Wage must be fairly and reasonably commensurate with value of service or class of service rendered and sufficient to meet minimum cost of living necessary for health.</p>
<p>At discretion of commissioner or on petition of 50 or more residents of State.</p>	<p>Commissioner appoints wage board composed of not more than 3 representatives each of employers and employees in the occupation (to be selected as far as practicable from nominations by respective groups) and of public. Board investigates and recommends minimum wage, which commissioner may accept or reject.</p>	<p>Payment of wages less than those set by mandatory order is a misdemeanor, punishable by fine or imprisonment or both. Each week in any day of which order is not obeyed is separate offense.</p>	<p>Wage must be fairly and reasonably commensurate with value of service or class of service rendered and sufficient to meet minimum cost of living necessary for health.</p>
<p>At discretion of commissioner of labor or on petition of 50 or more residents of State, engaged in or affected by occupation sought to be investigated.</p>	<p>Commissioner appoints wage board composed of not more than 3 representatives each of employers and employees in the occupation (to be selected as far as practicable from nominations by respective groups) and of public. Board investigates and recommends minimum wage, which commissioner may accept or reject.</p>	<p>Payment of wages less than those set by mandatory order is a misdemeanor, punishable by fine or imprisonment or both. Each failure to pay any employee in any week the rate applicable constitutes a separate offense.</p>	<p>Wage must be fairly and reasonably commensurate with value of service rendered, sufficient to provide adequate maintenance, and to protect health.</p>
<p>At discretion of commissioner. Investigation conducted by examining papers, books, and witnesses, and by holding public hearings.</p>	<p>Commissioner organizes conference composed of not more than 3 representatives each of employers and of employees in the occupation in question and of public, and 1 or more commissioners. Conference investigates and recommends minimum wage, which department of agriculture and labor may accept or reject.</p>	<p>Refusal to comply with order of commissioner is a misdemeanor, punishable by fine or imprisonment or both. Employee may recover back wages and fees.</p>	<p>Wage must be adequate to supply necessary cost of living and maintain woman workers in good health. Reasonable wages for minor workers.</p>
<p>At discretion of director or on petition of 50 or more residents of State.</p>	<p>Director appoints wage board composed of not more than 3 representatives each of employers and of employees in the occupation (to be selected as far as practicable from nominations by respective groups) and of public. Board investigates and recommends minimum wage, which director may accept or reject.</p>	<p>Payment of wages less than those set by mandatory order is a misdemeanor, punishable by fine or imprisonment or both. Each week in any day of which order is not complied with constitutes separate offense as to each employee so paid.</p>	<p>Wage must be fairly and reasonably commensurate with value of service or class of service rendered and sufficient to meet minimum cost of living necessary for health.</p>

## Principal Provisions of Minimum-Wage

## STATE LEGISLATION—Continued

State, and citation	Classes covered	Exceptions	Occupations or industries covered	Body empowered to administer law
Oklahoma..... (Supp. 1938 to Stat. 1931, secs. 10896a-10896y.) <sup>1</sup>	Women or minors (either sex, under 18 years of age).	Women physically defective or crippled by age or otherwise (or learners or apprentices in occupations usually requiring such) may be granted special license authorizing wage lower than established minimum for fixed period.	Any occupation except agriculture, horticulture, or dairy, or stock raising.	Industrial welfare commission, composed of Governor, commissioner of labor, and chairman of State industrial commission.
Oregon..... (Code 1930, secs. 49-301 to 49-320 (as amended 1931, ch. 394; 1933 (2d spec. sess.) ch. 88).)	Women; minors (either sex, under 18 years of age).	Women physically defective or crippled by age or otherwise may obtain special license authorizing wage lower than established minimum.	Any occupation (defined as any and every vocation, pursuit, trade, and industry).	State welfare commission of 3 members appointed by Governor for 4 years.
Pennsylvania..... (Acts of 1937, No. 248.)	Women; minors (either sex, under 21 years of age).	Women or minors (including learners or apprentices) with earning capacity impaired by age, physical or mental deficiency, or injury may obtain special license authorizing wage lower than established minimum for fixed period.	Any industry, trade, business, or class of work in which minors or women are gainfully employed (not including domestic service in home of employer or service in a religious community or labor on farm, or boys lawfully employed in sale or delivery of newspapers and magazines).	Department of labor and industry.
Puerto Rico..... (Acts of 1919, No. 45; Acts of 1931, No. 15.)	Women and girls.	First 3 weeks of apprenticeship.	Any occupation except agriculture or agricultural industries.	Commissioner of labor.
Rhode Island..... (Gen. L. 1938, ch. 289.)	Women; minors (either sex, under 21 years of age).	Women or minors (including learners or apprentices) with earning capacity impaired by age, physical, or mental deficiency, or injury, may be granted special license authorizing wage lower than established minimum for fixed period.	Any occupation (defined as industry, trade, or business, or branch thereof, or class of work in which women or minors are gainfully employed, but not including domestic service in employer's home or labor on farm).	Director of labor.

<sup>1</sup> This law was held unconstitutional as applied to men in the case of *Associated Industries of Oklahoma v. Industrial Welfare Commission*, 90 Pac. (2d) 899.

Laws in Effect in January 1940—Continued

STATE LEGISLATION—Continued

Method of selecting occupations or industry to be considered by this body	Method of arriving at wage awards	Means provided for securing enforcement of award	Principles by which amount of award is determined
Commission empowered to investigate various occupations, trades, and industries.	Commission organizes conference composed of equal number or representatives of employers and employees in the occupation, 1 or more representatives of public (but no more representatives of public than in either one of the other groups), and a member of commission. Conference recommends minimum wage, which commission may accept or reject. In case of minors, commission may at its discretion set minimum wage.	Refusal to comply with the order is a misdemeanor punishable by fine. Employee may recover back wages, costs, and attorney's fees.	Wage must be adequate to supply necessary cost of proper living, and to maintain health and morals of workers.
At discretion of commission. Investigation conducted by examining papers, books, and witnesses, and by holding public hearings. At discretion of department or at request of 50 or more residents of the Commonwealth.	Commission organizes conference composed of not more than 3 representatives each of employers and of employees in the occupation and of public, and 1 or more commissioners. Conference investigates and recommends minimum wage, which commission may accept or reject. Secretary of labor and industry appoints wage board composed of not more than 3 representatives each of employers and of employees concerned (to be selected as far as practicable from nominations by respective groups) and of public. After studying evidence and information in secretary's possession, board must, within 60 days of its organization, submit report, including recommended minimum fair-wage standards for women and minors in occupation. The department may accept or reject this report.	Refusal to comply with law is a misdemeanor punishable by fine or imprisonment or both. Employee may recover back wages and attorney's fees. Noncompliance with mandatory order makes employer liable to fine or imprisonment or both. Each week, in any day of which an employee is paid less than rate set by order, constitutes separate offense as to each employee so paid. Employee may recover back wages, costs, and attorney's fees.	Wage must be adequate to supply necessary cost of living and to maintain workers in health. Wages of minors must be reasonable. Wage must be fairly and reasonably commensurate with value of service or class of service rendered.
----- At discretion of director, or on petition of 50 or more residents of the State.	Minimum wage fixed by law----- Director appoints wage board composed of not more than 3 representatives each of employers and of employees in the occupation (to be selected as far as practicable from nominations by respective groups) and of public. Board investigates and recommends minimum wage, which commissioner may accept or reject.	Refusal to comply with law is a misdemeanor punishable by a fine. Noncompliance with mandatory order is a misdemeanor, punishable by fine or imprisonment or both. Each week, in any day of which order is not complied with, constitutes separate offense as to each employee so paid.	Wage must be fairly and reasonably commensurate with value of service or class of service rendered and not greater than industry can afford to pay.

## Principal Provisions of Minimum-Wage

## STATE LEGISLATION—Continued

State, and citation	Classes covered	Exceptions	Occupations or industries covered	Body empowered to administer law
South Dakota----- (Code, 1939, secs. 17.0607, 17.0608, 17.9901.)	Women and girls over 14 years of age.	Women mentally or physically deficient, and learners or apprentices, may obtain a permit fixing a wage lower than established minimum.	Any factory, workshop, mechanical or mercantile establishment, laundry, hotel, restaurant, or packing house.	Secretary of agriculture.
Utah----- (Supp. (1939) to Rev. Stats. 1933, secs. 42-2A-1 to 42-2A-17.)	Women; minors (either sex, under 21 years of age, but commission not authorized to fix minimum wages and maximum hours for males between 18 and 21).	Women physically defective by age or otherwise may be granted special license. License must be renewed every 6 months. Apprentices or learners: Special wages set by commission during specified period of apprenticeship.	Occupations, trades, and industries in which women or minors are employed.	Industrial commission of 3 members, appointed by Governor for 6 years.
Washington----- (Remington's Rev. Stats. 1931, secs 7623-7641; 10840.)	Women; minors (either sex, under 18 years of age.)	Women physically defective or crippled by age or otherwise (or apprentices in occupations usually requiring such) may secure license authorizing wage lower than legal minimum.	Occupations, trades, and industries.	Industrial welfare committee composed of director of labor and industries, appointed by Governor with consent of senate and holding office at his pleasure; supervisor of industrial insurance and supervisor of industrial relations, appointed by director of labor and industries; and supervisor of women in industry, appointed by supervisor of industrial relations with approval of director of labor and industries.
Wisconsin----- (Stat. 1937, secs. 104.01-104.12; 101.28.)	Women; minors.	Women or minors unable to earn minimum may obtain license fixing lower wage commensurate with their ability.	Every person in receipt of, or entitled to, any compensation for labor performed for any employer.	Industrial commission, whose members are appointed by Governor, with advice and consent of senate, for 6 years.



Laws in Effect in January 1940—Continued

STATE LEGISLATION—Continued

Method of selecting occupations or industry to be considered by this body	Method of arriving at wage awards	Means provided for securing enforcement of award	Principles by which amount of award is determined
-----	Minimum wage fixed by law-----	Refusal to comply with law a misdemeanor and punishable by fine or imprisonment, or both. Employee may recover back wages and costs.	
At discretion of commission. Investigation conducted by examining papers, books, and witnesses, and by holding public hearings.	Commission calls wage board composed of equal number of representatives of employers and employees in the trade, with a representative of commission as chairman. Board investigates and reports to commission, which fixes minimum wage after public hearing.	Payment of less than fixed minimum wage or refusal to comply with provisions of law is a misdemeanor. Employee may recover back wages and costs.	Wage must be adequate to supply to women and minors the cost of proper living, and to maintain the health and welfare of such workers.
At discretion of committee. Investigation conducted by examining papers, books, and witnesses, and by holding public hearings.	Committee organizes conference composed of equal number of representatives of employers and employees in occupation in question, 1 or more representatives of public (but no more representatives of public than in either one of the other groups), and a member of committee. Conference recommends minimum wage, which committee may accept or reject.	Payment of wages less than standard minimum or refusal to comply with law is a misdemeanor punishable by fine. Employee may recover back wages, costs, and attorney's fees.	Amount must be a reasonable wage, not detrimental to health and morals and sufficient for decent maintenance of women.
At discretion of commission or on verified complaint filed by any person.	Commission organizes advisory wage board, selected fairly to represent employers, employees, and public. Living wage, determined by commission and advisory board, shall be the living wage for women and minors within the same class as established by the commission.	Payment of a wage lower than a living wage is deemed violation of law, and may be punished by a fine.	Amount must be a "living wage," i. e., sufficient to maintain employee under conditions consistent with his or her welfare.

## Principal Provisions of Minimum-Wage

## FEDERAL LEGISLATION

State, and citation	Classes covered	Exceptions	Occupations or industries covered	Body empowered to administer law
United States.----- (Supp. V to U. S. Code 1934, title 41, secs. 35-48. (Walsh-Healey Act.))	All employees of contractors manufacturing or furnishing materials, supplies, articles, or equipment in any amount exceeding \$10,000 for the United States or its instrumentalities.	The Secretary of Labor may make exceptions in specific cases or otherwise when justice or public interest will be served. Act does not apply to materials usually bought on open market, or to perishables, including dairy, livestock, and nursery products or to agricultural or farm products, processed for first sale by original producers; or to contracts made by Secretary of Agriculture for purchase of agricultural products. It also does not apply to carriage of freight or personnel by vessel, airplane, bus, truck, express or railway line where published tariff rates are in effect or to common carriers subject to the Communications Act of 1934.	Any contractor having a contract with the United States or its instrumentalities for manufacture or furnishing of material, supplies, articles, or equipment in amount in excess of \$10,000.	Administrator of Public Contracts, U. S. Department of Labor.
(Supp. V to U. S. Code 1934, Title 29, secs. 201-219. (Fair Labor Standards Act of 1938.))	Men, women, and minors 14 years of age and over engaged in interstate commerce or the production of goods for commerce.	Employees engaged in a bona fide executive, administrative, professional, or local retailing capacity, or in capacity of outside salesman, or engaged in any retail or service establishment the greater part of whose selling or servicing is in intrastate commerce; seamen; employees of transport aviation companies; persons engaged in fishing industry or agriculture; employees of certain newspapers; streetcar and local bus-line employees; persons engaged in canning or otherwise handling agricultural, horticultural, or dairy products in area of production; certain switchboard operators.	All occupations or industries in which persons engaged in interstate commerce or the production of goods for commerce are employed.	Administrator of Wage and Hour Division in U. S. Department of Labor.

Laws in Effect in January 1940—Continued

FEDERAL LEGISLATION

Method of selecting occupations or industry to be considered by this body	Method of arriving at wage awards	Means provided for securing enforcement of award	Principles by which amount of award is determined
<p>At the discretion of the Administrator, who considers, among other things, the availability of wage data and the amount of Government business.</p>	<p>The Secretary of Labor determines the prevailing minimum wages for an industry or group of industries. Determinations are preceded by a wage survey and public hearing before the Public Contracts Board. After hearing, and upon all matters of record, the Board makes findings and recommends a prevailing minimum wage. The determination of the Secretary is based upon the wage data, the public record, and the findings and recommendations of the Board. Minimum wages as determined do not apply retroactively to bids invited or contracts awarded prior to the effective date.</p>	<p>Contractor failing to pay established minimum is liable to the United States in a sum equal to such underpayment of wages. This sum may be withheld from amounts due the contractor or recovered in suits brought by the Attorney General, and by formal and informal proceedings instituted by the Department of Labor. Such sums withheld or recovered are deposited in a special deposit account and paid to employees affected. In addition, contract may be canceled, and, unless Secretary of Labor recommends otherwise, no contracts may be awarded to the contractor for 3 years.</p>	<p>Prevailing minimum wages for persons employed on similar work or the particular or similar industries operating in locality in which materials are to be manufactured or furnished.</p>
<p>Occupations fixed by statute, but industry committees may be appointed at discretion of Administrator for particular industries.</p>	<p>Present minimum wage fixed by law as follows: Until Oct. 24, 1945, 30 cents an hour; thereafter 40 cents an hour or at a rate (not less than 30 cents an hour) prescribed by a wage order of the Administrator. In addition, Administrator is required to establish an industry committee for each industry engaged in interstate commerce or production of goods for commerce. Each committee must include a number of disinterested persons representing public, and a like number of employers and employees. Committee is required to investigate and recommend a wage, not in excess of 40 cents an hour, which Administrator may accept or reject. Administrator may prescribe lower minima for learners, apprentices, and messengers, and for persons whose earning capacity is impaired by age or physical or mental deficiency.</p>	<p>Violation of act is punishable by a fine of not more than \$10,000 for first offense; and by a fine or imprisonment, for not more than 6 months, or both, for subsequent offenses. Violations of act may also be enjoined. Employees may sue employers failing to pay required wage for double the amount due.</p>	<p>Highest minimum wage rate which will not substantially curtail employment or give a competitive advantage to any group.</p>

# *Industrial Hygiene and Safety*

---

## HEALTH AND SAFETY RECOMMENDATIONS OF NEW SOUTH WALES COAL COMMISSION

IMPROVED standards were recommended in the recent report of the Royal Commission appointed to inquire into the safety and health of workers in coal mines in New South Wales, Australia.<sup>1</sup> Changes in the tenure of the mine-union officials and a reduction in absenteeism were suggested. Recognizing that immediate installation of all the necessary new devices to protect employees would prove exceedingly costly to mine owners, the commission also specified the rate at which the changes might be made, in terms of cost per ton of output and of number of months to be allowed for improving the equipment.

The commission regrets that the Miners' Federation cannot see its way to lengthen the term of office of its officials. Elections are held annually and the commission is of the opinion that if the officers served for a longer period it would be possible to work out a greater degree of cooperation with the management. "Constantly recurring elections have a disturbing effect, prevent the carrying out of a settled policy, and tend to leave the whole industry in a state of nervous irritation," it is stated. This system is regarded by the commission as responsible for a number of mine stoppages which are beneficial neither to employers nor to workers. Absenteeism is linked to the same cause.

Men absent from work represented 25 percent of the employees in 1 week in January 1938. For the year as a whole the percentage was 15.4. Although the figures cover absences for all causes, including illness and injuries, the commission concludes that there is abuse. For example, before holidays, such as Christmas and Easter, absenteeism decreases to 8 or 10 percent but rises steeply immediately afterwards. As an alternative to the adoption of suitable disciplinary sanctions by the miners' organization, the commission believes that a tribunal is necessary to provide for the right to "hire and fire" subject to proper safeguards.

---

<sup>1</sup> New South Wales. Legislative Assembly. Report of the Royal Commission Appointed to Inquire Into and Report Upon the Safety and Health of Workers in Coal Mines, Together with Appendixes and Schedules. Sydney, 1939.

Disputes in the coal industry have recently been reviewed by the State arbitration court, the Federal Arbitration Court, and a Royal Commission, involving expense and an element of disturbance that is inimical to success in any industry. Therefore, the commission questions whether it might not be more advantageous for all parties concerned if the coal industry throughout Australia were brought under the control of the Federal Arbitration Court.

Substitution of safety lamps for naked lights, where the latter are still in use, should be completed within 1 year. This period would be sufficient, the report states, to install the lamps, charging equipment, housing, and other requisites. The estimated cost is placed at 1.26d. per ton of output for the year.

Reduction of gross dust concentrations should be effected within 6 months where the facilities are available. Where extra ventilation equipment is needed, an extension of time up to at least 18 months should be granted by the chief inspector of mines. The maximum expenditure is fixed at 1.8d. per ton of output on this work in continuous operations.

Certain roads will require complete retreatment to fulfill the requirements governing incombustible dust in road dust. The time limit for this work is placed at 12 months and the cost at 1.2d. per ton of output.

The total cost for all of the foregoing work should not exceed 4d. per ton of output, excluding the cost of maintaining the safety lamps and reducing the dust hazards. All of the necessary work should be carried on concurrently and continuously.

No operator should be required to install transportation equipment if the maximum expenditure is being made for lamps and dust control. When transport installations are made, the maximum expenditure is not to exceed 3d. per ton of output.

Provision is also made for allocating surplus funds to any one of the necessary installations, if the mine meets the standards established with respect to another.



## *Cost and Standards of Living*

---

### CHANGES IN COST OF LIVING IN THE UNITED STATES, DECEMBER 15, 1939, AND YEAR 1939

LIVING costs for families of wage earners and lower-salaried workers in the 32 large cities of the United States surveyed by the Bureau of Labor Statistics fell by six-tenths of 1 percent between September 15 and December 15, 1939.

Although clothing, fuel and light, and housefurnishing goods were higher in cost on December 15 than on September 15, lowered food costs at the end of the quarter more than offset the increase in the cost of other groups of items. Rents remained at approximately the same level as at the beginning of the quarter.

The Bureau of Labor Statistics' index of the cost of all goods purchased by wage earners and lower-salaried workers in 32 cities, based on costs in 1923-25 as 100, was 82.2 on December 15, as compared with 82.7 on September 15. Living costs in these cities averaged 0.7 percent less than in December 1938.

Costs declined in 29 of the 32 cities. These declines were small, exceeding 1.5 percent in only one city, Washington, D. C., where a net drop of 1.6 percent was reported. In 3 cities slight increases occurred; the largest (0.5 percent) was reported in Minneapolis.

Food costs were 2.8 percent lower, on the average, on December 15 than on September 15, due in large part to declines in the price of meats and of sugar. At the end of the quarter, food costs were lower in 31 and higher in only 1 of the 32 cities for which indexes of total living costs are available. Of the 31 cities reporting net declines, 4 showed costs at the end of the quarter lower by 5 percent or more. Washington, D. C., reported the greatest relative drop, 5.5 percent, while Seattle and Boston reported a decline of 5.1 percent and Kansas City 5.0 percent. Minneapolis showed a rise of 0.6 percent.

Clothing costs rose in each of the cities surveyed, resulting in an average advance of 0.9 percent for the 32 cities combined. The largest increases, 1.6 percent in Detroit and 1.5 percent in Philadelphia, were mainly due to the higher cost of shoes, silk hose, and cotton items.

Rents remained at approximately the same level. Small declines, none more than 0.5 percent, were reported for 19 cities. Of the 13 cities reporting increased rental costs, only one (Mobile) showed a rise of as much as 1 percent (1.3 percent).

Fuel and light costs rose, as is usual during the fall quarter. The average rise was 1.3 percent, resulting from increases in 25 cities, declines in 5. No change was reported in 2 cities. Of the cities reporting increased fuel and light costs, only 2 reported advances of as much as 3.0 percent. These 2, Portland, Maine, and Boston, both in the New England area, showed increased costs amounting to 3.9 and 3.8 percent, respectively. In Portland, the rise was due to increased prices of fuel oil and coke; in Boston, to higher cost of fuel oil and of gas. Of the 5 cities reporting declines, only 2 showed a drop of as much as 1 percent (Birmingham and Baltimore, 1.3 and 1.0 percent, respectively), each due to cuts in electricity rates.

Housefurnishing goods increased in cost in all but 1 of the 32 cities. The net rise was 1.4 percent. Only Washington, D. C., reported an advance of more than 3 percent (3.2 percent). Every city reported higher prices for textile furnishings and furniture. In Birmingham, where a negligible decline occurred, lowered prices for electrical goods offset the rise in other items.

Miscellaneous goods and services changed only slightly in cost, resulting in a net decline for the 32 cities combined of 0.3 percent. Twenty-eight cities reported declines, and 4 showed increases.

Percentage changes in the cost of goods purchased by wage earners and lower-salaried workers from September 15, 1939, to December 15, 1939, are shown in table 1 for 32 large cities of the United States, by groups of items.



TABLE 1.—Percentage Change From September 15, 1939, to December 15, 1939, in Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers

City	All items	Food	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
Average: 32 large cities.....	-0.6	1-2.8	+0.9	( <sup>2</sup> )	+1.3	+1.4	-0.3
<b>New England:</b>							
Boston.....	-1.2	-5.1	+1.4	( <sup>2</sup> )	+3.8	+1.9	-1.1
Portland, Maine.....	-1.0	-4.4	+7	-0.1	+3.9	+1.3	( <sup>2</sup> )
<b>Middle Atlantic:</b>							
Buffalo.....	-8	-4.8	+9	-1	+2.7	+2.3	+3
New York.....	-7	-2.8	+9	-1	+7	+1.0	+1
Philadelphia.....	-5	-2.6	+1.5	( <sup>2</sup> )	+4	+2.8	-2
Pittsburgh.....	-7	-3.1	+9	( <sup>2</sup> )	+2	+9	( <sup>2</sup> )
Seranton.....	-8	-3.1	+4	-1	+3	+2.4	+2
<b>East North Central:</b>							
Chicago.....	+1	-1	+6	+1	+2.3	+1	-3
Cincinnati.....	-6	-2.3	+5	-3	+1.3	+1.7	-2
Cleveland.....	( <sup>2</sup> )	-1.0	+1.0	( <sup>2</sup> )	+7	+2.2	-2
Detroit.....	( <sup>2</sup> )	-1.5	+1.6	( <sup>2</sup> )	+1.4	+1.5	-1
Indianapolis.....	-4	-2.8	+9	+6	+2.0	+2.0	-2
<b>West North Central:</b>							
Kansas City.....	-1.5	-5.0	+9	-3	( <sup>2</sup> )	+1.5	-4
Minneapolis.....	+5	+6	+1.4	+1	+7	+2.4	-2
St. Louis.....	-1.1	-3.3	+1.0	-2	+9	+2	-8
<b>South Atlantic:</b>							
Atlanta.....	-1.0	-3.9	+6	( <sup>2</sup> )	+2.6	+5	-6
Baltimore.....	-1.2	-3.8	+1.0	-1	-1.0	+1.4	-3
Jacksonville.....	-5	-3.0	+7	+6	+9	+2.8	-3
Norfolk.....	-5	-3.3	+1.1	( <sup>2</sup> )	+3	+1.1	-2
Richmond.....	-1.2	-4.6	+8	( <sup>2</sup> )	+3	+1.3	-1
Savannah.....	-6	-4.2	+1.0	+2	+6	+1.2	+6
Washington, D. C.....	-1.6	-5.5	+8	-1	+1.7	+3.2	-2
<b>East South Central:</b>							
Birmingham.....	-9	-3.3	+1.2	-1	-1.3	( <sup>2</sup> )	-2
Memphis.....	-1.3	-4.9	+7	( <sup>2</sup> )	-4	+9	-4
Mobile.....	-1.1	-4.2	+9	+1.3	-1	+1.1	-5
<b>West South Central:</b>							
Houston.....	-4	-2.2	+1.4	-4	+1	+2.0	-1
New Orleans.....	-1.3	-3.4	+1.1	+4	+1.2	+7	-1.6
Mountain: Denver.....	-2	-1.2	+9	+1	+1	+1.6	-1
<b>Pacific:</b>							
Los Angeles.....	-5	-2.0	+1.1	-5	( <sup>2</sup> )	+1.3	-3
Portland, Oreg.....	-9	-3.4	+7	-4	( <sup>2</sup> )	+1.8	-3
San Francisco.....	-6	-2.5	+6	+2	+1	+1.3	-1
Seattle.....	-1.1	-5.1	+9	( <sup>2</sup> )	+6	+1.7	-2

<sup>1</sup> Includes 51 cities.  
<sup>2</sup> Decrease of less than 0.05 percent.  
<sup>3</sup> Increase of less than 0.05 percent.  
<sup>4</sup> No change.

Percentage changes in the cost of goods purchased by wage earners and lower-salaried workers from a peak point in June 1920, from December 1929, from the low point June 1933, and from December 15, 1938, to December 15, 1939, in 32 cities, are presented in table 2.

TABLE 2.—Percentage Change in Cost of All Goods Purchased by Wage Earners and Lower-Salaried Workers for Specified Periods

City	Percentage change from—			
	June 1920 to Dec. 15, 1939	December 1929 to Dec. 15, 1939	June 1933 to Dec. 15, 1939	Dec. 15, 1938, to Dec. 15, 1939
Average: 32 large cities.....	-32.2	-17.5	+10.3	-0.7
<b>New England:</b>				
Boston.....	-33.0	-19.5	+6.6	-.8
Portland, Maine.....	-33.0	-16.2	+7.1	+2
<b>Middle Atlantic:</b>				
Buffalo.....	-31.0	-17.8	+9.1	-1.3
New York.....	-28.6	-16.8	+8.1	-.4
Philadelphia.....	-31.4	-18.4	+8.8	-.5
Pittsburgh.....	-32.7	-19.1	+10.7	-1.6
Scranton.....	-33.5	-20.4	+6.7	-.5
<b>East North Central:</b>				
Chicago.....	-32.7	-21.0	+11.4	-.7
Cincinnati.....	-32.3	-18.6	+8.6	-.9
Cleveland.....	-28.8	-12.3	+14.2	(1)
Detroit.....	-37.9	-18.7	+19.9	-1.4
Indianapolis.....	-36.4	-17.6	+11.1	-.4
<b>West North Central:</b>				
Kansas City.....	-37.7	-15.6	+7.9	-.6
Minneapolis.....	-31.0	-14.6	+13.2	+3
St. Louis.....	-33.6	-18.5	+10.2	-.1
<b>South Atlantic:</b>				
Atlanta.....	-39.6	-18.9	+10.8	-1.6
Baltimore.....	-29.4	-15.2	+9.7	-1.1
Jacksonville.....	-35.9	-17.1	+11.8	+6
Norfolk.....	-35.4	-16.0	+11.3	(2)
Richmond.....	-34.5	-16.4	+9.0	-.9
Savannah.....	-37.5	-18.1	+8.5	+2
Washington, D. C.....	-29.8	-13.0	+10.2	-.8
<b>East South Central:</b>				
Birmingham.....	-40.1	-21.0	+13.0	-1.1
Memphis.....	-34.8	-16.6	+10.2	-.5
Mobile.....	-35.6	-19.2	+9.7	-.2
<b>West South Central:</b>				
Houston.....	-33.2	-16.3	+15.2	+3
New Orleans.....	-28.7	-15.4	+11.0	(3)
<b>Mountain: Denver</b> .....	-34.4	-15.0	+10.3	-.8
<b>Pacific:</b>				
Los Angeles.....	-30.0	-17.4	+11.3	-1.5
Portland, Oreg.....	-35.1	-13.6	+13.9	-.7
San Francisco.....	-25.9	-12.6	+11.6	-.7
Seattle.....	-30.9	-12.8	+11.2	-.1

<sup>1</sup> Decrease of less than 0.05 percent.

<sup>2</sup> Increase of less than 0.05 percent.

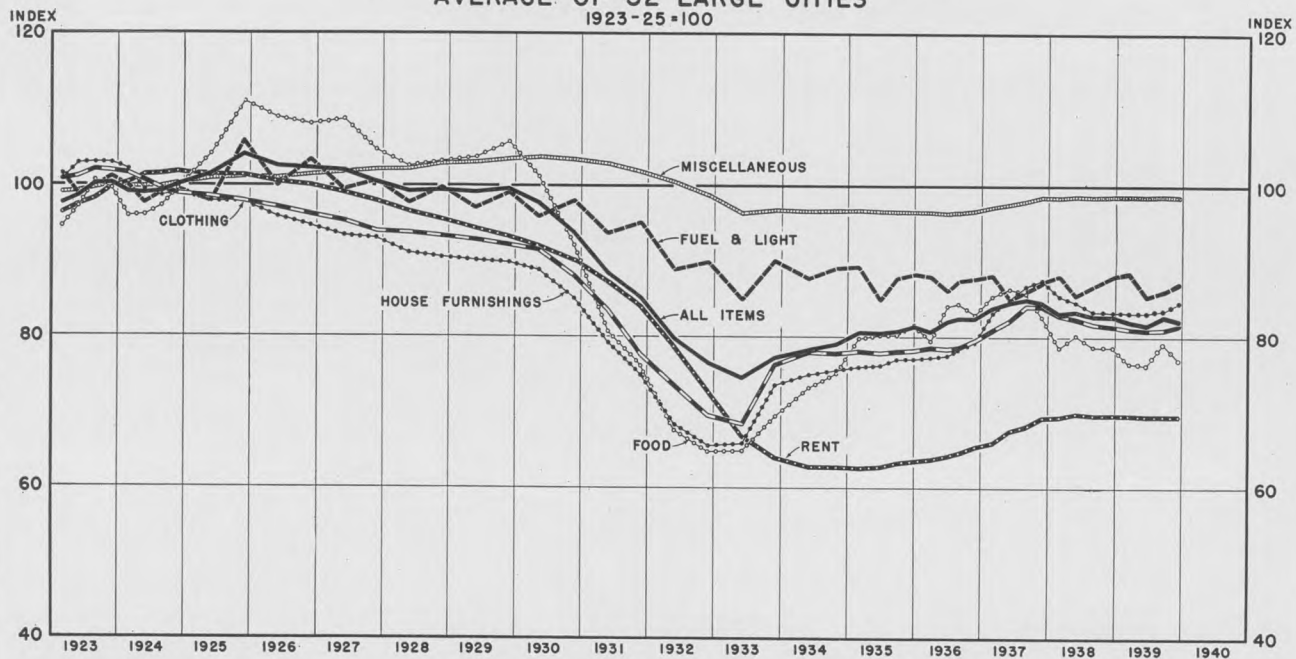
### Indexes on 1923-25 Base

Indexes of the average cost of all goods purchased by families of wage earners and lower-salaried workers are constructed for each of the 32 cities surveyed and for these cities combined, using an average of the years 1923-25 as the base.<sup>1</sup> These indexes, from 1913 through December 15, 1939, for the 32 cities combined, are shown in table 3. The accompanying chart presents these data in graphic form from March 1923 through December 15, 1939.

<sup>1</sup> Indexes of food costs based on costs in 1923-25 as 100 are computed monthly for 51 cities (including the 32 cities in this report). Percentage changes from month to month are calculated for 4 additional cities. These data will be sent upon request.



# COST OF GOODS PURCHASED BY WAGE EARNERS AND LOWER-SALARIED WORKERS AVERAGE OF 32 LARGE CITIES 1923-25=100



UNITED STATES BUREAU OF LABOR STATISTICS

TABLE 3.—Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers in 32 Large Cities Combined, 1913 Through December 15, 1939

[Average 1923-25=100]

Date	All items	Food <sup>1</sup>	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
1913—Average	57.4	63.1	55.7	61.4	53.9	47.7	50.1
1914—December	58.9	66.3	56.3	61.4	54.5	49.6	51.6
1915—December	60.1	66.3	58.3	62.3	54.5	52.8	53.9
1916—December	66.9	79.5	66.9	62.8	58.5	61.0	56.8
1917—December	79.4	99.1	83.1	61.5	66.9	71.8	70.4
1918—December	95.8	118.2	118.9	64.7	78.7	97.8	81.9
1919—June	98.2	117.3	128.8	67.3	77.8	104.0	84.3
December	109.8	126.4	159.5	73.1	82.6	123.0	92.9
1920—June	121.2	146.1	168.6	79.4	91.3	137.0	99.2
December	112.2	115.7	151.0	87.5	103.7	132.8	103.2
1921—May	102.8	95.8	129.8	92.7	98.4	114.3	103.2
September	101.7	102.1	112.2	93.3	98.2	103.2	102.5
December	100.3	99.7	107.2	94.8	99.1	100.4	102.0
1922—March	96.8	93.5	102.4	94.6	96.3	95.0	100.4
June	97.0	95.6	100.4	95.0	95.9	93.2	99.5
September	96.4	93.3	99.3	95.2	100.9	93.4	99.2
December	97.7	96.7	99.4	95.8	102.2	96.3	98.9
1923—March	97.6	94.6	100.8	96.3	101.5	100.7	99.0
June	98.7	97.7	101.1	97.3	98.7	102.8	99.1
September	99.9	100.0	101.9	98.2	99.8	102.9	99.6
December	100.2	99.5	101.8	99.7	101.1	102.9	100.0
1924—March	99.0	95.9	101.5	100.2	99.9	102.1	99.7
June	98.9	95.9	100.6	101.3	97.6	99.4	99.8
September	99.2	97.3	99.5	101.4	98.9	98.6	99.8
December	100.0	99.5	98.9	101.7	99.5	99.1	100.2
1925—June	101.4	104.2	98.5	101.4	97.9	97.9	100.8
December	104.0	111.1	97.9	101.3	105.8	97.8	101.1
1926—June	102.5	108.9	97.1	100.4	100.0	95.8	101.0
December	102.3	108.1	96.2	100.0	103.4	94.7	101.4
1927—June	101.9	108.7	95.3	99.0	99.4	93.4	101.7
December	100.4	104.7	94.0	97.9	100.6	93.0	102.1
1928—June	99.2	102.5	93.8	96.5	97.7	91.1	102.1
December	99.4	103.2	93.3	95.5	99.7	90.5	102.8
1929—June	99.1	103.7	92.8	94.3	97.0	90.2	103.0
December	99.6	105.7	92.2	93.3	99.1	89.9	103.4
1930—June	97.7	101.2	91.5	92.0	95.9	88.8	103.7
December	93.8	92.1	88.1	90.1	98.1	85.1	103.4
1931—June	88.3	80.6	83.4	87.3	93.7	79.3	102.8
December	85.1	76.2	77.6	83.9	95.3	74.9	101.8
1932—June	79.7	67.6	73.5	78.5	88.8	68.4	100.4
December	76.6	64.7	69.5	72.7	89.8	65.6	98.8
1933—June	74.5	64.9	68.4	66.8	84.9	65.8	96.4
December	77.2	69.6	76.2	63.9	90.0	73.5	96.8
1934—June	78.4	73.4	77.9	62.7	87.7	75.0	96.6
November 15	79.1	75.3	77.8	62.7	89.0	75.5	96.7
1935—March 15	80.6	79.8	78.0	62.6	89.3	76.0	96.8
July 15	80.4	80.2	77.8	62.7	84.9	76.2	96.7
October 15	80.7	80.2	78.0	63.3	87.7	77.0	96.6
1936—January 15	81.3	81.6	78.3	63.5	88.3	77.0	96.6
April 15	80.6	79.4	78.6	63.7	88.0	77.3	96.5
July 15	82.0	84.0	78.4	64.2	86.1	77.5	96.4
September 15	82.4	84.3	78.6	64.6	87.4	78.2	96.5
December 15	82.4	82.9	79.6	65.4	87.8	79.2	96.8
1937—March 15	83.8	85.4	80.9	65.9	88.1	83.1	97.3
June 15	84.5	86.3	82.1	67.5	84.9	85.1	97.7
September 15	85.0	85.8	84.0	68.1	86.0	86.7	98.1
December 15	84.5	82.6	84.0	69.3	87.3	87.5	98.6
1938—March 15	83.0	78.6	82.8	69.4	88.0	85.4	98.5
June 15	83.3	80.2	82.3	69.7	85.5	84.6	98.7
September 15	82.7	78.7	81.7	69.6	86.8	83.4	98.6
December 15	82.7	78.6	81.5	69.6	88.0	83.3	98.6
1939—March 15	82.0	76.4	81.1	69.6	88.4	83.2	98.5
June 15	81.7	76.3	80.9	69.5	85.4	83.2	98.5
September 15	82.7	79.0	81.0	69.5	86.1	83.5	98.7
December 15	82.2	76.9	81.7	69.5	87.2	84.6	98.4

<sup>1</sup> Covers 51 cities since June 1920.

The indexes of the cost of goods purchased by wage earners and lower-salaried workers prepared by the Bureau of Labor Statistics show relative costs as of particular dates. For various purposes, however, it is often necessary to have estimates of annual average indexes. These estimates are, therefore, presented in table 4, for 32 cities combined, from 1913 through 1939. The annual average indexes have been computed as follows: The annual average food index is an average of the indexes (monthly, most years) falling within each year; the annual average indexes for clothing, rent, fuel and light, housefurnishing goods, and miscellaneous items are indexes of the weighted average of the aggregates for each pricing period affecting the year, the weights representing the relative importance of each pricing period. When these goods were priced only twice a year, in June and again in December, it is evident that prices in December of the previous year were more indicative of prices in the next month, January, even though it fell in a new year, than were the prices of the succeeding June. Therefore, costs in December of the preceding year and in June and December of the given year are all considered in arriving at an average cost for the year. The relative importance of each of these costs is expressed for December of the previous year by 2½, for June of the given year by 6, and for December of the given year by 3½. Weights for years in which pricing was done at other intervals will be furnished on request.

TABLE 4.—Estimated<sup>1</sup> Annual Average Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers in 32 Large Cities Combined, 1913 Through 1939

[Average 1923-25=100]

Year	All items	Food <sup>2</sup>	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
1913	57.4	63.1	55.7	61.4	53.9	47.7	50.1
1914	58.2	64.6	56.1	61.4	54.3	49.0	51.2
1915	58.8	63.9	57.4	61.9	54.5	51.3	52.8
1916	63.2	71.7	62.9	62.6	56.6	57.2	55.5
1917	74.4	92.4	75.6	62.1	63.0	66.9	64.2
1918	87.2	106.2	102.5	63.2	73.3	85.9	76.7
1919	101.1	120.2	135.7	68.4	79.4	108.2	86.3
1920	116.2	133.1	161.6	80.4	93.1	132.8	99.1
1921	103.6	101.6	124.4	92.4	99.3	111.8	102.8
1922	97.2	95.0	101.0	95.1	98.6	94.8	99.7
1923	99.0	97.9	101.2	97.5	100.3	101.8	99.3
1924	99.2	96.9	100.4	100.4	101.0	100.1	99.9
1925	101.8	105.0	98.4	101.5	100.6	98.1	100.8
1926	102.6	108.5	97.0	100.5	102.2	95.9	101.1
1927	100.6	104.5	95.1	98.9	100.6	93.6	101.7
1928	99.5	103.3	93.7	96.5	98.9	91.3	102.3
1929	99.5	104.7	92.7	94.3	98.2	90.2	103.1
1930	97.0	99.6	90.7	91.7	97.2	87.9	103.5
1931	88.6	82.0	82.7	86.9	95.1	79.2	102.7
1932	79.8	68.3	73.2	78.0	90.4	68.9	100.2
1933	75.8	66.4	70.9	67.2	87.4	68.0	97.0
1934	78.6	74.1	77.5	62.9	85.6	74.9	96.7
1935	80.7	80.5	77.9	62.9	87.5	76.4	96.7
1936	81.6	82.1	78.7	64.2	87.5	77.8	96.5
1937	84.3	85.1	82.4	67.4	86.6	84.9	97.8
1938	83.0	78.9	82.3	69.5	87.0	84.5	98.6
1939 <sup>3</sup>	82.2	77.3	81.1	69.5	86.8	83.5	98.5

<sup>1</sup> For explanation of method used, see above. <sup>2</sup> Covers 51 cities since June 1920. <sup>3</sup> Preliminary.

Table 5 presents indexes of the cost of goods purchased by wage earners and lower-salaried workers in each of 32 cities (arranged alphabetically), using average costs in 1923-25 as 100. These indexes are presented by groups of items for quarterly periods in 1939 in each city. This table supplements tables 6 through 37 in the December 15, 1937, pamphlet, in which indexes were published for all pricing dates since the initiation of the index through December 15, 1937, and table 5 in the December 15, 1938, issue of *Changes in Cost of Living* (Serial No. R. 885), in which these indexes were published for pricing dates in 1938. Mimeographed tables of indexes for individual cities are available upon request.

TABLE 5.—*Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers, at Quarterly Periods in 1939*

[Average 1923-25=100]

City and date	All items	Food	Clothing	Rent	Fuel and light	House-furnish- ing goods	Miscel- laneous
Atlanta, Ga.:							
Mar. 15.....	79.3	70.5	83.5	65.3	73.7	89.1	95.1
June 15.....	78.9	70.7	83.3	65.2	68.2	88.9	94.9
Sept. 15.....	79.9	73.1	83.3	64.8	71.6	89.0	94.9
Dec. 15.....	79.1	70.2	83.8	64.8	73.5	89.5	94.3
Baltimore, Md.:							
Mar. 15.....	85.7	81.6	82.0	76.2	83.7	82.6	103.8
June 15.....	85.5	82.0	81.8	76.1	79.1	83.1	103.8
Sept. 15.....	86.3	84.0	81.8	76.1	80.5	83.7	103.8
Dec. 15.....	85.3	80.8	82.6	76.1	79.7	84.9	103.5
Birmingham, Ala.:							
Mar. 15.....	76.5	65.7	86.7	59.5	82.9	81.4	93.9
June 15.....	75.7	65.0	86.6	59.4	73.4	81.3	93.9
Sept. 15.....	76.7	68.0	86.4	59.5	73.8	81.5	93.9
Dec. 15.....	76.0	65.7	87.4	59.4	72.8	81.4	93.7
Boston, Mass.:							
Mar. 15.....	81.6	73.1	85.2	75.3	87.5	81.3	98.1
June 15.....	81.5	73.1	85.2	75.2	84.4	81.5	98.1
Sept. 15.....	82.7	75.9	85.0	75.3	86.2	81.5	98.6
Dec. 15.....	81.7	72.0	86.2	75.3	89.4	83.0	98.5
Buffalo, N. Y.:							
Mar. 15.....	84.1	76.8	80.5	73.6	97.8	90.9	99.3
June 15.....	83.7	77.5	80.3	73.4	95.8	90.3	97.8
Sept. 15.....	84.2	78.7	80.1	73.3	95.8	89.5	98.8
Dec. 15.....	83.5	74.9	80.9	73.3	98.4	91.6	99.0
Chicago, Ill.:							
Mar. 15.....	78.5	76.3	74.2	60.8	96.0	74.2	99.8
June 15.....	78.2	77.1	74.2	60.5	89.1	74.3	99.8
Sept. 15.....	78.7	78.4	74.0	60.3	90.1	75.0	99.8
Dec. 15.....	78.8	78.3	74.4	60.3	92.2	75.1	99.6
Cincinnati, Ohio:							
Mar. 15.....	84.8	76.0	80.6	76.6	94.4	94.0	101.0
June 15.....	84.5	75.4	80.6	76.5	93.4	93.1	101.2
Sept. 15.....	85.5	77.9	81.0	76.4	95.8	93.5	101.2
Dec. 15.....	85.0	76.1	81.4	76.1	97.0	95.1	101.0
Cleveland, Ohio:							
Mar. 15.....	85.9	78.9	84.4	68.9	113.0	79.2	104.2
June 15.....	85.7	78.4	84.0	69.0	112.2	79.6	104.2
Sept. 15.....	85.8	79.0	84.2	69.1	112.6	79.3	103.6
Dec. 15.....	85.8	78.2	85.0	69.1	113.4	81.0	103.4
Denver, Colo.:							
Mar. 15.....	82.4	81.2	77.8	64.4	76.4	88.8	99.6
June 15.....	82.3	82.3	77.8	64.4	75.2	88.7	98.2
Sept. 15.....	82.3	81.6	77.9	64.5	74.5	89.0	98.9
Dec. 15.....	82.1	80.6	78.6	64.6	74.5	90.4	98.8
Detroit, Mich.:							
Mar. 15.....	79.3	75.2	81.9	66.6	79.3	82.3	95.1
June 15.....	78.9	74.1	82.0	66.4	77.5	82.7	95.3
Sept. 15.....	78.7	75.0	80.7	66.2	77.5	81.8	94.5
Dec. 15.....	78.7	73.9	82.0	66.3	78.6	83.0	94.4

Corrected figure.

TABLE 5.—Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers, at Quarterly Periods in 1939—Continued

[Average 1923-25=100]

City and date	All items	Food	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
<b>Houston, Tex.:</b>							
Mar. 15.....	81.4	74.7	76.8	74.2	77.8	92.5	94.6
June 15.....	81.3	75.1	76.7	74.5	73.4	92.3	94.6
Sept. 15.....	82.8	79.7	76.8	74.3	75.9	92.6	94.4
Dec. 15.....	82.5	78.0	77.9	74.0	76.0	94.4	94.3
<b>Indianapolis, Ind.:</b>							
Mar. 15.....	81.1	76.8	79.4	66.0	85.7	89.1	93.2
June 15.....	81.1	77.5	79.0	66.1	82.5	89.1	93.5
Sept. 15.....	81.4	78.3	79.2	66.3	83.1	88.5	93.4
Dec. 15.....	81.1	76.1	79.9	66.7	84.8	90.3	93.2
<b>Jacksonville, Fla.:</b>							
Mar. 15.....	78.7	73.7	80.6	59.6	88.1	81.4	90.2
June 15.....	78.8	74.3	80.2	59.5	87.5	81.2	90.3
Sept. 15.....	80.1	79.1	80.4	59.3	87.6	81.4	90.2
Dec. 15.....	79.7	76.7	81.0	59.6	88.4	83.7	89.9
<b>Kansas City, Mo.:</b>							
Mar. 15.....	81.5	78.5	81.0	61.5	80.6	79.0	100.5
June 15.....	81.5	78.0	80.7	61.5	79.9	79.0	101.7
Sept. 15.....	82.7	81.3	80.9	61.3	81.0	79.4	101.8
Dec. 15.....	81.4	77.2	81.6	61.1	81.0	80.5	101.5
<b>Los Angeles, Calif.:</b>							
Mar. 15.....	78.2	71.4	85.9	55.2	81.6	82.9	94.8
June 15.....	77.7	70.0	85.8	55.0	81.5	82.8	94.7
Sept. 15.....	78.1	71.5	86.0	55.0	78.6	82.9	94.6
Dec. 15.....	77.7	70.1	87.0	54.7	78.6	84.0	94.4
<b>Memphis, Tenn.:</b>							
Mar. 15.....	80.2	71.7	87.0	62.7	85.6	93.5	94.9
June 15.....	80.2	71.6	87.0	62.4	85.3	93.5	95.3
Sept. 15.....	81.7	76.7	87.0	62.4	86.1	94.2	95.2
Dec. 15.....	80.6	72.9	87.6	62.4	85.7	95.0	94.8
<b>Minneapolis, Minn.:</b>							
Mar. 15.....	84.2	83.2	79.1	72.2	90.7	87.8	96.6
June 15.....	84.3	84.5	79.1	72.3	88.7	88.4	96.1
Sept. 15.....	84.1	83.5	79.1	72.3	88.6	88.5	96.2
Dec. 15.....	84.5	84.0	80.2	72.4	89.2	90.6	96.0
<b>Mobile, Ala.:</b>							
Mar. 15.....	82.2	73.4	88.5	67.5	71.1	89.0	98.0
June 15.....	82.2	74.2	88.5	67.4	68.9	88.8	97.9
Sept. 15.....	83.0	76.2	88.4	67.4	70.2	89.0	98.0
Dec. 15.....	82.1	72.9	89.2	68.3	70.1	90.0	97.6
<b>New Orleans, La.:</b>							
Mar. 15.....	83.4	82.2	80.5	73.4	74.6	93.7	92.7
June 15.....	83.3	81.7	80.5	73.6	73.4	93.4	93.0
Sept. 15.....	84.8	86.1	80.2	73.8	72.9	93.8	93.1
Dec. 15.....	83.6	83.3	81.1	74.1	73.8	94.4	91.6
<b>New York, N. Y.:</b>							
Mar. 15.....	83.7	78.9	78.9	77.7	87.3	77.3	99.7
June 15.....	83.0	77.4	78.6	77.8	84.3	77.3	99.6
Sept. 15.....	85.0	83.1	78.6	77.9	84.4	78.3	100.1
Dec. 15.....	84.4	80.9	79.3	77.8	85.0	79.1	100.2
<b>Norfolk, Va.:</b>							
Mar. 15.....	83.7	73.5	87.4	64.8	81.6	85.5	104.0
June 15.....	83.6	73.8	87.5	64.8	79.5	85.2	104.0
Sept. 15.....	84.9	77.8	87.5	64.8	80.6	86.1	104.2
Dec. 15.....	84.5	75.3	88.5	64.8	80.8	87.1	104.0
<b>Philadelphia, Pa.:</b>							
Mar. 15.....	81.2	77.9	76.3	69.3	82.1	79.9	97.2
June 15.....	81.3	78.3	76.1	69.3	78.7	81.4	97.6
Sept. 15.....	81.9	80.3	76.2	69.4	79.6	81.8	97.2
Dec. 15.....	81.5	78.2	77.4	69.4	80.0	84.1	97.0
<b>Pittsburgh, Pa.:</b>							
Mar. 15.....	80.6	72.7	80.8	70.5	101.0	83.7	95.9
June 15.....	81.0	74.1	80.7	70.6	100.6	82.7	95.9
Sept. 15.....	81.6	76.0	80.7	70.5	100.9	83.0	96.0
Dec. 15.....	81.0	73.7	81.4	70.6	101.2	83.8	95.9
<b>Portland, Maine:</b>							
Mar. 15.....	83.3	74.8	82.3	76.5	79.2	89.8	103.0
June 15.....	83.8	76.3	82.4	76.3	79.2	89.8	103.0
Sept. 15.....	85.0	78.8	82.1	76.7	81.2	90.6	103.6
Dec. 15.....	84.2	75.3	82.8	76.7	84.4	91.7	103.6
<b>Portland, Oreg.:</b>							
Mar. 15.....	82.7	78.4	81.5	61.8	83.8	85.2	99.8
June 15.....	82.8	79.1	81.4	61.6	82.7	84.9	100.1
Sept. 15.....	83.5	81.2	81.4	61.8	83.5	85.2	100.1
Dec. 15.....	82.8	78.5	82.0	61.5	83.5	86.7	99.7



TABLE 5.—*Indexes of Cost of Goods Purchased by Wage Earners and Lower-Salaried Workers, at Quarterly Periods in 1939—Continued*

[Average 1923-25=100]

City and date	All items	Food	Clothing	Rent	Fuel and light	House-furnishing goods	Miscellaneous
Richmond, Va.:							
Mar. 15	82.6	69.4	80.6	73.3	83.4	91.6	99.1
June 15	82.2	68.8	80.5	73.3	80.9	90.4	99.2
Sept. 15	83.4	72.4	80.4	73.4	82.5	89.5	99.1
Dec. 15	82.5	69.1	80.2	73.3	82.7	90.7	99.0
St. Louis, Mo.:							
Mar. 15	82.7	82.0	82.1	58.2	88.5	90.3	101.5
June 15	82.2	80.8	82.0	58.1	83.7	90.1	102.1
Sept. 15	83.8	84.6	82.3	58.1	87.1	90.4	102.7
Dec. 15	82.8	81.8	83.1	58.0	87.9	90.7	101.8
San Francisco, Calif.:							
Mar. 15	87.5	79.5	92.2	73.8	78.9	89.3	106.4
June 15	86.7	78.2	92.0	73.9	78.9	88.8	105.1
Sept. 15	88.2	82.9	92.2	74.0	77.3	89.1	105.1
Dec. 15	87.7	80.8	92.8	74.1	77.4	90.3	105.0
Savannah, Ga.:							
Mar. 15	79.9	74.5	83.9	64.2	83.0	86.4	91.4
June 15	80.2	75.6	83.6	64.2	82.7	87.1	91.4
Sept. 15	81.5	80.8	83.6	64.2	81.0	87.7	91.4
Dec. 15	81.0	77.4	84.4	64.3	81.5	88.8	92.0
Scranton, Pa.:							
Mar. 15	80.6	73.1	83.0	72.1	76.3	85.6	96.4
June 15	80.4	73.5	82.9	71.7	72.4	85.5	96.4
Sept. 15	81.5	76.7	82.7	71.3	73.0	85.7	96.4
Dec. 15	80.9	74.3	83.1	71.3	73.2	87.8	96.6
Seattle, Wash.:							
Mar. 15	86.8	78.1	88.9	70.9	97.6	91.6	101.0
June 15	87.1	78.6	89.0	70.9	95.8	90.1	101.8
Sept. 15	87.8	81.8	89.0	70.7	94.4	90.6	101.8
Dec. 15	86.9	77.6	89.8	70.7	95.0	92.1	101.7
Washington, D. C.:							
Mar. 15	85.9	78.0	82.6	86.8	84.6	89.5	99.7
June 15	86.0	78.3	82.6	86.6	82.2	89.7	99.9
Sept. 15	87.4	82.6	82.9	86.5	81.8	90.0	99.8
Dec. 15	86.1	78.0	83.5	86.4	83.3	92.8	99.6

### Description of the Indexes

A summary discussion of the method of preparing these indexes and of their uses in showing time-to-time changes in the cost of goods and services purchased by wage earners and lower-salaried workers in each of 32 large cities of the United States and in these cities combined is presented in the December 1938 issue of this pamphlet and the March and July 1938 issues of the Monthly Labor Review. In that discussion, it is pointed out that the only comparison between cities that can be drawn from the Bureau's indexes is a comparison of the extent of change in living costs in different cities over given periods. Thus, the index of the cost of all items as of December 15, 1939, based on costs in 1923-25 as 100, was 84.4 in New York and 77.7 in Los Angeles. A comparison of these two indexes indicates that on December 15, 1939, living costs in Los Angeles were 22.3 percent lower than the average for the years 1923-25, but that in New York costs on this date were only 15.6 percent lower. This comparison does not indicate that costs on December 15, 1939, were 8.6 percent higher in New York than in Los Angeles. In order to secure figures showing a comparison of actual living costs between cities, expendi-

tures serving as the weights for items priced in the different cities would have to be representative of identical levels of living. Differences between the average costs from which the Bureau of Labor Statistics indexes are computed in different cities are due to differences in standards and in purchasing habits in those cities as well as to varying prices for goods of given grades. Differences between the indexes of costs from time to time in the various cities at any particular date are due entirely to differences in the percentage of change in living costs in each city.

The comparison of the cost of the same level of living from one part of the country to another presents serious technical difficulties for which wholly satisfactory techniques have not yet been developed. This is particularly true in attempting to measure differences in living costs from large to very small cities or from urban to rural communities, where consideration must be given not only to differences in such factors as climate and consumption habits but also to differences in housing, the fuels available, and the means of transportation.



### ESTIMATED INTERCITY DIFFERENCES IN COST OF LIVING, DECEMBER 15, 1939

IN March 1935, the Division of Social Research of the Works Progress Administration conducted a study of comparative living costs in 59 cities. The purpose of this study was to determine the cost of a uniform level of living in these cities at a given time, and how its cost compared from one city to another. Quantity budgets were constructed by the Works Progress Administration to represent the needs of families at two levels of living—the “basic maintenance” level, and the “emergency” level. An identical budget for each of these levels of living, with certain adjustments in the fuel, ice, and transportation lists to take account of climatic and other local conditions, was used in each city. The United States Bureau of Labor Statistics cooperated with the Division of Social Research of the Works Progress Administration in obtaining the prices necessary to compute the costs of the two budgets. As far as possible, prices for identical commodities were obtained in each city.<sup>1</sup>

Between March 1935 and the spring of 1939, no attempt was made to price these budgets. In order to bring the intercity comparison of costs up to date, estimates of the cost of the “maintenance” budget were made, however, for the 31 cities covered by both the Works Progress Administration study and the Bureau of Labor Statistics’ studies of changes in the cost of goods purchased by wage earners and

<sup>1</sup> Details of this study and a description of the goods and services included in each budget can be found in Research Monograph XII: “Intercity Differences in Costs of Living in March 1935, 59 Cities,” which may be obtained from the Division of Research, Work Projects Administration, Washington, D. C.

lower-salaried workers. By applying the Bureau of Labor Statistics' indexes of living costs, which show changes in costs from time to time, to the Works Progress Administration data on intercity differences in costs in March 1935, approximate intercity comparisons of costs were obtained. As the cost-of-living indexes of the Bureau of Labor Statistics are based on a budget weighted differently from the budget used in the Works Progress Administration study, when the two sets of figures were combined the resulting estimates of intercity differences in costs were merely approximations.

Early in 1939, the Works Progress Administration budgets were, in part, priced again for many of the cities. At that time the Bureau of Labor Statistics, in connection with its study of comparative living costs in 10 small cities,<sup>2</sup> computed the cost of parts of the "maintenance" budget using prices obtained as of December 15, 1938, and February 14, 1939.

The cost of clothing, housefurnishings, fuel and light, and miscellaneous groups was recomputed on the basis of prices of 55 articles of clothing, 16 articles of furniture and furnishings, 5 items of fuel and light, and 37 miscellaneous items on December 15, 1938, and weighted by the quantities provided in the "maintenance" budget. The food-cost budget was entirely recomputed in terms of the "adequate diet at minimum cost" of the U. S. Bureau of Home Economics (a somewhat more varied diet than that originally used in the "maintenance" budget).

Average rents in each of the 31 cities were estimated by applying the Bureau's time-to-time indexes of rental costs to the Works Progress Administration's figures for March 1935.

The Bureau of Labor Statistics has prepared approximations for December 15, 1939, by applying the Bureau's indexes of living costs (which show changes in cost from time to time) to the costs estimated by the Bureau as of December 15, 1938, for all items other than food. The "adequate diet at minimum cost" was recalculated for each city as of December 15, 1939, on the basis of 60 foods now priced by the Bureau of Labor Statistics. The attached tables present these approximations, showing, first, the estimated cost of living for a 4-person manual worker's family, at the maintenance level as defined by the Works Progress Administration in 31 large cities, as of December 15, 1939, and then indexes on a base of the cost in Washington, D. C., on that date as 100.

<sup>2</sup> See *Monthly Labor Review*, July 1939 (p. 22): "Differences in Living Costs in Northern and Southern Cities." That study was made at the request of the Wage and Hour Division.

Estimated Cost of Living for a 4-Person Manual Worker's Family at Maintenance Level,<sup>1</sup>  
in 31 Large Cities as of December 15, 1939

ESTIMATED COST

City	Total	Food	Clothing	Housing	Fuel and light	Furniture, furnishings, and household equipment	Miscellaneous
Atlanta	\$1,326.36	\$475.53	\$158.02	\$284.89	\$88.18	\$30.64	\$289.10
Baltimore	1,316.10	465.45	166.97	247.43	99.23	35.90	301.12
Birmingham	1,276.82	471.90	170.50	225.58	68.59	32.94	307.31
Boston	1,414.76	467.00	169.46	259.91	136.05	33.46	348.88
Buffalo	1,297.86	456.03	169.48	239.76	107.93	32.66	292.00
Chicago	1,453.26	474.41	159.21	290.67	131.90	31.81	365.26
Cincinnati	1,330.96	447.46	175.64	268.69	95.47	36.10	307.60
Cleveland	1,397.87	457.58	176.14	284.01	113.24	33.33	333.57
Denver	1,303.87	454.43	163.03	238.08	112.71	33.38	302.24
Detroit	1,425.51	460.54	168.56	306.37	113.90	32.48	343.66
Houston	1,309.10	455.79	159.30	244.54	87.70	35.70	326.07
Indianapolis	1,290.54	450.90	158.41	240.60	94.16	32.95	313.52
Jacksonville	1,301.66	490.96	148.08	218.53	100.52	33.43	310.14
Kansas City	1,264.88	458.78	172.38	208.38	103.40	33.98	287.96
Los Angeles	1,317.74	432.54	169.68	244.46	72.05	35.41	363.70
Memphis	1,301.75	443.68	172.02	260.44	82.46	36.10	307.05
Minneapolis	1,417.13	479.00	161.52	305.16	137.25	33.04	301.16
Mobile	1,190.90	472.04	155.42	177.32	78.83	34.49	272.80
New Orleans	1,270.88	469.05	161.01	206.36	74.78	37.10	322.58
New York	1,502.29	518.43	165.18	309.00	116.08	35.16	358.44
Norfolk	1,329.90	481.74	168.13	245.56	97.25	33.93	303.29
Philadelphia	1,333.44	474.93	169.10	255.40	99.91	33.82	300.28
Pittsburgh	1,365.93	471.41	167.58	285.57	88.55	34.20	318.62
Portland, Maine	1,339.37	482.47	162.84	201.45	148.47	33.33	310.81
Portland, Oreg	1,327.23	476.27	158.45	190.86	137.20	34.60	329.85
Richmond	1,330.39	449.92	166.12	251.89	104.38	34.61	323.47
St. Louis	1,385.33	474.22	162.09	283.71	108.97	37.47	318.87
San Francisco	1,455.51	486.02	171.97	285.95	85.03	37.69	388.85
Seranton	1,361.58	482.51	160.90	264.76	93.41	32.21	327.79
Seattle	1,371.98	484.19	171.23	195.98	125.04	36.01	359.53
Washington, D. C.	1,486.15	482.22	172.11	351.03	113.90	37.06	329.83

INDEXES

[Cost in Washington, D. C., on December 15, 1939=100.]

Atlanta	89.2	98.6	91.8	81.2	77.4	82.7	87.7
Baltimore	88.6	96.5	97.0	70.5	87.1	96.9	91.3
Birmingham	85.9	97.9	99.1	64.3	60.2	88.9	93.2
Boston	95.2	96.8	98.5	74.0	119.4	90.3	105.8
Buffalo	87.3	94.6	98.5	68.3	94.8	88.1	88.5
Chicago	97.8	98.4	92.5	82.8	115.8	85.8	110.7
Cincinnati	89.6	92.8	102.1	76.5	83.8	97.4	93.3
Cleveland	94.1	94.9	102.3	80.9	99.4	89.9	101.1
Denver	87.7	94.2	94.7	67.8	99.0	90.1	91.6
Detroit	95.9	95.5	97.9	87.3	100.0	87.6	104.2
Houston	88.1	94.5	92.6	69.7	77.0	96.3	98.9
Indianapolis	86.8	93.5	92.0	68.5	82.7	88.9	95.1
Jacksonville	87.6	101.8	86.0	62.3	88.3	90.2	94.0
Kansas City	85.1	95.1	100.2	59.4	90.8	91.7	87.3
Los Angeles	88.7	89.7	98.5	69.6	63.3	95.5	110.3
Memphis	87.6	92.0	99.9	74.2	72.4	97.4	93.1
Minneapolis	95.4	99.3	93.8	86.9	120.5	89.2	91.3
Mobile	80.1	97.9	90.3	50.5	69.2	93.1	82.7
New Orleans	85.5	97.3	93.6	58.8	65.7	100.1	97.8
New York	101.1	107.5	96.0	88.0	101.9	94.9	108.7
Norfolk	89.5	99.9	97.7	70.0	85.4	91.6	92.0
Philadelphia	89.7	98.5	98.3	72.8	87.7	91.3	91.0
Pittsburgh	91.9	97.8	97.4	81.4	77.7	92.3	96.6
Portland, Maine	90.1	100.1	94.6	57.4	130.4	89.9	94.2
Portland, Oreg	89.3	98.8	92.1	54.4	120.5	93.4	100.0
Richmond	89.5	93.3	96.5	71.8	91.6	93.4	98.1
St. Louis	93.2	98.3	94.2	80.8	95.7	101.1	96.7
San Francisco	97.9	100.8	99.9	81.5	74.7	101.7	117.9
Seranton	91.6	100.1	93.5	75.4	82.0	86.9	99.4
Seattle	92.3	100.4	99.5	55.8	109.8	97.2	109.0
Washington, D. C.	100.0	100.0	100.0	100.0	100.0	100.0	100.0

<sup>1</sup> As defined by the Works Progress Administration. See that Administration's Research Monograph XII: "Intercity Differences in Costs of Living in March 1935, 59 Cities," for items included in the maintenance budget.

## CHANGES IN COST OF LIVING OF FEDERAL EMPLOYEES IN WASHINGTON, D. C.

LIVING costs of Washington Federal employees and their families were 0.7 percent lower on December 15, 1939, than on December 15, 1938, and 11.2 percent below the first half of 1928. The index for all items purchased by all groups of employees, based on costs in the first 6 months of 1928 as 100, was 88.8 in December 1938 as compared with 89.5 a year earlier.

The study on which these figures are based was conducted by pricing in representative Washington stores a list of goods most important in the spending of Federal employees and their families in the first 6 months of 1928. These expenditures were determined by a study of the expenditures of 336 families of Federal employees and 123 single individuals made in the fall of 1933.

The cost of food, housing, household operation, and transportation was lower on December 15, 1939, than on December 15, 1938. The savings to Federal employees that resulted from the lowered cost of these groups were partly consumed by the higher cost of furnishings and equipment, clothing, medical care, personal care, recreation, and life insurance. Educational costs and contributions to the retirement fund showed no change over the year.

Food prices fluctuated considerably during 1939, reaching a high in September, only to decline during the last 3 months of the year to a level 2.2 percent below that of December 1938. Meats, poultry, and egg prices as of December 1939 were far below those of December 1938, while prices for dairy products, fruits, fresh vegetables, and cereal products averaged higher than a year ago.

Housing costs declined on the average 0.5 percent, household operation costs 1.4 percent, and transportation 2.4 percent. The declining cost of the household-operation group was largely due to lower coal prices, while lowered cost of gasoline, automobile tires and tubes, and of railroad fares were the chief factors in the decline in transportation costs.

Costs of furnishings and equipment rose 2.8 percent between December 1938 and December 1939, largely because of the higher prices for rugs and living-room suites.

Indexes are prepared in December of each year for four groups of Federal workers living in Washington as well as for the four groups combined—families of custodial employees with basic salaries less than \$2,500, families of other employees with basic salaries less than \$2,500, families of employees with basic salaries of \$2,500 and over, and employees living as single individuals.



Over the year 1939, the cost of goods purchased by families of the custodial group declined 0.9 percent, by families in the other two Federal services 0.8 and 0.7 percent, and the cost of goods purchased by employees living as single individuals only 0.4 percent. The differences in rate of change are primarily due to differences in the relative importance of food in the total expenditures of each employee group. Most of the employees living as single individuals pay for food in restaurants, cafeterias, and boarding houses, and the cost of meals in this form changes more slowly than does the cost of food as purchased in retail stores and markets. The food costs of the families of custodial employees declined slightly more than those of the other family groups. Because of their lower incomes and larger families, the custodial group relies more heavily on grain products, on the cheaper cuts of meat, and on lard than do other Federal employees. Meat and lard prices were lower at the end of the year than at the beginning. Since food costs represent one-third of the total cost of goods purchased by custodial workers, this relatively small difference in food costs is reflected in total costs to this group.

Percentage changes from December 15, 1938, to December 15, 1939, by groups of items, for each employee group and these groups combined, are shown in table 8.

Table 9 presents indexes by commodity groups and types of employees, for each date at which this survey has been made. These indexes are based on costs in the first 6 months of 1928 as 100.

TABLE 8.—Percentage Change, From December 15, 1938, to December 15, 1939, in Cost of Goods Purchased by Federal Employees in Washington, D. C.

Group	All employees	Employees living in family groups			Employees living as single individuals
		Custodial employees with basic salaries of less than \$2,500	Other employees with basic salaries of less than \$2,500	Other employees with basic salaries of \$2,500 and over	
All items.....	-0.7	-0.9	-0.8	-0.7	-0.4
Food.....	-2.2	-2.6	-2.5	-2.4	-1.2
Clothing.....	+9	+1.0	+9	+8	+9
Housing.....	-5	-4	-4	-7	(1)
Household operation.....	-1.4	-2.2	-1.4	-1.4	-5
Furnishings and equipment.....	+2.8	+3.1	+2.4	+2.8	+5.0
Transportation.....	-2.4	-1.4	-2.3	-2.2	-3.8
Personal care.....	+3	+4.0	(2)	(2)	(1)
Medical care.....	+4	+1	+4	+6	+2
Recreation.....	+8	+3	+8	+9	+8
Formal education.....	(2)	(2)	(2)	(2)	(2)
Life insurance.....	+2	+2	+2	+2	+2
Retirement fund.....	(2)	(2)	(2)	(2)	(2)

1 Increase of less than 0.05 percent.  
 2 Decrease of less than 0.05 percent.  
 3 No change.

TABLE 9.—Indexes of Cost of Goods Purchased by Federal Employees in Washington, D. C., March 1933 Through December 15, 1939

[First 6 months of 1938=100]

## ALL EMPLOYEES

Group	March 1933	December 1933	June 1934	Nov. 15, 1934	Mar. 15, 1935	July 15, 1935	Oct. 15, 1935	Jan. 15, 1936	Apr. 15, 1936	Dec. 15, 1936	Dec. 15, 1937	Dec. 15, 1938	Dec. 15, 1939
All items.....	82.7	85.0	86.4	87.3	88.1	87.8	88.2	88.5	87.8	89.1	91.0	89.5	88.8
Food.....	70.9	72.8	75.5	78.6	81.9	82.0	82.5	82.4	79.8	81.7	83.2	78.9	77.1
Clothing.....	67.0	83.5	84.7	84.7	83.2	82.9	83.0	83.6	81.7	87.7	92.3	89.2	90.0
Housing.....	91.6	87.9	88.2	88.8	88.8	89.0	89.3	89.7	89.9	91.1	92.5	92.1	91.7
Household operation.....	87.2	88.0	86.5	88.0	86.8	84.4	86.6	86.5	85.8	85.9	86.5	86.3	85.0
Furnishings and equipment.....	71.3	87.3	91.3	91.2	91.1	91.2	92.4	93.6	94.0	97.8	103.5	99.9	102.6
Transportation.....	87.7	88.6	92.2	90.6	91.2	91.1	90.6	91.8	92.4	88.8	94.3	95.1	92.8
Personal care.....	89.9	88.5	85.2	82.9	82.6	82.4	83.0	81.3	81.3	88.4	86.5	85.8	86.0
Medical care.....	96.0	95.9	96.0	96.9	97.2	97.1	97.0	96.6	96.5	96.8	96.8	96.8	97.2
Recreation.....	91.1	92.2	94.6	92.5	92.0	91.5	91.5	91.6	91.6	92.2	94.3	98.4	99.1
Formal education.....	107.8	108.1	108.1	108.2	108.2	108.4	108.5	108.5	108.5	110.4	110.4	110.4	110.4
Life insurance.....	105.3	105.5	106.1	106.1	106.7	107.4	107.4	108.3	107.9	108.5	107.2	109.1	109.3
Retirement fund.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

## EMPLOYEES LIVING IN FAMILY GROUPS

Group	Custodial employees with basic salaries of less than \$2,500												
	78.8	82.8	84.0	85.6	87.3	87.0	87.8	87.5	86.1	87.4	88.7	86.5	85.7
All items.....	78.8	82.8	84.0	85.6	87.3	87.0	87.8	87.5	86.1	87.4	88.7	86.5	85.7
Food.....	64.8	69.6	72.4	76.7	81.9	81.9	83.3	82.3	78.6	81.2	81.5	76.1	74.1
Clothing.....	65.5	85.0	88.6	87.8	87.0	86.7	86.9	87.3	86.9	89.7	93.3	91.4	92.3
Housing.....	90.4	88.1	87.5	87.2	87.2	87.9	87.9	87.9	88.0	88.0	89.4	89.1	88.7
Household operation.....	87.5	88.5	86.1	88.3	87.3	83.0	85.8	85.7	85.3	85.1	85.2	85.3	83.5
Furnishings and equipment.....	70.1	87.3	91.2	91.0	90.9	91.1	92.4	93.8	94.3	98.0	103.6	99.2	102.3
Transportation.....	93.1	94.8	96.9	97.4	99.6	99.3	98.2	99.1	99.7	97.9	105.0	105.8	104.3
Personal care.....	92.0	93.1	86.6	82.6	82.1	81.8	81.2	80.3	80.4	81.0	81.3	79.6	82.8
Medical care.....	98.4	97.9	98.2	98.4	98.4	98.4	98.2	97.5	97.5	97.7	97.7	98.3	98.3
Recreation.....	93.4	94.9	97.9	97.2	96.1	95.9	95.7	95.8	95.8	96.1	97.6	100.2	100.6
Formal education.....	110.1	110.1	110.1	110.1	110.1	110.1	110.1	110.1	110.1	110.1	110.1	110.1	110.1
Life insurance.....	105.3	105.5	106.1	106.1	106.7	107.4	107.4	108.3	107.9	108.5	107.2	109.1	109.3
Retirement fund.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Group	Other employees with basic salaries of less than \$2,500												
	82.1	84.7	86.3	87.1	87.9	87.9	88.1	88.4	87.6	89.2	91.2	89.6	88.9
All items.....	82.1	84.7	86.3	87.1	87.9	87.9	88.1	88.4	87.6	89.2	91.2	89.6	88.9
Food.....	68.7	71.6	75.5	78.0	81.7	82.6	82.5	82.0	79.1	81.2	82.7	78.0	76.1
Clothing.....	66.7	83.2	84.6	84.7	83.0	82.7	82.8	83.4	83.3	88.1	92.9	89.6	92.6
Housing.....	92.1	88.4	88.6	89.0	89.1	89.2	89.6	90.4	90.7	92.0	93.3	93.0	92.6
Household operation.....	87.2	88.0	86.5	88.0	86.8	84.5	86.4	86.3	85.8	86.1	87.2	86.9	85.6
Furnishings and equipment.....	71.5	87.3	91.2	91.1	90.9	91.0	92.2	93.4	93.7	97.4	103.0	99.3	101.8
Transportation.....	86.5	88.0	91.8	90.4	91.0	90.8	90.3	91.6	92.3	89.2	95.0	95.7	93.5
Personal care.....	89.4	87.8	84.2	81.9	81.6	81.5	81.1	80.4	80.3	88.2	86.1	85.5	85.5
Medical care.....	95.7	95.8	96.0	97.0	97.3	97.2	97.1	96.7	96.7	96.9	96.9	97.0	97.3
Recreation.....	90.9	92.0	94.1	92.3	91.7	91.3	91.3	91.3	91.3	91.9	94.0	97.4	98.2
Formal education.....	108.1	108.7	108.7	108.8	108.8	109.1	109.3	109.3	109.3	111.2	111.2	111.2	111.2
Life insurance.....	105.3	105.5	106.1	106.1	106.7	107.4	107.4	108.3	107.9	108.5	107.2	109.1	109.3
Retirement fund.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

TABLE 9.—Indexes of Cost of Goods Purchased by Federal Employees in Washington, D. C., March 1933 Through December 15, 1939—Continued

[First 6 months 1928=100]

EMPLOYEES LIVING IN FAMILY GROUPS—Continued

Group	March 1933	December 1933	June 1934	Nov. 15, 1934	Mar. 15, 1935	July 15, 1935	Oct. 15, 1935	Jan. 15, 1936	Apr. 15, 1936	Dec. 15, 1936	Dec. 15, 1937	Dec. 15, 1938	Dec. 15, 1939
Other employees with basic salaries of \$2,500 and over													
All items.....	82.0	84.8	86.1	87.4	88.1	87.5	88.2	88.7	87.8	89.2	91.3	89.7	89.0
Food.....	67.9	70.6	72.7	77.4	80.7	79.5	80.8	81.5	78.4	80.5	82.4	77.4	75.6
Clothing.....	67.3	83.9	85.1	85.2	83.8	83.5	83.6	84.1	84.0	87.5	92.7	89.4	90.2
Housing.....	91.5	88.0	88.9	89.7	89.7	90.0	90.2	90.7	91.0	92.5	94.0	93.4	92.8
Household operation.....	85.8	86.5	85.1	86.9	85.6	83.2	85.9	85.7	84.7	84.8	85.2	85.2	84.0
Furnishings and equipment.....	71.3	87.2	91.3	91.2	91.1	91.2	92.4	93.6	93.8	97.8	103.6	100.0	102.9
Transportation.....	84.4	86.4	90.7	88.1	88.7	88.6	88.1	89.6	90.1	87.5	93.0	93.1	91.1
Personal care.....	90.6	89.7	86.5	83.9	83.7	83.5	83.1	82.3	82.3	91.0	88.6	88.0	88.0
Medical care.....	95.7	95.3	95.5	96.3	96.6	96.4	96.3	95.9	95.9	96.1	96.1	96.1	96.7
Recreation.....	89.7	90.6	93.6	91.5	91.1	90.6	90.6	90.7	90.7	91.4	93.7	98.9	99.7
Formal education.....	107.1	107.1	107.1	107.2	107.2	107.2	107.3	107.3	107.3	109.2	109.2	109.2	109.2
Life insurance.....	105.3	105.5	106.1	106.1	106.7	107.4	107.4	108.3	107.9	108.5	107.2	109.1	109.3
Retirement fund.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

EMPLOYEES LIVING AS SINGLE INDIVIDUALS

All items.....	88.3	88.1	88.6	88.8	88.9	88.9	88.9	89.0	89.0	89.5	91.2	90.6	90.3
Food.....	86.5	82.4	83.1	83.9	85.0	85.2	85.3	85.4	85.3	85.9	87.4	85.7	84.6
Clothing.....	67.9	82.6	82.4	82.4	80.9	80.6	80.7	81.5	81.5	85.5	90.1	87.0	87.8
Housing.....	90.7	85.8	85.9	86.9	86.8	86.9	86.8	86.1	86.4	87.0	88.2	87.9	87.9
Household operation.....	94.7	95.2	94.9	94.9	93.1	93.0	93.3	93.3	92.4	92.5	90.6	90.3	89.8
Furnishings and equipment.....	70.2	87.9	92.7	93.2	93.4	93.6	95.3	96.6	97.4	101.6	108.1	104.3	109.5
Transportation.....	98.4	94.6	96.3	95.7	96.0	95.8	95.6	96.1	96.5	88.0	92.0	94.9	91.3
Personal care.....	89.2	86.9	85.3	83.8	83.6	83.4	83.1	82.5	82.5	88.3	86.7	85.7	85.7
Medical care.....	96.2	96.5	96.6	97.7	98.0	97.8	97.7	97.4	97.4	97.8	97.8	97.9	98.1
Recreation.....	93.0	93.9	95.9	92.9	92.6	92.2	92.3	92.3	92.3	92.9	94.9	98.9	99.6
Formal education.....	108.1	108.1	108.7	108.8	108.8	109.1	109.3	109.3	109.3	111.2	111.2	111.2	111.2
Life insurance.....	105.3	105.5	106.1	106.1	106.7	107.4	107.4	108.3	107.9	108.5	107.2	109.1	109.3
Retirement fund.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0



HOW WPA WAGES ARE SPENT

AN ANALYSIS of how the monthly wages of WPA workers are spent was recently made by the Work Projects Administration,<sup>1</sup> based upon the report on Consumer Expenditures in the United States by the National Resources Planning Board. The distribution of expenditures given in that report for families and single persons with yearly

<sup>1</sup> Federal Works Agency. Work Projects Administration. Press release February 18, 1940: \$120,000,000 in WPA project wages reaching business monthly. Mimeographed.

incomes of between \$500 and \$750, was used for WPA families, as their incomes fall for the most part within that range. The average income of the families of WPA workers was about \$648 a year, or \$54 a month.

On that basis, the wages of the average WPA worker would be spent about as follows: \$23 a month on food for himself and family; \$11 a month on rent; \$14.50 a year for clothing for each member of his family; \$5.50 a month for heat, light, and household supplies; \$2.75 for transportation; \$2.20 for medical care; and \$5.50 for other items. There would be considerable difference in these averages in the various communities and areas of the country, due to differences in the WPA wages and living costs.

In the early part of 1940, about 2,250,000 workers and their dependents were receiving monthly wages totaling \$120,000,000. These monthly wages, according to the above analysis, would be expended about as follows:

*Estimated Expenditures from Wages Received by WPA-Project Workers*

Item	Percentage distribution <sup>1</sup>	Estimated average per month, Jan. 1940-Mar. 1940
Total WPA wages.....	100	\$120,000,000
Estimated distribution of expenditures:		
Food.....	42	50,000,000
Housing.....	20	24,000,000
Household operation <sup>2</sup> .....	10	12,000,000
Clothing.....	9	11,000,000
Transportation.....	5	6,000,000
Medical care.....	4	5,000,000
Other items <sup>3</sup> .....	10	12,000,000

<sup>1</sup> Based on distribution of expenditures of families and single persons with incomes of \$500-\$750, as estimated in National Resources Planning Board's report, *Consumer Expenditures in the United States*.

<sup>2</sup> Includes heat, light, gas, and other fuels, ice, refrigeration, household supplies, etc.

<sup>3</sup> Includes such items as housefurnishings, kitchen and laundry equipment, personal care, recreation, etc.



## COST OF LIVING IN FOREIGN COUNTRIES<sup>1</sup>

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

<sup>1</sup> Table from *International Labor Review*, Geneva, January 1940, pp. 99-103.

TABLE 10.—Indexes of Cost of Living for Specified Periods for the United States and Certain Foreign Countries <sup>1</sup>

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

Country	Argentina	Australia	Belgium	Brazil	Bulgaria	Burma	Canada	Chile	China	Colombia	Costa Rica
Towns and localities	Buenos Aires	30	59	Río de Janeiro	12-67	Rangoon	60	Santiago	Shanghai	Bogota	San Jose
Original base (=100)	Oct. 1933	1923-27	1921	1928-29	1914	1931	1926	Mar. 1928	1926	Feb. 1937	1936
Composition of index	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e	a-e
1930-----	101	95	104	91	92	( <sup>3</sup> )	99	99	113	( <sup>3</sup> )	( <sup>3</sup> )
1931-----	87	85	93	88	80	100	90	98	117	( <sup>3</sup> )	( <sup>3</sup> )
1932-----	78	81	84	88	73	98	81	104	110	( <sup>3</sup> )	( <sup>3</sup> )
1933-----	83	78	83	87	68	90	78	130	99	( <sup>3</sup> )	( <sup>3</sup> )
1934-----	78	80	79	94	64	87	79	130	98	( <sup>3</sup> )	( <sup>3</sup> )
1935-----	83	81	80	99	60	89	79	132	99	( <sup>3</sup> )	( <sup>3</sup> )
1936-----	91	83	85	114	57	88	81	144	105	( <sup>3</sup> )	100
1937-----	93	85	92	123	58	89	83	144	122	100	106
1938-----	92	87	94	128	60	88	84	169	139	113	107
1938: Mar-----	92	<sup>4</sup> 86	94	-----	60	88	84	165	139	110	108
June-----	94	<sup>4</sup> 87	94	-----	60	87	84	171	132	122	107
Sept-----	91	<sup>4</sup> 88	94	-----	61	87	84	171	143	110	107
Dec-----	92	<sup>4</sup> 88	95	130	62	85	83	168	134	114	108
1939: Mar-----	93	<sup>4</sup> 89	93	-----	<sup>5</sup> 62	83	83	164	140	126	107
June-----	94	<sup>4</sup> 89	91	-----	62	89	83	172	154	119	109
Sept-----	<sup>4</sup> 93	-----	91	-----	62	86	<sup>6</sup> 83	172	224	118	107
Dec-----	-----	-----	-----	-----	<sup>7</sup> 62	<sup>8</sup> 86	-----	-----	<sup>7</sup> 234	-----	-----

Country	Czechoslovakia	Denmark	Egypt	Estonia	Finland	France	Germany <sup>9</sup>	Great Britain and North Ireland	Greece	Hungary	India	
Towns and localities	Prague	Whole country	Cairo	Tallinn	36	45 dep.	72	24-509	44	Budapest	Bombay	Ahmedabad
Original base (=100)	July 1914	1935	Jan. 1913-July 1914	1913	1935	1930	1913-14	July 1914	Dec. 1914	1913	July 1933-June 1934	Aug. 1926-July 1927
Composition of index	a-e	a-e	a, c-e	a-e	a-e	a-e	a-e	a-e	a-e	a-d	a-d	a-e
1930-----	98	96	98	89	92	100	96	96	87	91	( <sup>3</sup> )	90
1931-----	93	<sup>10</sup> 90	91	86	85	<sup>12</sup> 97	88	90	<sup>10</sup> 100	86	( <sup>3</sup> )	77
1932-----	92	90	87	80	84	<sup>12</sup> 91	78	88	<sup>10</sup> 106	83	( <sup>3</sup> )	78
1933-----	91	92	83	75	82	<sup>12</sup> 87	77	85	114	77	( <sup>3</sup> )	74
1934-----	90	96	84	74	80	<sup>12</sup> 83	79	86	116	76	100	73
1935-----	92	99	86	75	81	78	80	87	117	78	100	73
1936-----	93	101	86	84	81	68	81	90	121	82	101	73
1937-----	94	104	85	89	<sup>10</sup> 86	<sup>10</sup> 82	81	94	131	87	106	78
1938-----	99	106	87	<sup>8</sup> 93	88	117	82	95	130	88	106	73
1938: Mar-----	97	107	86	95	-----	<sup>4</sup> 113	81	94	131	88	107	73
June-----	98	105	87	94	-----	<sup>4</sup> 115	82	97	128	87	105	73
Sept-----	99	106	86	93	-----	<sup>4</sup> 117	81	95	130	88	105	73
Dec-----	102	106	87	93	-----	<sup>4</sup> 120	81	95	130	87	104	74
1939: Mar-----	104	106	85	94	<sup>11</sup> 89	<sup>4</sup> 122	82	93	129	86	103	70
June-----	108	106	85	94	<sup>11</sup> 88	<sup>4</sup> 125	82	95	129	87	104	74
Sept-----	<sup>12</sup> 107	110	87	96	<sup>11</sup> 88	-----	82	101	129	87	106	<sup>6</sup> 75
Dec-----	-----	-----	-----	<sup>7</sup> 97	-----	-----	<sup>8</sup> 82	<sup>7</sup> 103	<sup>7</sup> 132	-----	<sup>8</sup> 109	-----

See footnotes at end of table.



TABLE 10.—Indexes of Cost of Living for Specified Periods for the United States and Certain Foreign Countries—Continued

Country	Indo-China	Iran	Ireland	Italy	Japan			Latvia	Lithuania	Luxemburg	Netherlands
	Saigon	7	105	50	24	13	Tokyo	Riga	104	9	Amsterdam
Original base (=100)	1925	May 21, 1936—Mar. 20, 1937	July 1914	June 1928	July 1937	July 1914	July 1914	1930	1913	1914	Oct. 1923—Sept. 1924
Composition of index	a, d, e	a-e	a-e	a-e	a-e	a-e	a-c, e	a-e	a-e	a-c, e	a-e
1930	107	(3)	97	97	(3)	(3)	86	100	89	102	96
1931	93	(3)	91	87	(3)	98	75	91	83	91	90
1932	81	(3)	89	83	(3)	100	75	79	71	79	84
1933	75	(3)	86	80	(3)	103	80	76	61	79	83
1934	69	(3)	87	76	(3)	106	82	72	57	76	83
1935	69	(3)	89	77	(3)	110	84	73	50	74	81
1936	70	100	91	83	(3)	113	88	73	51	75	79
1937	83	115	97	91	100	118	96	79	56	79	82
1938	95	131	98	98	110	126	110	87	57	81	83
1938—Mar	4 90	135	4 98	98	107	124	106	81	57	81	82
June	4 93	130	4 97	98	109	126	109	93	57	82	84
Sept	4 96	130	4 98	97	113	129	113	87	57	81	83
Dec	4 97	134	4 100	99	113	129	117	86	58	82	82
1939—Mar	4 96	138	4 99	99	116	130	117	86	58	81	82
June	4 97	139	4 98	102	119	133	122	95	58	81	81
Sept	4 96		4 98	103	124		128	91	58	80	83
Dec							129	98		82	85

Country	Netherlands Indies	New Zealand	Norway	Palestine	Peru	Poland	Portugal	Rumania	Southern Rhodesia	Sweden	Switzerland
	Batavia	4-25	31	3	Lima	Warsaw	Whole country	Bucharest	6	49	34
Original base (=100)	Jan. 1929	1926-30	July 1914	Jan. 1922	1913	1928	June 1914	1936	1914	1935	June 1914
Composition of index	a-e	a-e	a-e	a, b, e	a, c-e	a-e	a, b, e	a-e	a, b, d	a-e	a-e
1930		98	97	89	96	92	95	(3)	100	97	98
1931		90	92	80	90	82	84	(3)	96	94	93
1932	13 62	84	90	82	86	74	83	(3)	92	10 92	86
1933		79	89	79	83	67	83	(3)	87	91	81
1934		81	89	80	85	62	83	(3)	86	91	80
1935	13 52	83	91	79	86	60	84	(3)	85	92	80
1936	13 49	86	93	84	90	58	86	100	85	93	81
1937	52	92	100	88	96	62	89	103	88	95	85
1938	53	95	103	85	85	61	86	114	90	98	85
1938—Mar	53	94	103	86	98	60	86		89	97	85
June	52	95	104	83	99	60	86		90	98	85
Sept	53	95	102	85	96	60	85		88	98	85
Dec	53	96	102	86	95	60	83	118	90	98	85
1939—Mar	53	96	102	83	95	60	80	122	90	99	84
June	52	98	103	80	96	61	81	124	90	10 99	85
Sept	53	99	104	91	97	12 62	81	133	89	101	86
Dec	7 53		106		98		82				88

See footnotes at end of table.

TABLE 10.—Indexes of Cost of Living for Specified Periods for the United States and Certain Foreign Countries—Continued

Country	Tunisia	Turkey	Union of South Africa	United States B. L. S.	Uruguay	Yugoslavia	
	Tunis	Istanbul	9	32-51	Montevideo	Belgrade	3 (Croatia and Slavonia)
Original base (=100)	July 1914	Jan.-June 1914	1938	1923-25	1929	1926	July 1914
Composition of index	<i>a-e</i>	<i>a-e</i>	<i>a-e</i>	<i>a-e</i>	<i>a-e</i>	<i>a-c, e</i>	<i>a-e</i>
1930.....	100	92	98	97	100	92	92
1931.....	96	87	94	89	100	87	85
1932.....	83	85	90	80	99	81	77
1933.....	76	76	87	76	93	79	66
1934.....	74	75	89	79	93	75	61
1935.....	69	69	88	81	96	74	60
1936.....	79	70	88	82	96	74	61
1937.....	96	71	91	<sup>8</sup> 84	98	78	65
1938.....	111	70	94	83	98	87	69
1938—Mar.....	72	72	94	83	95	84	69
June.....	<sup>4</sup> 108	70	94	84	99	88	71
Sept.....	<sup>4</sup> 112	70	<sup>9</sup> 93	83	100	87	69
Dec.....	<sup>4</sup> 116	70	<sup>8</sup> 93	83	99	89	70
1939—Mar.....	<sup>4</sup> 114	71	94	82	100	88	69
June.....	<sup>4</sup> 114	<sup>14</sup> 71	94	82	103	89	69
Sept.....	<sup>4</sup> 121	-----	<sup>9</sup> 93	83	104	87	69
Dec.....	-----	-----	<sup>7</sup> 93	82	<sup>7</sup> 104	-----	<sup>8</sup> 78

<sup>1</sup> Table from International Labor Review, Geneva, January 1940, pp. 99-103.  
<sup>2</sup> Except for series in italics, which are on original base, or recalculated on nearest possible year to 1929.  
<sup>3</sup> No indexes computed.  
<sup>4</sup> Indexes computed as of February, May, August, and November.  
<sup>5</sup> Corrected figure.  
<sup>6</sup> August.  
<sup>7</sup> October.  
<sup>8</sup> November.  
<sup>9</sup> Territory before 1938.  
<sup>10</sup> New or revised series beginning this year.  
<sup>11</sup> Indexes computed as of January, April, July, and October.  
<sup>12</sup> July.  
<sup>13</sup> Average calculated for a period of less than 1 year.  
<sup>14</sup> May.

# Industrial Disputes

## TREND OF STRIKES

AS COMPARED with February a year ago, there was a substantial reduction in strike activity in February 1940, according to preliminary estimates. The decreases amounted to 31 percent in number of strikes, 56 percent in number of workers involved, and 50 percent in man-days idle.

*Trend of Strikes 1933 to February 1940*<sup>1</sup>

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	203	323	184	139	51,149	72,417	513,460
February.....	139	203	342	203	139	68,187	88,192	552,488
March.....	139	208	347	199	148	43,269	64,582	617,327
April.....	148	280	428	254	174	396,136	425,640	4,900,498
May.....	174	256	430	270	160	94,829	456,919	3,546,237
June.....	160	239	399	265	134	62,281	126,771	956,348
July.....	134	222	356	204	152	174,998	210,750	1,164,070
August.....	152	251	403	239	164	78,205	117,606	1,099,341
September.....	164	176	340	201	139	36,225	102,585	883,631
October.....	139	184	323	200	123	105,385	137,742	1,498,476
November.....	123	160	283	184	99	42,201	128,382	1,643,034
December.....	99	88	187	112	75	10,533	33,882	350,221
<i>1940</i>								
January <sup>1</sup> .....	75	115	190	115	75	25,000	40,000	200,000
February <sup>1</sup> .....	75	140	215	130	85	30,000	39,000	275,000

<sup>1</sup> 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 estimates indicate a seasonal increase in strike activity in February 1940, compared with the preceding month. The number of strikes increased 22 percent to an estimated 140, the number of workers involved increased 20 percent to 30,000, and the number of man-days idle in February increased 37½ percent to 275,000. The largest strike of the month was that of South Atlantic coast longshoremen, from February 25 to March 13.

The figures for January and February in the foregoing table are preliminary estimates 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 DECEMBER 1939 <sup>1</sup>

STRIKE activity in December 1939 was at a lower level than at any time since 1933. The Bureau has received detailed information on 88 strikes which began in December, involving about 10,500 workers. The following analysis is based on these strikes plus 99 which continued into December from preceding months, making a total of 187 strikes in progress during the month. Nearly 34,000 workers were involved and there were 350,000 man-days of idleness in December as a result of these strikes.

The industry groups with the greatest number of new strikes in December were textiles (18), retail and wholesale trade (17), and transportation and communication (15). Of the 10,500 workers involved in strikes beginning in December, the largest number were in the following industry groups: Stone, clay, and glass (1,922), machinery (1,559), agriculture and fishing (1,400), textiles (1,383), and building and construction (1,046). The most man-days of idleness (114,556) occurred in the transportation and communication industry, due largely to the ship clerks' strike in San Francisco which began November 10 and continued until January 3, 1940. Other groups with comparatively large numbers of man-days idle were textiles (34,960), extraction of minerals (33,502), agriculture and fishing (24,425), and machinery (24,371).

<sup>1</sup> Detailed information on a few strikes had not been received at the time this report was prepared. (See footnote to preceding table.) Data on missing strikes will be included in the annual report.

TABLE 1.—Strikes in December 1939, by Industry

Industry	Beginning in December		In progress during December		Man-days idle during December
	Number	Workers involved	Number	Workers involved	
All industries.....	88	10,533	187	33,882	350,221
<b>Iron and steel and their products, not including machinery.....</b>			3	445	6,325
Cast-iron pipe and fittings.....			1	280	5,600
Steam and hot-water heating apparatus and steam fittings.....			1	70	630
Stoves.....			1	95	95
<b>Machinery, not including transportation equipment.....</b>	3	1,559	10	3,603	24,371
Agricultural implements.....			1	45	270
Cash registers, adding machines, and typewriters.....	1	9	1	9	117
Electrical machinery, apparatus, and supplies.....	1	150	1	150	1,650
Engines, turbines, tractors, and water wheels.....			1	1,200	9,600
Foundry and machine-shop products.....			2	271	4,850
Machine tools (power driven).....			1	77	616
Other.....	1	1,400	3	1,851	7,268
<b>Transportation equipment.....</b>			3	546	8,571
Automobiles, bodies and parts.....			3	546	8,571
<b>Nonferrous metals and their products.....</b>			2	257	5,185
Jewelry.....			1	9	225
Smelting and refining—copper, lead, and zinc.....			1	248	4,960
<b>Lumber and allied products.....</b>	3	119	14	1,763	21,678
Furniture.....	2	102	6	504	4,415
Millwork and planing.....			2	385	7,700
Sawmills and logging camps.....	1	17	3	517	2,416
Other.....			3	357	7,147
<b>Stone, clay, and glass products.....</b>	3	1,922	5	2,269	16,228
Brick, tile, and terra cotta.....			1	243	4,860
Glass.....	3	1,922	3	1,922	9,288
Other.....			1	104	2,080
<b>Textiles and their products.....</b>	18	1,383	28	4,102	34,960
Fabrics:					
Cotton goods.....			2	810	954
Cotton small wares.....	1	40	1	40	560
Silk and rayon goods.....	1	78	1	78	702
Woolen and worsted goods.....			1	300	300
Other.....	2	151	2	151	1,212
Wearing apparel:					
Clothing, men's.....	1	88	1	88	704
Clothing, women's.....	11	683	15	1,641	18,794
Shirts and collars.....	1	308	1	308	924
Hosiery.....			1	428	6,000
Knitgoods.....	1	35	3	258	4,810
<b>Leather and its manufactures.....</b>	1	9	1	9	36
Other leather goods.....	1	9	1	9	36
<b>Food and kindred products.....</b>	2	171	8	296	2,289
Baking.....	2	171	6	265	1,682
Beverages.....			1	7	175
Slaughtering and meat packing.....			1	24	432
<b>Paper and printing.....</b>	3	145	6	339	7,304
Boxes, paper.....	2	132	3	165	3,267
Printing and publishing:					
Newspapers and periodicals.....			1	8	160
Other.....	1	13	2	166	3,877
<b>Chemicals and allied products.....</b>			3	339	8,579
Chemicals.....			1	150	3,000
Cottonseed—oil, cake, and meal.....			1	179	5,549
Other.....			1	10	30



TABLE 1.—*Strikes in December 1939, by Industry—Continued*

Industry	Beginning in December		In progress during December		Man-days idle during December
	Number	Workers involved	Number	Workers involved	
Miscellaneous manufacturing.....			5	688	8, 147
Electric light, power, and manufactured gas.....			1	87	522
Furriers and fur factories.....			2	233	4, 660
Other.....			2	368	2, 965
Extraction of minerals.....	2	795	7	4, 418	33, 502
Coal mining, anthracite.....			2	1, 680	4, 340
Coal mining, bituminous.....	1	755	4	2, 698	27, 962
Metalliferous mining.....	1	40	1	40	1, 200
Transportation and communication.....	15	956	20	6, 204	114, 556
Water transportation.....	4	179	7	4, 779	94, 859
Motortruck transportation.....	6	95	6	95	662
Motorbus transportation.....	2	101	2	101	1, 014
Taxicabs and miscellaneous.....	3	581	4	956	12, 861
Telephone and telegraph.....			1	273	5, 160
Trade.....	17	423	28	627	5, 839
Wholesale.....	8	168	11	208	2, 016
Retail.....	9	255	17	419	3, 823
Domestic and personal service.....	8	230	15	1, 511	11, 585
Hotels, restaurants, and boarding houses.....	5	160	5	160	632
Laundries.....	2	26	6	208	1, 702
Dyeing, cleaning, and pressing.....			2	1, 077	8, 525
Elevator and maintenance workers (when not attached to specific industry).....	1	44	2	66	726
Professional service.....	4	375	4	375	3, 983
Recreation and amusement.....	3	344	3	344	3, 890
Semiprofessional, attendants, and helpers.....	1	31	1	31	93
Building and construction.....	6	1, 046	18	1, 542	12, 508
Buildings, exclusive of PWA.....	5	996	12	1, 270	8, 186
All other construction (bridges, docks, etc., and PWA buildings).....	1	50	6	272	4, 322
Agriculture and fishing.....	3	1, 400	6	4, 543	24, 425
Agriculture.....	3	1, 400	5	4, 143	21, 025
Fishing.....			1	400	3, 400
Other nonmanufacturing industries.....			1	6	150

Almost one-third (29) of the strikes beginning in December were in New York State. There were 8 each in California and Pennsylvania and 6 in New Jersey. States having the greatest number of workers involved were California (1,666), West Virginia (1,565), Tennessee (1,561), and Michigan (1,494). The most man-days of idleness because of strikes were in California (132,758), Illinois (45,247), New York (21,204), and Pennsylvania (20,133). The large number in California was due to the continuation of the strike of ship clerks and longshoremen in San Francisco which began November 10 and lasted until January 3, 1940.

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

State	Beginning in December		In progress during December		Man-days idle during December
	Number	Workers involved	Number	Workers involved	
All States.....	88	10,533	187	33,882	350,221
Alabama.....	1	41	2	55	385
Arizona.....	1	50	1	50	750
California.....	8	1,666	26	9,943	132,758
Connecticut.....	1	160	4	827	9,490
District of Columbia.....	1	145	2	163	1,230
Illinois.....	2	608	11	3,237	45,247
Indiana.....	4	348	5	591	9,597
Iowa.....	5	173	5	173	978
Kentucky.....	.....	.....	1	11	275
Louisiana.....	.....	.....	1	18	144
Maryland.....	2	207	2	207	842
Massachusetts.....	2	48	6	892	2,078
Michigan.....	2	1,494	5	2,707	18,983
Minnesota.....	.....	.....	2	98	1,330
Missouri.....	.....	.....	4	1,817	12,555
Montana.....	1	36	1	36	180
New Jersey.....	6	253	11	596	10,129
New York.....	29	629	52	1,760	21,204
North Carolina.....	.....	.....	1	87	522
Ohio.....	.....	.....	2	121	1,850
Oklahoma.....	1	480	1	480	11,520
Oregon.....	1	17	2	503	2,318
Pennsylvania.....	8	386	17	2,638	20,133
South Carolina.....	.....	.....	1	100	2,000
Tennessee.....	3	1,561	4	1,989	9,161
Texas.....	1	24	2	424	3,856
Virginia.....	.....	.....	2	257	925
Washington.....	4	179	6	564	10,059
West Virginia.....	3	1,565	3	1,565	5,795
Wisconsin.....	.....	.....	2	1,207	9,705
Interstate.....	2	473	3	766	4,222

The average number of workers involved in the 88 strikes beginning in December was 120. About 77 percent of the strikes involved less than 100 workers each, 20 percent of them involved between 100 and 1,000 workers each, and only 2 percent involved over 1,000 workers each. There were no strikes in December involving as many as 5,000 workers.

TABLE 3.—*Strikes Beginning in December 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
All industries.....	88	28	40	13	5	2
<i>Manufacturing</i>						
Machinery, not including transportation equipment.....	3	1		1		1
Lumber and allied products.....	3	1	2			
Stone, clay, and glass products.....	3			1	1	1
Textiles and their products.....	18	2	13	3		
Leather and its manufactures.....	1	1				
Food and kindred products.....	2		2			
Paper and printing.....	3	1	2			
<i>Nonmanufacturing</i>						
Extraction of minerals.....	2		1		1	
Transportation and communication.....	15	5	8	2		
Trade.....	17	10	6	1		
Domestic and personal service.....	8	5	2	1		
Professional service.....	4		2	2		
Building and construction.....	6	2	2	1	1	
Agriculture and fishing.....	3			1	2	

In more than half (56 percent) of the strikes beginning in December the major issues were union-organization matters. About 40 percent of the total workers were involved in these strikes. Wages and hours were the major issues in about 22 percent of the strikes, including 16 percent of the workers involved. In a little more than 21 percent of the strikes, including about 43 percent of the total workers, the major issues were miscellaneous matters including rival union or factional disputes, jurisdiction, protests against penalties considered too severe, delayed pay, objection to certain supervisors, and demands for improved physical working conditions.

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

Major issue	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
All issues.....	88	100.0	10,533	100.0
Wages and hours.....	20	22.7	1,696	16.1
Wage increase.....	16	18.2	1,605	15.2
Wage decrease.....	1	1.1	30	.3
Wage increase, hour decrease.....	3	3.4	61	.6
Union organization.....	49	55.7	4,230	40.2
Recognition.....	16	18.2	519	4.9
Recognition and wages.....	10	11.4	1,821	17.4
Recognition, wages, and hours.....	12	13.6	256	2.4
Closed or union shop.....	7	8.0	355	3.4
Discrimination.....	1	1.1	800	7.6
Other.....	3	3.4	479	4.5
Miscellaneous.....	19	21.6	4,607	43.7
Rival unions or factions.....	4	4.6	1,475	14.0
Jurisdiction <sup>1</sup> .....	2	2.3	180	1.7
Other.....	12	13.6	2,927	27.8
Not reported.....	1	1.1	25	.2

<sup>1</sup> It is probable that the figures here given do not include all jurisdictional strikes. Due to the local nature of these disputes, it is difficult for the Bureau to find out about all of them.

Of the 187 strikes in progress during December, 112 were terminated during the month with an average duration of 31 calendar days. About 30 percent of these strikes ended less than a week after they began, 38 percent lasted from a week up to a month, and 32 percent lasted for a month or more. Seven strikes in the last group (6 percent of the total) had been in progress for 3 months or more. These were all small strikes, none of them involving as many as 500 workers.

TABLE 5.—Duration of Strikes Ending in December 1939

Industry group	Total	Number of strikes with duration of—					
		Less than 1 week	1 week and less than 1/2 month	1/2 and less than 1 month	1 and less than 2 months	2 and less than 3 months	3 months or more
All industries.....	112	34	24	18	20	9	7
<i>Manufacturing</i>							
Iron and steel and their products, not including machinery.....	2			2			
Machinery, not including transportation equipment.....	8	1		2	5		
Transportation equipment.....	1					1	
Nonferrous metals and their products.....	1					1	
Lumber and allied products.....	10	1	1	3	1	2	2
Stone, clay, and glass products.....	3	2		1			
Textiles and their products.....	12	5	4		3		
Food and kindred products.....	7	1	1	1	3	1	
Paper and printing.....	1	1					
Chemicals and allied products.....	1			1			
Miscellaneous manufacturing.....	3		1	1			1
<i>Nonmanufacturing</i>							
Extraction of minerals.....	3	2	1				
Transportation and communication.....	14	8	3	2			1
Trade.....	19	5	6	2	3	3	
Domestic and personal service.....	10	4	1	3	2		
Professional service.....	1		1				
Building and construction.....	11	4	1		3	1	2
Agriculture and fishing.....	5		4				1

About 49 percent of the 112 strikes ending in December were settled with the assistance of Government officials or boards. More than 47 percent of the total workers involved in strikes ending in December were in this group. One-third of the strikes, including 37 percent of the workers, were settled by direct negotiations between employers and representatives of organized workers. In 14 percent of the strikes, which included 12 percent of the workers, no formal settlement was reached. In these cases the strikes were terminated when the workers returned on the employers' terms or when the employer replaced them with new workers, moved, or went out of business.

TABLE 6.—*Methods of Negotiating Settlements of Strikes Ending in December 1939*

Negotiations toward settlements carried on by—	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total .....	112	100.0	20,354	100.0
Employers and representatives of organized workers directly .....	38	33.9	7,556	37.1
Government officials or boards .....	55	49.1	9,738	47.9
Private conciliators or arbitrators .....	3	2.7	511	2.5
Terminated without formal settlement .....	16	14.3	2,549	12.5

An equal proportion (38 percent) of the strikes ending in December resulted in substantial gains to the workers and in compromise settlements. Those in which substantial gains were made included about 32 percent of the total workers, while the compromise settlements covered 43 percent of the total workers involved. In almost 18 percent of the strikes including about 15 percent of the workers, little or no gains were made.

TABLE 7.—*Results of Strikes Ending in December 1939*

Result	Strikes		Workers involved	
	Number	Percent of total	Number	Percent of total
Total .....	112	100.0	20,354	100.0
Substantial gains to workers .....	42	37.5	6,592	32.4
Partial gains or compromises .....	42	37.5	8,761	43.1
Little or no gains to workers .....	20	17.9	3,013	14.8
Jurisdiction, rival union, or faction settlements .....	7	6.2	1,982	9.7
Not reported .....	1	.9	6	(1)

<sup>1</sup> Less than a tenth of 1 percent.

About 60 percent of the 112 strikes ending in December were over union-organization matters. Of these, 45 percent were won by the workers, 30 percent were compromised, and 25 percent were lost. Of the wage-and-hour strikes, the workers won 30 percent, compromised about 59 percent, and lost 11 percent.



Of the workers involved in the union-organization strikes ending in December, about 44 percent won their demands, 32 percent obtained compromise settlements, and 24 percent gained little or nothing. About 80 percent of the workers in the wage-and-hour strikes obtained compromise settlements, while 8 percent won their demands and 12 percent gained little or nothing.

TABLE 8.—Results of Strikes Ending in December 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	Not reported
Number of strikes						
All issues.....	112	42	42	20	7	1
Wages and hours.....	27	8	16	3		
Wage increase.....	21	3	16	2		
Wage decrease.....	4	3		1		
Wage increase, hour decrease.....	2	2				
Union organization.....	67	30	20	17		
Recognition.....	11	4	3	4		
Recognition and wages.....	15	10	1	4		
Recognition and hours.....	1		1			
Recognition, wages, and hours.....	15	7	3	5		
Closed or union shop.....	14	5	7	2		
Discrimination.....	5	2	2	1		
Other.....	6	2	3	1		
Miscellaneous.....	18	4	6		7	1
Rival unions or factions.....	4				4	
Jurisdiction.....	3				3	
Other.....	10	4	6			
Not reported.....	1					1
Number of workers involved						
All issues.....	20,354	6,592	8,761	3,013	1,982	6
Wages and hours.....	2,730	230	2,182	318		
Wage increase.....	2,382	42	2,182	158		
Wage decrease.....	332	172		160		
Wage increase, hour decrease.....	16	16				
Union organization.....	11,371	5,059	3,617	2,695		
Recognition.....	425	88	306	31		
Recognition and wages.....	5,584	3,244	550	1,790		
Recognition and hours.....	250		250			
Recognition, wages, and hours.....	373	181	72	120		
Closed or union shop.....	1,738	270	1,023	445		
Discrimination.....	1,154	812	42	300		
Other.....	1,847	464	1,374	9		
Miscellaneous.....	6,253	1,303	2,962		1,982	6
Rival unions or factions.....	1,921				1,921	
Jurisdiction.....	61				61	
Other.....	4,265	1,303	2,962			
Not reported.....	6					6

## ACTIVITIES OF THE UNITED STATES CONCILIATION SERVICE, FEBRUARY 1940

THE United States Conciliation Service in February disposed of 352 situations, involving 52,324 workers. The services of this agency were requested by the employees, employers, and other interested parties. Of these situations, 131 were strikes, threatened strikes, lock-outs, and controversies, involving 41,502 workers. The remaining situations, involving 10,822 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 26 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 37 States and the District of Columbia (table 2).

TABLE 1.—*Situations Disposed of by U. S. Conciliation Service, February 1940, by Industries*

Industry	Disputes		Other situations		Total	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
All industries.....	131	41,502	221	10,822	352	52,324
Automobile.....	4	324	6	10	10	334
Building trades.....	10	1,372	25	639	35	2,011
Chemicals.....	4	683	4	39	8	722
Communication.....			1	10	1	10
Domestic and personal.....	8	537	10	84	18	621
Food.....	19	12,849	10	147	29	12,996
Iron and steel.....	9	3,571	6	10	15	3,581
Leather.....	1	275	1	1	2	276
Lumber.....	10	1,338	4	58	14	1,396
Machinery.....	5	555	11	17	16	572
Maritime.....	1	22	15	4,020	16	4,042
Mining.....	3	326	3	3	6	329
Motion pictures.....	2	84			2	84
Nonferrous metals.....	1	42	2	5	3	47
Paper.....			1	1	1	1
Petroleum.....	1	265	10	932	11	1,197
Professional.....			2	2	2	2
Printing.....	3	279	6	11	9	290
Rubber.....	1	60			1	60
Stone, clay, and glass.....	6	1,337	6	10	12	1,347
Textile.....	15	12,937	15	471	30	13,408
Tobacco.....	1	103	1	1	2	104
Trade.....	8	1,473	8	8	16	1,481
Transportation.....	14	1,207	15	167	29	1,374
Transportation equipment.....	2	1,600	2	102	4	1,702
Utilities.....	1	225			1	225
Unclassified.....	2	38	57	4,074	59	4,112

TABLE 2.—Situations Disposed of by U. S. Conciliation Service, February 1940, by States

State	Disputes		Other situations		Total	
	Number	Workers involved	Number	Workers involved	Number	Workers involved
All States.....	131	41,502	221	10,822	352	52,324
Alabama.....	9	2,445			9	2,445
Arkansas.....	1	51	1	1	2	52
California.....	7	921	37	2,574	44	3,495
Connecticut.....	1	100	1	1	2	101
District of Columbia.....	10	446	19	177	29	623
Florida.....	4	566	8	107	12	673
Georgia.....	1	500	3	202	4	702
Illinois.....	10	12,794	19	3,209	29	16,003
Indiana.....	5	1,399	5	66	10	1,465
Iowa.....	5	277	5	802	10	1,079
Kansas.....			1	1	1	1
Kentucky.....	4	690			4	690
Louisiana.....	2	261	15	993	17	1,254
Massachusetts.....	5	4,487	5	207	10	4,694
Maryland.....	1	74	2	2	3	76
Michigan.....	1	120	4	38	5	158
Missouri.....	3	149	7	8	10	157
Minnesota.....			3	3	3	3
Mississippi.....	1	18	2	4	3	22
Montana.....	1	80	2	2	3	82
Nebraska.....			1	1	1	1
New Jersey.....	2	397	2	2	4	399
New Mexico.....			2	2	2	2
New York.....	11	4,390	15	27	26	4,417
North Carolina.....	2	3,100	1	1	3	3,101
Ohio.....	15	1,734	17	32	32	1,766
Oklahoma.....	1	509			1	509
Pennsylvania.....	14	1,153	11	166	25	1,319
Rhode Island.....	1	27			1	27
South Carolina.....	2	3,200	3	4	5	3,204
Texas.....	2	267	12	39	14	306
Tennessee.....	1	300	3	5	4	305
Utah.....			2	44	2	44
Virginia.....	4	556	1	1	5	557
Washington.....	3	219	6	2,036	9	2,255
West Virginia.....			4	4	4	4
Wisconsin.....	2	272	1	1	3	273
Wyoming.....			1	60	1	60

# *Minimum Wages and Maximum Hours*

---

## CHANGES IN REGULATIONS UNDER WAGE AND HOUR LAW

REGULATIONS governing the employment of apprentices and handicapped workers and the keeping of records have been modified recently by the Wage and Hour Division of the United States Department of Labor.<sup>1</sup> The main provisions of the new regulations, applying to workers engaged in interstate commerce or in the production of goods for interstate commerce, are given below.<sup>2</sup>

### *Apprentices*

The requirements governing employers desiring to employ apprentices at less than the prescribed minimum wages established under the Fair Labor Standards Act were strengthened and made more definitive. Before applying for an apprenticeship certificate, the employer must obtain official approval of the apprenticeship agreement under which the apprentice is hired. Such approval may be given either by the State apprenticeship council or the corresponding apprenticeship authority, provided that body has been approved by the Federal Committee on Apprenticeship (U. S. Department of Labor). If no approved apprenticeship council or authority exists in the State, approval of the apprenticeship agreement must be obtained from the Federal Committee on Apprenticeship.

In specifying that the respective State bodies must be approved, the purpose is to insure that the standards of apprenticeship training that they establish shall be equal to or comparable to the standards fixed by the Federal Committee on Apprenticeship.

The term "apprentice" was not modified, and still signifies a person at least 16 years of age who is employed, under a written apprenticeship agreement with the employer, to learn a skilled trade. This agreement must provide for not less than 4,000 hours of reasonably continuous employment for the apprentice, under an approved schedule of work experience throughout the period of employment, and for at least 144 hours a year of supplemental instruction in classes on subjects related to that trade.

<sup>1</sup> Press releases Nos. 624, 28, 39, 40, 48, and 49.

<sup>2</sup> The original regulations were summarized in the Monthly Labor Review, January 1939 (p. 151).

If the apprenticeship agreement has been approved in the required manner, and not less than 4,000 hours of reasonably continuous employment is required to prepare a worker of normal ability for the skilled occupation designated in the apprenticeship agreement, the Administrator of the wage and hour law will authorize the employment of the apprentice. A special certificate will be issued for this purpose, giving the rate or rates less than the minimum wage applicable under the act and the length of time specified in the agreement.

### *Handicapped Workers*

After almost a year of study, the Committee on Sheltered Workshops made the recommendations summarized below for the employment of handicapped clients in non-profit-making charitable institutions, known as "sheltered workshops."

The general purpose of the recommendation is to permit the employment at less pay than the minimum established under the wage and hour law, of persons who are handicapped, whose earning capacity is impaired by reason of age or physical or mental deficiency or injury, and who are being served in accordance with the recognized rehabilitation program of a sheltered workshop. At the same time, arrangements must be avoided which constitute an unfair method of competition in interstate commerce or which tend to spread or perpetuate substandard wage levels.

Sheltered workshops are required to send monthly reports to the Administrator under the terms of the regulations. Among other things they must specify the amount of cash wage payments made to each handicapped client (or worker) for each week; the estimated cost to the sheltered workshop of the client's lodging and meals; and a statement of the payments or funds, if any, received by the shop from any source for service maintenance, care, or wage of the particular client. If any client works more than the maximum number of hours per week (42 until Oct. 24, 1940; 40 thereafter) permitted under the Fair Labor Standards Act, the reports must also show the client's regular rate of pay and the extra amount paid for overtime hours of labor.

In the discretion of the Administrator, public hearings may be conducted upon application for or cancelation of certificates, or on petitions for the amendment of regulations. The Wage and Hour Division will notify the Sheltered Workshop Advisory Committee of any contemplated denial of a certificate to any institution applying for a certificate. The committee will be given 10 days to present its view to the Administrator, or his designated representative, concerning the contemplated denial.



Applications for the employment of handicapped persons must be filed with the Administrator by any sheltered workshop. Certificates, when issued, will fix the minimum wage which the sheltered workshops must pay to clients. If an individual's earning capacity for the work he is to perform is impaired to any extraordinary extent, a special certificate may authorize his employment at a lower wage rate than is established by the certificate. Employment will not be legalized under a certificate at less than the minimum wage rate applicable to the industry in which the workshop is participating, unless the individual is, in fact, handicapped.

### *Record Keeping*

Regulations dealing with record keeping have been modified to eliminate the need for special authorization to keep records outside the State where the place of employment is situated. It is expected that the new regulations will coincide with existing business practices.

By the terms of the wage and hour law, every employer subject to any of its provisions must keep records showing the full name of the person employed, home address, date of birth if under 19, and specified records as to hours worked and wage payments. Before the regulations here reviewed were adopted, these records were required to be kept within each State either at the place or places of employment, or where that was impracticable, within at least one of the employer's places of business within such State. If the employer found it desirable to keep records at some central-accounting or record-keeping office located in a State other than the State where the place of employment was situated, he was formerly required to obtain special authorization from the Administrator.

This special authorization procedure has now been abandoned and the employer may comply with the record-keeping requirements in either of two ways: He may keep the records at the place or places of employment, or at one or more established central record-keeping offices where such records are customarily maintained. If the records are kept at a central office, then, under the amended regulations the employer must maintain another brief record, containing the total number of hours worked and total wages paid in each workweek for each employee, at the place of employment. This record must include the name, address, and occupation of the employee in each case. For employees engaged in bona fide executive, administrative, professional, or local retailing capacity, or as outside salesmen, who are exempt from the wage and hour provisions, a record of the name, address, and occupation of each exempt employee is also required to be maintained.

Complete records maintained at the place of employment must be kept safe and readily accessible for a period of 4 years. If the records are kept at a central location they must be available under the same conditions for 4 years, while the abbreviated records at the place of employment are required to be kept safe and readily accessible for 2 years.



## EFFECT OF MINIMUM WAGE IN NEW YORK BEAUTY PARLORS

THE weekly pay envelope of the average beauty-parlor operator in New York contained \$3.27 more in March 1939 than in 1936 before the minimum wage became mandatory in the industry. In fact, all classes of workers in beauty shops had much higher earnings after the minimum wage became effective than before. This was evident from the sworn pay rolls of beauty-parlor employers filed with the State division of women in industry and minimum wage, according to the Industrial Bulletin for January 1940, published by the Industrial Commissioner of New York.

The median wage of women in beauty shops in March 1939 was \$16.74 a week, which was an increase of 24 percent over the \$13.47 median in 1936. The women who earned less than \$10 a week in 1939 comprised less than 9 percent of all the women, whereas almost a third had earned less than that amount in 1936.

The employers' pay rolls for 1939 showed that it was not only the lowest-paid workers who benefited from the introduction of the minimum wage, but that workers in all the grades were helped. Eighty-five percent of the women were shown to have earned \$15 or more a week, as compared with only 35 percent in 1936. Over half of the workers received over \$16.50, the weekly minimum.

The following comparison of week's earnings of beauty-shop workers before and after the minimum wage became effective shows the benefit derived therefrom:

	1936	March 1939
Number of women reporting.....	5, 157	<sup>1</sup> 12, 594
Median week's earnings.....	\$13. 47	\$16. 74
Percent of women who earned—		
Under \$5.....	10. 6	2. 4
\$5 and under \$10.....	20. 4	6. 3
\$10 and under \$12.....	11. 9	. 9
\$12 and under \$15.....	22. 2	5. 2
\$15 and under \$20.....	19. 7	66. 3
\$20 and over.....	15. 2	18. 9

<sup>1</sup> Includes 35 male minors.

Long hours used to prevail in the beauty-service industry, but in 1939 they were the exception, according to the report. The median workweek in that year was 45 hours. This was attributed not only to the minimum-wage order but also to the fact that in 1938 beauty shops were brought under the hours law with its limit of 48 hours.

Hourly earnings were much higher in March 1939 than in 1936, the median being 39.2 cents in 1939 as compared with 27.6 cents in 1936. A comparison of identical establishments, mostly shops which continue in business year after year, showed that even in these shops very low wages were found prior to the minimum-wage order. An increase from 30 to 39 cents in average hourly wages occurred after the order became effective.

The difference in the length of the working week and in hourly earnings in 1936 and in March 1939 is shown in the following table:

*Hours Worked in Week and Hourly Earnings in New York Beauty Shops, 1936 and 1939*

Item	Hours worked in week		Item	Hourly earnings	
	1936	March 1939		1936	March 1939
Number of women reporting.....	4,665	<sup>1</sup> 12,567	Number of women reporting.....	5,026	<sup>1</sup> 12,562
Median week's hours.....	48.4	45.0	Median hourly earnings (cents)...	27.6	39.2
Percent of women who worked—			Percent of women who earned—		
Under 24 hours.....	6.1	9.5	Under 10 cents.....	6.1	( <sup>2</sup> )
24 and under 30 hours.....	2.2	3.4	10 and under 20 cents.....	18.0	( <sup>2</sup> )
30 and under 36 hours.....	3.5	1.7	20 and under 25 cents.....	15.9	.1
36 and under 42 hours.....	5.0	7.5	25 and under 30 cents.....	19.1	.1
42 and under 48 hours.....	16.1	62.1	30 and under 35 cents.....	13.5	2.8
48 hours.....	16.5	15.3	35 and under 40 cents.....	8.9	56.2
Over 48 hours.....	50.6	.5	40 cents and over.....	18.5	40.8

<sup>1</sup> Includes 35 male minors.

<sup>2</sup> Less than a tenth of 1 percent.

# *Wages and Hours of Labor*

---

## HOURLY EARNINGS IN THE LEATHER INDUSTRY, SEPTEMBER 1939<sup>1</sup>

IN SEPTEMBER 1939, earnings in the leather tanning and finishing industry averaged 62.3 cents an hour. Individual earnings, however, ranged all the way from less than 30 cents to over \$1 an hour.

Despite the wide range of individual earnings, a recent study by the Bureau of Labor Statistics disclosed only a relatively small proportion of the wage earners in the low-wage classes. Taking the industry as a whole, only 1.2 percent were paid less than 30 cents an hour, 2.7 earned less than 35 cents, and no more than 5.8 percent received less than 40 cents. On the other hand, there was a fairly substantial scattering of employees in the higher-earnings classes, 13.2 percent averaging 82.5 cents an hour or better. This is particularly noteworthy in view of the predominance of semiskilled and unskilled workers in the industry.

### *Scope of the Survey*

The manufacture of leather from hides and skins includes two principal processes, namely tanning and finishing.<sup>2</sup> Most establishments are integrated, thus performing all processes. A few plants do tanning only, but a substantial number engage in finishing only. The Bureau's survey included integrated establishments, as well as those confining their operations to either tanning or finishing.

In defining the industry, the Census of Manufactures makes a distinction between regular and contract factories, the former covering plants working primarily on hides and skins owned by them, and the latter including establishments that manufacture leather on contract. Some of the regular plants, however, also do some contract work, and some of the contract establishments also manufacture small amounts of leather from hides and skins owned by them. The present survey includes both regular and contract plants.

The information presented in this report was collected by actual visits of the Bureau's trained field representatives to every plant included in the survey. Using pay-roll and other records, the field

<sup>1</sup> Prepared by P. L. Jones, H. O. Rogers, and O. R. Witmer under the direction of J. Perlman, Chief, Division of Wage and Hour Statistics.

<sup>2</sup> Includes currying, a secondary process of finishing leather after tanning.

representatives obtained for every worker (including working supervisors and plant clerks<sup>3</sup>) in each establishment, the occupation, sex, race, total hours actually worked, and total earnings for a pay-roll period between September 10 and October 1, 1939.<sup>4</sup> In addition, certain general plant information concerning full-time hours, overtime rates, methods of wage payment, and employer-employee dealings was secured from the officials of the cooperating firms.

Descriptions of the various occupations were obtained from a number of establishments, especially where there was some doubt as to the duties involved. This information, coupled with that obtained from previous surveys of the leather industry, furnished the basis for the detailed occupational groupings used in the report. In addition, the occupations were classified according to skill. This classification was developed on the basis of the prevailing opinion of plant supervisors, or foremen, as well as other information available in the Bureau. Any classification of occupations by skill tends to be somewhat arbitrary, but despite this limitation it is believed that the skill designations used in this report are essentially accurate.

It should be noted that the data collected cover a period prior to October 24, 1939, the effective date of the 30-cent minimum and 42-hour maximum under the Fair Labor Standards Act. As the earnings of only a small proportion of the workers in the leather industry fell short of the 30-cent minimum at the time of the survey, the wage structure shown here is not likely to be much different from the one now in existence.

During the period covered by the survey, the Fair Labor Standards Act provided for a workweek of 44 hours for plants engaged in interstate commerce, and employees working in excess of this standard received time and a half for overtime. Unless otherwise indicated, the hourly earnings shown in this report are based on regular rates. Consequently, they do not reflect the compensation from the extra rates paid for overtime work.<sup>5</sup>

The survey excluded all integrated plants having fewer than 20 employees, or any separate tanning or finishing establishments with fewer than 10 workers. This reduced the total number of plants in the industry to about 300, which employed somewhat less than 50,000 wage earners.

<sup>3</sup> The survey did not cover higher supervisory officials and office workers in central or other offices that are separate and distinct from the plants.

<sup>4</sup> In establishments where the pay-roll period exceeded 1 week, there was also obtained the number of hours worked during 1 continuous week within the pay-roll period. This enabled the Bureau to present weekly hours, as well as weekly earnings for all workers.

<sup>5</sup> In most surveys made by the Bureau of Labor Statistics, the compensation resulting from the extra rates for overtime work is included in computing average hourly earnings. The present survey, however, was made at the request of the Economic Section of the Wage and Hour Division, in order to provide reliable information on wages for use of the industry committee that has been established under the Fair Labor Standards Act of 1938. For this reason, it was considered desirable to exclude the earnings at the extra rates.

Although made primarily for the Wage and Hour Division, the Bureau has strictly adhered here to its long-established policy of keeping confidential all data obtained from individual establishments.



## CHARACTERISTICS OF THE INDUSTRY

As an employer of labor, the leather industry is fairly important. In the aggregate, the 402 establishments<sup>6</sup> in the industry, according to the Census of Manufactures, provided work for 50,687 wage earners in 1937, with the total wage bill amounting to \$61,288,375. The latter constituted 54.0 percent of the value added by manufacture.

For many years, an outstanding feature of the leather industry was the remarkable decrease that had taken place in the number of establishments, which was accompanied by an almost steady rise in the number of wage earners. According to the Census of Manufactures, the number of plants declined from somewhat less than 7,000 in 1849 to 680 in 1919,<sup>7</sup> but the number of wage earners increased from approximately 26,000 to 72,000. This was the result of a gradual expansion in the size of establishment.

Even between 1921 and 1937, the number of establishments in the leather industry decreased by about one-third.<sup>8</sup> On the other hand, the number of wage earners, which was subject to considerable fluctuation during this period, never approached the high level reached in 1919. It will be noted, however, that the size of plant in terms of number of wage earners has increased generally during these years.

Although the size of the producing unit in the leather industry has been growing steadily, the typical plant is still relatively small. In 1937, for example, the average per establishment was 126 wage earners. Of the 402 plants in that year, only 20 reported between 501 and 1,000 workers, and only a single establishment showed over 1,000 employees. In contrast, about three-fifths of the plants employed 100 workers or less, and virtually one-fourth showed 20 employees or less.

Leather manufacturing is widely scattered geographically. The New England States, which constituted the early center of the industry, still remain an important producing region. Most of the leather plants in the Pacific States are located in the vicinity of San Francisco. In the Southern States, by contrast, establishments making leather are scattered throughout the Appalachian belt, but their combined employment constitutes only a minor portion of the industry's total.

At first glance, the leather industry appears reasonably homogeneous in terms of product. Actually, however, it is an industry of extreme diversity. The factors that contribute to the complexity of the

<sup>6</sup> Includes only plants with an annual production valued at \$5,000 and over.

<sup>7</sup> Prior to 1905, all kinds of manufacturing and mechanical establishments were included by the Census of Manufactures. Since 1905, however, only manufacturing establishments conducted under what is known as the factory system have been included. This change affects the comparability of the data as regards the number of plants for the various industries.

<sup>8</sup> Likewise, the figures since 1921 are not strictly comparable with those for 1919 and prior years. Before 1921, the Census of Manufactures covered all establishments with a value of product amounting to \$500 and over. Beginning with that year, however, the minimum requirement was extended to a product value of \$5,000 and over. This change probably accounts for most of the decrease in number of plants between 1919 and 1921. The establishments excluded due to the shift in definition were very small, so that the reduction in number of wage earners between the two years was due primarily to other causes.

industry are the variations in the kinds of animal skins or hides employed for conversion into leather and the specific uses for which the finished leather is intended. These factors, in turn, determine the tanning and finishing methods employed in the manufacturing process.

Some idea of the variety and relative importance of the various products manufactured in the leather industry may be obtained from table 1, which has been condensed from a more detailed table presented by the Census of Manufactures for 1937. It will be seen that, in terms of value, the most important products are sole and belting (30.3 percent), side upper leather (20.2 percent), kid upper leather (10.8 percent), and calf upper leather (9.9 percent).

TABLE 1.—*Value of Products in the Leather Industry, 1937*

[Based on data from Census of Manufactures]

Kind of leather	Value of product	Per-cent	Kind of leather	Value of product	Per-cent
All kinds.....	<sup>1</sup> \$362,094, 589	100.0	Upholstery leather (automobile, furniture, and carriage).....	7, 138, 787	2.0
Sole and belting leather.....	110, 212, 195	30.3	Patent upper leather.....	9, 326, 345	2.6
Side upper leather, cattle <sup>2</sup> .....	73, 044, 815	20.2	Fancy leather.....	6, 625, 961	1.8
Kid upper leather.....	39, 132, 725	10.8	Bag, case, and strap leather.....	5, 315, 613	1.5
Calf upper leather.....	35, 705, 736	9.9	Harness and collar leather.....	6, 000, 303	1.7
Sheepskin and goatskin—			Horsehide.....	5, 750, 321	1.6
Glove and garment leather.....	15, 639, 069	4.3	Weltting leather.....	2, 297, 520	.6
Lining leather.....	13, 965, 396	3.9	Miscellaneous leather <sup>3</sup> .....	21, 709, 629	6.0
Splits, other than upper and upholstery leather.....	10, 230, 174	2.8			

<sup>1</sup> Includes the value of leather only, whether made as a primary product in this industry or as a secondary product in other industries. In order to avoid duplication, the value of rough leather has been excluded.

<sup>2</sup> Includes also wax and finished splits.

<sup>3</sup> This includes all other leather which is not classified with the above items.

## DESCRIPTION OF THE SAMPLE

In the present survey, no attempt was made to cover all of the leather plants. Instead, the survey was restricted to a carefully selected sample of 152 establishments, from which wages and hours data were obtained for 25,617 wage earners.

The method of sampling used by the Bureau in this survey differs from that employed in other surveys. In the outlying States, where a relatively small proportion of the industry is located, the survey covered virtually all establishments. This included California and a number of Southern States; namely, Virginia, Tennessee, North Carolina, Georgia, and Texas. Similarly, the Bureau covered all single-plant companies with 500 wage earners and over. For the small and medium-sized single-establishment concerns, however, as well as the plants of multi-unit companies in all regions, which are located in other parts of the country, the coverage was on a sample basis. The "cell" method of sampling was used, in accordance with which a number of cells were formed, each constituting a more or less homogeneous entity with respect to size of plant, location, size of community, product, unionization, etc. Depending upon the number of establishments in the cell, or one more plants were selected to represent

each cell, which were later weighted to bring the figure up to the total size of the cell. Upon the completion of the weighting, the coverage was checked to make sure that it afforded an accurate cross-section of the industry, from the standpoint of size of plant, corporate affiliation, product, geographical distribution, size of community, and unionization.

An indication of the representative nature of the sample may be seen from the extent to which its geographical composition corresponds to that of the total industry. This is shown by table 2, which compares the distribution of the industry by States from the Census of Manufactures and that in the Bureau's survey. In making this comparison, it is important to note that the present survey was made in September 1939, while the most recent available data for the Census of Manufactures are for 1937. It should also be kept in mind that the wage survey included only establishments with 20 or more workers, whereas the Census of Manufactures covered all plants with an annual production valued at \$5,000 and over. Finally, it will be noted that, in several of the States shown, data on the wage earners employed by contract factories are not available from the information of the Census of Manufactures, while such contract factories are included in the data for each State in the Bureau's survey. In spite of these differences, an examination of the figures indicates that the proportion of wage earners covered by the survey in most States corresponds very closely with that reported by the Census of Manufactures. Massachusetts, for example, accounted for 20.1 percent of the wage earners in 1937, as compared with 21.0 percent in the survey. In other States, likewise, the correspondence between the two series is striking.

TABLE 2.—Coverage of Survey in the Leather Industry, by States, 1939

State	Census of Manufactures, 1937		Percent of workers in Bureau survey <sup>1</sup>
	Number of workers	Percent of workers	
United States.....	50,687	100.0	100.0
California.....	667	1.3	1.3
Delaware.....	<sup>2</sup> 2,692	5.3	5.1
Illinois.....	<sup>3</sup> 4,376	8.6	10.7
Massachusetts.....	10,205	20.1	21.0
Michigan.....	2,569	5.1	2.5
New Jersey.....	3,265	6.4	6.1
New York.....	5,548	10.9	10.5
North Carolina.....	1,133	2.2	1.8
Ohio.....	1,825	3.6	2.2
Pennsylvania.....	<sup>4</sup> 8,541	16.9	16.4
Wisconsin.....	<sup>5</sup> 4,307	8.5	12.9
Other plants.....	<sup>6</sup> 5,559	11.1	<sup>7</sup> 9.5

<sup>1</sup> Excludes integrated plants with less than 20 employees, as well as finishing establishments with less than 10 workers.

<sup>2</sup> Excludes 1 contract plant.

<sup>3</sup> Excludes 3 contract plants.

<sup>4</sup> Excludes 3 contract plants.

<sup>5</sup> Excludes 2 contract plants.

<sup>6</sup> Includes 2 regular factories in Connecticut, 2 in Georgia, 5 in Indiana, 3 in Kentucky, 1 in Maine, 3 in Maryland, 3 in Minnesota, 4 in Missouri, 3 in New Hampshire, 4 in Oregon, 1 in Rhode Island, 2 in Tennessee, 2 in Texas, 7 in Virginia, 1 in Washington, and 6 in West Virginia; includes also 1 contract factory in Colorado, 1 in Delaware, 3 in Illinois, 2 in Maine, 1 in New Hampshire, 3 in Pennsylvania, and 2 in Wisconsin.

<sup>7</sup> Includes 3 plants in Connecticut, 1 in Georgia, 2 in Indiana, 2 in Maryland, 1 in Minnesota, 2 in Missouri, 2 in New Hampshire, 3 in Tennessee, 1 in Texas, 2 in Virginia, and 2 in West Virginia.

The estimated (weighted) number of workers as computed from the Bureau's survey was approximately 47,900.<sup>9</sup> Applying to the figure of 50,687 wage earners, as reported by the Census of Manufactures for 1937, the net change in employment disclosed by the Bureau's index numbers, the estimated number of workers in the industry at the time of the survey in September 1939 was about 47,300, which is only slightly less than the weighted figure shown above. In September 1939, the Bureau obtained information by mail questionnaire on employment and pay rolls from 169 establishments in the leather industry, with 34,300 employees. These workers averaged 63.4 cents for hourly earnings, 38.6 for weekly hours, and \$24.32 for weekly earnings,<sup>10</sup> which may be compared with 62.3 cents, 39.1 hours, and \$24.42, respectively, on the basis of the present field survey.<sup>11</sup> The close correspondence between the respective figures of two independent surveys is evidence of the accuracy of both samples.

### *Average Hourly Earnings*

#### METHODS OF WAGE PAYMENTS

A majority of the wage earners in the leather industry are paid on a straight time-rate basis. Although the proportion varied from plant to plant, some time workers were found in each of the establishments included in the survey. Most of these employees were paid on an hourly basis, but there were a few occupations, such as working foremen and maintenance workers, that were customarily on a weekly or monthly basis. Including the salaried employees, 51.8 percent of the wage earners in the industry were paid on a time-rate basis.

Although time workers predominated in the industry, some employees were paid straight piece rates in approximately three-fourths of the establishments, the total number of workers affected being 38.5 percent of the labor force. In general, employees paid at piece rates were most frequent in the finishing departments. The occupations showing a considerable number of piece workers were machine stakers, togglers, tackers, buffers, machine setters-out, glazing-machine operators, hand finishers or seasoners, and shaving-machine operators. Moreover, group piece rates were frequently applied to some of the occupations. Toggler and tackers, for example, in many plants, customarily worked in teams and split their total earnings.

Production-bonus systems of wage payment were reported by a few of the larger establishments, affecting approximately one-tenth of the total wage earners in the industry. In some of these plants, moreover, only certain classes of employees were affected.

<sup>9</sup> This figure excludes integrated establishments with fewer than 20 employees, as well as finishing plants with fewer than 10 workers, neither of which were included in the survey. These establishments covered approximately 800 employees.

<sup>10</sup> The figures on average hourly and weekly earnings include the extra earnings due to overtime work.

<sup>11</sup> The figures on average weekly hours and earnings in the survey are exclusive of 1 establishment, which did not report total hours worked.

## HOURLY EARNINGS OF ALL WORKERS

For all wage earners in the leather industry, earnings in September 1939 averaged 62.3 cents an hour, but varied considerably among establishments. Indeed, for the plants covered by the survey, the averages ranged from under 30 cents to almost \$1. Despite the wide differences, a substantial number of establishments, employing more than one-half of the workers, showed plant averages that fell within the 15-cent range between 55 and 70 cents. On the other hand, the establishments averaging under 55 cents employed less than one-fifth, while those with averages of 70 cents and over accounted for more than one-fourth of the total labor force.<sup>12</sup>

Considering the hourly earnings of individual workers, which are shown in table 3, the largest proportion (13.9 percent) in any 5-cent interval was found between 57.5 and 62.5 cents. Approximately one-half (48.7 percent) received between 47.5 and 67.5 cents, and over four-fifths (81.0 percent) were paid between 40.0 and 82.5 cents. A substantial proportion, namely 13.2 percent, earned 82.5 cents and over. On the other hand, relatively few (5.8 percent) received less than 40 cents. This is particularly noteworthy, in view of the predominance of semiskilled and unskilled workers in the industry.

TABLE 3.—Percentage Distribution of Leather Workers by Average Hourly Earnings, Sex, and Skill, September 1939

Average hourly earnings	All workers	Males				Females
		Total	Skilled	Semi-skilled	Unskilled	
Under 25.0 cents	(1)	(1)			0.1	
Exactly 25.0 cents	0.6	0.5	0.1	0.1	1.6	1.7
25.1 and under 27.5 cents	.3	.2	(1)	.2	.3	1.0
27.5 and under 30.0 cents	.3	.2	(1)	.2	.4	1.8
30.0 and under 32.5 cents	.7	.6	.2	.4	1.1	2.1
32.5 and under 35.0 cents	.8	.6	.2	.5	.9	2.4
35.0 and under 37.5 cents	1.9	.6	.2	.4	1.3	15.2
37.5 and under 40.0 cents	1.2	.9	.3	.6	1.8	4.5
40.0 and under 42.5 cents	5.5	4.0	.7	2.7	7.9	22.8
42.5 and under 47.5 cents	7.4	6.5	1.8	5.2	11.2	17.4
47.5 and under 52.5 cents	11.5	11.4	3.8	8.9	19.7	12.1
52.5 and under 57.5 cents	12.5	12.7	5.9	11.3	18.5	9.8
57.5 and under 62.5 cents	13.9	14.7	8.9	15.5	15.7	4.7
62.5 and under 67.5 cents	10.8	11.7	11.7	13.7	8.1	1.4
67.5 and under 72.5 cents	8.2	8.7	11.4	10.7	3.8	2.4
72.5 and under 77.5 cents	6.1	6.7	9.1	8.1	2.9	.3
77.5 and under 82.5 cents	5.1	5.5	8.6	6.8	1.8	.2
82.5 and under 87.5 cents	3.2	3.5	6.2	3.9	1.3	(1)
87.5 and under 92.5 cents	2.7	3.0	8.0	2.8	.8	.1
92.5 and under 100.0 cents	3.1	3.3	10.1	3.1	.5	
100.0 and under 110.0 cents	2.3	2.5	7.4	2.4	.2	.1
110.0 and under 125.0 cents	1.0	1.1	2.6	1.3	.1	
125.0 and under 150.0 cents	.7	.8	2.0	.9	(1)	
150.0 cents and over	.2	.3	.8	.3	(1)	
Total	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers (weighted)	47,904	43,895	6,439	24,280	13,176	4,009
Average hourly earnings	\$0.623	\$0.638	\$0.773	\$0.656	\$0.538	\$0.445

<sup>1</sup> Less than a tenth of 1 percent.

<sup>12</sup> These proportions are based on the weighted number of workers.



## VARIATIONS BY SEX AND SKILL

Leather manufacturing is largely a man's industry. In contrast with many other industries that have been mechanized extensively, women constitute only a minor fraction of the wage earners in this industry. Taking the industry as a whole, only one-twelfth of the total labor force were women. The proportion of females, however, varied conspicuously in the different divisions of the industry. Virtually no women were employed in the plants manufacturing sole and belting and glove leather, but 18.3 percent of the workers found in the kid-leather plants and 17.0 percent of those employed in calf-upper plants were females. Even in the branches where females were relatively numerous, their employment was largely restricted to the finishing departments. No females were found in the southern establishments.

Converting raw hides and skins into leather is one of the oldest processes known to man. The principal objective is to preserve the material and at the same time to give it certain desired physical properties. For some purposes, such as gloves, the requisite qualities are softness, flexibility, and porosity. Firmness, thickness, and durability, on the other hand, are the properties needed in high-quality sole and belting leather. To bring out the desired qualities formerly required craftsmen with an intimate knowledge of leather and the treatment of leather. At the present, however, the processes involved are largely chemically controlled, and modern machinery has displaced all except a relatively small remnant of the highly skilled craftsmen.

In spite of the progressive decline in the demand for highly skilled craftsmen in the leather industry, a few machine operations still require a high degree of manual dexterity. This is due largely to the fact that very few of the machines now used in making leather are completely automatic. As shown by this survey, skilled males constituted over one-eighth of the total workers in the industry. Most of the females were semiskilled employees. The semiskilled males constituted approximately one-half, while the unskilled males accounted for over one-fourth of the total labor force.

The dispersion of hourly earnings in the leather industry may be explained in part by the sharply contrasting wage levels among the different groups of employees. For male workers, the averages were 77.3 cents for skilled, 65.6 cents for semiskilled, and 53.8 cents for unskilled. Hence, the difference between skilled and semiskilled was about the same as that between semiskilled and unskilled employees. The female workers averaged 44.5 cents, or 9.3 cents less than the average of the unskilled males.

An outstanding feature of the distribution of individual hourly earnings is the relatively small proportion of the more important groups of employees in the low-wage classes. Among semiskilled males, numerically the largest single group, only 2.4 percent of the total were found below the 40-cent level. Moreover, hourly earnings of this amount or less are shown for only 1.0 percent of the skilled and no more than 7.5 percent of the unskilled males. On the other hand, 28.7 percent of the females were paid under 40 cents, but it must be remembered that this is the smallest group of workers in the industry.

Among each of the more important groups of employees, a fairly generous scattering is found in the upper wage classes. Thus, earnings of 82.5 cents an hour and over are shown for more than one-third (37.1 percent) of the skilled and over one-seventh (14.7 percent) of the semiskilled males. Even among the unskilled males, the hourly earnings of a small minority (2.9 percent) amounted to 82.5 cents and over. By contrast, hardly any females received that figure and above. Hourly earnings in excess of \$1 were confined largely to the skilled and semiskilled males, the respective proportions amounting to 12.8 and 4.9 percent.

#### GEOGRAPHICAL DIFFERENCES

Under the NRA, the code for the leather industry provided for two regions with respect to wages. One was the Southern area, including Maryland, West Virginia, Virginia, Kentucky, Tennessee, North Carolina, South Carolina, Georgia, Alabama, Mississippi, Florida, Arkansas, Louisiana, Oklahoma, Texas, New Mexico, and Arizona. For these States, the minimum rate set was 32.5 cents an hour. For the remainder of the United States, covering the Northern and Western States, the minimum was 35 cents for females and 40 cents for males.

Generally speaking, there is a difference in the wage levels of these two areas. Of the Southern States mentioned in the code, the survey covered Maryland, West Virginia, Virginia, Tennessee, North Carolina, Georgia, and Texas, as the other States either had no establishments or had none of any importance in the leather industry. These seven States, which employed 6.9 percent of the total wage earners in the industry, had a considerably lower wage level on the whole than that found in the Northern States, despite the fact that no females were employed in the plants covered by the survey in the Southern region.

The wage level in the Southern States, however, was by no means uniform. In fact, these States may be divided into two districts, each of which had a different wage level. One district (including Tennessee, North Carolina, Georgia, and Texas) may, for the sake of convenience, be termed the Lower Southern States. These States generally showed the lowest hourly earnings, as evidenced by an examination of the averages of the various establishments. Thus, all but one

of the plants covered here by the survey averaged less than 45 cents, while all of the establishments in the industry with an average under 35 cents were in this district. The other district (including West Virginia, Maryland, and Virginia) may be designated as the Border States. A somewhat higher wage level generally prevailed in this district. With one exception, the averages of the plants included by the survey in these States fell within a relatively narrow range, between 45 and 50 cents.

The wage level of these Border States overlaps with that of the Northern States. Thus, there are individual establishments in a number of Northern States with average hourly earnings of less than 45 cents. These are exceptional plants, however, as a large proportion of the northern plants have average hourly earnings of more than 50 cents.

Although the general wage level in the northern region is substantially higher than that in either of the two southern wage districts, hourly earnings in the North show less concentration. Broadly speaking, hourly earnings in this area varied considerably even within a single State. This was especially true of the more important States. In Massachusetts, for example, the averages of the plants covered in the survey ranged from 37 to 83 cents, although most of the establishments averaged between 60 and 80 cents. In Pennsylvania, the plant averages covered a spread from 39 to 71 cents, with the majority of establishments concentrated between 50 and 70 cents. The range of plant averages in New York State was from 52 to 99 cents, but most of the establishments averaged between 65 and 85 cents. A similar dispersion was found in other States having a substantial number of plants, such as Delaware, Illinois, New Jersey, and Wisconsin.

With hourly earnings in the northern region differing considerably in most instances within a single State, it is obviously difficult to conceive here of homogeneous wage districts that are composed of more than one State. The three districts that are shown in this report represent more or less arbitrary groupings of States that correspond to areas that the trade frequently regards as competing producing areas. These groupings include plants surveyed in the New England, Middle Atlantic, and Middle Western States, respectively. The New England States covered in the survey included Massachusetts, New Hampshire, and Connecticut. Delaware was added to the Middle Atlantic States which, under the Bureau of the Census classification, include New York, New Jersey, and Pennsylvania. The Middle Western States, as used in the present survey include not only the East North Central States (Ohio, Michigan, Indiana, Illinois, and Wisconsin), as defined by the Bureau of the Census, but also Minnesota, Missouri, and California. Each of these groups of States is important, accounting respectively for 23.2, 38.0, and 31.9 percent of the total workers in the industry.

The differences in the wage structure of these three districts are not sufficient for them to be regarded as distinctive wage areas. The most concentrated distribution of hourly earnings is found in the Middle Western States (including California). Only 2.9 percent of the workers received less than 40 cents, and 2.6 percent were paid more than 92.5 cents. On the other hand, more than two-thirds (67.7 percent) earned 47.5 to 72.5 cents. The average for all workers was 62.0 cents, while most establishments averaged less than 65 cents. (See table 4.)

TABLE 4.—Percentage Distribution of Leather Workers, by Average Hourly Earnings, Sex, and District, September 1939

Average hourly earnings	All workers				Males				Females <sup>1</sup>			
	New England	Middle Atlantic	Middle Western including California	Southern	New England	Middle Atlantic	Middle Western including California	Southern	New England	Middle Atlantic	Middle Western including California	Southern
Under 25.0 cents.....	0.1	( <sup>2</sup> )	( <sup>2</sup> )	-----	0.1	( <sup>2</sup> )	0.1	-----	-----	-----	-----	-----
Exactly 25.0 cents.....	.4	0.1	0.4	5.0	.4	0.1	-----	5.0	0.2	-----	-----	4.7
25.1 and under 27.5 cents.....	.3	( <sup>2</sup> )	.2	2.4	.2	( <sup>2</sup> )	-----	2.4	.8	-----	-----	2.2
27.5 and under 30.0 cents.....	.3	.1	.4	1.8	.2	( <sup>2</sup> )	-----	1.8	1.0	0.5	-----	3.6
30.0 and under 32.5 cents.....	.5	.6	.3	4.1	.4	.1	-----	4.1	1.1	2.3	-----	2.9
32.5 and under 35.0 cents.....	.2	.5	.2	6.5	.1	.2	.1	6.5	1.1	5.0	-----	1.2
35.0 and under 37.5 cents.....	1.9	2.7	.8	1.6	.8	.7	.3	1.6	10.6	29.4	-----	6.4
37.5 and under 40.0 cents.....	.9	1.0	.6	6.5	.5	.5	.4	6.5	3.5	7.4	-----	2.8
40.0 and under 42.5 cents.....	7.8	5.1	3.6	9.6	4.6	3.5	2.7	9.6	32.5	25.1	-----	12.2
42.5 and under 47.5 cents.....	6.6	6.6	6.7	18.2	4.8	6.0	5.7	18.2	20.7	14.6	-----	16.9
47.5 and under 52.5 cents.....	9.9	12.4	11.0	12.5	9.9	12.9	10.2	12.5	10.5	6.6	-----	18.4
52.5 and under 57.5 cents.....	10.4	12.5	13.5	13.1	10.2	13.5	13.3	13.1	12.2	1.5	-----	14.9
57.5 and under 62.5 cents.....	12.2	12.0	18.1	9.8	13.2	12.6	19.1	9.8	3.5	3.8	-----	6.6
62.5 and under 67.5 cents.....	10.1	10.2	13.7	3.9	11.4	10.9	14.7	3.9	.3	.9	-----	2.8
67.5 and under 72.5 cents.....	7.0	7.1	11.4	3.6	7.7	7.5	12.3	3.6	1.8	2.0	-----	3.2
72.5 and under 77.5 cents.....	6.2	6.9	6.4	.5	7.0	7.4	7.0	.5	-----	-----	-----	.8
77.5 and under 82.5 cents.....	5.6	5.8	4.9	.2	6.4	6.2	5.4	.2	.2	-----	-----	.3
82.5 and under 87.5 cents.....	3.8	3.5	3.0	.2	4.2	3.8	3.3	.2	-----	-----	-----	.1
87.5 and under 92.5 cents.....	4.2	2.8	2.2	.2	4.8	2.9	2.4	.2	-----	.4	-----	-----
92.5 and under 100.0 cents.....	4.6	4.1	1.3	.1	5.2	4.4	1.5	.1	-----	-----	-----	-----
100.0 and under 110.0 cents.....	4.4	2.7	.8	.1	5.0	2.8	.9	.1	-----	.5	-----	-----
110.0 and under 125.0 cents.....	1.8	1.4	.2	.1	2.0	1.5	.2	.1	-----	-----	-----	-----
125.0 and under 150.0 cents.....	.7	1.4	.2	-----	.8	1.5	.2	-----	-----	-----	-----	-----
150.0 cents and over.....	.1	.5	.1	-----	.1	.6	.1	-----	-----	-----	-----	-----
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers (weighted).....	11, 098	18, 227	15, 277	3, 302	9, 823	16, 939	13, 831	3, 302	1, 275	1, 288	1, 446	-----
Average hourly earnings.....	\$0.645	\$0.642	\$0.620	\$0.461	\$0.670	\$0.658	\$0.635	\$0.461	\$0.447	\$0.417	\$0.467	-----

<sup>1</sup> No females were employed in plants covered in survey in Southern States.

<sup>2</sup> Less than a tenth of 1 percent.

The difference between the average hourly earnings for the Middle Western States and that of 64.2 cents in the Middle Atlantic States (including Delaware) arises primarily from the fact that 10.1 percent of the workers in the Middle Atlantic area received more than 92.5 cents. These high earnings, found for the most part in New York State, raised the general average, in spite of the fact that a larger proportion of the workers earned less than 40 cents in this area than

in the Middle Western States. There is a considerable contrast in the wage level of New York and New Jersey and of Pennsylvania and Delaware. The averages were 71.6 cents in New York and 68.4 cents in New Jersey, which may be compared with 61.2 cents in Pennsylvania and 53.7 cents in Delaware.

The fundamental differences in wage structure in the Northern States occur not between broad subregions within this area, but in the contrasting wage structures of small districts and of individual plants. On a regional basis, the only comparison that is warranted is that shown in table 5 between the Northern States as one group and the Southern States as another. The average hourly earnings of all males in the entire Northern region amounted to 65.3 cents, which may be compared with 46.1 cents for the entire Southern region.<sup>13</sup> In the Northern States, there were 1.9 percent of the total paid below 40 cents, and 15.6 percent received 82.5 cents and over. In the Southern States, by contrast, the respective figures were 27.9 and 0.7 percent.

TABLE 5.—Percentage Distribution of Leather Workers, by Average Hourly Earnings, Region, Sex, and Skill, September 1939

Average hourly earnings (in cents)	Northern States					Southern States <sup>1</sup>					
	All work- ers	Males				Fe- males	All work- ers	Males			
		Total	Skilled	Semi- skilled	Un- skilled			Total	Skilled	Semi- skilled	Un- skilled
Under 25.0.....	( <sup>2</sup> )	( <sup>2</sup> )			0.1						
Exactly 25.0.....	0.3	0.2	( <sup>2</sup> )	0.1	.4	1.7	5.0	5.0	0.6	0.2	11.9
25.1 and under 27.5.....	.1	.1		( <sup>2</sup> )	.2	1.0	2.4	2.4	.6	3.2	1.9
27.5 and under 30.0.....	.2	.1		( <sup>2</sup> )	.2	1.8	1.8	1.8	1.0	1.8	2.0
30.0 and under 32.5.....	.5	.3		.2	.8	2.1	4.1	4.1	4.1	4.0	4.2
32.5 and under 35.0.....	.3	.1		( <sup>2</sup> )	.4	2.4	6.5	6.5	3.2	7.6	5.9
35.0 and under 37.5.....	1.9	.6	( <sup>2</sup> )	.3	1.3	15.2	1.6	1.6	4.1	1.6	1.0
37.5 and under 40.0.....	.8	.5	( <sup>2</sup> )	.2	1.1	4.5	6.5	6.5	4.8	5.5	8.0
40.0 and under 42.5.....	5.2	3.5	0.5	2.5	7.1	22.8	9.6	9.6	4.4	6.2	15.0
42.5 and under 47.5.....	6.6	5.6	1.2	4.1	10.6	17.4	18.2	18.2	13.0	20.0	17.1
47.5 and under 52.5.....	11.3	11.3	3.5	8.6	20.3	12.1	12.5	12.5	10.2	12.8	12.7
52.5 and under 57.5.....	12.4	12.5	5.7	11.1	19.1	9.8	13.1	13.1	10.5	14.2	12.6
57.5 and under 62.5.....	14.2	14.9	8.9	15.8	16.6	4.7	9.8	9.8	8.3	12.5	7.0
62.5 and under 67.5.....	11.4	12.3	11.9	14.3	9.0	1.4	3.9	3.9	8.6	6.0	.4
67.5 and under 72.5.....	8.5	9.2	11.3	11.2	4.2	2.4	3.6	3.6	15.0	4.1	.3
72.5 and under 77.5.....	6.6	7.2	9.3	8.6	3.3	.3	.5	.5	5.4		
77.5 and under 82.5.....	5.4	6.0	9.0	7.2	2.0	.2	.2	.2	.6	.2	
82.5 and under 87.5.....	3.4	3.7	6.4	4.2	1.5	( <sup>2</sup> )	.2	.2	2.2		
87.5 and under 92.5.....	2.9	3.2	8.3	3.0	.9	.1	.2	.2	1.6		
92.5 and under 100.0.....	3.3	3.6	10.6	3.3	.6		.1	.1	.6	.1	
100.0 and under 110.0.....	2.5	2.7	7.8	2.6	.2	.1	.1	.1	.6		
110.0 and under 125.0.....	1.1	1.2	2.7	1.4	.1		.1	.1	.6		
125.0 and under 150.0.....	.8	.9	2.1	1.0	( <sup>2</sup> )						
150.0 cents and over.....	.3	.3	.8	.3	( <sup>2</sup> )						
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers (weighted).....	44,602	40,593	6,124	22,639	11,830	4,009	3,302	3,302	315	1,641	1,346
Average hourly earnings.....	\$0.635	\$0.653	\$0.784	\$0.669	\$0.552	\$0.445	\$0.461	\$0.461	\$0.555	\$0.478	\$0.417

<sup>1</sup> There were no female workers in the plants covered in survey in the Southern States.

<sup>2</sup> Less than a tenth of 1 percent.

<sup>13</sup> There were no female workers in the southern plants. Hence, the comparison between the Northern and Southern States must be confined to male workers.



As mentioned previously, the NRA code minima were 35 cents for females and 40 cents for males in the Northern States. It is interesting to note that at the time of the survey (September 1939) there were 9.0 percent of the females earning under 35 cents and 1.9 percent of the males receiving less than 40 cents in this region. The southern code minimum was 32.5 cents for both sexes, although no females were employed in the plants surveyed. In this region 13.3 percent of the males earned less than 32.5 cents. In connection with the above minima, however, it should be pointed out that the code permitted certain tolerances for learners and aged or handicapped workers, neither class to exceed 5 percent of all workers on the pay roll in a given plant.

#### HOURLY EARNINGS IN RELATION TO FAIR LABOR STANDARDS ACT

From the preceding tables, it is evident that in September 1939 hardly any of the wage earners in the leather industry were paid below the minimum of 25 cents an hour, which was in effect at that time in accordance with the provisions of the Fair Labor Standards Act of 1938. Moreover, an insignificant proportion of all workers, namely 0.6 percent, received exactly 25 cents. In fact, the relative size of this group was important only for the few plants in the Southern States, where 5.0 percent of the total earned exactly that figure.

The 30-cent hourly minimum, under the provisions of the Fair Labor Standards Act, became effective on October 24, 1939, or shortly after the survey was made. Even this minimum evidently resulted in no more than minor readjustments in the industry's wage structure. At the time of the survey, only 1.2 percent of all wage earners employed in the industry earned less than 30 cents an hour. In this respect, too, the only region affected relatively to any extent is that including the Southern States, where 9.2 percent of the total workers received below 30 cents.

In accordance with the Fair Labor Standards Act, it is possible for the Administrator, upon the recommendation of an industry committee, to set an hourly minimum in excess of 30 cents but not to exceed 40 cents. Taking the highest minimum that might be set under the act, namely 40 cents an hour, there were 5.8 percent of all workers in the industry earning below that figure. The proportion was 3.6 percent for males (1.0 percent for skilled, 2.4 percent for semi-skilled, and 7.5 percent for unskilled), which may be compared with 28.7 percent for females. On a geographical basis, the corresponding proportions for all wage earners were 4.6 percent in the New England States, 5.0 percent in the Middle Atlantic States, 2.9 percent in the Middle Western States (including California), and as much as 27.9 percent in the Southern States.

The effect of the Fair Labor Standards Act upon groups of plants having approximately the same wage level may be seen from table 6. In the few lowest-paid establishments, namely those averaging under 35 cents an hour, as many as 25.4 percent of all workers earned exactly 25 cents, and 46.7 percent received less than 30 cents. All of these plants, it should be remembered, were in the lower Southern States. None of the other groups of establishments was affected to any extent by the 30-cent minimum. The impact of the 30-cent minimum was therefore largely confined to plants employing less than 1½ percent of the workers in the industry. On the other hand, a 40-cent minimum would affect not only the lowest-paid plants but also those in other wage classes. In the lowest-paid establishments, all but 7.9 percent of the wage earners were paid below 40 cents. For plants averaging between 35 and 45 cents the proportion was 36.2 percent, as compared with 15.7 percent for those with averages between 45 and 50 cents, 9.0 percent for those averaging between 50 and 55 cents, and 4.5 percent for those with averages between 55 and 60 cents. All four of these groups of establishments were scattered geographically. None of the other groups of plants would be affected much by a 40-cent minimum.

TABLE 6.—Percentage Distribution of Leather Workers by Average Hourly Earnings and by Groups of Plants, September 1939

Average hourly earnings	Plants having average hourly earnings of—									
	Under 35 cents	35 and under 45 cents	45 and under 50 cents	50 and under 55 cents	55 and under 60 cents	60 and under 65 cents	65 and under 70 cents	70 and under 75 cents	75 and under 80 cents	80 cents and over
Under 25.0 cents				0.1	(1)	(1)	0.1	(1)		
Exactly 25.0 cents	25.4	2.2	0.3	.7	0.6				0.1	
25.1 and under 27.5 cents	12.2	.3	.3	.5	.2	(1)				
27.5 and under 30.0 cents	9.1	.1	.4	.5	.5	0.1				
30.0 and under 32.5 cents	19.2	5.2	1.0	1.4	.4	.1	.1			0.3
32.5 and under 35.0 cents	19.6	10.7	1.8	.5	.1	.3		(1)		.3
35.0 and under 37.5 cents	5.1	11.1	6.6	3.6	2.3	.5	.6	0.1	.2	.3
37.5 and under 40.0 cents	1.5	6.6	5.3	1.7	.4	.4	.8	1.9	.4	.1
40.0 and under 42.5 cents	2.5	31.5	18.5	13.9	2.4	3.5	5.5	.7	2.4	.4
42.5 and under 47.5 cents	2.2	10.9	24.2	14.7	6.5	5.1	5.8	5.5	2.1	.8
47.5 and under 52.5 cents	.5	8.2	18.3	20.2	17.3	9.9	7.0	7.4	3.4	3.5
52.5 and under 57.5 cents	.8	6.4	9.8	12.1	22.8	11.0	8.7	7.4	8.3	5.0
57.5 and under 62.5 cents	.3	4.3	4.5	13.7	17.7	18.7	9.4	11.6	13.1	18.3
62.5 and under 67.5 cents	.2	.8	1.9	7.6	13.6	15.9	10.5	12.0	9.3	7.3
67.5 and under 72.5 cents	.8	.3	3.3	3.9	6.9	14.6	9.4	8.2	8.7	6.7
72.5 and under 77.5 cents		1.0	.8	3.0	3.1	7.7	13.2	7.8	8.8	3.5
77.5 and under 82.5 cents	.3	.2	.4	.9	2.3	5.1	9.8	9.6	8.7	6.2
82.5 and under 87.5 cents			.5	.4	1.5	2.7	5.2	6.4	7.0	2.8
87.5 and under 92.5 cents	.3	.2	.9	.3	.8	2.1	3.7	4.2	8.6	4.6
92.5 and under 100.0 cents			.6	.2	.2	.6	6.3	9.2	7.7	4.6
100.0 and under 110.0 cents			.4	.1	.3	1.1	2.1	4.9	6.8	12.7
110.0 and under 125.0 cents			.2	(1)	.1	.1	1.0	1.6	2.3	11.5
125.0 and under 150.0 cents						.5	.6	1.5	1.5	7.3
150.0 cents and over			(1)	(1)	(1)	(1)	.2	(1)	.6	3.8
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers (weighted)	647	972	3,538	4,188	11,632	8,494	6,293	5,057	5,504	1,579

<sup>1</sup> Less than a tenth of 1 percent.

## DIFFERENCES BETWEEN UNION AND NONUNION PLANTS

Unionism has existed in the leather industry for many years. At the time of the survey, approximately one-fourth of the workers were employed in union<sup>14</sup> establishments. Several important unions are active in the industry. One is the International Fur and Leather Workers of the United States and Canada (formerly the National Leather Workers Association), which is affiliated with the Congress of Industrial Organizations. Another is the United Leather Workers International Union, an affiliate of the American Federation of Labor. In the Johnstown-Gloversville area in New York State, the dominant union is the Independent Leather Workers Union of Fulton County, N. Y., which is not affiliated with either the C. I. O. or A. F. of L. On the Pacific Coast, moreover, several establishments have agreements with the Amalgamated Meat Cutters and Butcher Workmen of North America.

The union establishments were prevalent in some of the important producing centers in the industry. A substantial number of plants with union agreements was found in the Boston metropolitan area, especially in Peabody and Woburn, Mass. Union establishments were likewise concentrated in the Johnstown-Gloversville area, Newark, the Philadelphia-Camden area, and San Francisco. A few plants with union agreements were also scattered throughout other parts of the Northern States. Of the establishments covered in the survey, none in the Southern States was found to have a union agreement.

For the most part, the union establishments in the Northern States were in communities with a population between 20,000 and 100,000 and in metropolitan areas with 1,000,000 and over, so that any comparison between union and nonunion plants must be confined to these two classes of communities. As may be seen from table 7, the average hourly earnings of all workers were higher in union than nonunion establishments in each case, the difference amounting to 14.2 cents in communities between 20,000 and 100,000, but only 2.4 cents in metropolitan areas with 1,000,000 and over. Differences also appear for each skill group among the males. The only comparison for females is in metropolitan areas of 1,000,000 and over, where the hourly earnings in both union and nonunion plants averaged approximately the same.

<sup>14</sup> As defined in this survey, a union establishment is one in which the majority of employees are covered by either a written or oral agreement with an affiliated union. Plants with an employee organization confined to only one company are included with the nonunion establishments. There were relatively few such plants, although they covered a substantial number of workers in the industry.

TABLE 7.—Average Hourly Earnings of Leather Workers in the Northern Region, by Size of Community, Unionization, Sex, and Skill, September 1939

Population of community and unionization	Number of workers (weighted)						Average hourly earnings					
	All workers	Males				Females	All workers	Males				Females
		Total	Skilled	Semi-skilled	Unskilled			Total	Skilled	Semi-skilled	Unskilled	
20,000 and under 100,000:												
Union plants.....	1,252	1,216	111	796	309	36	\$0.774	\$0.785	\$0.818	\$0.862	\$0.590	(1)
Nonunion plants.....	4,698	4,456	571	2,860	1,025	242	.632	.640	.694	.658	.560	\$0.471
1,000,000 and over:												
Union plants.....	9,099	8,019	1,345	4,545	2,129	1,080	.691	.722	.872	.746	.572	.462
Nonunion plants.....	10,554	9,734	1,915	5,169	2,650	820	.667	.683	.853	.684	.558	.463

<sup>1</sup> Not a sufficient coverage to permit the presentation of an average.

#### VARIATIONS BY SIZE OF COMMUNITY <sup>15</sup>

The leather industry is concentrated to a marked extent in the large industrial communities. In terms of employment, 41.0 percent of the total workers were located in metropolitan areas with a population of 1,000,000 and over. One-fourth (25.3 percent) were found in medium-sized communities, namely, those between 100,000 and 1,000,000, while one-third (33.7 percent) were in places under 100,000.

There was no consistent relationship between hourly earnings and size of community. Average hourly earnings for nonunion plants in the North were 55.7 cents in places under 10,000, 60.8 cents in communities between 10,000 and 20,000, and 63.2 cents in communities of 20,000 to 100,000. This seems to indicate a progression of hourly earnings with size of community. On the other hand, in communities of 100,000 to 250,000, the average was 60.9 cents, while in those with a population of 250,000 to 1,000,000 the average was 56.6 cents, or no higher than the figure in the smallest communities studied. In the metropolitan centers of more than 1,000,000, the average for nonunion plants was 66.7 cents.

Among union plants, as has already been pointed out, higher averages prevailed in communities with a population between 20,000 and 100,000 than in metropolitan areas of 1,000,000 and over, the respective figures amounting to 77.4 and 69.1 cents. It should be pointed out, however, that nearly all of the union establishments in places between 20,000 and 100,000 were located in the Johnstown-Gloversville area, which reported an exceptionally high wage level.

<sup>15</sup> By size of community is meant here the size of metropolitan area within which the plant is located. For places with a population of 100,000 or more, the Bureau utilized the metropolitan districts as defined by the U. S. Bureau of the Census. On the other hand, for communities with less than 100,000, similar metropolitan centers were set up, including not only the population within a particular political subdivision but also that of the nearby areas. Roughly speaking, the metropolitan districts correspond to labor-market areas, within which there is competition among workers for jobs as well as among employers for workers.

Owing to the fact that only a small part of the industry was located in the Southern States, the coverage here was not sufficiently large to permit an analysis of the data by size of community.

#### PRODUCT DIFFERENCES

Thus far, the analysis has been on the basis of leather manufacturing as a whole, in order to determine the part played in shaping the industry's wage structure by various factors, such as the composition of the labor force as to sex and skill, geographical location, unionization, and size of community. From the competitive standpoint, however, it is important to view differences in wages on the basis of either individual products or groups of products which are manufactured by the various plants in the industry.

As already indicated, a wide variety of separate products is manufactured in the leather industry. Any classification of the wage data on a product basis, however, must be more or less arbitrary. This is due to the fact that numerous establishments are engaged in making more than one product. Such plants were here classified on the basis of the value of the predominating product. On the other hand, there are many establishments that specialize in the manufacture of a single product.

In terms of employment, the most important product in the industry is side upper leather, with approximately one-third (32.7 percent) of the total wage earners working primarily on this product. Exactly one-fifth of the employees worked largely on sole and belting leather, while kid upper and calf upper leather accounted respectively for 12.9 and 7.9 percent. Only 2.5 percent of the wage earners worked primarily on glove leather, but as many as 11.6 percent were mainly engaged in the making of other sheepskin leather. The miscellaneous group of leather contains a variety of products, each of which accounted for a small number of employees, with the total group including 12.4 percent of all workers in the industry.

The lowest hourly earnings in the industry generally prevailed among plants making primarily sole and belting leather. Several factors are responsible for this situation. First, although hardly any females (0.1 percent) were found in these establishments, these plants showed relatively few (9.7 percent) skilled males, with substantial proportions of semiskilled (47.0 percent) and unskilled (43.2 percent) males (see table 8); second, although the plants are widely scattered geographically, a significant number is located in the Southern States; third, very few of the establishments were unionized; lastly, many of the plants are in the smaller communities, especially in western Pennsylvania and the Southern States.



TABLE 8.—Average Hourly Earnings of Leather Workers by Product, Sex, and Skill, September 1939

Product	All workers	Males				Females
		Total	Skilled	Semi-skilled	Unskilled	
Number of workers (weighted)						
All products.....	47,904	43,895	6,439	24,280	13,176	4,009
Side upper leather <sup>1</sup> .....	15,611	14,376	1,768	8,842	3,766	1,235
Sole, including belting, leather.....	9,579	9,573	933	4,503	4,137	6
Kid upper leather.....	6,170	5,041	1,448	2,335	1,258	1,129
Calf upper leather.....	3,774	3,133	699	1,756	678	641
Glove leather <sup>2</sup> .....	1,220	1,220	126	789	305	-----
Other sheepskin leather.....	5,568	4,868	579	2,977	1,312	700
Miscellaneous leather.....	5,982	5,684	886	3,078	1,720	298
Percent of workers						
All products.....	100.0	91.6	13.4	50.7	27.5	8.4
Side upper leather <sup>1</sup> .....	100.0	92.1	11.3	56.7	24.1	7.9
Sole, including belting, leather.....	100.0	99.9	9.7	47.0	43.2	.1
Kid upper leather.....	100.0	81.7	23.5	37.8	20.4	18.3
Calf upper leather.....	100.0	83.0	18.5	46.5	18.0	17.0
Glove leather <sup>2</sup> .....	100.0	100.0	10.3	64.7	25.0	-----
Other sheepskin leather.....	100.0	87.4	10.4	53.4	23.6	12.6
Miscellaneous leather.....	100.0	95.0	14.8	51.4	28.8	5.0
Average hourly earnings						
All products.....	\$0.623	\$0.638	\$0.773	\$0.656	\$0.538	\$0.445
Side upper leather <sup>1</sup> .....	.632	.647	.744	.662	.566	.442
Sole, including belting, leather.....	.567	.567	.649	.584	.528	( <sup>3</sup> )
Kid upper leather.....	.632	.680	.865	.649	.523	.411
Calf upper leather.....	.723	.766	.884	.766	.638	.507
Glove leather <sup>2</sup> .....	.827	.827	.831	.927	.598	-----
Other sheepskin leather.....	.596	.615	.702	.642	.512	.453
Miscellaneous leather.....	.608	.616	.780	.640	.489	.432

<sup>1</sup> Includes integrated plants engaged in both tanning and finishing of patent leather.

<sup>2</sup> Includes sheep, kid, "cabretta", and cape glove leather.

<sup>3</sup> Not a sufficient number of workers to permit the presentation of an average.

<sup>4</sup> For an explanation regarding this figure, see p. 969.

The average hourly earnings of all workers in establishments manufacturing primarily side upper leather were 63.2 cents. With a few exceptions, the averages of the plants covered in the survey ranged between 55 and 80 cents. The highest wage level was found in the Peabody-Woburn area, which is an important district for this product. As stated above, this area is highly unionized and all but one of its establishments averaged above 75 cents or considerably higher than other New England plants. Another important district includes the Middle Western States, where establishments engaged mainly in the making of side upper leather have grown up as a result of proximity to the meat-packing industry. Compared to the Peabody-Woburn area, however, hourly earnings in this district were substantially lower, with all but one plant averaging below 65 cents. In the Middle Atlantic States, where this product is also of importance, the averages of all but one of the establishments ranged between 65 and 75 cents.

As with side upper leather, the average hourly earnings of all workers in plants making kid upper leather amounted to 63.2 cents. The composition of the labor force, however, in these plants was considerably different from that in the side upper plants. Thus, in establishments producing kid upper leather, there were 23.5 percent skilled, 37.8 percent semiskilled, and 20.4 percent unskilled males, and 18.3 percent females. Moreover, skilled males in kid upper leather averaged more than those working primarily on side upper leather, but the opposite was true of semiskilled and unskilled males and all females. The two most important producing centers in kid upper leather are Philadelphia and Wilmington, with the former having a much higher wage level than the latter. For plants covered in the survey, the averages ranged from 59 to 73 cents in Philadelphia and from 49 to 58 cents in Wilmington. Very few establishments making kid upper leather were unionized at time of survey.

A somewhat higher wage level than in sole and belting leather was found in establishments making largely side upper leather. One reason for this is that plants producing side upper leather are practically all located in the Northern States. Another reason is the existence of a larger number of union establishments, which were found for the most part in the Peabody-Woburn area of Massachusetts. The majority of plants are also in the larger metropolitan areas. As regards composition of labor force, there were only 11.3 percent skilled males, as compared with 56.7 percent semiskilled and 24.1 percent unskilled males and 7.9 percent females.

For all workers in establishments producing primarily sole and belting leather, the average hourly earnings amounted to 56.7 cents. Taking the plants covered in the survey, the averages ranged from 31 to 79 cents. In spite of this wide dispersion, there were several fairly homogeneous wage areas in connection with this product. One of these comprises the Lower Southern States, in which all but one establishment averaged below 35 cents. Another includes the Border States, where the plant averages covered a range between 45 and 55 cents. A third consists of the small towns in western Pennsylvania, with most establishments averaging between 55 and 60 cents. This district is especially important in the manufacture of sole and belting leather. Plants making sole and belting leather are also located in the New England States, the Middle Atlantic States outside of western Pennsylvania, and the Middle Western States, including California. In each case, the hourly earnings varied considerably, with most plant averages being above 60 cents, especially in the metropolitan areas of Boston and San Francisco.

For all workers in plants engaged mainly in the production of calf upper leather, the average hourly earnings were 72.3 cents. In these establishments, the composition of the labor force as to sex and skill

was very similar to that found in plants manufacturing kid upper leather. On the other hand, the hourly earnings in establishments working primarily on calf upper leather averaged higher than those in kid upper leather for each skill-sex group. Some of the plants making largely calf upper leather are found in Peabody, while others are scattered throughout the Middle Atlantic and Middle Western States. In the Peabody establishments, moreover, the hourly earnings averaged considerably more than those in other parts of the country. Some of the plants were unionized, and most of them are located in the larger communities.

Establishments making fine glove leather are for the most part in the Johnstown-Gloversville area of New York. Furthermore, by far the great majority of these plants were unionized. With few exceptions, the various establishments covered in the survey showed average hourly earnings of over 80 cents. For all workers, the average amounted to 82.7 cents. It will be observed, however, that this average is largely influenced by the high hourly earnings of semiskilled males, who constituted 64.7 percent of the total labor force.<sup>16</sup> These semiskilled males averaged 92.7 cents, which is even higher than the average of skilled males. In this connection, it is to be noted that almost three-fourths of the semiskilled males were on piece work, as against only about one-eighth of the skilled males. The hourly earnings of semiskilled males on glove leather averaged higher than those on any product for which separate figures are shown, although this was not true of the skilled and unskilled males.

The "other sheepskin leather" group includes not only sheep and kid garment leather, but also such other sheepskin leather products as are used for hat sweatbands, textile rollers, shoe linings, etc. Although the average hourly earnings of the plants covered by the survey in this group ranged from 44 to 77 cents, most of the establishments averaged between 60 and 72 cents. A considerable number of the plants had union agreements. Geographically, most of the establishments were located along the Atlantic coast, due to the fact that sheep and kid skins are largely imported from abroad.

In the miscellaneous leather group, there is included an even greater variety of products than is found in "other sheepskin leather." The miscellaneous group covers plants engaged in patent finishing or embossed finishing, as well as those working on harness, upholstery, fancy, luggage (bag, case, and strap), lacing, glove leathers other than sheepskin (cowhide, horsehide, and pigskin), packing, textile machinery, horsehide upper, and other leather. Some of these products deserve special attention. Harness leather (including saddle, collar, and skirting), for example, is unique in that it covers two competitive

<sup>16</sup> There were only 10.3 percent skilled and 25.0 percent unskilled males. No females were reported in any of the establishments covered by the survey.

areas, one embracing for the most part the Middle Western States, including California, and the other the Lower Southern States. The wage level was not very high in either of these areas, although the establishments in the Northern States averaged considerably more than those in the Lower Southern States.<sup>17</sup> Aside from harness leather, practically all of the plants in the miscellaneous group were located in the Northern States. Establishments manufacturing upholstery or fancy leather (found, for the most part, in the New York City metropolitan area) had fairly high average hourly earnings. Plants engaged in patent finishing, most of which are in the Peabody-Woburn area, also showed high hourly earnings. By contrast, establishments engaged in embossed finishing, which are scattered throughout the Northern States, had a lower wage level. Many of the above plants, especially patent finishing and fancy leather, had union agreements.

Table 9 presents the distribution, in terms of simple percentages, of individual earnings for each of the various product groups.

TABLE 9.—Percentage Distribution of Leather Workers by Average Hourly Earnings and by Product, September 1939

Average hourly earnings	Total	Side upper leather <sup>1</sup>	Sole, including belting, leather	Kid upper leather	Calf upper leather	Glove leather <sup>2</sup>	Other sheep-skin leather	Miscellaneous leather
Under 25.0 cents.....	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	-----	-----	-----	0.1	0.1
Exactly 25.0 cents.....	0.6	0.4	0.2	0.2	-----	0.2	.5	2.8
25.1 and under 27.5 cents.....	.3	.3	.3	( <sup>3</sup> )	-----	-----	.4	.9
27.5 and under 30.0 cents.....	.3	.4	.7	.1	0.1	-----	.4	.1
30.0 and under 32.5 cents.....	.7	.4	1.8	.4	.1	.7	.8	.6
32.5 and under 35.0 cents.....	.8	.2	1.2	.9	.4	1.1	.2	2.0
35.0 and under 37.5 cents.....	1.9	.7	.6	7.0	.2	.3	1.8	3.0
37.5 and under 40.0 cents.....	1.2	1.6	.6	1.4	.3	-----	1.3	1.8
40.0 and under 42.5 cents.....	5.5	2.8	5.7	8.9	6.0	.1	9.8	5.8
42.5 and under 47.5 cents.....	7.4	5.1	9.9	8.5	3.5	.8	11.3	8.6
47.5 and under 52.5 cents.....	11.5	11.5	16.9	10.6	4.0	2.1	12.9	8.2
52.5 and under 57.5 cents.....	12.5	12.6	19.5	7.0	10.4	4.5	10.8	10.6
57.5 and under 62.5 cents.....	13.9	15.7	13.5	10.0	8.8	20.1	12.3	16.8
62.5 and under 67.5 cents.....	10.8	13.7	10.9	7.4	11.1	8.1	9.4	8.8
67.5 and under 72.5 cents.....	8.2	11.1	6.5	5.9	7.8	6.9	6.1	8.2
72.5 and under 77.5 cents.....	6.1	8.1	4.0	5.2	7.6	3.4	5.3	5.9
77.5 and under 82.5 cents.....	5.1	5.3	2.5	6.8	10.4	6.7	4.5	3.7
82.5 and under 87.5 cents.....	3.2	3.2	1.3	5.0	5.8	2.7	3.9	1.8
87.5 and under 92.5 cents.....	2.7	2.6	1.2	2.3	8.8	4.5	2.5	2.0
92.5 and under 100.0 cents.....	3.1	1.9	2.0	6.8	5.9	4.6	2.7	2.3
100.0 and under 110.0 cents.....	2.3	1.4	.6	3.6	5.8	12.3	1.7	2.4
110.0 and under 125.0 cents.....	1.0	.8	.1	1.1	1.7	8.1	.4	1.6
125.0 and under 150.0 cents.....	.7	.2	( <sup>3</sup> )	.8	.9	8.9	.8	1.3
150.0 cents and over.....	.2	( <sup>3</sup> )	-----	.1	.4	3.9	.1	.7
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number of workers (weighted).....	47,904	15,611	9,579	6,170	3,774	1,220	5,568	5,982

<sup>1</sup> Includes integrated plants engaged in both tanning and finishing of patent leather.

<sup>2</sup> Includes sheep, kid, cabretta, and cape glove leather.

<sup>3</sup> Less than a tenth of 1 percent.

<sup>17</sup> Of the total number of workers in harness leather, 25.0 percent earned under 30 cents, 39.0 percent less than 35 cents, and 47.6 percent below 40 cents.

## OCCUPATIONAL DIFFERENCES

Within each of the broad skill-sex groups, hourly earnings varied conspicuously by occupation. Among the skilled males, average hourly earnings by occupation ranged from 86.2 cents for daubers (final coat, patent leather) to 65.8 cents for miscellaneous maintenance workers. Next to daubers, the highest occupational averages were reported for the various kinds of working foremen over productive departments, such as beam house, tanning, finishing, and sorting and shipping, each of which groups averaged considerably over 80 cents. Several groups of machine operators, namely those working on glazing, splitting, and shaving machines, also averaged over 80 cents. A few other productive occupations, such as inspectors and sorters of finished leather, on the other hand, averaged between 70 and 75 cents. Most of the occupational groups with averages under 80 cents, however, were composed of nonproductive workers.

The highest hourly earnings for any occupation regarded by employees as semiskilled are shown for wet wheelers (emery grinding), whose average amounted to 90.9 cents. In fact, this figure is higher than the national average of any of the skilled occupations for males. At the other extreme among the semiskilled male occupations are the stretching-machine operators, oiling-off machine operators, and hand leather stuffers, spongers, and oilers, whose averages were respectively 52.3, 49.5, and 48.9 cents. Omitting these extremes, the occupational averages for semiskilled males ranged from 77.5 cents for machine stakers to 55.9 cents for miscellaneous maintenance workers. In other words, even with the extremes omitted, the range of occupational averages among semiskilled males is fairly wide, but it must be remembered that the leather industry is for the most part one with a large number of semiskilled workers, who differ widely as to degree of skill.

It should be noted that in the semiskilled male occupations for which separate figures are shown for hand and machine workers, with two exceptions, there is very little difference between the respective averages. In the important occupation of stakers, for example, the average hourly earnings amounted to 77.5 cents for machine workers and 77.4 cents for hand workers.

The highest paid unskilled males are the beam house haulers, cleaners of equipment, and stampers of hides and leather, who averaged 61-62 cents an hour. For the remaining occupations, the averages ranged from 57.6 cents for tan house haulers to 45.6 cents for watchmen. The small group of learners averaged 48.8 cents, which was higher than the averages shown for miscellaneous laborers, strippers of leather (other than patent), janitors, and watchmen.

Generally speaking, employees in the beam house averaged somewhat more than those performing similar work in the tan house. This



was particularly true of some of the unskilled occupations for males. Haulers in the beam house, for example, averaged 61.8 cents an hour, as against 57.6 cents for haulers in the tan house. Similarly, common laborers in the beam house showed an average of 56.6 cents, as compared with 51.8 cents for common laborers in the tan house.

In contrast with the wide range of hourly earnings among the male occupations, those of female workers were confined to rather restricted limits. The range of occupational averages among female employees was less than 15 cents, the highest average (50.4 cents) being shown for glazing-machine operators, a skilled occupation, and the lowest average (35.5 cents) for learners. Among the semiskilled female occupations, average hourly earnings ranged from 40.5 cents for the miscellaneous hand workers to 49.7 cents for finishing- or seasoning-machine operators. Of the few occupations in which both males and females were employed, the average hourly earnings of males were without exception considerably higher than those of females, but the differences declined as the skill of the occupation decreased.

#### VARIATIONS BY RACE OF WORKERS

Of the total wage earners in the leather industry, 4.1 percent were Negroes. The proportion of colored workers, however, varied from one region to another. There were hardly any Negroes employed in leather in the New England States, while the proportion amounted to 4.5 percent in the Middle Atlantic and 4.2 percent in the Middle Western States. In these States, moreover, the colored workers showed a tendency to concentrate in the larger metropolitan areas. In the Southern States, on the other hand, as many as 17.0 percent of all employees were Negroes.

Since the plants in the Southern States specialize primarily on sole and belting, as well as harness, leather, the proportion of Negroes working on those products was considerably greater than on other products. Moreover, the proportion of colored workers was substantially higher in the beam and tan houses than in other departments, the respective figures amounting to 9.7, 8.1, and 2.0 percent.<sup>18</sup> The most unpleasant jobs in the industry are located in the beam and tan houses. The great majority of the Negroes were in semiskilled and unskilled occupations. Thus, the colored workers constituted 4.1 percent of the semiskilled and 7.0 percent of the unskilled males, as against less than 1 percent of the skilled males. Virtually all of the Negroes employed in the industry were males, the number of females amounting to only 2.3 percent.

A careful check of the basic data indicates that, in all plants where whites and Negroes were employed side by side on the same work, there was no difference in their rates of pay. In some establishments,

<sup>18</sup> These percentages are exclusive of workers in occupations that could not be classified by department.

especially in the Southern States, Negro workers were employed exclusively in certain occupations. Owing to the other factors that play a part in the wage structure, however, it is impossible to determine whether or not the Negroes received lower rates of pay than white employees in the same occupations in other plants.

On the other hand, there is no doubt that the colored employees occupied the lower rungs in the wage ladder of the leather industry. One principal reason for this is the fact that the Negroes were for the most part found in the semiskilled and unskilled occupations. Another important reason is the concentration of colored workers in the Southern States, which showed a considerably lower wage level than the Northern States.

As a result, the average hourly earnings of Negroes were lower than those of other workers in the industry. For all colored employees, the average amounted to 52.4 cents, which may be compared with 62.9 cents for all other workers. Taking the two groups in which most of the Negroes were found, the respective averages were 55.7 and 66.1 cents for semiskilled males and 49.5 and 54.6 cents for unskilled males.

Similarly, the proportion of colored workers earning under 40 cents an hour exceeded that for other employees. For all wage earners, the respective figures were 13.7 and 5.1 percent. There were 9.7 percent of Negro semiskilled workers receiving less than 40 cents, which may be compared with only 1.9 percent of other employees. For unskilled workers, the figures were 13.8 percent for colored and 5.8 percent for other employees.

#### EXTRA RATES FOR OVERTIME WORK

Extra rates were provided for overtime work in practically all establishments covered in the survey. The practices followed by the different plants, however, varied considerably. In the majority of establishments, the practice conformed with the provisions of the Fair Labor Standards Act, and time and one-half was provided for all work in excess of 44 hours per week. In a substantial number of plants, the extra rates, which were either time and one-half or time and one-third, applied for all work in excess of 40 hours.

Thus far, the figures presented for the leather industry have been based on regular rates only. A substantial number of employees in the industry, however, worked overtime during the pay-roll period covered by the survey, for which they were paid extra rates. The latter no doubt increased considerably the hourly earnings of some individual employees. On the other hand, if the earnings due to the extra rates paid for overtime work are distributed among all workers in the industry, the average is raised by only one-half of a cent.

WAGE SCALE FOR CUBAN SUGAR INDUSTRY, 1940<sup>1</sup>

HIGHER wages for industrial workers in the Cuban sugar industry, amounting to at least 10 centavos per 8-hour day, were established by a resolution of the Minimum Wage Commission, effective January 12, 1940. A schedule of minimum monthly salaries was also included. Salaries and wages now being paid which are higher than those established in the resolution are not to be reduced.

The resolution of 1940 provides a comprehensive schedule of minimum wages for 130 different categories of labor. The minimum wage for field labor remains 80 centavos per day, the same as under the law of September 2, 1937, with daily pay during the crop season to be the price of 50 pounds<sup>2</sup> of sugar, polarization 96 degrees, and during the dead season to be increased over the minimum as the price of sugar increases, to 1.50 pesos per day when the sugar price reaches 3 centavos per pound.

When the average price of raw sugar in warehouses varies from 1.50 to 1.60 centavos per pound, the minimum daily wages for the various classes of workers vary from 1.25 pesos for common laborers to 4.75 pesos for specialized employees. When the price of raw sugar fluctuates between 1.61 and 1.75 centavos per pound, daily wages are to be increased by 10 centavos. For each 0.05 centavo increase in price of raw sugar over 1.75 centavos, up to 3.50 centavos per pound, wages are to be increased by 1½ percent of the basic wage, in addition to the 10-centavo bonus noted above. When the price of raw sugar exceeds 3.50 centavos per pound, employers and workers may freely enter into wage agreements, with the highest rates provided in the schedule for the respective categories as the minimum basis for bargaining. On the other hand, for each 0.05 centavo that the price of sugar falls below 1.50 centavos, down to 1 centavo per pound, 2 percent can be deducted from the basic minimum wages; but in no case can the daily wage of an industrial worker be less than 1.10 pesos.

Both increases and decreases of wages according to the fluctuation in price of raw sugar are applicable during the grinding season, but only the decreases are applicable during the dead season (i. e., the period before the grinding of the new crop begins) when sugar is not produced, usually from May to December. Basic wages and salaries established by the resolution shall be reduced by 10 percent for sugar mills producing less than 75,000 bags.<sup>3</sup>

At the average price of raw sugar on January 18, 1940 (1.61 centavos per pound), according to the 1937 law a minimum of 1.10 pesos per day would be effective for common labor in the mills, whereas the resolution of 1940 sets a minimum of 1.35 pesos. For certain sugar

<sup>1</sup> Data are from reports of Harold S. Tewell and Charles R. Burrows, American consul and vice consul, respectively, at Habana; and International Labor Office, Geneva, Legislative Series, 1934, Cuba 6.

<sup>2</sup> Spanish pound throughout article; equivalent to 1.014 English pounds.

<sup>3</sup> A bag contains 325 Spanish pounds.

price ranges, however, the law of 1937 provided a slightly higher daily wage than is provided by the new resolution, but it made no provision for increases after the price of raw sugar exceeded 3 centavos per pound, whereas the resolution of 1940 provides for definite increases till the price reaches 3.50 centavos per pound, and for pay increases by agreement after that level is reached.

The following table shows salaries and wages in the Cuban sugar industry, effective on January 12, 1940:

*Wage Scale for Workers in Cuban Sugar Industry, Effective January 12, 1940*

[Average exchange rate of peso in January 1940 = 90 cents]

Occupation	Wage rate (in pesos)		Occupation	Wage rate (in pesos)	
	Per month	Per day		Per month	Per day
<b>Field work:</b>					
Superintendent.....	142.50	4.75	<b>Machinery department—Contd.</b>		
Inspector.....	70.50	2.35	Conveyor greaser.....	37.50	1.25
Cane weigher at yard (cars).....	67.50	2.25	Locomotive engineer, scales.....	67.50	2.25
Cane weigher at yard (carts).....	59.10	1.97	Locomotive fireman, scales.....	45.00	1.50
Cane weigher at yard siding, or plantations, that receives a daily average of:			Train brakeman, scales.....	45.00	1.50
Up to 50,000 pounds <sup>1</sup> .....	39.00	1.30	Chief fireman (tenderman).....	64.80	2.16
Up to 100,000 pounds.....	40.50	1.35	Chief fireman's helper.....	45.00	1.50
Up to 150,000 pounds.....	43.50	1.45	Car knocker.....	52.50	1.75
Up to 200,000 pounds.....	45.00	1.50	Car greaser.....	40.50	1.35
Up to 250,000 pounds.....	48.00	1.60	Track repair foreman.....	51.00	1.70
Up to 300,000 pounds.....	50.00	1.67	<b>Manufacturing department:</b>		
Up to 375,000 pounds.....	52.00	1.73	Second assistant in charge of manufacturing.....	165.00	5.50
More than 375,000 pounds.....	55.00	1.83	Third assistant in charge of defeacation.....	69.00	2.30
<b>Machinery department:</b>			Chief of vacuum pans.....	144.90	4.83
Assistant chief machinist.....	150.00	5.00	Vacuum-pan operator.....	105.00	3.50
Shop chief.....	100.00	3.33	Vacuum-pan operator's assistant.....	67.50	2.25
Lathe operator.....	82.50	2.75	Helper on boiling pans.....	45.00	1.50
General mechanic.....	82.50	2.75	Triple-effect operator.....	60.00	2.00
General mechanic's helper.....	45.00	1.50	Press operator.....	39.00	1.30
Assistant on mills.....	72.00	2.40	Centrifugal foreman.....	60.00	2.00
Car dumper (scales).....	42.00	1.40	First and second purgers.....	46.50	1.55
Cane-conveyor feeder.....	42.00	1.40	Third purger.....	40.50	1.35
Machinist's helper (knives).....	42.00	1.40	<b>Laborers specializing in defeacation:</b>		
Cane feeder to crushers.....	42.00	1.40	Raw-juice cooker.....	39.00	1.30
<b>Helper:</b>			Raw-juice tender.....	39.00	1.30
On crushers.....	46.50	1.55	Mud cooker.....	37.50	1.25
On crushers (tandem of 1 or 2 mills).....	49.50	1.65	Mud tender.....	37.50	1.30
On crushers (tandem of 3 or more mills).....	52.50	1.75	Lime mixer.....	39.00	1.30
On pumps.....	42.00	1.40	Juice weigher.....	39.00	1.30
On vacuum pumps.....	48.00	1.60	Alkalizer.....	39.00	1.25
Greasers on mill rolls.....	39.00	1.30	<b>Sugar floor:</b>		
Scale foreman.....	45.00	1.50	Sugar-floor foreman.....	60.00	2.00
Chief mechanic of centrifugals.....	75.00	2.50	Sugar weigher.....	45.00	1.50
Mechanics on centrifugals.....	72.00	2.40	Bag sewer.....	48.00	1.60
Mechanic's helper on centrifugals.....	42.00	1.40	Bag marker (manual).....	54.00	1.80
Greaser on centrifugals and crystallizers.....	39.00	1.30	Bag marker (machine).....	48.00	1.60
Tool-room storekeeper.....	36.00	1.20	Truckers and funnel tender.....	42.00	1.40
Blacksmith.....	78.00	2.60	Stevedores (carrying on shoulders).....	90.00	3.00
Blacksmith's helper (sledgehammer).....	42.00	1.40	Unstacker.....	48.00	1.60
Boilermaker.....	82.50	2.75	Stacking-machine operator.....	48.00	1.60
Boilermaker's helper.....	42.00	1.40	Truckers on stacks.....	48.00	1.60
Foundryman.....	120.00	4.00	<b>Laboratory section:</b>		
Foundryman's helper.....	60.00	2.00	Chemist, second.....	105.00	3.50
Oxyacetylene welder.....	85.50	2.85	Chemist, assistant.....	80.00	2.66
Oxyacetylene welder's helper.....	48.00	1.60	Sampler.....	36.00	1.20
Electric welder.....	82.50	2.75	<b>Carpentry section:</b>		
Electric welder's helper.....	42.00	1.40	Chief carpenter.....	90.00	3.00
Tinsmith.....	52.50	1.75	First-class carpenter.....	60.00	2.00
Furnace foreman.....	75.00	2.50	Second-class carpenter.....	52.50	1.75
Water tender.....	52.50	1.75	Third-class carpenter.....	45.00	1.50
Bagasse feeder.....	39.00	1.30	Template maker.....	120.00	4.00
Oil burner.....	45.00	1.50	Turner.....	75.00	2.50
Furnace cleaner (fire tender or stoker).....	52.50	1.75	<b>Masonry section:</b>		
			Skilled mason.....	67.50	2.25
			Semiskilled mason.....	48.00	1.60
			Plumber.....	75.00	2.50

<sup>1</sup> Spanish pound; equals 1.014 English pounds.

## WAGES IN GERMANY IN 1940

AN ORDER of the German Government, issued on September 1, 1939,<sup>1</sup> empowered the State Labor Trustees to issue labor regulations not only for groups of related industries, as had been originally authorized by the National labor law of January 20, 1934,<sup>2</sup> but also for individual establishments. Subsequent orders, issued on October 11 and 12, 1939,<sup>3</sup> provided for limitation of wages and reduction of prices, the reduced wage rates to be fixed by the labor trustees on the basis of schedules prescribed by the Ministry of Labor.

In accordance with the above orders, the Labor Trustees have fixed and issued wartime wage rates (*Kriegslöhne*), which are lower than those previously in effect.<sup>4</sup> The authorities justify the lowering of wage rates on the ground of the needs of war financing, and also by the argument that wage earners in the factories and workshops are "soldiers" of the home front and therefore should not enjoy better living conditions than the soldiers on the firing lines.

In working out the new rates, these State authorities used a minute classification of all labor and living conditions, and weighed all of the advantages a worker may have, no matter how small and inconsequential in themselves. Thus, in fixing the wage rate, the worker's age and sex, his experience and degree of skill, his marital status, the length of his service in the same occupation, whether he is a citizen or merely a resident, to what race he belongs, whether he is of a vanquished status (a war prisoner or an exile forcibly brought from a conquered neighboring country or state to perform compulsory labor in Germany for mere food and shelter), the geographical location of the place of work to which assigned, the wage locality (which is based upon availability of provisions and their local prices), and the distance of residence from place of work, etc., were all considered. Whenever possible and convenient, a piece rate was applied, calculated on the basis of a time rate with a few pfennige more than the time rate per hour.

The German Government is practicing a policy of attaching workers to their jobs by long-term employment contracts—nominally for a year in most cases, but usually extended for another year and then again for the year following, etc. It is accomplishing this by requiring a long-term notice (usually 3 months) before leaving the employment, and even then requiring the consent of the State; by a labor passport system; by a supplementary wage payment at the end of a year if

<sup>1</sup> Reichsgesetzblatt, Berlin, September 5, 1939, pt. 1, pp. 1639-1644.

<sup>2</sup> See Monthly Labor Review, February 1936 (pp. 419-420) and January 1938 (pp. 94-97).

<sup>3</sup> Reichsgesetzblatt, Berlin, October 16, 1939, pt. 1, pp. 2027-2028.

<sup>4</sup> Reichsarbeitsblatt, Berlin, January 15, 1940, pt. IV; and January 25, 1940, pt. IV.



employment has been continuous; and by offsetting the rising cost of living by payment of wages in kind and by a system of shelter in barracks and feeding of workers in canteens.

Explaining the introduction of forced labor (*Dienstpflicht*) by the decree of February 13, 1939, the Minister of Labor stated that forced labor "is the equal economic counterpart to an order for military conscription." With regard to the long-term attachment of workers to their work places by the State, it was stated: "Heavy losses of labor arise in any national economic system from a continuous fluctuation of workmen [labor turn-over.] In order to reduce these losses, a general restriction on fluctuation of workers has been introduced" in all industries.<sup>5</sup>

### Wages of Industrial Workers

As noted, the wage rates established are extremely detailed and vary from place to place. Some typical rates are shown in the following pages.

#### FOOD INDUSTRIES

Table 1 shows the rates established for the food industries of the Province of Danzig-West Prussia by the labor regulations of December 22, 1939.

TABLE 1.—*Wages in the Food Industries of Province of Danzig-West Prussia*

[Average exchange rate of reichsmark in December 1939=40 cents]

Industry and class of worker	Wage locality I	Wage locality II	Wage locality III
	Rate per week		
Bakeries:			
Skilled workers: <sup>1</sup>			
General bakeries: <sup>2</sup>	<i>Rm.</i>	<i>Rm.</i>	<i>Rm.</i>
First class .....	32.50	30.00	28.00
Second class .....	30.00	28.00	26.00
Third class .....	29.00	26.00	24.00
Bread bakeries <sup>3</sup>	32.50	30.00	28.00
Helpers, messenger boys, yardmen, stablemen, and teamsters working 48 hours a week, aged—			
14 and 15 years .....	9.00	8.00	7.00
16 and 17 years .....	12.50	11.25	10.00
18 and 19 years .....	18.00	16.00	14.50
20 to 22 years .....	21.50	19.50	17.50
Over 23 years .....	26.00	23.50	21.00
Truck drivers working 54 hours a week .....	31.50	29.00	26.00
Teamsters working 60 hours a week .....	29.00	26.00	24.00
	Rate per month		
Truck drivers' helpers, engaged in selling (in addition to food and lodging): <sup>3</sup>			
First year .....	19.00	17.00	15.00
Second and third years .....	25.00	22.50	20.50
Fourth and fifth years .....	38.00	34.00	30.50
Sixth and seventh years .....	44.00	40.00	36.00
Eighth year and up .....	51.00	46.00	41.50

<sup>5</sup> Weekly Report of the German Institute for Business Research, Berlin, February 3, 1940, pp. 8 and 9.

TABLE 1.—Wages in the Food Industries of Province of Danzig-West Prussia—Continued

Industry and class of worker	Wage locality I	Wage locality II	Wage locality III
	Rate per week		
Meat industry:			
Journeyman: <sup>2</sup>	<i>Rm.</i>	<i>Rm.</i>	<i>Rm.</i>
Acting as foreman.....	38.00	34.50	30.00
First class.....	33.00	30.00	28.00
Second class.....	31.00	29.00	26.00
Third class.....	29.00	26.00	24.00
Messenger boys.....	9.00	8.00	7.00
Meat processing (canning, sausage making, etc.):			
Journeyman, age: <sup>4</sup>			
Up to 23 years.....	31.00	29.00	26.00
Over 23 years.....	33.00	30.00	27.00
Semiskilled helpers.....	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
Unskilled helpers, age:			
14 and 15 years.....	10.00	9.00	8.00
16 and 17 years.....	14.00	12.50	11.00
18 and 19 years.....	20.00	17.50	16.00
20 to 22 years.....	23.50	21.50	19.00
23 years and over.....	26.00	24.00	21.50
Truck drivers working 54 hours per week.....	31.50	29.00	26.00
Teamsters working 60 hours per week.....	29.00	26.00	24.00
	Rate per month		
Saleswomen:			
After 2 years' experience or in first year after apprenticeship.....	50.50	45.50	45.50
Second and third year.....	57.00	52.00	52.00
Fourth and fifth year.....	66.50	60.00	60.00
After 5 years.....	80.00	72.00	72.00
	Rate per hour		
Flour mills:			
Highly skilled millers.....	0.70	0.67	0.62
Skilled millers:			
3d year after apprenticeship.....	.65	.62	.57
2d year after apprenticeship.....	.60	.56	.51
1st year after apprenticeship.....	.55	.51	.46
Helpers, age: <sup>3</sup>			
Over 20 years.....	.50	.47	.44
18 and 19 years.....	.45	.41	.39
17 years.....	.40	.36	.34
16 years.....	.35	.31	.29
Female workers.....	( <sup>7</sup> )	( <sup>7</sup> )	( <sup>7</sup> )

<sup>1</sup> Confectionery workers receive 20 percent more than the rates shown, in all wage localities.

<sup>2</sup> In the first year after apprenticeship, 24 marks gross per week is paid, in all wage localities.

<sup>3</sup> Shift foremen receive 10 percent more than the rates shown, and yeast mixers, kneaders, and foremen, receive 5 percent more, in all wage localities.

<sup>4</sup> Workers in higher-skilled occupations receive 10 percent, and foremen 20 percent, more than the rates paid journeymen.

<sup>5</sup> 5 per cent more than the rates shown for unskilled helpers.

<sup>6</sup> Teamsters working with 2 horses receive the helpers' wage, and in addition receive 3 marks weekly in the first wage locality, 2.50 in the second, and 2 in the third.

<sup>7</sup> 70 percent of the wages paid to male workers.

In bakeries, if food and lodging are furnished, a deduction of 13.50 marks for food and 3.50 marks for lodging is made from the weekly wages. For truck drivers, if food and lodging are not furnished, 20 marks is paid for food and 10 marks for lodging, per month. In the meat industry the following weekly deductions are made from the wages, if food and lodging are provided by the employers: In wage locality I, 7 marks for food and 3 for lodging; in locality II, 6.50 marks

and 2.50 marks, respectively; and in locality III, 6 and 2 marks. In the meat-processing industry, if board and lodging are furnished to saleswomen, 18 marks per month for food and 9 marks per month for lodging can be deducted in the first wage locality, 17 marks for food and 8 marks for lodging in the second and third wage localities. In flour mills apprentices in each wage locality receive in addition to free food and lodging, 4 marks monthly in the first year, 6 marks monthly in the second year, and 10 marks monthly in the third year. In case no free food and lodging are furnished, they receive educational assistance of 6 marks weekly in the first year, 8 marks in the second year, and 12 marks in the third year.

Labor regulations issued by the labor trustee of the industrial district of Hesse, on December 16, 1939, provide for the following hourly wages in canneries in that district.

TABLE 2.—Hourly Wages <sup>1</sup> in Canneries in Hesse, 1940

[Average exchange rate of reichsmark (100 pfennige) in December 1939=40 cents]

Skill and age class	Wage locality I		Wage locality II	
	Men	Women	Men	Women
Skilled workers aged:	<i>Pfennige</i>	<i>Pfennige</i>	<i>Pfennige</i>	<i>Pfennige</i>
18 to 20 years.....	60		54	
20 to 22 years.....	73		65	
23 years and up.....	83		74	
Semiskilled workers aged:				
15 and 16 years.....	45	32	40	24
17 and 18 years.....	50	36	45	27
19 and 20 years.....	57	40	51	30
21 and 22 years.....	66	46	60	34
23 years and up.....	74	52	66	38
Unskilled workers aged:				
15 and 16 years.....	35	24	30	21
17 and 18 years.....	42	30	36	25
19 and 20 years.....	48	35	42	28
21 and 22 years.....	58	40	50	31
23 years and up.....	66	46	60	34

<sup>1</sup> The workers required to travel outside of their section receive 1.30 marks for midday dinner, 1.10 marks for supper, and 2.80 marks for lodging.

Regular hours of labor are fixed at 48 a week, but the employer may increase weekly hours to 60 (10 hours a day).

For overtime (after 10 hours a day) the wage is increased by 25 percent of the wage for regular hours, for night work by 10 percent, and for Sunday and holiday work by 50 percent.

## WOOD AND METAL INDUSTRIES

Table 3 shows the wages of woodworkers and metalworkers in Danzig-West Prussia, set by the regulations issued December 22, 1939.

TABLE 3.—Hourly Rates Paid Metal and Wood Workers in Province of Danzig-Wes Prussia, 1940

[Average exchange rate of reichsmark (100 pfennige) in December 1939=40 cents]

Occupation, skill, and age	Wage locality			Occupation, skill, and age	Wage locality		
	I	II	III		I	II	III
<i>Metal industries</i>				<i>Woodworking—Continued</i>			
Locksmiths in power-vehicle and electrical establishments:				Semiskilled workers aged—Con.	<i>Pf.</i>	<i>Pf.</i>	<i>Pf.</i>
Skilled workers after apprenticeship of—	<i>Pf.</i>	<i>Pf.</i>	<i>Pf.</i>	18 to 19 years.....	49	45	42
1 year.....	47	45	42	17 years.....	41	38	35
2 years.....	53	50	48	16 years.....	33	31	29
3 years.....	61	56	53	Helpers aged—			
4 years.....	70	63	59	Over 20 years.....	52	47	43
Semiskilled workers aged over—				19 years.....	47	42	39
16 years.....	32	30	28	18 years.....	42	38	35
18 years.....	40	37	34	17 years.....	38	34	32
20 years.....	49	45	42	16 years.....	34	31	29
22 years.....	57	52	48	15 years.....	31	28	26
Unskilled workers aged over—				14 years.....	28	25	23
16 years.....	25	23	21	Makers of vehicles (without upholstery):			
18 years.....	35	32	30	Highly skilled.....	69	64	58
20 years.....	38	35	33	Skilled:			
22 years.....	52	47	45	Over 22 years of age.....	63	58	53
Blacksmith shops:				4th year after apprenticeship.....	63	58	53
Skilled workers, after apprenticeship of—				3d year after apprenticeship.....	60	55	50
1 year.....	47	45	42	2d year after apprenticeship.....	54	50	45
2 years.....	52	49	47	1st year after apprenticeship.....	48	44	40
3 years.....	58	52	48	Cooperage workers:			
4 years.....	66	59	56	Highly skilled.....	80	74	67
Unskilled workers aged over—				Skilled:			
16 years.....	25	23	21	Over 22 years of age.....	72	67	61
18 years.....	35	32	30	4th year after apprenticeship.....	72	67	61
20 years.....	38	35	33	3d year after apprenticeship.....	70	64	58
22 years.....	52	47	45	2d year after apprenticeship.....	62	57	52
Tinsmiths, coppersmiths, equipment installers, pipe layers and mechanics:				1st year after apprenticeship.....	55	50	46
Skilled workers, after apprenticeship of—				Mould makers:			
1 year.....	52	50	46	Highly skilled.....	83	77	70
2 years.....	58	55	53	Skilled:			
3 years.....	67	62	58	Over 22 years of age.....	75	70	64
4 years.....	76	69	64	4th year after apprenticeship.....	75	70	64
Semiskilled workers aged over—				3d year after apprenticeship.....	73	67	61
16 years.....	33	31	29	2d year after apprenticeship.....	65	60	55
18 years.....	41	38	35	1st year after apprenticeship.....	58	53	50
20 years.....	50	46	43	<i>Sawmills</i>			
22 years.....	60	54	50	Highly skilled workers.....	70	66	61
Unskilled workers aged over—				Skilled workers aged—			
16 years.....	25	23	21	Over 22 years.....	62	59	55
18 years.....	35	32	30	Under 22 years.....	58	55	50
20 years.....	38	35	33	Semiskilled workers aged—			
22 years.....	52	47	45	Over 22 years.....	56	52	47
<i>Woodworking</i> <sup>1</sup>				Under 22 years.....	52	47	43
Highly skilled workers.....	77	72	66	Helpers aged—			
Skilled workers:				20 years and over.....	52	47	43
Over 22 years of age.....	70	65	60	18 and 19 years.....	45	40	37
4th year after apprenticeship.....	70	65	60	17 years.....	38	34	32
3d year after apprenticeship.....	66	61	56	16 years.....	34	31	29
2d year after apprenticeship.....	60	55	51	Female workers.....	(?)	(?)	(?)
1st year after apprenticeship.....	53	49	45				
Semiskilled workers aged—							
Over 22 years.....	60	55	51				
20 to 21 years.....	55	51	47				

<sup>1</sup> Parquetry layers receive rates 20 percent, and wood carvers 10 percent, higher than the rates shown. Female workers receive 70 percent of the male workers' rates shown except in the musical-instrument and small woodworking industries, in which they receive 90 percent.

<sup>2</sup> Female workers receive 70 percent of the male workers' rates shown above.

## PRINTING INDUSTRY

Wages were fixed for the printing industry in the administrative districts of Aussig and Eger in the Sudeten Province, by regulations issued December 14, 1939. These are shown in table 4.

TABLE 4.—Hourly Wages<sup>1</sup> in Printing Industry in Aussig and Eger, by Skill and Age Group, 1940

[Average exchange rate of reichsmark (100 pfennige) in December 1939=40 cents]

Class of worker	Hourly rate for workers aged—									
	14 years	15 years	16 years	17 years	18 years	19 years	20 years	21 years	22 years	
Highly skilled workers.....	Pf.	Pf.	Pf.	Pf.	Pf.	Pf.	Pf.	Pf.	Pf.	Pf.
Skilled workers.....				47	55	62	68	73	78	
Unskilled workers.....				43	50	56	61	66	71	
Helpers.....	17	28	34	38	44	49	54	59	64	
		21	25½	30	35	40	44	48	52	

<sup>1</sup> Female workers in corresponding age groups and wage classes receive 75 percent of the above rates paid to male workers.

The following rates for a week of 54 hours are paid to workers of specified classifications:

	<i>Rm.</i>
Machinists, skilled.....	38. 50
Firemen, skilled.....	36. 50
Machinist helpers.....	34. 00
Firemen helpers.....	32. 00
Teamsters.....	29. 00
Truck drivers.....	37. 50
Semiskilled truck drivers.....	32. 50
Doormen and watchmen.....	27. 50

Apprentices are paid 6 marks weekly in the first year of apprenticeship, 8 marks in the second year, and 11 marks in the third year.

## PAINTERS

Labor regulations issued by the labor trustee of the Westfalen-Lower Rhine district, on December 19, 1939, prescribed hourly wages for painters, as follows:

Special wage class.....	pfennige	Skilled	Helpers
Wage locality:		90	72
I.....	do	85	68
II.....	do	80	64
III.....	do	76	61
IV.....	do	72	58
V.....	do	68	55

## Wages of Agricultural Workers

Labor regulations of January 8, 1940, issued by a special labor trustee, fixed the following monthly and hourly wages (in addition to free food and lodging) of the farm hands who are residents of Germany but are not citizens, for the whole country.



TABLE 5.—Monthly and Hourly Wages Paid in Germany to Farm Workers Who are Residents but not Citizens

[Average exchange rate of reichsmark (100 pfennige) in December 1939=40 cents]

Sex and age	Rate per month, in wage locality—				Rate per hour, <sup>1</sup> in wage locality—			
	I	II	III	IV	I	II	III	IV
	Rm.	Rm.	Rm.	Rm.	Pf.	Pf.	Pf.	Pf.
Males aged—								
21 years and over.....	26.50	25.00	23.50	21.00	25	24	23	22
18 to 21 years.....	24.00	22.50	21.00	18.50	23	22	21	20
Under 18 years.....	21.50	20.00	18.50	16.00	21	20	19	18
Females aged—								
21 years and over.....	20.00	17.50	15.00	15.00	20	19	18	18
18 to 21 years.....	17.50	15.00	12.50	12.50	19	18	17	17
Under 18 years.....	15.00	12.50	10.00	10.00	18	17	16	16

<sup>1</sup> The hourly rate is decreased by 5 pfennige if the hourly worker is paid in kind for a week as follows: Potatoes, 12.5 kg. (a kilogram is equivalent to 2.2046 lbs.); bread, 3 kg.; flour, 0.375 kg.; fat, 0.25 kg.; meat, 0.50 kg.; salt, 0.25 kg.; skimmed milk, 7 l. (a liter is equivalent to a little more than one quart).

## WAGES OF FARM HANDS IN PROVINCE OF POSEN

On January 8, 1940, the Governor of the Province of Posen issued detailed regulations governing wages and working conditions of farm workers. For married farm hands having a yearly contract of employment the following wages were set:

## Wage locality I

Money wages:  
 12 marks per month.  
 Yearly supplement of 12 marks.  
 Lodging.  
 Shelter and feed for 1 cow, or daily allowance of 2 liters<sup>1</sup> of whole milk and 3 liters of skimmed milk.  
 18 hundredweights of rye.  
 6 hundredweights of barley.  
 2 hundredweights of wheat.  
 60 hundredweights of potatoes.  
 1 acre of land.  
 30 rods of cabbage land.  
 60 hundredweights of coal.

## Wage locality II

Money wages:  
 10 marks per month.  
 Yearly supplement of 12 marks.  
 Lodging.  
 Shelter and feed for 1 cow, or daily allowance of 2 liters of whole milk and 3 liters of skimmed milk.  
 20 hundredweights of rye.  
 8 hundredweights of barley.  
 2 hundredweights of wheat.  
 40 hundredweights of potatoes.  
 1 acre of land.  
 30 rods of cabbage land.  
 50 hundredweights of coal.

Farm hands employed on dairy farms receive an increase of 2 marks a month. For overtime, Sunday, and holiday work the hourly farm hands receive an increase of 25 percent over their wage for regular time. Monthly farm hands do not receive this increase.

The employment contract of hourly farm hands is binding for a season up to December 15 of the employment year.

Wages of agricultural workers of higher grades differ from the above only in the following particulars: The money wage of teamsters, gardeners, and mechanics is 18 marks in locality I and 15 marks in locality II, and those in locality I receive 1 hundredweight more wheat.

<sup>1</sup> A liter is equivalent to 1.0567 quart.

Herders in both localities receive shelter and feed for 2 cows, and 2 hundredweights more of wheat; the money wage is 21 marks in locality I and 18 marks in locality II. Blacksmiths and cartwrights receive a money wage of 24 marks in locality I and of 20 marks in locality II. In all cases the yearly supplement for these higher-grade workers is 12 marks in locality I and 10 marks in locality II.

Single farm hands, who are living with the families of the peasant-farmers, receive, in addition to free food and shelter, the following monthly money wage:

Males:	<i>Rm.</i>
Over 21 years of age.....	20. 00
18 to 21 years of age.....	17. 50
18 years of age.....	15. 00
Females:	
Over 21 years of age.....	14. 00
18 to 21 years of age.....	12. 00
18 years of age.....	10. 00

In both wage localities, overtime is paid for at 20 pfennige per hour, and for Sunday and holiday work, 30 pfennige per hour.

The prescribed daily hours of labor for agriculture in the Province of Posen are as follows:

January 1 to January 15.....	6½	September 1 to September 15....	10½
January 16 to January 31.....	7	September 16 to September 30....	10
Month of February.....	8	October 1 to October 15.....	10
March 1 to March 15.....	9½	October 16 to October 31.....	9
March 16 to March 31.....	10	Month of November.....	8
Month of April.....	10½	December 1 to December 15.....	7
May, June, July, and August....	11	December 16 to December 31....	6½



## WAGE INCREASES IN NORWAY IN 1940, BASED ON COST OF LIVING <sup>1</sup>

MEDIATION pending since December 15, 1939, between the Federation of Labor and the Employers' Association, in regard to organized labor's demand for compensation for the recent increase in the cost of living, was concluded on January 4, when the National Mediator submitted a proposal for the two organizations' approval. The proposal provides for a 1-year extension of all wage agreements from the respective dates of expiration in 1940, on the condition that, as of January 1, 1940, compensation for the rise in cost of living up to December 15, 1939, be granted to all labor organizations concerned, and 75 percent compensation for the rise during 1940. Such compensation will average 7 percent for the cost-of-living increase up to December 15, 1939. If the cost-of-living index as of March 15 and June 15, 1940, should rise or fall by 5 points or more as compared with the last regulation, all wages will be increased or decreased by

<sup>1</sup> Data are from report of Mrs. Florence Harriman, American Minister at Oslo.

75 percent of the rise or fall in points. Further regulation of wages will take place on October 15, 1940, when the Employers' Association (in case of a drop in the cost-of-living index) or the Federation of Labor (in case of an increase) may demand the inauguration of negotiations for future wage regulation. If no agreement is reached, either of the parties may give notice of termination of the wage agreements, to take place on April 1, 1940.

This proposal does not affect the workers of the transport industry for whom a decision, made by a court of arbitration on December 12, granted an average increase in wages and regulation thereof in 1940 on the basis of 75 percent of any increase or decrease in the cost-of-living index in excess of 3 percent as compared with the November 15, 1940 index.

The Federation of Labor recommended that its member organizations accept the National Mediator's proposal, to which replies of the Federation of Labor and the Employers' Association were to be given on January 25.



## SLIDING SCALE OF WAGES IN SWEDEN

THE Swedish Confederation of Trade-Unions and the Employers' Federation made an agreement, December 16, 1939, providing that if on April 1, 1940, the general cost-of-living index published by the Social Board exceeds by at least 6 points the index as of January 1, 1940, a wage adjustment shall be made from and including the wage period ending May 1, 1940.<sup>1</sup> Thereafter, similar adjustments are to be made at the beginning of the second month in each quarter if the index at the beginning of the quarter exceeds by at least 6 points the index established (a) at the time of the most recent wage adjustment, or (b) on January 1, 1940, in the event such wage adjustment has not taken place.

Should the index drop, wage adjustments are to be made on the same principle as above described, but in no event may the basic wages established by a collective agreement be reduced.

The wage is to be adjusted by 0.42 percent for each unit of increase or decrease in the index. If the collective agreement affects a single enterprise, the percentage is applied to the average hourly wage for an ordinary working day during 1938 of all adult male employees and, with respect to adult female employees, of each individual employee. The resultant figure, in öre <sup>2</sup> per working hour, is payable equally to all adult male and female employees.

<sup>1</sup> Data are from report of Hallett Johnson, American Consul General at Stockholm.

<sup>2</sup> Exchange rate of krona (100 öre) in December 1939=23.8 cents.

The extra compensation for workers under 16 years of age is to be 30 percent of that payable to adult workers; for workers 16 and under 18 years of age, 45 percent; and for workers 18 years of age and over who, under the collective agreement are not paid on the same basis as adult workers, 65 percent.

If an industry desires, because of business difficulties existing at the effective date of the above-stated stipulations covering wage adjustments, it may be released therefrom or secure a modification thereof, with the consent of the other party to the agreement. If the parties cannot agree, they are bound by the stipulations.

The total number of employers' associations affiliated with the Swedish Employers' Federation is 38, with 6,000 members having about 410,000 workers. On October 31, 1939, there were 46 trade-unions, with 957,765 members, affiliated with the Swedish Confederation of Trade-Unions. The considerable difference between the number of workers in the Confederation of Trade-Unions and of those employed by members of the Swedish Employers' Federation is due to various factors. First, employers in several important lines, such as hotels and restaurants, private railroads, etc., are not affiliated with the Employers' Federation. Second, the various employers' associations report a figure indicating the average number of workers actually employed during the year, whereas the trade-unions report as members all workers in the particular trade of each union, irrespective of whether or not they have employment.

During the year ending September 1, 1939, membership of the unions affiliated with the Swedish Confederation of Trade-Unions increased by 67,424. On the basis of a percentage of population (about 6,500,000), Swedish labor is about the most highly organized in the world.<sup>3</sup>

<sup>3</sup> New York Times for February 19, 1940, p. 6, c. 3.

# Labor Turn-Over

---

## LABOR TURN-OVER IN MANUFACTURING, JANUARY 1940

A MODERATE decrease in the lay-off rate in manufacturing industries in January as compared with December was indicated by labor turn-over reports received by the Bureau of Labor Statistics. Lay-offs were reported at the rate of 2.55 per 100 employees in January compared with 2.65 in December and 2.24 a year ago. The discharge rate increased from 0.12 to 0.14. Prior to January 1940, quits and miscellaneous separations were reported under one classification. The total of these types of separation was 0.74 (quits 0.63, miscellaneous separations 0.11) in January, compared with a rate of 0.69 in December and 0.85 in the corresponding month of 1939. The total separation rate of 3.43 was slightly lower in January than in December. It was, however, somewhat higher than a year ago. The total accession rate increased from 2.84 per 100 employees in December to 3.74 in January. Rehires constituted 1.96, and new hires 1.78 of the total.

### *All Manufacturing*

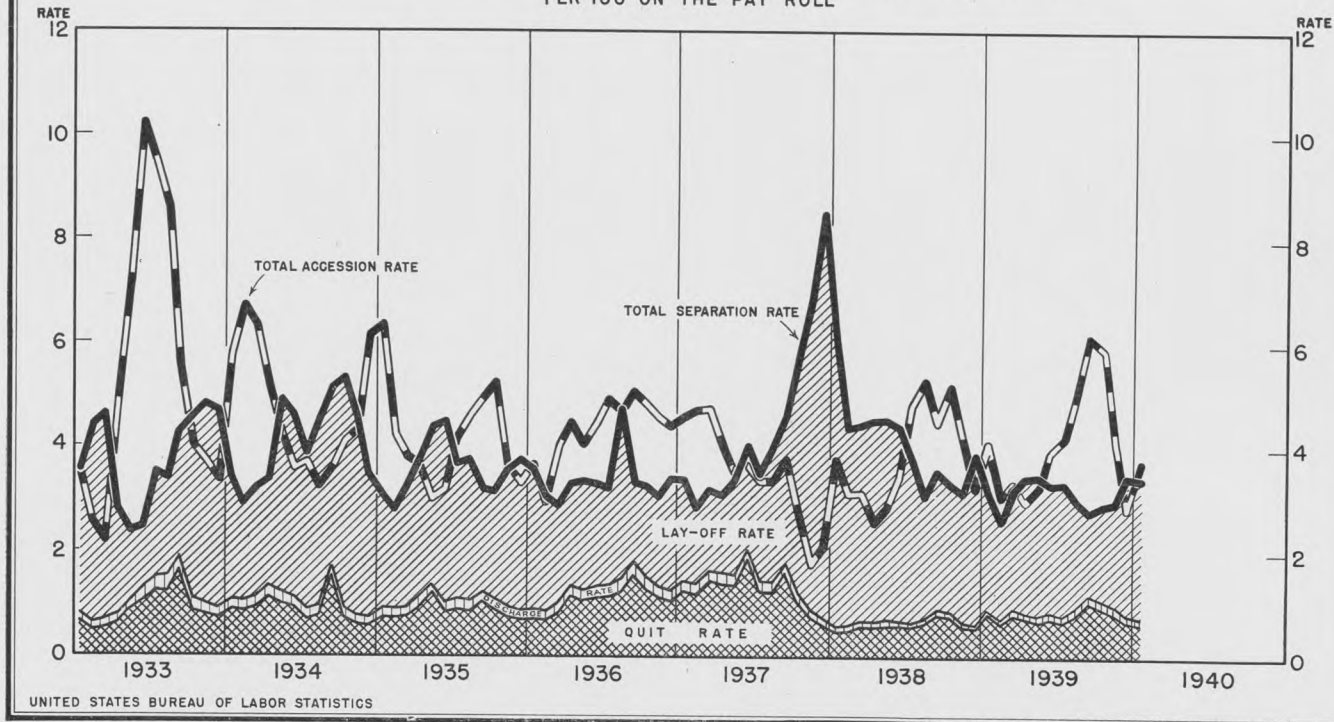
The Bureau of Labor Statistics' survey of labor turn-over covers approximately 5,600 representative manufacturing establishments, which in January employed 2,500,000 workers. The rates represent the number of changes in personnel per 100 employees on the pay rolls during the month.

The rates shown in table 1 are compiled from reports received from representative plants in 144 industries. In the 33 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. In the present article are given, for the first time, separate rates for the aircraft, cast-iron pipe, and ship-building industries. In response to numerous requests, the Bureau is presenting turn-over rates also for 29 States in which the number of reporting firms is sufficiently large to justify the publication of State figures. (See table 3.)



# LABOR TURN-OVER RATES IN MANUFACTURING

PER 100 ON THE PAY ROLL



UNITED STATES BUREAU OF LABOR STATISTICS

TABLE 1.—Monthly Labor Turn-Over Rates in Representative Factories in 144 Industries <sup>1</sup>

Class of turnover and year	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Average
<b>Separations:</b>													
Quits:													
1940.....	0.63												
1939.....	.85	0.64	0.82	0.76	0.68	0.73	0.70	0.82	1.07	0.93	0.83	0.69	0.79
Discharges:													
1940.....	.14												
1939.....	.10	.10	.13	.10	.13	.12	.12	.14	.14	.17	.15	.12	.13
Lay-offs: <sup>2</sup>													
1940.....	2.55												
1939.....	2.24	1.87	2.23	2.60	2.67	2.46	2.54	2.05	1.58	1.81	1.97	2.65	2.22
Miscellaneous separations, <sup>3</sup>													
1940.....	.11												
Total:													
1940.....	3.43												
1939.....	3.19	2.61	3.18	3.46	3.48	3.31	3.36	3.01	2.79	2.91	2.95	3.46	3.14
<b>Accessions: <sup>4</sup></b>													
Rehirings, 1940.	1.96												
New hirings, 1940.....	1.78												
Total:													
1940.....	3.74												
1939.....	4.09	3.06	3.34	2.93	3.29	3.92	4.16	5.06	6.17	5.89	4.10	2.84	4.07

<sup>1</sup> The various turn-over rates represent the number of quits, discharges, lay-offs, total separations, and accessions per 100 employees.

<sup>2</sup> Including temporary, indeterminate, and permanent lay-offs.

<sup>3</sup> Beginning with January 1940, miscellaneous separations, such as deaths, permanently disabled, retired on pensions, etc., have been reported separately. Such separations were formerly reported under the classification "quits and miscellaneous separations."

<sup>4</sup> Beginning with January 1940, accessions have been separated into two classifications: rehires, which include workers hired after a separation of 3 months or less, and other employees hired.

### Analysis by Industries

In addition to the information for manufacturing as a whole, detailed labor turn-over data are available for 33 separate manufacturing industries.

It is of particular significance that new hirings in a number of industries represented by far the greater part of total accessions. The aircraft industry reported a rehire rate of 0.27 accompanied by a new-hire rate of 8.39; cigars and cigarettes showed 0.94 and 2.21; electrical machinery, 1.03 and 2.33; foundries and machine shops, 0.75 and 2.63; machine tools, 0.10 and 5.56. The rehire rate was greater in the automobile and bodies industry, with a rehire rate of 1.01 and new-hire rate of 0.86; the furniture industry showed 2.22 and 1.72; men's clothing, 3.08 and 2.06; book and job, 2.74 and 1.87; rubber boots and shoes, 4.25 and 0.34; and woolen and worsted goods industry, 4.22 and 1.79.

TABLE 2.—Monthly Labor Turn-Over Rates (per 100 Factory Employees) in 33 Manufacturing Industries

Class of turn-over	January 1940	December 1939	January 1939	January 1940	December 1939	January 1939	January 1940	December 1939	January 1939
	Aircraft			Automobile and bodies			Automobile parts		
Separations.....	4.03	1.71	2.86	2.12	4.18	5.14	5.70	3.03	6.71
Quits.....	1.38	1.14	.72	.75	1.00	2.58	.77	.74	.58
Discharges.....	.73	.24	.20	.06	.04	.04	.25	.20	.10
Lay-offs.....	1.89	.33	1.94	1.26	3.14	2.52	4.59	2.09	6.03
Miscellaneous separations <sup>1</sup> .....	.03	-----	-----	.05	-----	-----	.09	-----	-----
Accessions <sup>2</sup> .....	8.66	6.90	8.16	1.87	3.43	2.15	4.63	9.35	4.18
Rehirings.....	.27	-----	-----	1.01	-----	-----	1.41	-----	-----
New hirings.....	8.39	-----	-----	.86	-----	-----	3.22	-----	-----
	Boots and shoes			Brick, tile, and terracotta			Cast-iron pipe		
Separations.....	1.99	2.91	1.73	9.59	7.65	6.72	2.28	1.34	1.96
Quits.....	.63	.66	.73	.45	.51	.41	.38	.68	.47
Discharges.....	.12	.15	.13	.14	.04	.13	.07	.13	.11
Lay-offs.....	1.19	2.10	.87	8.95	7.10	6.18	1.69	.53	1.38
Miscellaneous separations <sup>1</sup> .....	.05	-----	-----	.05	-----	-----	.14	-----	-----
Accessions <sup>2</sup> .....	4.42	5.13	7.82	2.52	2.02	3.90	1.24	.80	1.50
Rehirings.....	2.12	-----	-----	1.87	-----	-----	.52	-----	-----
New hirings.....	2.30	-----	-----	.65	-----	-----	.72	-----	-----
	Cement			Cigars and cigarettes			Cotton manufacturing		
Separations.....	14.13	13.86	13.38	5.35	5.38	4.29	3.57	3.09	2.88
Quits.....	.20	.40	.35	1.77	1.01	1.74	1.14	1.23	1.10
Discharges.....	.06	.05	.01	.19	.07	.12	.20	.16	.21
Lay-offs.....	13.76	13.41	13.02	3.35	4.30	2.43	2.02	1.70	1.57
Miscellaneous separations <sup>1</sup> .....	.11	-----	-----	.04	-----	-----	.21	-----	-----
Accessions <sup>2</sup> .....	1.85	1.00	9.27	3.15	1.30	5.19	3.66	2.75	4.09
Rehirings.....	1.57	-----	-----	.94	-----	-----	1.64	-----	-----
New hirings.....	.28	-----	-----	2.21	-----	-----	2.02	-----	-----
	Electrical machinery			Foundries and machine shops			Furniture		
Separations.....	2.96	2.82	2.51	2.23	1.75	1.88	3.74	5.45	4.65
Quits.....	.54	.60	.50	.52	.54	.35	.63	.67	.57
Discharges.....	.10	.08	.04	.15	.12	.06	.21	.19	.16
Lay-offs.....	2.10	2.14	1.97	1.46	1.09	1.47	2.82	4.59	3.92
Miscellaneous separations <sup>1</sup> .....	.22	-----	-----	.10	-----	-----	.08	-----	-----
Accessions <sup>2</sup> .....	3.36	3.15	3.21	3.38	3.21	3.31	3.94	2.10	5.57
Rehirings.....	1.03	-----	-----	.75	-----	-----	2.22	-----	-----
New hirings.....	2.33	-----	-----	2.63	-----	-----	1.72	-----	-----
	Glass			Hardware			Iron and steel		
Separations.....	3.37	2.95	3.56	2.84	2.31	1.20	2.17	1.46	1.81
Quits.....	.27	.28	.23	.86	.80	.40	.42	.48	.35
Discharges.....	.05	.06	.07	.19	.13	.07	.07	.07	.04
Lay-offs.....	2.97	2.61	3.26	1.65	1.38	.73	1.56	.91	1.42
Miscellaneous separations <sup>1</sup> .....	.08	-----	-----	.14	-----	-----	.12	-----	-----
Accessions <sup>2</sup> .....	1.58	2.08	1.43	2.97	2.75	2.17	1.15	1.57	1.28
Rehirings.....	.99	-----	-----	.59	-----	-----	.55	-----	-----
New hirings.....	.59	-----	-----	2.38	-----	-----	.60	-----	-----

See footnotes at end of table.

TABLE 2.—Monthly Labor Turn-Over Rates (per 100 Factory Employees) in 33 Manufacturing Industries—Continued

Class of turn-over	January 1940	December 1939	January 1939	January 1940	December 1939	January 1939	January 1940	December 1939	January 1939
	Knit goods			Machine tools			Men's clothing		
Separations.....	2.83	3.33	2.42	1.85	1.62	1.02	2.39	5.04	2.61
Quits.....	.67	.73	.82	.91	.91	.44	.60	.81	.71
Discharges.....	.10	.12	.10	.45	.31	.03	.08	.07	.13
Lay-offs.....	2.00	2.48	1.50	.35	.40	.55	1.60	4.16	1.77
Miscellaneous separations <sup>1</sup> .....	.06	-----	-----	.14	-----	-----	.11	-----	-----
Accessions <sup>2</sup> .....	3.08	1.36	3.10	5.66	5.19	2.41	5.14	4.99	6.15
Rehirings.....	1.77	-----	-----	.10	-----	-----	3.08	-----	-----
New hirings.....	1.31	-----	-----	5.56	-----	-----	2.06	-----	-----
	Paints and varnishes			Paper and pulp			Petroleum refining		
Separations.....	2.09	2.34	2.53	1.94	1.94	1.60	2.25	2.02	1.10
Quits.....	.44	.56	.71	.40	.54	.42	.24	.23	.20
Discharges.....	.12	.08	.15	.12	.13	.09	.05	.02	.04
Lay-offs.....	1.45	1.70	1.67	1.29	1.27	1.09	1.87	1.77	.86
Miscellaneous separations <sup>1</sup> .....	.08	-----	-----	.13	-----	-----	.09	-----	-----
Accessions <sup>2</sup> .....	2.95	1.50	4.71	1.38	1.92	1.73	2.23	1.17	1.77
Rehirings.....	.53	-----	-----	.34	-----	-----	.92	-----	-----
New hirings.....	2.42	-----	-----	1.04	-----	-----	1.31	-----	-----
	Printing and publishing						Radios and phonographs		
	Book and job			Newspapers					
Separations.....	4.95	3.83	4.52	2.63	2.82	2.30	8.96	10.27	7.78
Quits.....	.39	.40	.40	.37	.11	.49	1.49	1.30	1.42
Discharges.....	.24	.10	.13	.06	.14	.03	.18	.11	.41
Lay-offs.....	4.27	3.33	3.99	2.03	2.57	1.78	7.27	8.86	5.95
Miscellaneous separations <sup>1</sup> .....	.05	-----	-----	.17	-----	-----	.02	-----	-----
Accessions <sup>2</sup> .....	4.61	3.95	5.35	1.78	1.81	1.51	1.68	1.89	6.66
Rehirings.....	2.74	-----	-----	.95	-----	-----	.91	-----	-----
New hirings.....	1.87	-----	-----	.83	-----	-----	.77	-----	-----
	Rayon and allied products			Rubber boots and shoes			Rubber tires		
Separations.....	1.34	1.40	1.12	4.86	7.55	4.07	2.88	1.36	1.76
Quits.....	.44	.45	.52	.71	.80	.77	.25	.50	.50
Discharges.....	.06	.07	.30	.24	.16	.05	.06	.03	.06
Lay-offs.....	.81	.88	.30	3.63	6.59	3.25	2.55	1.13	1.20
Miscellaneous separations <sup>1</sup> .....	.03	-----	-----	.28	-----	-----	.02	-----	-----
Accessions <sup>2</sup> .....	2.93	1.82	1.98	4.59	1.42	1.71	.95	1.82	1.87
Rehirings.....	.62	-----	-----	4.25	-----	-----	.58	-----	-----
New hirings.....	2.31	-----	-----	.34	-----	-----	.37	-----	-----
	Sawmills			Shipbuilding			Silk and rayon goods		
Separations.....	6.07	7.76	4.52	4.02	1.83	1.98	5.65	5.87	3.21
Quits.....	.80	.92	.87	.73	.75	.50	.87	.70	1.08
Discharges.....	.22	.15	.11	.07	.09	.08	.07	.09	.08
Lay-offs.....	4.90	6.69	3.54	3.12	.99	1.40	4.68	5.08	2.05
Miscellaneous separations <sup>1</sup> .....	.15	-----	-----	.10	-----	-----	.03	-----	-----
Accessions <sup>2</sup> .....	3.29	2.46	5.75	6.03	2.80	4.66	2.60	4.20	4.31
Rehirings.....	1.79	-----	-----	2.50	-----	-----	1.31	-----	-----
New hirings.....	1.50	-----	-----	3.53	-----	-----	1.29	-----	-----

See footnotes at end of table.

TABLE 2.—Monthly Labor Turn-Over Rates (per 100 Factory Employees) in 33 Manufacturing Industries—Continued

Class of turn-over	January 1940	December 1939	January 1939	January 1940	December 1939	January 1939	January 1940	December 1939	January 1939
	Slaughtering and meat packing			Steam and hot-water heating apparatus			Woolen and worsted goods		
Separations.....	5.40	6.97	6.50	1.85	3.40	1.34	5.39	6.02	3.62
Quits.....	.60	.67	.50	.49	.61	.51	1.52	1.01	.90
Discharges.....	.16	.20	.15	.12	.16	.03	.10	.13	.12
Lay-offs.....	4.39	6.10	5.85	1.14	2.63	.80	3.64	4.88	2.60
Miscellaneous separations <sup>1</sup> .....	.25	-----	-----	.10	-----	-----	.13	-----	-----
Accessions <sup>2</sup> .....	8.54	7.69	6.76	2.15	1.70	2.25	6.01	2.36	4.93
Rehirings.....	4.62	-----	-----	.76	-----	-----	4.22	-----	-----
New hirings.....	3.92	-----	-----	1.39	-----	-----	1.79	-----	-----

<sup>1</sup> Prior to January 1940 miscellaneous separations were included with "quits."

<sup>2</sup> No breakdown of accessions prior to January 1940.

### Turn-Over by States

In the table below are given the quit, discharge, lay-off, miscellaneous separation, rehire, and new-hire rates in manufacturing establishments in 29 States.

More stabilized employment conditions were indicated in the State of Kentucky than in any of the 29 States included in the survey. The total separation rate was shown as 1.74 and the accession rate as 1.58 per 100 employees. In contrast, reports received from California indicated total separations at the rate of 6.21 and accessions at the rate of 9.74 for every 100 employees. Iowa reported 6.60 and 6.15, South Carolina, 4.58 and 6.28. The high turn-over in California was caused partly by changes in the shipbuilding and transportation industries. The large number of separations reported by the cement industry and the increases in accessions shown on reports received from slaughtering and meat packing plants were primarily responsible for the high rates in Iowa. Reports received from the lumber, fertilizer, and cotton industries showing a high number of separations and accessions caused the high turn-over rates shown for South Carolina.

A greater percentage of new hirings was reported in 22 of 28 States from which data were available as to rehirings and new hirings. Outstanding new-hire rates were shown in Alabama with a rate of 0.64 for rehirings and 2.06 per 100 employees for new hirings, and Iowa showing 1.91 as against 4.24. Greater percentages of rehirings were reported by California, which had a ratio of 7.00 to 2.74 per 100 employees, Texas, 2.62 to 1.68, and Wisconsin, 2.08 to 1.19.



TABLE 3.—Labor Turn-Over Rates (per 100 Employees) in Manufacturing Industries in Specified States, January 1940

State	Separation rates					Accession rates		
	Quit	Dis-charge	Lay-off <sup>1</sup>	Miscellaneous separation	Total separation	Re-hiring	New hiring	Total accession
Alabama.....	0.92	0.16	2.78	0.07	3.93	0.64	2.06	2.70
California.....	.95	.18	5.02	.06	6.21	7.00	2.74	9.74
Connecticut.....	.90	.11	2.02	.10	3.13	1.97	2.97	4.94
Delaware.....	.83	.11	1.54	.02	2.50	( <sup>2</sup> )	( <sup>2</sup> )	2.42
Georgia.....	1.35	.29	1.47	.07	3.18	1.61	2.44	4.05
Illinois.....	.61	.16	1.88	.10	2.75	1.87	1.92	3.79
Indiana.....	.53	.11	2.38	.22	3.24	.90	1.36	2.26
Iowa.....	.70	.19	5.67	.04	6.60	1.91	4.24	6.15
Kentucky.....	.91	.09	.68	.06	1.74	.75	.83	1.58
Maine.....	1.02	.12	2.05	.09	3.28	1.99	2.06	4.05
Massachusetts.....	.75	.16	2.37	.16	3.44	1.73	1.99	3.72
Michigan.....	.56	.10	2.69	.06	3.41	1.34	1.90	3.24
Minnesota.....	.43	.10	2.50	.08	3.11	2.49	1.98	4.47
Missouri.....	.56	.10	2.69	.10	3.45	2.31	2.48	4.79
New Hampshire.....	.51	.09	2.23	.18	3.01	.84	1.06	1.90
New Jersey.....	.97	.12	1.91	.10	3.10	1.49	2.15	3.64
New York.....	.52	.11	2.13	.15	2.91	1.36	1.56	2.92
North Carolina.....	.87	.14	1.68	.13	2.82	1.18	1.01	2.19
Ohio.....	.50	.12	2.64	.13	3.39	1.20	1.21	2.41
Oregon.....	.52	.09	5.13	.07	5.81	2.02	1.11	3.13
Pennsylvania.....	.51	.07	1.96	.06	2.60	1.09	1.13	2.22
Rhode Island.....	.82	.16	2.06	.07	3.11	1.72	2.38	4.10
South Carolina.....	1.73	.30	2.25	.30	4.58	2.44	3.84	6.28
Tennessee.....	.52	.22	2.66	.14	3.54	.92	2.25	3.17
Texas.....	.28	.20	2.38	.08	2.94	2.62	1.68	4.30
Virginia.....	.59	.23	.59	.33	1.74	1.80	1.81	3.61
Washington.....	.88	.24	3.23	.10	4.45	1.31	1.91	3.22
West Virginia.....	.31	.16	2.73	.46	3.66	1.15	1.36	2.51
Wisconsin.....	.39	.07	1.59	.07	2.12	2.08	1.19	3.27

<sup>1</sup> Including temporary, indeterminate, and permanent lay-offs.<sup>2</sup> Incomplete data.

# *Trend of Employment and Pay Rolls*

---

## SUMMARY OF REPORTS FOR FEBRUARY 1940

### *Total Nonagricultural Employment*

APPROXIMATELY 50,000 fewer workers were employed in non-agricultural industries in mid-February than in mid-January. Because of the substantial gains in industrial activity during the past year, however, there were over 1,000,000 more workers engaged in these occupations in February of this year than in 1939. The decline from the preceding month was due in large measure to seasonal layoffs in retail stores, wholesale houses, and public construction. Such declines in February have usually been offset in past years by seasonal increases in manufacturing employment, whereas this year there was a small decrease—less than 0.1 percent, or about 1,800 factory workers.

A number of the major durable-goods industries, such as iron and steel, electrical machinery, automobiles, hardware, furniture, brick, glass, and sawmills, reported reduced employment instead of the customary February expansion, resulting in a net decline for the group as a whole. In factories manufacturing nondurable goods, employment showed a gain, largely because of seasonal expansion in the clothing industries.

The current employment declines of about 20,000 in retail trade and 6,000 in wholesale trade correspond closely to the declines which took place in February 1939. Class I steam railroads added nearly 3,800 men to their rolls, while in metal mining, oil production, laundries, and dyeing and cleaning, employment fell slightly. In private building construction and quarrying there were small contraseasonal employment gains following the sharply curtailed operations which had been caused by extremely severe weather in January. These figures do not include emergency employment, which increased 72,000 as follows: 58,000 on projects operated by the Work Projects Administration and 14,000 on the Out-of-School Work Program of the National Youth Administration. Employment in the Civilian Conservation Corps was unchanged from January to February.

*Industrial and Business Employment*

Declines in employment were shown by 47 of the 90 manufacturing industries surveyed by the Bureau of Labor Statistics and by 9 of the 16 nonmanufacturing industries covered. Pay-roll reductions were reported by 46 of the manufacturing and 8 of the nonmanufacturing industries.

All manufacturing industries combined showed a small employment decline—less than 0.1 percent, or 1,800 workers—and a reduction of 0.5 percent, or \$1,000,000 in weekly pay rolls. The seasonally expected changes are gains of 1.6 percent for employment and 4.8 percent for pay rolls. Compared with February of last year, manufacturing employment and pay rolls were 8.3 percent and 13.7 percent higher. Among the more important January-February employment declines, all of them contraseasonal, were steel (14,200 workers); automobiles (6,800); brass, bronze, and copper (4,800); brick, tile, and terra cotta (4,200); silk and rayon goods (4,200); woolen and worsted goods (2,900); furniture (2,200); and book and job printing (1,900). Slaughtering and meat-packing firms showed a somewhat smaller than seasonal decline of 6,100 workers.

The more important employment increases over the month interval, some greater than seasonal, were in women's clothing (18,000 workers); men's clothing (7,900); boots and shoes (5,300); electric- and steam-railroad cars (4,000); cigars and cigarettes (3,800); stoves (3,700); millinery (3,500); shipbuilding (2,800); agricultural implements (2,600); and machine tools (2,300).

Retail stores reduced the number of their employees seasonally by 0.8 percent and their pay rolls by 1.1 percent. Compared with February of last year, however, there were gains of 2.6 percent in employment and 3.4 percent in pay rolls. The more important lines of retail trade which showed employment declines from January to February were department stores and mail-order houses, women's ready-to-wear clothing, men's and boys' clothing and furnishings, shoes, drugs, and fuel and ice. These losses were offset to some extent by the increases reported by variety and limited-price stores, by stores dealing in groceries, meats, and vegetables, and by several less important lines of retail trade.

In wholesale trade there were seasonal declines of 0.4 percent in employment and 0.5 percent in pay rolls. The more important lines of wholesale trade showing employment decreases were farm products; petroleum products; automotive; lumber and building materials; chemicals, drugs, and allied products; hardware; and metals and

minerals. Seasonal gains were shown by wholesale dealers in groceries, dry goods and apparel, electrical goods, and furniture and house-furnishings.

Anthracite employment rose 1 percent but pay rolls fell 37.3 percent from the high January level, primarily because of sharply curtailed production in the week beginning February 5. Employment in bituminous-coal mines remained virtually unchanged while pay rolls rose 1.2 percent because of increased production. In metal mines employment fell less than seasonally (0.5 percent). Quarries showed a contraseasonal employment gain of 0.9 percent coupled with a pay-roll rise of 4.5 percent. Employment in the public-utility industries increased because of extra help hired by light and power companies and street railways to cope with storm conditions. The small gain in employment in private building construction resulted largely from a resumption of activity following the sharp curtailment caused by severe weather in January. This was the only February increase since 1932. Pay rolls, however, decreased 1.8 percent, primarily because the pay-roll declines reported in certain sections of the country (New England, the Middle Atlantic States, and the Mountain States) were much sharper than the employment declines.

The preliminary report of the Interstate Commerce Commission showed an employment gain by class I railroads from January to February of 0.4 percent. The total number employed in the current month was 993,022. Corresponding pay rolls were not available when this report was prepared; for January they were \$163,709,090, a gain of 2.4 percent from December.

*Hours and earnings.*—The average hours worked per week by manufacturing wage earners were 37.3 in February, a decrease of 0.5 percent since January. The average hourly earnings of these workers were 66.3 cents, a gain of less than 0.1 percent from the preceding month. The average weekly earnings of factory workers were \$25.20, a decline of 0.4 percent since January.

Of the 14 nonmanufacturing industries for which man-hours are available, 8 showed an increase in average hours worked per week and 5 reported gains in average hourly earnings. Eight of the 16 nonmanufacturing industries surveyed reported higher average weekly earnings.

Employment and pay-roll indexes and average weekly earnings in February 1940 for all manufacturing industries combined, for selected nonmanufacturing industries, and for class I railroads, with percentage changes over the month and year intervals, are given in table 1.

TABLE 1.—Employment, Pay Rolls, and Earnings in All Manufacturing Industries Combined and in Nonmanufacturing Industries, February 1940 (Preliminary Figures)

Industry	Employment			Pay rolls			Average weekly earnings		
	Index, February 1940	Percentage change from—		Index, February 1940	Percentage change from—		Average in February 1940	Percentage change from—	
		January 1940	February 1939		January 1940	February 1939		January 1940	February 1939
All manufacturing industries combined <sup>1</sup> .....	(1923-25 = 100) 101.4	-0.1	+8.3	(1923-25 = 100) 97.8	-0.5	+13.7	\$25.20	-0.4	+4.9
Class I steam railroads <sup>2</sup> .....	55.6	+4	+5.5	(3)	(3)	(3)	(3)	(3)	(3)
Coal mining:	(1929 = 100)			(1929 = 100)					
Anthracite <sup>4</sup> .....	52.0	+1.0	-0.2	32.9	-37.3	-27.2	20.76	-38.0	-27.0
Bituminous <sup>4</sup> .....	91.8	-(6)	+3.5	88.0	+1.2	+8.4	26.02	+1.2	+4.7
Metalliferous mining.....	66.1	-5	+8.4	63.8	+3	+19.6	30.28	+8	+10.3
Quarrying and nonmetallic mining.....	38.1	+9	+7	30.9	+4.5	+4.2	19.88	+3.6	+3.5
Crude-petroleum production.....	63.1	-2	-5.0	58.7	+5	-6.4	34.22	+7	-1.5
Public utilities:									
Telephone and telegraph <sup>6</sup> .....	75.8	-4	+1.9	95.5	-1.9	+2.0	730.91	-1.5	+1
Electric light and power <sup>6</sup> .....	89.4	+2	+2.8	102.5	+9	+4.9	734.94	+6	+2.1
Street railways and buses <sup>6</sup> .....	69.2	+6	+7	71.9	+3.8	+4.6	734.23	+3.2	+3.9
Trade:									
Wholesale.....	90.3	-4	+2.7	76.8	-5	+2.9	729.53	-1	+2
Retail <sup>6</sup> .....	87.1	-8	+2.6	79.1	-1.1	+3.4	721.44	-3	+8
Hotels (year-round) <sup>4</sup> .....	93.0	+1.8	+4	82.9	+2.2	+1	715.48	+4	-3
Laundries <sup>4</sup> .....	95.7	-4	+3.1	82.9	-5	+5.5	17.86	-2	+2.3
Dyeing and cleaning <sup>4</sup> .....	93.6	-3	+1.6	64.3	-1.9	+1.7	19.07	-1.5	+1
Brokerage.....	(3)	-8	-2.2	(3)	-1.1	-3.2	736.92	-4	-1.1
Insurance.....	(3)	+1	+1.2	(3)	+3	+2.8	736.89	+2	+1.5
Building construction.....	(3)	+1.0	+1.9	(3)	-1.8	+8.5	28.84	-2.7	+6.4

<sup>1</sup> Revised indexes; adjusted to 1937 census of Manufactures.

<sup>2</sup> Preliminary; source—Interstate Commerce Commission.

<sup>3</sup> Not available.

<sup>4</sup> Indexes adjusted to 1935 census. Comparable series back to January 1929 presented in January 1938 issue of the pamphlet, Employment and Pay Rolls.

<sup>5</sup> Less than a tenth of 1 per cent.

<sup>6</sup> Retail-trade indexes adjusted to 1935 census and public-utility indexes to 1937 census. Not comparable with indexes published in pamphlets prior to January 1940 or in Monthly Labor Review prior to March 1940. Revised series available upon request.

<sup>7</sup> 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.

<sup>8</sup> Covers street railways and trolley and motorbus operations of subsidiary, affiliated, and successor companies.

<sup>9</sup> Cash payments only; the additional value of board, room, and tips cannot be computed.

## Public Employment

The rapid decline of employment on construction projects financed by the Public Works Administration, resulting in part from seasonal influences and in part from the lack of new contract awards, continued during the month ending February 15, with a further decrease of 24,000. Wage payments of \$10,814,000 to the 109,000 workers still employed were \$1,514,000 less than in January.

Because of inclement weather, contractors on low-rent projects of the United States Housing Authority curtailed employment by 2,000 during the month ending February 15. The 30,000 building-trades workers employed on these projects were paid \$2,781,000 for the month, a decrease of \$207,000 from the preceding month.



Employment on construction projects financed from regular Federal appropriations dropped from 207,000 to 204,000 in the month ending February 15. Increases were reported on ship construction, building construction, heavy engineering, and miscellaneous projects, while all other types of projects showed decreases. Pay-roll disbursements of \$21,918,000 for all types of projects were \$341,000 less than in January.

Approximately 2,300 men were employed on construction projects financed by the Reconstruction Finance Corporation in the month ending February 15. Pay rolls for the month amounted to \$242,000.

The number of persons at work on relief projects of the Work Projects Administration increased 58,000 in February, bringing the number employed on these projects to 2,250,000. The relief load, however, was less by 703,000 workers than in February 1939. Wage payments of \$111,475,000 to workers on relief projects were \$5,277,000 more than in January. Federal Agency projects financed by the Work Projects Administration furnished employment to 92,000 workers in February, a decrease of 5,000 from January. Pay rolls for the month totaled \$4,431,000.

The National Youth Administration gave employment to 14,000 additional youths on the Out-of-School Work Program in February, and 18,000 students were added to the rolls of the Student Aid Program.

Employment in camps of the Civilian Conservation Corps remained approximately the same as in January. Of the 337,000 on the pay roll, 300,600 were enrollees; 1,600, educational advisers; 300, nurses; and 34,500, supervisory and technical employees. Pay-roll disbursements for all groups of employees were \$14,663,000.

In the regular services of the Federal Government, increases were reported in the executive, judicial, and military services and a decrease in the legislative service. Of the 939,000 employees in the executive service, 128,000 were working in the District of Columbia and 811,000 outside the District. Force-account employees (employees on the pay roll of the United States Government who are engaged on construction projects and whose period of employment terminates as the project is completed) were 9.0 percent of the total number of employees in the executive service. Increased employment was reported in the Post Office and Navy Departments, Panama Canal, and Federal Security Agency, while decreases were reported in the War Department, Department of the Interior, Federal Works Agency, and Tennessee Valley Authority.

The number of men at work on State-financed road projects increased 17,000 in February. Of the 136,000 at work, 16,000 were engaged in the construction of new roads and 120,000 on maintenance. Pay-rolls for both types of road work were \$9,599,000.

A summary of Federal employment and pay-roll data for February is given in table 2.

TABLE 2.—Summary of Federal Employment and Pay Rolls, February and January 1940 <sup>1</sup> (Preliminary Figures)

Class	Employment			Pay rolls		
	February	January	Per-centage change	February	January	Per-centage change
Federal services:						
Executive <sup>2</sup> .....	939, 015	<sup>3</sup> 938, 403	+0.1	\$141, 918, 239	<sup>3</sup> \$144, 062, 412	-1.5
Judicial.....	2, 379	2, 360	+ .8	579, 826	598, 394	-3.1
Legislative.....	5, 883	5, 889	- .1	1, 302, 205	1, 297, 362	+ .4
Military.....	449, 776	<sup>3</sup> 434, 745	+3.5	31, 846, 400	<sup>3</sup> 28, 965, 602	+9.9
Construction projects:						
Financed by PWA <sup>4</sup> .....	109, 083	132, 538	-17.7	10, 814, 115	12, 327, 754	-12.3
USHA low-rent housing.....	30, 268	32, 313	-6.3	2, 780, 651	2, 987, 099	-6.9
Financed by RFC <sup>5</sup> .....	2, 324	2, 260	+2.8	242, 349	227, 685	+6.4
Financed by regular Federal ap- propriations.....	203, 893	<sup>3</sup> 206, 945	-1.5	21, 918, 250	<sup>3</sup> 22, 269, 156	-1.5
Federal agency projects financed by Work Projects Administra- tion.....	92, 468	96, 663	-4.3	4, 430, 881	4, 411, 390	+ .4
Projects operated by WPA.....	2, 249, 912	2, 192, 283	+2.6	111, 474, 813	106, 197, 761	+5.0
National Youth Administration:						
Out-of-school work program.....	336, 602	322, 367	+4.2	6, 144, 372	5, 815, 229	+5.7
Student-aid program.....	455, 510	437, 457	+4.1	3, 111, 205	2, 858, 839	+8.8
Civilian Conservation Corps.....	336, 861	336, 631	+ .1	14, 663, 271	14, 701, 057	- .3

<sup>1</sup> Includes data on projects financed wholly or partially from Federal funds.

<sup>2</sup> Includes force-account and supervisory and technical employees shown under other classifications to the extent of 120,874 employees and pay-roll disbursements of \$15,796,962 for February 1940, and 123,031 employees and pay-roll disbursements of \$16,201,550 for January 1940.

<sup>3</sup> Revised.

<sup>4</sup> Data covering PWA 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 projects financed by the Work Projects Administration. Includes 8,383 wage earners and \$800,435 pay roll for February 1940; 9,466 wage earners and \$862,605 pay roll for January 1940, covering Public Works Administration projects financed from Emergency Relief Appropriation Acts of 1935, 1936, and 1937 funds. Includes 95,949 wage earners and \$9,505,578 pay roll for February 1940; 117,799 wage earners and \$10,854,124 pay roll for January 1940, covering Public Works Administration projects financed from funds provided by the Public Works Administration Appropriation Act of 1938.

<sup>5</sup> Includes 960 employees and pay-roll disbursements of \$96,209 for February 1940; 803 employees and pay-roll disbursements of \$75,852 for January 1940 on projects financed by the RFC Mortgage Co.



## DETAILED REPORTS FOR JANUARY 1940

### *Industrial and Business Employment*

A MONTHLY report on employment and pay rolls is published as a separate pamphlet by the Bureau of Labor Statistics. This gives detailed data regarding employment, pay rolls, working hours, and earnings for the current month for industrial and business establishments and for the various forms of public employment. This pamphlet is furnished free upon request. Its principal contents for the month of January, insofar as industrial and business employment is concerned, are reproduced in this section of the Monthly Labor Review.

Monthly reports on employment and pay rolls are available for the following groups: ninety 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.

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 90 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 90 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 production they cover wage earners and the clerical field force. The coverage of the reporting samples for the various nonmanufacturing industries ranges from approximately 25 percent for wholesale trade and dyeing and cleaning to approximately 80 percent for quarrying and nonmetallic mining, anthracite mining, and public utilities.

The indexes for retail trade have been adjusted back to 1929 to conform in general with the 1929, 1933, and 1935 censuses of retail distribution and to allow for weighting by lines of trade. The indexes for the public utilities have been adjusted to the 1932 and 1937 censuses of electrical industries.

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.

The average weekly earnings shown in tables 3 and 4 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 vary slightly from month to month. Therefore, the average hours per week, average hourly earnings, and average weekly earnings shown may not be 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 January 1939 are computed from chain indexes based on the month-to-month percentage changes.

#### **EMPLOYMENT AND PAY-ROLL INDEXES, AVERAGE HOURS, AND AVERAGE EARNINGS**

The employment and pay-roll indexes, as well as average hours worked per week, average hourly earnings, and average weekly earnings for November and December 1939 and January 1940, where available, are presented in table 1. The November and December figures, where given, may differ in some instances from those previously published because of revisions necessitated primarily by the inclusion of late reports.

In table 2, indexes of employment and pay rolls are given for all manufacturing industries combined, for the durable- and nondurable-goods groups of manufacturing industries, and for each of 13 nonmanufacturing industries, by months, from January 1939 to January 1940, inclusive. The accompanying chart indicates the trend of factory employment and pay rolls from January 1919 to January 1940.

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 1937 Census of Manufactures for all industries except automobiles. Not comparable to indexes published in pamphlets prior to August 1939. Comparable series available upon request]

Industry	Employment index			Pay-roll index			Average weekly earnings <sup>1</sup>			Average hours worked per week <sup>1</sup>			Average hourly earnings <sup>1</sup>		
	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939
All manufacturing.....	101.5	104.1	103.8	98.3	103.7	101.6	\$25.51	\$26.26	\$25.73	37.4	38.6	38.5	Cents 66.3	Cents 66.2	Cents 65.3
Durable goods.....	97.4	100.0	98.2	98.2	104.6	100.9	28.96	30.04	29.41	38.1	39.6	39.6	72.7	72.7	71.5
Nondurable goods.....	105.3	108.0	109.2	98.5	102.8	102.4	21.87	22.30	22.03	36.9	37.7	37.6	60.7	60.5	59.9
<i>Durable goods</i>															
Iron and steel and their products, not including machinery.....	108.3	111.4	111.1	106.3	115.3	114.7	29.07	30.71	30.55	37.6	39.4	39.6	76.6	77.2	76.7
Blast furnaces, steel works, and rolling mills....	120.9	123.3	121.8	119.3	129.2	127.3	31.25	33.19	33.08	37.1	39.0	39.2	84.1	85.1	84.7
Bolts, nuts, washers, and rivets.....	117.2	119.8	118.3	124.4	143.5	142.4	25.87	29.18	29.32	37.9	42.7	43.0	68.4	68.4	68.2
Cast-iron pipe.....	74.4	77.5	77.4	64.8	71.7	73.9	21.14	22.43	23.12	35.1	37.9	39.4	59.8	58.7	58.3
Cutlery (not including silver and plated cutlery) and edge tools.....	104.6	108.7	109.3	93.3	101.9	101.7	23.28	24.46	24.22	39.0	41.3	41.3	60.8	60.2	59.8
Forgings, iron and steel.....	72.3	72.6	70.1	85.8	88.2	83.7	32.27	33.05	32.69	41.3	42.1	41.8	78.2	78.6	78.1
Hardware.....	103.5	105.6	106.4	108.9	117.0	118.6	26.01	27.44	27.68	38.8	40.2	40.3	67.0	68.0	68.5
Plumbers' supplies.....	82.2	83.9	83.2	70.8	77.7	77.6	25.02	26.96	27.07	36.8	39.4	39.7	68.0	68.4	68.2
Stamped and enameled ware.....	158.0	165.6	166.3	160.2	173.7	171.3	24.05	25.01	24.49	37.9	39.4	39.3	63.8	63.4	62.2
Steam and hot-water heating apparatus and steam fittings.....	83.2	86.2	87.3	73.9	79.9	79.8	27.20	28.38	28.00	38.7	40.2	40.1	70.4	70.5	69.9
Stoves.....	78.0	89.3	96.0	64.6	78.5	88.4	23.75	25.24	26.61	35.7	38.0	39.3	66.7	66.9	67.4
Structural and ornamental metalwork.....	73.4	75.4	76.0	62.6	67.2	67.1	27.65	28.74	28.52	37.9	39.3	39.3	72.7	73.1	72.5
Tin cans and other tinware.....	93.6	95.4	100.6	96.9	100.4	105.4	23.46	23.82	23.70	37.9	38.6	38.9	61.9	61.9	61.4
Tools (not including edge tools, machine tools, files, and saws).....	96.1	96.9	95.3	97.5	102.0	97.3	25.71	26.66	25.77	41.3	43.0	41.7	62.6	62.2	62.0
Wirework.....	171.9	176.4	172.8	188.8	204.4	199.7	27.31	28.81	28.73	39.3	40.9	41.1	69.5	70.5	70.0
Machinery, not including transportation equipment.....	112.4	113.1	111.0	119.1	122.1	117.1	29.74	30.25	29.61	40.4	41.3	40.9	73.5	73.2	73.3
Agricultural implements (including tractors)....	135.2	130.9	124.6	155.8	151.5	140.5	30.91	31.07	30.27	38.9	39.3	38.7	79.6	79.3	78.7
Cash registers, adding machines, and calculating machines.....	126.4	128.1	127.1	128.6	131.6	128.6	32.11	32.48	31.93	39.1	39.4	38.9	82.5	82.8	82.3

See footnotes at end of table.



TABLE 1.—*Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries—Continued*

## MANUFACTURING—Continued

[Indexes are based on 3-year average, 1923-25=100, and are adjusted to 1937 Census of Manufactures for all industries except automobiles. Not comparable to indexes published in pamphlets prior to August 1939. Comparable series available upon request]

Industry	Employment index			Pay-roll index			Average weekly earnings			Average hours worked per week			Average hourly earnings		
	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939
<i>Durable goods—Continued</i>															
<b>Machinery—Continued.</b>															
Electrical machinery, apparatus, and supplies.	101.7	102.6	100.4	112.4	114.2	109.6	\$29.67	\$29.89	\$29.34	39.7	40.4	40.2	Cents 74.9	Cents 74.2	Cents 73.1
Engines, turbines, water wheels, and wind-mills.....	125.3	119.8	109.8	161.4	156.6	139.1	34.10	34.49	33.46	42.6	43.0	42.1	80.4	80.5	79.9
Foundry and machine-shop products.....	97.2	97.2	95.4	95.2	98.6	94.3	29.27	30.35	29.43	40.4	41.7	40.9	72.6	72.7	72.0
Machine tools.....	196.8	192.2	183.9	258.5	256.2	237.8	36.41	37.03	35.91	47.4	48.2	47.0	76.9	77.0	76.5
Radios and phonographs.....	136.2	162.3	179.7	122.2	148.8	170.3	22.22	22.71	23.47	37.0	38.6	40.3	59.8	59.0	58.3
Textile machinery and parts.....	86.2	85.7	84.3	83.5	85.7	82.4	26.65	27.48	27.01	40.6	41.5	41.2	65.8	66.3	65.7
Typewriters and parts.....	122.6	127.3	128.0	111.3	121.5	125.7	22.27	23.41	24.09	34.9	36.6	37.9	63.7	64.0	63.5
<b>Transportation equipment.....</b>	115.5	116.5	102.9	118.3	124.1	105.6	33.23	34.51	33.26	37.4	38.5	37.6	89.4	90.1	88.6
Aircraft.....	2,029.7	1,886.0	1,749.5	1,900.6	1,777.9	1,718.0	29.21	29.39	30.65	41.5	42.3	41.8	74.1	73.5	74.8
Automobiles.....	115.8	118.1	102.3	119.9	127.9	106.0	34.28	35.81	34.25	36.7	38.1	37.2	93.4	94.0	92.2
Cars, electric- and steam-railroad.....	52.8	52.1	46.5	47.3	46.8	40.2	28.06	28.12	27.03	38.5	38.6	37.1	72.9	72.9	72.8
Locomotives.....	28.3	28.0	26.1	27.2	27.5	25.1	29.49	30.12	29.64	37.7	38.6	38.0	78.2	78.1	77.8
Shipbuilding.....	137.5	139.4	132.9	148.0	152.8	141.0	32.32	32.90	31.85	38.2	38.2	37.9	84.6	85.8	84.4
<b>Nonferrous metals and their products.....</b>	109.7	112.9	113.5	108.7	116.5	115.4	27.37	28.67	28.26	39.2	40.9	41.0	70.1	70.3	69.0
Aluminum manufactures.....	169.5	170.4	174.3	191.5	196.8	195.5	27.62	28.22	27.37	39.3	40.3	40.6	70.1	70.0	67.4
Brass, bronze, and copper products.....	135.7	137.7	137.4	150.3	158.9	157.0	30.28	31.63	31.39	40.5	41.8	41.7	75.2	75.8	75.3
Clocks and watches and time-recording devices.....	90.6	93.1	93.1	92.9	96.9	99.8	22.75	23.09	23.84	38.5	39.1	40.4	59.5	59.6	59.1
Jewelry.....	89.0	98.6	107.0	72.7	86.5	90.9	22.89	24.63	23.94	37.7	40.1	41.0	60.5	61.2	57.7
Lighting equipment <sup>2</sup> .....	92.8	98.0	93.4	74.2	84.7	78.2	25.54	27.66	26.84	36.2	39.5	39.5	70.6	70.0	68.0
Silverware and plated ware.....	71.7	76.7	76.2	61.3	76.2	75.1	24.74	28.72	28.52	38.9	44.2	44.0	63.0	65.1	65.2
Smelting and refining—copper, lead, and zinc.....	86.9	86.9	86.0	86.5	87.8	85.3	27.94	28.36	27.80	38.9	39.6	39.1	71.9	71.7	71.2
<b>Lumber and allied products.....</b>	67.3	71.1	73.0	58.8	65.2	68.8	19.10	20.18	20.63	36.9	38.6	39.7	51.2	51.3	51.4
Furniture.....	90.3	94.8	96.8	74.6	85.5	86.2	19.95	21.87	21.63	37.4	40.3	40.5	53.8	54.4	53.6
Lumber:															
Millwork.....	61.5	63.6	64.1	47.0	52.0	52.8	21.27	22.73	22.94	39.3	41.9	42.6	54.2	54.2	54.0
Sawmills.....	59.5	63.3	65.5	51.1	55.4	60.8	17.73	18.11	19.20	36.1	37.0	38.6	49.1	48.9	49.7

Stone, clay, and glass products.....	77.7	83.6	85.5	66.9	76.4	78.9	23.58	25.01	25.24	35.1	37.5	37.9	68.4	66.0	65.7
Brick, tile, and terra cotta.....	57.0	62.6	64.7	43.4	51.6	54.3	19.52	21.18	21.58	34.8	37.9	38.5	55.8	55.8	59.6
Cement.....	57.7	66.4	70.2	50.5	63.2	66.5	24.96	27.33	27.06	35.5	39.0	38.8	70.4	70.1	69.8
Glass.....	105.6	108.5	109.3	113.1	118.9	121.0	26.27	26.78	27.06	35.0	36.4	36.9	74.8	73.7	73.4
Marble, granite, slate, and other products.....	38.8	48.5	50.1	23.9	34.8	38.5	21.54	25.00	26.76	31.4	36.0	38.0	69.0	70.4	71.4
Pottery.....	92.4	94.9	95.1	80.7	90.1	89.1	22.20	24.12	23.83	37.0	39.0	38.4	62.9	62.7	62.1
<i>Nondurable goods</i>															
Textiles and their products.....	103.7	105.8	107.9	87.6	91.8	92.9	17.26	17.72	17.68	34.8	35.9	36.1	49.9	49.7	49.3
Fabrics.....	96.1	98.7	100.9	84.8	89.5	91.7	17.07	17.54	17.64	36.0	37.2	37.4	48.1	47.9	47.7
Carpets and rugs.....	82.3	84.4	85.2	72.3	75.8	75.9	24.31	24.86	24.67	36.8	37.6	37.5	66.2	66.1	65.7
Cotton goods.....	95.9	96.8	96.9	89.0	91.5	90.9	15.18	15.43	15.36	36.8	37.6	37.4	41.2	41.0	41.0
Cotton small wares.....	87.5	91.0	92.9	81.4	87.3	90.3	18.05	18.61	18.89	37.9	39.0	39.8	48.4	48.1	48.1
Dyeing and finishing textiles.....	129.7	133.2	134.2	109.5	116.4	115.2	20.64	21.33	20.96	37.6	39.1	38.7	54.4	54.0	53.7
Hats, fur-felt.....	90.9	91.3	88.4	84.8	88.7	73.1	25.26	26.23	22.41	35.3	36.6	31.4	73.3	73.2	71.2
Hosiery.....	143.8	148.2	154.6	146.1	159.0	170.0	18.49	19.52	19.95	33.1	35.4	36.0	55.5	55.4	55.4
Knitted outerwear.....	59.4	64.8	77.7	47.4	49.9	63.5	17.12	16.54	17.62	35.3	34.7	37.2	48.4	47.1	46.8
Knitted underwear.....	75.4	78.9	80.8	66.0	72.4	75.0	14.78	15.48	15.72	35.3	37.0	37.5	42.4	41.9	42.1
Knitted cloth.....	139.9	144.1	154.1	112.0	116.4	131.4	18.51	18.34	19.27	37.6	37.0	39.2	47.9	48.7	48.0
Silk and rayon goods.....	63.2	65.2	67.6	53.1	56.8	60.0	16.03	16.58	16.90	35.0	36.5	37.4	45.5	45.2	44.9
Woolen and worsted goods.....	86.5	91.3	95.0	73.1	78.4	81.9	19.46	19.83	19.89	36.2	37.1	37.8	53.7	53.4	52.7
Wearing apparel.....	116.1	116.9	118.7	87.4	90.2	89.2	17.85	18.26	17.81	32.4	33.5	33.7	53.3	53.3	52.5
Clothing, men's.....	105.5	105.1	104.7	80.1	80.2	76.1	19.60	19.76	18.84	32.9	33.5	32.2	69.0	59.2	58.4
Clothing, women's.....	162.2	164.6	168.0	112.8	117.4	116.1	18.74	19.24	18.64	32.0	32.6	33.6	52.8	53.3	51.8
Corsets and allied garments.....	114.8	116.0	116.6	110.4	119.2	120.8	15.87	16.95	17.12	33.3	35.7	36.6	47.1	46.7	46.1
Men's furnishings.....	111.5	129.0	136.7	95.0	126.0	138.8	13.15	15.13	15.73	32.3	35.2	37.4	40.1	41.3	41.1
Millinery.....	78.7	66.1	66.5	58.5	46.5	48.5	21.47	20.21	*20.94	32.3	32.5	32.5	62.6	61.6	63.6
Shirts and collars.....	119.5	122.6	127.6	97.7	111.0	117.5	13.11	14.47	14.80	32.0	35.5	36.1	41.3	40.9	40.9
Leather and its manufactures.....	97.4	93.2	91.9	82.3	75.4	71.1	19.89	19.09	18.20	37.2	35.7	33.8	53.4	53.7	53.9
Boots and shoes.....	95.8	90.8	89.0	79.1	70.2	64.6	18.78	17.62	16.46	37.0	34.9	32.5	50.8	51.1	51.4
Leather.....	87.4	87.0	87.9	86.1	86.5	87.2	24.55	24.88	24.76	38.3	38.8	38.7	64.2	64.3	63.9
Food and kindred products.....	119.5	126.0	129.8	117.1	124.4	125.3	25.32	25.48	24.80	39.7	40.5	40.1	64.1	63.3	62.5
Baking.....	141.4	144.8	146.5	131.1	134.1	136.9	25.84	25.83	25.97	40.9	41.0	41.7	63.5	63.3	62.7
Beverages.....	254.9	260.6	261.2	278.8	298.8	293.7	32.13	33.56	32.89	36.9	38.5	37.7	87.7	88.0	88.1
Butter.....	89.7	92.5	94.1	75.1	78.1	79.1	22.31	22.51	22.49	45.0	45.8	46.1	49.2	48.8	48.4
Canning and preserving.....	91.0	101.4	121.2	80.6	89.3	101.2	17.41	17.37	16.53	35.4	35.6	34.5	50.5	50.6	49.0
Confectionery.....	82.9	96.0	98.0	81.2	99.8	96.2	19.07	20.25	19.06	38.4	41.4	39.5	49.8	49.3	48.8
Flour.....	79.0	78.7	79.4	73.4	72.2	70.5	25.18	24.83	24.48	41.2	40.8	40.5	60.8	60.4	60.2
Ice cream.....	66.1	68.0	69.3	55.6	57.3	57.8	29.55	29.62	29.32	44.3	45.2	44.1	64.7	64.0	64.2
Slaughtering and meat packing.....	111.8	112.1	107.9	118.9	121.5	112.7	27.94	28.51	27.45	41.2	42.1	40.1	67.7	67.8	68.4
Sugar, beet.....	67.8	191.9	286.8	62.6	173.5	283.0	23.98	23.54	25.69	34.8	45.2	50.3	69.0	53.0	51.6
Sugar refining, cane.....	90.1	95.2	93.8	72.6	75.8	77.4	22.68	22.39	23.21	35.0	36.2	36.9	64.9	61.8	62.8

See footnotes at end of table.

TABLE 1.—Employment, Pay Rolls, Hours, and Earnings in Manufacturing and Nonmanufacturing Industries—Continued

## MANUFACTURING—Continued

[Indexes are based on 3-year average, 1923-25=100, and are adjusted to 1937 Census of Manufactures for all industries except automobiles. Not comparable to indexes published in pamphlets prior to August 1939. Comparable series available upon request.]

Industry	Employment index			Pay-roll index			Average weekly earnings			Average hours worked per week			Average hourly earnings		
	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939	January 1940	December 1939	November 1939
<i>Nondurable goods—Continued</i>															
Tobacco manufactures.....	59.0	65.8	66.4	52.9	62.3	62.9	\$16.52	\$17.47	\$17.50	33.3	35.8	36.6	49.6	48.9	47.9
Chewing and smoking tobacco and snuff.....	63.7	60.8	61.0	68.1	67.2	67.7	17.33	17.90	17.92	33.2	34.2	34.2	51.8	52.5	52.4
Cigars and cigarettes.....	58.4	66.3	66.9	51.0	61.6	62.2	16.35	17.37	17.40	33.3	36.0	36.9	49.3	48.4	47.4
Paper and printing.....	115.1	118.5	117.5	110.0	116.8	114.2	28.66	29.51	29.26	38.1	39.4	39.5	78.4	78.3	77.4
Boxes, paper.....	116.2	124.9	128.9	121.2	136.9	145.4	20.75	21.92	22.60	37.5	40.1	41.7	55.9	55.0	54.5
Paper and pulp.....	114.1	115.1	115.2	117.6	122.5	124.6	25.35	26.19	26.61	40.0	41.6	42.5	63.5	63.1	62.7
Printing and publishing:															
Book and job.....	102.6	104.1	101.0	91.6	94.1	88.7	31.30	31.63	30.71	38.9	39.6	38.7	81.5	80.9	80.6
Newspapers and periodicals.....	113.5	118.7	116.6	105.7	115.0	109.3	37.55	39.04	37.81	35.7	36.7	36.1	101.8	102.7	101.6
Chemical, petroleum, and coal products.....	121.0	122.3	122.6	131.0	133.4	133.1	29.22	29.61	29.49	38.4	39.0	38.9	75.6	75.1	75.1
Petroleum refining.....	121.6	122.3	123.7	133.5	137.6	137.9	34.42	35.27	34.94	35.5	36.4	36.1	97.4	97.2	97.2
Other than petroleum refining.....	120.9	122.3	122.3	130.3	132.0	131.6	27.24	27.35	27.26	39.4	39.8	39.8	68.0	67.5	67.4
Chemicals.....	135.8	137.6	137.7	159.8	162.3	161.5	31.82	32.07	31.86	39.8	40.3	40.3	80.0	79.6	79.2
Cottonseed—oil, cake, and meal.....	103.2	114.9	119.7	99.3	110.2	114.8	15.69	15.64	15.60	46.3	46.2	46.0	33.5	33.1	33.0
Druggists' preparations.....	118.5	118.8	117.7	129.2	132.2	131.1	24.76	25.37	25.37	39.6	40.2	40.6	59.5	60.0	59.5
Explosives.....	103.5	107.8	106.1	120.9	128.7	127.6	32.08	32.74	32.98	38.2	39.5	39.9	83.9	82.8	82.6
Fertilizers.....	105.1	102.2	91.5	82.5	82.2	75.9	14.27	14.65	15.32	34.0	34.2	34.0	42.0	42.8	45.1
Paints and varnishes.....	123.5	124.2	125.1	128.5	130.5	131.5	28.44	28.75	28.72	39.7	40.3	40.2	71.8	71.4	71.5
Rayon and allied products.....	313.5	312.2	313.4	320.4	314.0	310.4	26.24	25.82	25.42	38.8	38.8	38.6	67.6	66.5	65.9
Soap.....	83.5	85.1	88.6	100.3	102.1	104.4	28.12	28.09	27.60	39.4	39.7	39.6	71.3	70.7	69.7
Rubber products.....	90.0	98.0	93.9	94.1	100.5	99.8	28.54	29.50	28.95	36.6	38.1	38.0	77.6	77.6	76.8
Rubber boots and shoes.....	59.1	63.1	62.3	56.4	65.7	66.6	21.92	23.90	24.51	36.0	39.1	40.1	60.8	61.1	61.1
Rubber tires and inner tubes.....	73.6	74.7	74.5	85.6	89.9	85.9	34.08	35.11	33.64	35.1	36.1	35.1	96.5	97.4	96.1
Rubber goods, other.....	150.3	156.5	161.3	144.8	155.4	162.6	23.53	24.19	24.55	38.5	39.9	40.4	61.7	61.2	61.2

NONMANUFACTURING

[Indexes are based on 12-month average, 1929=100]

Coal mining:																			
Anthracite <sup>3</sup> .....	51.5	51.0	51.3	52.5	26.6	42.0	33.46	17.16	26.90	36.8	18.9	28.8	91.9	91.2		92.3			
Bituminous <sup>3</sup> .....	91.8	92.6	94.9	87.0	84.3	96.3	25.71	24.65	27.59	29.4	28.1	31.4	87.6	88.9		88.8			
Metaliferous mining.....	66.6	67.3	66.5	63.1	65.0	63.9	29.68	30.25	30.36	40.6	41.2	41.5	73.5	73.7		73.6			
Quarrying and nonmetallic mining.....	37.5	44.0	47.1	29.8	39.2	42.9	19.66	21.99	22.14	34.9	39.5	40.1	56.3	55.9		54.8			
Crude-petroleum production.....	63.1	63.8	63.8	58.4	59.2	59.6	33.99	34.11	34.31	37.5	37.8	38.3	88.8	88.3		87.8			
Public utilities:																			
Telephone and telegraph <sup>4 5</sup> .....	76.2	75.8	76.1	98.6	97.4	96.4	31.79	31.62	31.22	39.2	38.8	39.1	80.5	80.9		80.3			
Electric light and power <sup>4 5</sup> .....	89.0	90.1	90.3	101.1	102.4	102.5	34.63	34.64	34.62	39.1	39.7	40.0	88.7	87.1		86.5			
Street railways and busses <sup>4 5 6</sup> .....	68.8	69.0	69.3	69.0	69.8	69.4	33.18	33.29	33.02	45.5	46.0	45.7	72.0	71.5		71.5			
Trade:																			
Wholesale <sup>4</sup> .....	90.5	92.2	92.1	77.3	79.1	79.0	29.65	29.79	30.18	40.6	41.6	41.5	72.9	71.5		72.4			
Retail <sup>4 5</sup> .....	88.3	104.2	93.3	80.8	91.8	83.6	21.43	20.11	20.71	43.0	43.0	42.6	54.1	51.5		53.5			
Food <sup>5</sup> .....	103.0	106.0	103.8	95.3	96.5	94.3	23.48	23.21	23.12	43.5	43.6	43.7	52.2	51.5		51.9			
General merchandising <sup>4 5</sup> .....	90.7	146.4	105.9	84.3	125.8	92.4	18.26	17.05	17.30	39.2	40.3	38.5	46.2	41.5		44.9			
Apparel <sup>5</sup> .....	78.2	100.1	90.6	73.6	89.5	82.6	22.09	20.90	21.36	39.7	39.4	38.7	55.1	53.0		54.6			
Furniture <sup>5</sup> .....	76.0	83.1	80.6	66.8	75.2	72.1	28.31	29.16	28.66	43.5	44.2	44.1	67.8	67.4		67.1			
Automotive <sup>5</sup> .....	81.1	81.8	81.4	72.8	76.3	75.3	26.69	27.73	27.51	47.2	47.6	47.6	56.7	58.2		57.9			
Lumber <sup>5</sup> .....	69.6	73.4	75.1	64.4	69.2	70.7	25.77	26.33	26.30	41.6	42.8	42.8	63.3	62.7		62.8			
Hotels (year-round) <sup>3 4 7</sup> .....	91.4	90.8	91.8	81.0	81.1	81.8	15.39	15.51	15.54	46.2	46.4	46.5	33.2	33.1		33.2			
Laundries <sup>8</sup> .....	95.8	95.6	95.6	83.3	83.7	82.9	17.76	17.88	17.68	42.9	42.9	42.4	41.5	41.7		41.7			
Dyeing and cleaning <sup>2</sup> .....	93.9	97.4	97.8	65.8	69.9	70.8	19.41	19.86	19.89	39.9	41.5	41.2	49.9	49.5		50.0			
Brokerage <sup>4 8</sup> .....	-9	-8	-9	-1.7	+1.7	-1.2	37.15	37.44	36.44	(9)	(9)	(9)	(9)	(9)		(9)			
Insurance <sup>4 8</sup> .....	+6	-(10)	-1	+6	+9	+3	36.70	36.34	36.21	(9)	(9)	(9)	(9)	(9)		(9)			
Building construction <sup>8</sup> .....	-16.7	-6.9	-3.1	-20.1	-7.0	-3.6	29.74	30.91	30.89	30.8	32.8	33.4	97.0	94.3		92.6			

<sup>1</sup> Revised series. Mimeographed sheets, giving averages by years, 1932 to 1938, inclusive, and by months, January 1938 to September 1939, inclusive, available on request. Average hours and average hourly earnings are computed from data supplied by a smaller number of establishments than average weekly earnings, as not all reporting firms 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.

<sup>2</sup> Average weekly earnings, average hours, and average hourly earnings not comparable to previously published averages because of change in reporting sample. Comparable October average weekly earnings, \$26.86; average hours, 39.1; average hourly earnings, 68.7 cents.

<sup>3</sup> Indexes adjusted to 1935 census. Comparable series back to January 1929 presented in January 1938 issue of Employment and Pay Rolls.

<sup>4</sup> 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.

<sup>5</sup> Retail trade indexes adjusted to 1935 census and public utility indexes to 1937 census. Comparable series for earlier months available upon request.

<sup>6</sup> Covers street railways and trolley and motorbus operations of subsidiary, affiliated, and successor companies; formerly "electric-railroad and motorbus operation and maintenance."

<sup>7</sup> Cash payments only; additional value of board, room, and tips not included.

<sup>8</sup> Indexes of employment and pay rolls are not available; percentage changes from preceding month substituted.

<sup>9</sup> Not available.

<sup>10</sup> Less than  $\frac{1}{10}$  of 1 percent.

\* Average weekly earnings not comparable to previously published average because of change in reporting sample due to addition of new firms. Comparable October figure is \$21.53.





TABLE 2.—Indexes of Employment and Pay Rolls in Selected Manufacturing<sup>1</sup> and Non-manufacturing<sup>2</sup> Industries, January 1939 to January 1940, Inclusive

Industry	Employment													
	Av. 1939	1939											1940	
		Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.
<i>Manufacturing</i>														
All industries.....	96.8	92.2	93.6	94.3	94.1	93.0	93.4	93.5	96.3	100.2	103.6	103.8	104.1	101.5
Durable goods <sup>3</sup> .....	87.8	82.3	83.3	84.1	84.8	84.0	84.6	83.0	83.9	89.8	96.1	98.2	100.0	97.4
Nondurable goods <sup>4</sup> .....	105.5	101.7	103.5	104.0	103.0	101.6	101.8	103.5	108.1	110.2	110.8	109.2	108.0	105.3
<i>Nonmanufacturing</i>														
Anthracite mining <sup>5</sup> .....	50.6	50.0	52.2	51.7	53.0	52.6	51.2	44.7	48.5	49.4	51.9	51.3	51.0	51.5
Bituminous-coal mining <sup>5</sup> .....	78.6	88.7	88.6	87.4	25.9	47.9	78.3	79.4	81.4	85.4	93.0	94.9	92.6	91.8
Metalliferous mining.....	62.7	62.6	60.9	61.0	61.5	61.9	61.6	60.4	60.4	62.9	65.3	66.5	67.3	66.6
Quarrying and nonmetallic mining.....	44.6	38.3	37.9	40.1	43.0	45.6	47.3	47.5	48.1	47.9	48.0	47.1	44.0	37.5
Crude-petroleum produc- tion.....	65.8	67.0	66.4	66.2	65.8	66.1	67.0	67.3	66.7	65.0	64.3	63.8	63.8	63.1
Telephone and telegraph <sup>6</sup> .....	75.8	75.1	74.3	74.4	75.1	75.8	76.4	76.4	76.6	76.4	76.5	76.1	75.8	76.2
Electric light and power <sup>6</sup> .....	89.0	87.4	86.9	87.0	87.7	88.2	89.2	90.0	90.6	90.6	90.4	90.3	90.1	89.0
Street railways and bus- ses <sup>6,7</sup> .....	69.0	68.6	68.7	68.9	68.5	68.9	69.3	69.1	69.2	69.2	69.5	69.3	69.0	68.8
Wholesale trade.....	89.2	88.3	87.9	87.4	87.3	87.2	88.1	87.9	89.0	90.5	92.4	92.1	92.2	90.5
Retail trade <sup>8</sup> .....	89.8	85.4	84.9	86.9	88.5	88.8	89.4	87.2	86.3	90.5	91.7	93.3	104.2	88.3
Year-round hotels <sup>8</sup> .....	92.0	91.8	92.6	92.7	93.2	93.9	92.8	90.3	89.8	91.3	92.9	91.8	90.8	91.4
Laundries <sup>9</sup> .....	95.9	93.3	92.8	92.9	93.5	95.5	98.7	100.0	99.1	97.8	96.0	95.6	95.6	95.8
Dyeing and cleaning <sup>9</sup> .....	101.3	94.2	92.1	95.4	102.2	107.0	110.1	106.5	102.7	105.2	105.1	97.8	97.4	93.9
<i>Pay rolls</i>														
<i>Manufacturing</i>														
All industries.....	90.8	83.7	86.0	87.6	85.5	85.0	86.5	84.4	89.7	93.8	101.6	101.6	103.7	98.3
Durable goods <sup>3</sup> .....	85.2	76.0	77.7	79.4	79.5	78.8	80.7	76.0	81.5	87.8	99.6	100.9	104.6	98.2
Nondurable goods <sup>4</sup> .....	97.0	92.4	95.3	96.7	92.2	91.9	93.0	93.7	99.0	100.5	103.9	103.4	102.8	98.5
<i>Nonmanufacturing</i>														
Anthracite mining <sup>5</sup> .....	39.5	38.0	45.2	34.2	43.4	57.0	36.1	25.2	33.8	40.1	52.2	42.0	26.6	52.5
Bituminous-coal mining <sup>5</sup> .....	69.9	78.2	81.2	77.8	17.6	20.4	66.5	64.5	74.6	80.2	97.6	96.3	84.3	87.0
Metalliferous mining.....	56.0	55.3	53.4	53.6	52.6	54.1	53.8	48.5	53.0	55.1	63.4	63.9	65.0	63.1
Quarrying and nonmetallic mining.....	38.7	30.2	29.7	33.1	35.9	39.7	41.7	40.9	42.9	42.7	45.6	42.9	39.2	29.8
Crude-petroleum produc- tion.....	61.0	60.9	62.7	61.3	60.8	61.2	62.5	61.9	62.0	60.8	58.8	59.6	59.2	58.4
Telephone and telegraph <sup>6</sup> .....	95.6	93.9	93.6	93.8	94.0	95.7	95.7	96.6	96.3	96.9	97.2	96.4	97.4	98.6
Electric light and power <sup>6</sup> .....	100.4	97.3	97.7	98.2	98.3	99.9	101.2	101.1	102.2	102.2	102.0	102.5	102.4	101.1
Street railways and bus- ses <sup>6,7</sup> .....	69.5	70.0	68.7	69.3	68.4	68.9	70.0	69.4	69.8	69.2	71.2	69.4	69.8	69.0
Wholesale trade.....	76.6	75.5	74.6	74.7	74.8	74.9	75.8	75.8	76.2	78.0	80.3	79.0	79.1	77.3
Retail trade <sup>8</sup> .....	80.8	77.6	76.5	77.7	79.6	79.9	81.1	79.5	78.0	80.9	83.2	83.6	91.8	80.8
Year-round hotels <sup>8</sup> .....	81.2	80.2	82.8	81.1	81.9	82.4	82.0	79.1	79.2	80.4	82.2	81.8	81.1	81.0
Laundries <sup>9</sup> .....	83.1	79.6	78.6	79.3	79.9	83.9	86.9	85.0	85.9	84.5	83.9	82.9	83.7	83.3
Dyeing and cleaning <sup>9</sup> .....	73.6	65.8	63.2	67.7	73.3	83.0	84.2	77.1	73.0	78.3	77.3	70.8	69.9	65.8

<sup>1</sup> 3-year average 1923-25=100—adjusted to 1937 Census of Manufactures.

<sup>2</sup> 12-month average for 1929=100. Comparable indexes for quarrying, metal mining, and crude-petroleum production are in November 1934 and subsequent issues of Employment and Pay Rolls, or in February 1935 and subsequent issues of Monthly Labor Review. For other nonmanufacturing indexes see notes 5 and 6.

<sup>3</sup> Includes: Iron and steel, machinery, transportation equipment, nonferrous metals, lumber and allied products, and stone, clay, and glass products.

<sup>4</sup> 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.

<sup>5</sup> Indexes have been adjusted to the 1935 census. Comparable series from January 1929 forward are presented in January 1938 and subsequent issues of Employment and Pay Rolls.

<sup>6</sup> Retail trade indexes adjusted to 1935 census and public utility indexes to 1937 census. Comparable series January 1929 to December 1939 available in mimeographed form.

<sup>7</sup> Covers street railways and trolley and motorbus operations of subsidiary, affiliated, and successor companies.

## TREND OF INDUSTRIAL AND BUSINESS EMPLOYMENT, BY STATES

A comparison of employment and pay rolls, by States and geographic divisions, in December 1939 and January 1940 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 total for all groups 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 90 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, all manufacturing, anthracite mining, bituminous-coal mining, metalliferous mining, quarrying and nonmetallic mining, crude-petroleum production, 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 December 1939 and January 1940, 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 January 1940	Percentage change from December 1939	Amount of pay roll (1 week) January 1940	Percentage change from December 1939	Number of establishments	Number on pay roll January 1940	Percentage change from December 1939	Amount of pay roll (1 week) January 1940	Percentage change from December 1939
				<i>Dollars</i>					<i>Dollars</i>	
<b>New England.....</b>	12,472	905,248	-4.0	21,876,697	-3.9	3,492	632,709	-1.8	14,814,181	-3.3
Maine.....	839	57,837	-1.5	1,230,303	-1.2	273	47,975	-3	988,756	-1
New Hampshire.....	627	42,242	-2.0	906,927	-1.2	198	35,195	-8	739,844	-(1)
Vermont.....	475	18,063	-5.4	405,418	-7.7	148	11,398	-5.8	251,002	-10.3
Massachusetts.....	<i>7,669</i>	<i>480,520</i>	<i>-4.7</i>	<i>11,592,294</i>	<i>-3.9</i>	<i>1,801</i>	<i>286,502</i>	<i>-1.9</i>	<i>6,588,271</i>	<i>-2.4</i>
Rhode Island.....	1,129	94,835	-6.4	2,114,235	-7.0	393	76,130	-5.4	1,643,015	-6.9
Connecticut.....	1,833	211,751	-2.4	5,627,520	-3.6	679	175,509	-1.3	4,603,293	-3.9
<b>Middle Atlantic.....</b>	31,017	2,175,860	-5.5	59,498,197	-4.4	6,820	1,344,439	-2.2	36,219,770	-4.6
New York.....	18,905	944,493	-6.8	26,591,804	-5.7	<i>3,773</i>	<i>474,020</i>	<i>-1.9</i>	<i>13,139,493</i>	<i>-5.5</i>
New Jersey.....	3,574	362,893	-3.7	9,684,530	-5.4	1,613	305,641	-3.1	8,115,752	-5.5
Pennsylvania.....	8,538	868,474	-4.8	23,221,863	-2.5	<i>2,434</i>	<i>564,778</i>	<i>-2.5</i>	<i>14,964,525</i>	<i>-5.4</i>
<b>East North Central.....</b>	25,259	2,234,343	-4.8	63,253,330	-6.3	8,121	1,690,250	-2.5	49,068,662	-5.3
Ohio.....	7,685	566,409	-5.5	15,768,179	-8.0	2,263	429,625	-2.2	12,334,561	-7.3
Indiana.....	<i>2,735</i>	<i>243,522</i>	<i>-5.5</i>	<i>6,405,462</i>	<i>-8.7</i>	<i>1,044</i>	<i>196,945</i>	<i>-4.9</i>	<i>5,291,535</i>	<i>-8.1</i>
Illinois.....	<i>6,565</i>	<i>651,828</i>	<i>-4.2</i>	<i>17,173,416</i>	<i>-4.8</i>	<i>2,375</i>	<i>425,758</i>	<i>-2.1</i>	<i>11,554,378</i>	<i>-4.8</i>
Michigan.....	4,448	551,182	-4.2	17,597,563	-5.4	<i>1,002</i>	<i>466,104</i>	<i>-2.8</i>	<i>15,346,124</i>	<i>-5.0</i>
Wisconsin.....	<i>3,820</i>	<i>241,402</i>	<i>-4.9</i>	<i>6,308,710</i>	<i>-6.2</i>	<i>71,437</i>	<i>171,318</i>	<i>-2.0</i>	<i>4,442,964</i>	<i>-5.3</i>

See footnotes at end of table.

TABLE 3.—Comparison of Employment and Pay Rolls in Identical Establishments in December 1939 and January 1940, by Geographic Divisions and by States—Continued

[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 January 1940	Percentage change from December 1939	Amount of pay roll (1 week) January 1940	Percentage change from December 1939	Number of establishments	Number on pay roll January 1940	Percentage change from December 1939	Amount of pay roll (1 week) January 1940	Percentage change from December 1939
				<i>Dollars</i>					<i>Dollars</i>	
West North Central	12,281	444,978	-5.7	11,144,616	-5.7	2,333	220,084	-2.2	5,468,639	-4.7
Minnesota	<sup>8</sup> 2,536	<i>124,201</i>	-8.0	<i>3,384,462</i>	-8.7	619	<i>50,739</i>	-4.4	<i>1,332,278</i>	-8.3
Iowa	1,906	64,858	-3.8	1,605,702	-3.2	345	38,489	-1.6	981,210	-3.2
Missouri	3,111	162,512	-4.4	3,974,207	-4.4	732	93,314	-6.0	2,206,592	-3.3
North Dakota	499	4,392	-7.0	109,564	-2.8	27	396	-2.9	10,079	-3.3
South Dakota	481	6,535	-2.0	153,559	-4.5	26	2,654	+2.6	67,862	+2.3
Nebraska	1,318	27,709	-6.9	638,976	-4.8	135	9,430	-6.2	243,098	-4.3
Kansas	<sup>9</sup> 2,430	<i>54,771</i>	<sup>10</sup> -22.4	<i>1,278,146</i>	<sup>4</sup> -5.5	449	<i>25,062</i>	-2.8	<i>627,520</i>	-4.8
South Atlantic	10,031	900,938	-2.7	18,086,444	-4.6	2,843	614,766	-1.5	11,568,198	-4.0
Delaware	237	16,420	-3.5	405,536	-5.5	78	<i>11,453</i>	-1.3	<i>277,399</i>	-4.0
Maryland	1,655	150,888	-4.9	3,794,261	-5.0	640	109,832	-1.3	2,761,712	-4.3
District of Columbia	1,051	39,959	-14.0	1,089,467	-9.6	39	3,173	-2.8	109,186	-5.6
Virginia	1,693	120,066	-4.0	2,381,125	-3.7	430	85,403	-1.2	1,665,874	-2.3
West Virginia	1,189	140,324	-3.5	3,574,877	-4.1	195	53,311	-3.6	1,351,754	-8.5
North Carolina	1,440	168,300	-2.9	2,663,585	-4.5	659	153,561	-1.2	2,413,858	-4.1
South Carolina	706	86,228	-3.1	1,305,308	-1.4	249	79,147	+6.1	1,172,955	-4.9
Georgia	1,219	130,232	+4.7	1,997,075	-4.6	370	97,418	-1.4	1,476,070	-5.5
Florida	941	48,581	-1.8	875,210	-4.5	183	21,468	-9.0	339,390	-10.9
East South Central	4,662	300,897	-4.7	5,843,071	-2.6	978	191,282	-3.0	3,522,329	-4.3
Kentucky	1,389	83,441	-4.5	1,853,967	+3.0	276	36,069	-2.6	795,636	-2.8
Tennessee	1,345	98,185	-5.7	1,832,753	-5.5	341	71,912	-3.3	1,333,384	-4.2
Alabama	1,340	98,457	-2.9	1,834,504	-3.8	269	69,492	-2.0	1,202,832	-4.3
Mississippi	588	20,814	-8.8	321,847	-8.4	92	13,809	-7.9	190,477	-9.6
West South Central	4,986	201,387	-5.8	4,499,795	-5.8	1,170	100,963	-3.9	2,178,852	-6.4
Arkansas	<sup>11</sup> 771	<i>26,261</i>	-11.3	<i>440,944</i>	-8.3	242	<i>18,376</i>	-8.4	<i>301,371</i>	-10.6
Louisiana	986	52,989	-7.2	1,054,193	-8.4	220	28,747	-6.6	536,866	-9.9
Oklahoma	1,299	36,391	-4.9	903,265	-5.1	135	10,520	-5.9	254,946	-8.3
Texas	1,930	<i>85,756</i>	-8.3	<i>2,101,393</i>	-4.1	573	<i>43,320</i>	+1.1	<i>1,085,669</i>	-2.5
Mountain	3,926	119,615	-7.5	3,212,291	-4.9	526	32,435	-15.7	831,784	-15.8
Montana	581	17,164	-8.1	495,298	-7.8	66	4,320	-17.6	116,932	-18.6
Idaho	476	10,086	-15.9	251,035	-15.7	58	2,464	-38.5	56,115	-41.8
Wyoming	323	7,729	-6.7	222,453	-2.1	35	1,068	-28.0	34,954	-24.5
Colorado	1,149	39,608	-6.3	1,050,233	-2.1	184	14,974	-9.0	396,719	-8.1
New Mexico	276	5,671	+ (1)	125,812	+1.5	27	697	-9.0	13,381	-2.7
Arizona	413	16,084	-2.6	469,257	-1.3	34	2,693	-4.8	65,684	-5.1
Utah	553	20,926	-11.0	528,040	-7.1	108	5,967	-20.0	140,789	-20.8
Nevada	155	2,347	-4.5	70,163	-5.6	14	252	-16.8	7,210	-19.1
Pacific	10,130	474,616	-5.7	13,567,598	-5.5	2,653	252,859	-2.8	7,082,345	-4.6
Washington	2,449	87,385	-5.8	2,382,609	-3.7	513	52,532	-1.7	1,451,476	-1.1
Oregon	1,118	41,896	-7.5	1,064,688	-7.9	283	24,959	-8.1	622,425	-9.8
California	<sup>12</sup> 6,563	<i>345,335</i>	-5.6	<i>10,180,301</i>	-5.6	1,857	<i>175,368</i>	-2.3	<i>5,008,444</i>	-5.1

<sup>1</sup> Less than 1/10 of 1 percent.<sup>2</sup> Includes banks and trust companies; construction, municipal, agricultural, and office employment, amusement and recreation; professional services; and trucking and handling.<sup>3</sup> Includes laundering and cleaning; and water, light, and power.<sup>4</sup> Weighted percentage change.<sup>5</sup> Includes automobile and miscellaneous services; restaurants; and building and contracting.<sup>6</sup> Includes construction but not public works.<sup>7</sup> Does not include logging.<sup>8</sup> 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.<sup>9</sup> Includes financial institutions, miscellaneous services, and restaurants.<sup>10</sup> Weighted percentage change, including hired farm labor.<sup>11</sup> Includes automobile dealers and garages; and sand, gravel, and building stone.<sup>12</sup> Includes banks, insurance, and office employment.

## INDUSTRIAL AND BUSINESS EMPLOYMENT IN PRINCIPAL METROPOLITAN AREAS

A comparison of employment and pay rolls in December 1939 and January 1940 is made in table 4 for 13 metropolitan areas, each of which had a population of 100,000 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 have been prepared 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 nonmanufacturing industries presented in table 1, with the exception of building construction, and include also miscellaneous industries.

Revisions made in the figures after they have gone to press, chiefly because of late reports by cooperating firms, are incorporated in the supplementary tabulation mentioned above. This supplementary tabulation covers these 13 metropolitan areas as well as other metropolitan areas and cities having a population of 100,000 or more according to the 1930 Census of Population.

TABLE 4.—*Comparison of Employment and Pay Rolls in Identical Establishments in December 1939 and January 1940 by Principal Metropolitan Areas*

Metropolitan area	Number of establishments January 1940	Number on pay roll January 1940	Percentage change from December 1939	Amount of pay roll (1 week) January 1940	Percentage change from December 1939
New York <sup>1</sup> .....	13,277	616,432	-7.9	\$17,026,529	-7.3
Chicago <sup>2</sup> .....	4,328	454,979	-4.6	12,830,594	-5.3
Philadelphia <sup>3</sup> .....	2,250	209,975	-5.0	5,758,680	-5.3
Detroit.....	1,609	360,209	-3.7	12,252,084	-3.6
Los Angeles <sup>4</sup> .....	2,922	164,150	-6.5	4,751,572	-6.7
Cleveland.....	1,533	119,285	-7.1	3,452,502	-8.6
St. Louis.....	1,331	123,356	-3.7	3,121,730	-4.9
Baltimore.....	1,136	115,769	-5.7	2,925,352	-5.6
Boston <sup>5</sup> .....	2,996	183,304	-6.2	4,669,988	-4.9
Pittsburgh.....	1,166	192,810	-4.5	5,697,723	-7.2
San Francisco <sup>6</sup> .....	1,584	78,238	-6.2	2,326,834	-6.7
Buffalo.....	767	72,538	-4.4	2,036,937	-6.4
Milwaukee.....	980	102,996	-4.6	2,913,704	-5.4

<sup>1</sup> Does not include Elizabeth, Jersey City, Newark, or Paterson, N. J., or Yonkers, N. Y.

<sup>2</sup> Does not include Gary, Ind.

<sup>3</sup> Does not include Camden, N. J.

<sup>4</sup> Does not include Long Beach, Calif.

<sup>5</sup> Does not include Cambridge, Lynn, or Somerville, Mass.

<sup>6</sup> Does not include Oakland, Calif.

# Building Operations

## SUMMARY OF BUILDING CONSTRUCTION IN PRINCIPAL CITIES, FEBRUARY 1940<sup>1</sup>

BUILDING-PERMIT valuations for all classes of construction were 20.7 percent higher in February than in January. Gains ranging from 6.1 percent in cities with populations of 1,000 and under 2,500, to 49.5 percent in cities with populations of 50,000 and under 100,000 were reported in all city size groups. New residential construction rose 26.3 percent from the preceding month and new nonresidential construction showed an increase of 12.7 percent. Permit valuations of additions, alterations, and repairs to existing structures were 16.8 percent higher than in January.

As compared with the corresponding month in 1939, the volume of building construction in February, as measured by the value of permits issued, showed a gain of 5.8 percent. The only increase of any importance over the year period—16.1 percent—was in permit valuations of new residential construction. New nonresidential construction was 0.2 percent higher in February 1940 while additions, alterations, and repairs to existing structures fell 12.4 percent.

### *Comparison of February 1940 with January 1940 and February 1939*

A summary of building construction in 2,123 identical cities in February 1940, January 1940, and February 1939 is given in table 1.

TABLE 1.—*Summary of Building Construction for Which Permits Were Issued in 2,123 Identical Cities, February 1940*

Class of construction	Number of buildings			Permit valuation		
	February 1940	Percentage change from—		February 1940	Percentage change from—	
		January 1940	February 1939		January 1940	February 1939
All construction.....	42, 114	+19. 9	+10. 3	\$140, 241, 716	+20. 7	+5. 8
New residential.....	13, 777	+31. 2	+15. 5	79, 013, 408	+26. 3	+16. 1
New nonresidential.....	6, 370	+21. 9	+12. 0	37, 846, 471	+12. 7	+0. 2
Additions, alterations, and repairs.....	21, 967	+13. 3	+6. 8	23, 681, 837	+16. 8	-12. 4

<sup>1</sup> More detailed information by geographic divisions and individual cities is given in a separate pamphlet entitled "Building Construction, February 1940," 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 2,123 identical cities, having a population of 1,000 and over, is shown in table 2 for February 1940 compared with January 1940 and February 1939.

TABLE 2.—Permit Valuation of Housekeeping Dwellings and Number of Families Provided for in 2,123 Identical Cities, February 1940

Type of dwelling	Permit valuation of house-keeping dwellings			Number of families provided for in new dwellings		
	February 1940	Percentage change from—		February 1940	Percentage change from—	
		January 1940	February 1939		January 1940	February 1939
All types.....	\$78, 593, 508	+27. 3	+16. 3	22, 472	+30. 9	+18. 7
1- family.....	47, 803, 786	+29. 9	+13. 4	12, 316	+29. 5	+12. 0
2- family <sup>1</sup> .....	2, 767, 249	+28. 4	-15. 2	1, 175	+26. 8	+ 4. 0
Multifamily <sup>2</sup> .....	28, 022, 473	+22. 9	+26. 5	8, 981	+33. 3	+31. 9

<sup>1</sup> Includes 1- and 2-family dwellings with stores.

<sup>2</sup> Includes multifamily dwellings with stores.

### Construction During First 2 Months, 1939 and 1940

Cumulative totals for the first 2 months of 1940 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 in Reporting Cities of 1,000 Population and Over, First 2 Months, 1939 and 1940

Class of construction	Permit valuation of building construction, first 2 months of—		Percentage change
	1940	1939	
All construction.....	\$254, 923, 751	\$291, 423, 257	-12. 5
New residential.....	141, 271, 951	139, 683, 714	+1. 1
New nonresidential.....	69, 960, 362	99, 454, 796	-29. 7
Additions, alterations, and repairs.....	43, 691, 438	52, 284, 747	-16. 4

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 2 months of 1939 and 1940.

TABLE 4.—Permit Valuation of Housekeeping Dwellings and Number of Family-Dwelling Units, First 2 Months, 1939 and 1940, by Type of Dwelling

Type of dwelling	Permit valuation of housekeeping dwellings, first 2 months of—		Percentage change	Number of family-dwelling units, first 2 months of—		Percentage change
	1940	1939		1940	1939	
All types.....	\$140,090,451	\$138,089,129	+1.4	39,540	39,095	+1.1
1-family.....	84,371,841	86,817,727	-2.8	21,749	22,755	-4.4
2-family <sup>1</sup> .....	4,884,257	6,073,185	-19.6	2,081	2,243	-7.2
Multifamily <sup>2</sup> .....	50,834,353	45,198,217	+12.5	15,710	14,097	+11.4

<sup>1</sup> Includes 1- and 2-family dwellings with stores.

<sup>2</sup> Includes multifamily dwellings with stores.

Analysis by Size of City, February 1940

Table 5 shows the value of permits issued for building construction in February 1940 compared with January 1940 and February 1939, by size of city and by class of construction.

TABLE 5.—Permit Valuation of Building Construction in 2,123 Identical Cities, by Size of City, February 1940

Size of city	Number of cities	Total construction			New residential buildings			
		Permit valuation, February 1940	Percentage change from—		Permit valuation, February 1940	Percentage change from—		
			January 1940	February 1939		January 1940	February 1939	
Total, all reporting cities.....	2,123	\$140,241,716	+20.7	+5.8	\$79,013,408	+26.3	+16.1	
500,000 and over.....	14	53,555,709	+14.0	+11.7	30,035,352	+19.2	-6.0	
100,000 and under 500,000.....	79	33,635,572	+15.0	+13.3	17,934,086	+18.5	+47.4	
50,000 and under 100,000.....	94	12,978,463	+49.5	-0.1	7,139,823	+56.7	+21.9	
25,000 and under 50,000.....	168	11,594,647	+29.4	-9.3	5,770,285	+37.0	+23.5	
10,000 and under 25,000.....	438	14,663,562	+22.2	-12.2	9,245,982	+36.8	+32.2	
5,000 and under 10,000.....	377	8,149,191	+57.3	+23.8	5,336,717	+52.1	+45.5	
2,500 and under 5,000.....	465	3,710,382	+13.2	-9.2	2,232,221	+2.9	+28.2	
1,000 and under 2,500.....	488	1,954,190	+6.1	+10.3	1,318,942	+30.4	+29.0	
		New nonresidential buildings		Additions, alterations, and repairs		Population (census of 1930)		
		Permit valuation, February 1940	Percentage change from—		Permit valuation, February 1940		Percentage change from—	
			January 1940	February 1939			January 1940	February 1939
Total, all reporting cities.....		\$37,546,471	+12.7	+0.2	\$23,681,837	+16.8	-12.4	60,493,165
500,000 and over.....		13,821,749	+3.0	+101.4	9,698,608	+16.2	+4.6	21,449,853
100,000 and under 500,000.....		10,578,773	+6.1	-2.6	5,122,713	+23.7	-23.3	15,017,880
50,000 and under 100,000.....		3,828,722	+93.2	-9.6	2,009,918	-6.3	-30.7	6,283,873
25,000 and under 50,000.....		3,199,577	+18.1	-44.2	2,624,785	+28.9	+10.5	5,903,783
10,000 and under 25,000.....		2,754,208	-14.9	-50.2	2,663,372	+32.5	-36.4	6,744,738
5,000 and under 10,000.....		1,922,804	+127.3	-6.7	889,670	+7.7	+4.2	2,654,470
2,500 and under 5,000.....		995,807	+75.4	-36.9	482,354	-10.8	-36.9	1,661,290
1,000 and under 2,500.....		444,831	-25.4	-25.8	190,417	-18.9	+27.1	777,278

The permit valuation of housekeeping dwellings in the 2,123 identical cities reporting for January and February 1940, 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 2,123 Identical Cities, by Size of City, January and February 1940

Size of city	Permit valuation of housekeeping dwellings			Number of families provided for in—							
	February 1940	January 1940	Percentage change	All types		1-family dwellings		2-family dwellings <sup>1</sup>		Multi-family dwellings <sup>2</sup>	
				February 1940	January 1940	February 1940	January 1940	February 1940	January 1940	February 1940	January 1940
	Total, all reporting cities	\$78,593,508	\$61,756,130	+27.3	22,472	17,172	12,316	9,509	1,175	927	8,981
500,000 and over	29,835,652	25,168,966	+18.5	7,886	6,614	3,369	2,308	398	298	4,119	4,008
100,000 and under 500,000	17,934,086	14,944,339	+20.0	5,397	4,365	2,696	2,061	253	248	2,448	2,056
50,000 and under 100,000	7,125,623	4,142,827	+72.0	2,148	1,198	1,119	904	112	140	917	154
25,000 and under 50,000	5,770,285	4,129,443	+39.7	1,948	1,373	1,177	1,105	168	101	603	167
10,000 and under 25,000	9,095,982	6,743,415	+34.9	2,589	1,756	1,887	1,507	110	60	592	189
5,000 and under 10,000	5,303,917	3,507,007	+51.2	1,497	956	1,156	863	65	34	276	59
2,500 and under 5,000	2,215,521	2,159,045	+2.6	643	638	582	518	43	23	18	97
1,000 and under 2,500	1,312,442	961,088	+36.6	364	272	330	243	26	23	8	6

<sup>1</sup> Includes 1- and 2-family dwellings with stores.

<sup>2</sup> Includes multifamily dwellings with stores.

The information on building permits issued is based on reports received by the Bureau of Labor Statistics from 2,123 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 February 1940 the value of these buildings amounted to \$23,254,000, for January 1940 to \$16,208,000, and for February 1939 to \$17,434,000.

Construction from Public Funds

The value of contracts awarded and force-account work started during February 1940, January 1940, and February 1939 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, January and February 1940 and February 1939<sup>1</sup>

Federal agency	Contracts awarded and forced-account work started—		
	February 1940	January 1940 <sup>2</sup>	February 1939 <sup>2</sup>
Total.....	\$60,429,000	\$73,652,850	\$144,223,318
Public Works Administration:			
Federal.....	104,020	2,760,806	5,012,908
Non-Federal:			
N. I. R. A.....	106,101	458,408	768,566
E. R. A. A.....	379,871	1,647,262	3,757,950
P. W. A. A., 1938.....	5,848,959	11,650,819	54,264,236
Federal projects under The Works Program.....	150,000	117,863	6,562,600
Regular Federal appropriations.....	41,410,708	51,202,153	72,602,133
U. S. Housing Authority.....	12,429,341	5,815,539	1,254,925

<sup>1</sup> Preliminary, subject to revision.

<sup>2</sup> Revised.

The value of public-building and highway construction awards financed wholly from appropriations from State funds, as reported by the various State governments for February 1940, January 1940, and February 1939 is shown in the following statement:

	Public buildings	Highway construction
February 1940.....	\$2,994,915	\$7,877,956
January 1940.....	4,443,880	4,297,257
February 1939.....	917,464	1,686,685

# Retail Prices

---

## SUMMARY OF FOOD AND COAL PRICES

FOOD costs were 1.3 percent higher for February than for January 1940. Higher prices were reported for 26 of the 61 foods for which the Bureau collects retail prices. The indexes for dairy products, eggs, fruits and vegetables, and cereals and bakery products moved upward.

Average prices of coal advanced between September and December 1939. Bituminous prices averaged 2.7 percent higher and increases for Pennsylvania anthracite ranged from 0.7 percent for buckwheat to 2.7 percent for stove.

---

### FOOD

#### *Prices in February 1940*

THE average retail cost of food for 51 cities combined increased 1.3 percent between January and February. Contraseasonal advances for eggs, fresh fruits and vegetables, and dairy products were the predominant factors causing the increase. In addition costs of flour and white bread continued to advance.

The February index was 78.1 percent of the 1923-25 average as compared with 77.1 for January and 76.8 for February of last year. The increase was widespread as higher costs were reported for 48 of the 51 cities and lower costs for 3.

#### DETAILS BY COMMODITY GROUPS

The cost of cereals and bakery products increased 0.6 percent between January and February as a result of higher prices for flour, white bread, and soda crackers. Flour prices continued upward for the 4th consecutive month and were 0.7 percent above the prices for January. The average cost of white bread which advanced 2.5 percent in January, the first change in 6 months, increased again in February by 1.2 percent. Higher prices were reported for 14 cities with Little Rock showing the greatest change, an increase of approxi-



mately 2 cents per pound. Soda crackers rose 0.6 percent, corn meal declined 2.2 percent, and all other items in the group remained unchanged.

Meat costs declined for the fifth consecutive month with lower prices reported for all items in the group except veal cutlets, roasting chickens, and canned salmon. Pork products dropped 2.7 percent to the lowest level of any period since early in 1935. Beef items declined 1.2 percent and lamb, 1.1 percent. Prices of veal cutlets advanced 0.5 percent; roasting chickens, 1.8 percent; and pink salmon, 1.3 percent.

The index for dairy products advanced 0.7 percent as the result of increases of 0.8 percent for butter and fresh milk and 0.4 percent for cheese. These increases were contrary to the usual seasonal movement. Butter prices were higher in 33 cities, lower in 16, and for 2 cities there was no change reported.

Egg prices, which usually drop in February, rose sharply by 9.4 percent with 49 cities reporting increases. The average price was 17.0 percent higher than a year ago, 15.2 percent higher than in February 1938, but 5.2 percent lower than in February 1936.

The cost of fresh fruits and vegetables advanced 6.0 percent as a result of increased prices for all items in the group except bananas. Green beans and spinach prices were higher in February than in any other period since the spring of 1935. Onion and cabbage prices advanced about 16.0 percent while smaller increases noted for other items were oranges, 8.4 percent; sweetpotatoes, 5.1 percent; apples, 4.5 percent; and potatoes, carrots, and lettuce, approximately 4 percent. Banana prices declined 1.6 percent.

Canned fruit and vegetable costs were slightly lower with tomatoes, peas, and pineapple showing decreases of 1.2 percent, 0.7 percent, and 0.5 percent, respectively. Increases of 1.0 percent or less were shown for peaches and corn.

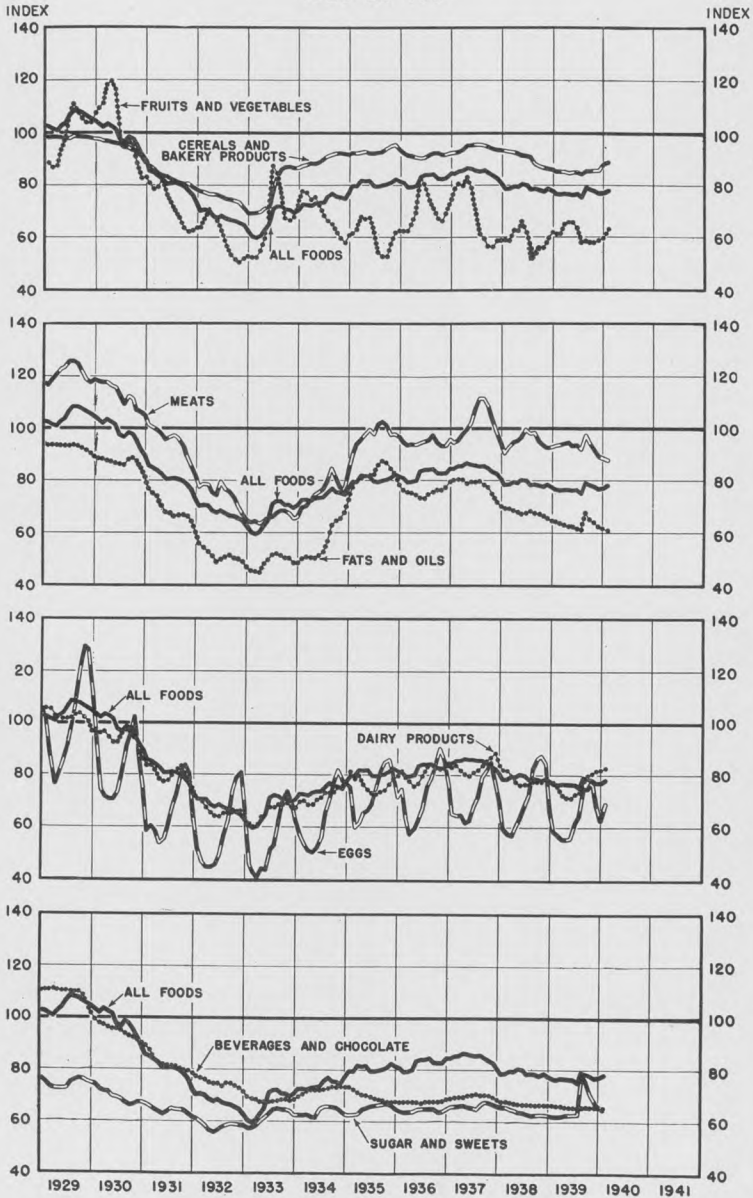
The index for dried fruits and vegetables was 0.3 percent higher than in January, due to an increase of 1.1 percent for prunes. Prices for navy beans remained the same.

The cost of fats and oils was 1.6 percent less than in January and was 5.3 percent lower than a year ago. Lard prices dropped 3.0 percent for the month to the lowest level since February 1934. Shortening in tin containers and shortening in cartons showed declines in prices of 1.5 percent and 0.8 percent, respectively. Oleomargarine dropped 1.3 percent. Prices for salad dressing increased 1.9 percent and prices for peanut butter 0.6 percent.

Sugar prices, which went down for the fifth successive month, were 1.3 percent lower than for the preceding month and 4.7 percent higher than for a year ago.

# RETAIL COST OF FOOD

1923-25=100



U. S. BUREAU OF LABOR STATISTICS

Indexes of retail costs for February and January 1940 and February 1939, 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 through February 1940.

Average prices of each of 61 foods for 51 cities combined are shown in table 2 for February and January 1940 and February 1939.

TABLE 1.—*Indexes of Retail Food Costs in 51 Large Cities Combined,<sup>1</sup> by Commodity Groups, February and January 1940 and February 1939, 1933, and 1929*

[1923-25=100]

Commodity group	1940		1939	1933	1929
	Feb. 13 <sup>2</sup>	Jan. 16	Feb. 14	Feb. 15	Feb. 15
All foods.....	78.1	77.1	76.8	60.1	102.3
Cereals and bakery products.....	88.7	88.2	85.6	69.2	98.2
Meats.....	87.8	88.7	93.4	63.9	116.7
Dairy products.....	82.7	82.1	77.1	60.7	105.7
Eggs.....	68.7	62.8	58.7	45.3	101.0
Fruits and vegetables.....	62.9	59.8	61.0	52.1	88.7
Fresh.....	61.5	58.0	60.0	51.3	86.9
Canned.....	75.0	75.4	74.1	65.5	96.6
Dried.....	63.6	63.4	56.9	48.0	100.2
Beverages.....	65.3	65.4	66.2	69.5	110.8
Fats and oils.....	60.7	61.7	64.1	45.2	93.7
Sugar.....	64.6	65.5	62.0	57.1	75.4

<sup>1</sup> Aggregate costs of 84 foods in each city prior to September 1939, and of 53 foods since that date, weighted to represent total purchases, have been combined for the United States with the use of population weights.

<sup>2</sup> Preliminary.

TABLE 2.—*Average Retail Prices of 61 Foods in 51 Large Cities Combined,<sup>1</sup> February and January 1940 and February 1939*

Article	1940		1939
	Feb. 13 <sup>2</sup>	Jan. 16	Feb. 14
Cereals and bakery products:			
Cereals:	<i>Cents</i>	<i>Cents</i>	<i>Cents</i>
Flour, wheat..... 10 pounds.....	45.1	44.8	36.5
Macaroni..... pound.....	14.4	14.4	14.4
Wheat cereal <sup>3</sup> ..... 28-oz. package.....	23.7	23.7	24.4
Corn flakes..... 8-oz. package.....	7.0	7.0	7.3
Corn meal..... pound.....	4.5	4.6	4.6
Rice <sup>3</sup> ..... do.....	7.9	7.9	7.6
Rolled oats <sup>3</sup> ..... do.....	7.1	7.1	7.1
Bakery products:			
Bread, white..... do.....	8.2	8.1	8.0
Bread, whole-wheat..... do.....	9.4	9.4	9.2
Bread, rye..... do.....	9.5	9.5	9.3
Soda crackers..... do.....	15.5	15.4	15.3
Meats:			
Beef:			
Round steak..... do.....	33.9	34.2	35.7
Rib roast..... do.....	28.1	28.5	30.1
Chuck roast..... do.....	22.1	22.5	23.7
Veal: Cutlets..... do.....	42.4	42.2	43.7
Pork:			
Chops..... do.....	23.1	24.2	29.4
Bacon, sliced..... do.....	27.7	28.2	44.5
Ham, sliced..... do.....	42.8	43.3	47.0
Ham, whole..... do.....	24.2	24.4	28.1
Salt pork..... do.....	14.6	15.4	19.2
Lamb:			
Leg..... do.....	25.6	25.8	27.9
Rib chops..... do.....	32.6	33.0	34.9
Poultry: Roasting chickens..... do.....	27.7	27.2	30.8
Fish:			
Salmon, pink..... 16-oz. can.....	15.2	15.0	12.5
Salmon, red <sup>3</sup> ..... do.....	25.3	25.3	23.3

See footnotes at end of table.

TABLE 2.—Average Retail Prices of 61 Foods in 51 Large Cities Combined, February and January 1940 and February 1939—Continued

Article	1940		1939	
	Feb. 13	Jan. 16	Feb. 14	
Dairy products:				
Butter.....	Pound.....	37.9	37.6	33.0
Cheese.....	do.....	25.9	25.8	25.0
Milk, fresh (delivered).....	quart.....	13.1	13.0	12.5
Milk, fresh (store).....	do.....	11.9	11.7	11.5
Milk, fresh (delivered and store) <sup>2</sup> .....	do.....	12.7	12.6	12.2
Milk, evaporated.....	14½-oz. can.....	7.1	7.1	6.9
Eggs.....	dozen.....	34.9	31.9	29.9
Fruits and vegetables:				
Fresh:				
Apples.....	pound.....	4.6	4.4	5.3
Bananas.....	do.....	6.3	6.4	6.3
Oranges.....	dozen.....	25.7	23.7	23.6
Beans, green.....	pound.....	20.0	12.4	12.3
Cabbage.....	do.....	4.4	3.8	3.4
Carrots.....	bunch.....	5.5	5.3	5.6
Lettuce.....	head.....	7.9	7.6	8.1
Onions.....	pound.....	3.7	3.2	4.0
Potatoes.....	15 pounds.....	39.0	37.6	35.4
Spinach.....	pound.....	10.2	7.5	6.8
Sweet potatoes.....	do.....	4.1	3.9	4.1
Canned:				
Peaches.....	No. 2½ can.....	17.0	16.9	16.9
Pineapple.....	do.....	21.2	21.3	21.3
Beans, green <sup>3</sup> .....	No. 2 can.....	10.0	10.0	10.6
Corn <sup>4</sup> .....	do.....	10.6	10.5	10.9
Peas.....	do.....	13.9	14.0	13.9
Tomatoes.....	do.....	8.5	8.6	8.6
Dried:				
Prunes.....	pound.....	9.6	9.5	9.1
Navy beans.....	do.....	6.7	6.7	5.9
Beverages and chocolate:				
Coffee.....	do.....	22.0	22.0	22.8
Tea.....	¼ pound.....	17.6	17.6	17.6
Cocoa <sup>5</sup> .....	8-oz. can.....	9.0	9.0	8.5
Fats and oils:				
Lard.....	pound.....	9.7	10.0	11.2
Shortening, other than lard:				
In cartons.....	do.....	12.0	12.1	12.7
In other containers.....	do.....	19.6	19.9	20.5
Salad dressing <sup>6</sup> .....	pint.....	21.4	21.0	-----
Oleomargarine.....	pound.....	15.7	15.9	16.6
Peanut butter.....	do.....	17.9	17.8	18.1
Sugar and sweets:				
Sugar.....	10 pounds.....	53.3	54.0	51.2
Corn sirup <sup>3</sup> .....	24-oz. can.....	13.5	13.5	13.8
Molasses <sup>3</sup> .....	18-oz. can.....	13.5	13.4	13.6

<sup>1</sup> Since September 1939 supermarket prices have been substituted for those of certain service stores.

<sup>2</sup> Preliminary.

<sup>3</sup> Not included in index.

<sup>4</sup> Since April 1939 prices of canned corn have been based upon quotations of cream style only and are not strictly comparable with prices for earlier months, which included both cream style and whole-kernel corn.

<sup>5</sup> Effective January 1940 salad dressing replaced mayonnaise in the food-cost index. Earlier prices are not available.

#### DETAILS BY REGIONS AND CITIES

The average increase of 1.3 percent in the costs of food between January and February resulted from higher costs in 48 cities and lower costs in 3 cities. The greatest increases were shown for Boston, 2.9 percent, and Butte, 2.6 percent. Dairy products advanced 5.1 percent in Boston due, for the most part, to increases of 7.9 percent for delivered milk and 9.0 percent for milk sold in stores. Meat prices in Butte advanced 4.2 percent for the month, the largest increase reported for

this group. Nine other cities reported advances of 2.0 percent or more.

The three cities showing declines for the month were Dallas, 0.8 percent; Mobile, 0.7 percent; and Kansas City, 0.4 percent. Sharp reductions in meat prices were largely responsible for lower food costs in these cities. Meat prices were 5.1 percent lower in Dallas, 6.6 percent lower in Mobile, and 7.9 percent lower in Kansas City.

Indexes of food costs by cities are presented in table 3 for February and January 1940 and February 1939.

TABLE 3.—*Indexes of Retail Food Costs, by Cities,<sup>1</sup> February and January 1940 and February 1939*

[1923-25=100]

Region and city	1940		1939 Feb. 14	Region and city	1940		1939 Feb. 14
	Feb. 13 <sup>2</sup>	Jan. 16			Feb. 13 <sup>2</sup>	Jan. 16	
United States.....	78.1	77.1	76.8	West North Central—Con.			
New England:				St. Louis.....	83.8	82.4	82.2
Boston.....	74.8	72.7	73.4	St. Paul.....	80.4	79.5	79.2
Bridgeport.....	81.1	80.2	79.0	South Atlantic:			
Fall River.....	79.1	78.1	77.9	Atlanta.....	72.2	<sup>2</sup> 70.9	70.9
Manchester.....	81.0	79.1	77.9	Baltimore.....	81.7		82.5
New Haven.....	79.7	78.1	78.5	Charleston, S. C.....	79.4		76.2
Portland, Maine.....	77.3	78.1	77.6	Jacksonville.....	76.9		73.6
Providence.....	77.3	75.7	76.0	Norfolk.....	76.0		73.7
Middle Atlantic:	76.1	74.7	73.1	Richmond.....	71.2	69.8	69.9
Buffalo.....	78.4	77.2	77.1	Savannah.....	78.8	77.9	74.9
Newark.....	82.1	81.5	79.7	Washington, D. C.....	78.5	77.9	79.2
New York.....	82.1	81.6	79.8	East South Central:			
Philadelphia.....	77.3	76.6	77.8	Birmingham.....	67.6	66.7	65.4
Pittsburgh.....	75.2	74.2	72.9	Louisville.....	81.9	81.0	81.1
Rochester.....	78.6	77.0	77.4	Memphis.....	74.7	73.9	72.8
Seranton.....	75.4	75.0	73.6	Mobile.....	72.5	<sup>2</sup> 73.0	73.0
East North Central:				West South Central:			
Chicago.....	79.4	78.1	77.2	Dallas.....	71.1	71.7	68.6
Cincinnati.....	77.5	76.7	75.9	Houston.....	78.5	77.9	75.4
Cleveland.....	79.2	78.7	79.2	Little Rock.....	73.9	72.1	72.0
Columbus, Ohio.....	76.9	75.3	76.4	New Orleans.....	84.4	83.7	82.1
Detroit.....	75.2	73.4	75.9	Mountain:			
Indianapolis.....	78.3	76.8	76.6	Butte.....	76.3	74.4	73.7
Milwaukee.....	79.0	78.8	80.2	Denver.....	80.8	80.1	81.4
Peoria.....	79.0	77.9	77.9	Salt Lake City.....	76.2	76.0	74.8
Springfield, Ill.....	76.3	74.9	75.9	Pacific:			
West North Central:				Los Angeles.....	70.9	70.1	71.6
Kansas City.....	77.3	77.6	78.1	Portland, Oreg.....	79.0	<sup>3</sup> 78.2	79.4
Minneapolis.....	85.7	84.5	83.5	San Francisco.....	80.6	80.1	80.5
Omaha.....	76.7	76.0	73.9	Seattle.....	80.1	78.9	78.1

<sup>1</sup> Aggregate costs of 84 foods in each city prior to September 1939, and of 53 foods since that date, weighted to represent total purchases, have been combined for the United States with the use of population weights.

<sup>2</sup> Preliminary.

<sup>3</sup> Revised.



## COAL

RETAIL prices of coal are collected quarterly as of the 15th of March, June, September, and December from 51 cities. Brief reports were published for the first three quarters of 1939. This report includes a résumé of prices for quarterly periods for 1938 and 1939.



## Prices in December 1939

Retail prices in December showed general advances over September for all kinds of coal. An increase of 2.7 percent for bituminous coal brought the average price to the level of December 1938. Prices for Pennsylvania anthracite showed increases ranging from 0.7 percent for buckwheat to 2.7 percent for stove for the 3-month period. They were, however, lower than in December 1938 with decreases for the year ranging from 1.0 percent for buckwheat to 5.7 percent for chestnut. The average price of Arkansas anthracite advanced 3.4 percent between September and December, but was 2.9 percent lower than in December 1938. No change was shown for Colorado anthracite during the year. New Mexico anthracite, which remained unchanged during the first three quarters, advanced 0.7 percent between September and December.

Average prices of coal, together with indexes for bituminous coal and for Pennsylvania anthracite compared with the 3-year period, October 1922 through September 1925 as 100, are presented in table 4 for December and September 1939 and December 1938.

TABLE 4.—Average Retail Prices of Coal in Large Cities Combined, December and September 1939 and December 1938

Kind of coal	Average retail price per ton of 2,000 pounds			Index of retail price (October 1922–September 1925=100)			Percentage change, Dec. 15, 1939 compared with—	
	1939		1938	1939		1938	1939	1938
	Dec. 15 <sup>1</sup>	Sept. 15	Dec. 15	Dec. 15 <sup>1</sup>	Sept. 15	Dec. 15	Sept. 15	Dec. 15
	Bituminous coal (38 cities), old series <sup>2</sup>	\$8.68	\$8.45	\$8.68	89.2	86.9	89.3	+2.7
Pennsylvania anthracite (25 cities), new series: <sup>3</sup>								
Stove.....	10.84	10.56	11.37	77.0	75.1	80.8	+2.7	-4.7
Chestnut.....	10.83	10.64	11.49	77.1	75.7	81.8	+1.8	-5.7
Pea.....	8.84	<sup>4</sup> 8.64	9.10				+2.3	-2.9
Buckwheat.....	7.67	7.62	7.75				+ .7	-1.0
Western anthracite:								
Arkansas (8 cities).....	12.50	12.09	12.87				+3.4	-2.9
Colorado (1 city).....	15.81	15.81	15.81				0	0
New Mexico (1 city).....	23.86	23.69	23.69				+ .7	+ .7

<sup>1</sup> Preliminary.

<sup>2</sup> Unweighted average. Weighted composite prices are in preparation.

<sup>3</sup> Weighted on the basis of the distribution by rail or rail and tidewater to each city during the 12-month period from Aug. 1, 1935 to July 31, 1936.

<sup>4</sup> Revised.

## Prices 1929 Through 1939

Retail prices of coal were generally lower in 1939 than in 1938. The annual average price of bituminous coal was 1.1 percent lower than in 1938 and 0.8 percent lower than in 1937. It was, however, above the level of prices for the 7 preceding years, 1931–36, inclusive. Decreases for Pennsylvania anthracite in 1939 compared with 1938 amounted to 1.5 percent for stove and 2.4 percent for chestnut.

Annual average prices were the lowest recorded since 1918. Decreases over 1929 were 23.7 percent for stove and 21.0 percent for chestnut.

Average prices and indexes for bituminous coal and for stove and chestnut sizes of Pennsylvania anthracite are shown in table 5 by years for 1929 through 1939 and by quarterly periods for 1938 and 1939.

TABLE 5.—Average Retail Coal Prices and Indexes for Large Cities Combined, 1929 to 1939, Inclusive

Date	Average price per ton of 2,000 pounds			Index (October 1922-September 1925=100)		
	Bituminous (unweighted average, 38 cities)	Pennsylvania anthracite (weighted average, 25 cities)		Bituminous (unweighted average, 38 cities)	Pennsylvania anthracite (weighted average, 25 cities)	
		Stove	Chestnut		Stove	Chestnut
1929	\$8.85	\$14.14	\$13.70	91.5	100.5	97.7
1930	8.83	14.03	13.66	91.3	99.7	97.3
1931	8.33	13.68	13.65	86.2	97.1	97.3
1932	7.71	12.55	12.45	79.7	89.2	88.7
1933	7.65	12.12	11.93	79.1	86.2	85.0
1934	8.26	12.18	11.92	85.4	86.6	85.0
1935	8.29	11.38	11.14	85.7	80.9	79.4
1936	8.42	11.74	11.60	87.1	83.5	82.7
1937	8.58	11.05	11.19	88.4	78.5	79.6
1938	8.61	10.96	11.11	88.7	77.9	79.1
1939 <sup>1</sup>	8.52	10.79	10.84	87.7	76.7	77.2
1938:						
March	8.83	11.15	11.31	91.0	79.3	80.5
June	8.38	10.52	10.63	86.4	74.8	75.7
September	8.54	10.80	11.02	88.0	76.7	78.4
December <sup>1</sup>	8.68	11.37	11.49	89.3	80.8	81.8
1939:						
March	8.68	11.28	11.35	89.4	80.2	80.8
June	8.28	10.47	10.55	85.2	74.4	75.1
September	8.45	10.56	10.64	86.9	75.1	75.7
December <sup>1</sup>	8.68	10.84	10.83	89.2	77.0	77.1

<sup>1</sup> Preliminary.

### Details by Cities and Kinds of Coal, 1938 and 1939

*Bituminous coal.*—Prices of one or more kinds of bituminous coal are collected from 47 of the 51 cities. Prices of low-volatile coal from 28 cities and of eastern high-volatile coal from 27 cities are secured from the Atlantic and Central areas. Seventeen of these cities report on both kinds. Western high-volatile coal is represented by prices from 20 cities in the Central and Pacific areas. Nine of these cities do not report for other kinds of bituminous coal.

Prices tended upward between September and December in most of the cities. Most of the increases ranged from a few cents to 50 cents per ton although in a few instances greater advances were reported for one or more sizes.

The greatest advances for low-volatile coal amounted to about 70 cents for the larger sizes in Chicago and about \$1 in Washington. Chicago reported an advance of \$1 per ton for eastern high-volatile

lump as did Jacksonville and New Orleans. This coal is, however, relatively unimportant in the two southern cities. Chicago also reported the greatest price advance for western high-volatile coal with increases for various sizes ranging upward to 55 cents per ton. In Seattle an increase of about 40 cents per ton was shown for stoker coal, with lesser increases for larger sizes.

Average prices of bituminous coal by kinds and sizes for quarterly periods of 1938 and 1939, for 47 cities, are given in the Retail Price pamphlet for February 1940.

*Anthracite.*—Prices of one or more kinds of anthracite are collected from 33 of the 51 cities. Twenty-five of these cities report on Pennsylvania anthracite and 10 on western anthracite.

Prices of Pennsylvania anthracite advanced between September and December in most of the reporting cities of the North Central and the Middle and South Atlantic areas, and remained unchanged, with the exception of New Haven, in the New England cities. In a majority of the cities the increases were less than 50 cents per ton. Those reporting advances of 50 cents or more for prices of one or more sizes were New Haven, Rochester, Norfolk, Washington, and Chicago. The greatest increases occurred in Norfolk where pea coal was \$1.50 per ton higher in December than in September, and in Chicago where increases for pea, chestnut, and stove ranged between \$1 and \$1.35 per ton.

Prices of Arkansas anthracite advanced during the 3-month period in six of the eight reporting cities, four of which reported increases of 50 cents or more per ton. In New Orleans the increase was about 75 cents per ton. Prices of Colorado anthracite in Denver have shown no change during 1938 and 1939. New Mexico anthracite in San Francisco advanced slightly between December and September 1939, showing the only price change for the 2-year period.

Average retail prices for quarterly periods of 1938 and 1939, for various sizes of Pennsylvania anthracite in 25 cities and for western anthracite in 10 cities, are given in the Retail Price pamphlet for February 1940, copies of which will be furnished upon request.

# Wholesale Prices

---

## WHOLESALE PRICES IN FEBRUARY 1940<sup>1</sup>

DURING February the Bureau of Labor Statistics index of wholesale commodity prices dropped 0.9 percent to 78.7 percent of the 1926 average, the lowest point reached since the outbreak of the war in Europe. Sharp decreases in prices of farm products, foods, hides and leather products, and textile products were mainly responsible for the decline, although all groups, except chemicals and drugs and housefurnishing goods, were below the January level.

The textile products group registered the greatest decline during the month, 3.2 percent. Hides and leather products declined 1.2 percent; foods, 0.8 percent; farm products, 0.6 percent; metals and metal products and miscellaneous commodities, 0.5 percent; fuel and lighting materials, 0.4 percent; and building materials, 0.2 percent. Housefurnishing goods advanced 0.3 percent and chemicals and drugs remained unchanged at the January level. Most groups were substantially above their year-ago levels. The increases ranged from 1 percent for metals and metal products to 14 percent for textile products. Foods and fuel and lighting materials were slightly below their February 1939 levels.

Wholesale prices of raw materials fell 1.5 percent, largely because of weakening prices for imported commodities such as bananas, cocoa beans, copra, raw silk, hemp, jute, and crude rubber. The semi-manufactured commodities group index declined 2.2 percent and finished products dropped 0.4 percent.

Average wholesale prices of nonagricultural commodities and industrial commodities declined nearly 1 percent. These groups, according to the indexes for "All commodities other than farm products" and "All commodities other than farm products and foods," were 2.4 and 3.7 percent, respectively, higher than a year ago.

Decreases of 2.4 percent for livestock and poultry and 1.0 percent for grains caused the farm products group index to fall 0.6 percent to the September 1939 level. Lower prices were reported for barley, corn, oats, wheat, rye, calves, cows, hogs, cotton, lemons, milk (Chicago), peanuts, flaxseed, tobacco, potatoes, and wool. Quotations were higher for steers, ewes, live poultry, eggs, apples, oranges, hay,

<sup>1</sup> More detailed information on wholesale prices is given in the Wholesale Price pamphlet and will be furnished upon request.

hops, alfalfa and timothy seed, and onions. The farm products group index, 68.7, was 2.2 percent above a year ago. Compared with a year ago, grains showed an increase of over 33 percent while livestock and poultry dropped more than 17 percent.

Wholesale prices of foods decreased 0.8 percent to the lowest level reached since August. Dairy products, fruits and vegetables, and meats declined more than 2 percent, while cereal products rose over 2 percent. Among the important food items for which lower prices were reported were butter, cheese, milk, flour, cornmeal, oatmeal, corn flakes, canned fruits and vegetables, dried fruits, bananas, fresh beef, bacon, fresh and cured pork, veal, cocoa beans, copra, peanut butter, pepper, granulated sugar, edible tallow, and coconut oil. Prices averaged higher for bread (New York), crackers, lamb, mutton, ham, dressed poultry, canned salmon, glucose, lard, oleo oil, and most vegetable oils.

The hides and leather products group index fell 1.2 percent as a result of sharp decreases in prices for hides, skins, and leather. Average wholesale prices of shoes advanced fractionally while prices of other leather manufactures were steady.

Marked declines in prices of raw silk and silk rayons, together with lower prices for cotton goods, silk hosiery, woolen and worsted goods, burlap, hemp, jute, and twine, resulted in a drop of 3.2 percent in the textile products group index. Minor price advances were reported in prices for clothing.

The decline of 0.4 percent in the fuel and lighting materials group was caused by a marked decline in prices of crude petroleum from the California fields and weakening prices for gasoline and coke. Prices were higher for coal, fuel oil, and kerosene.

Pronounced decreases in prices of nonferrous metals, such as copper, lead, tin, and zinc (including manufactured items of lead, copper, and brass), and lower prices for scrap steel, reinforcing bars, and heating equipment, resulted in the index for the metals and metal products group declining 0.5 percent during February. Higher prices were reported for galvanized pipe, quicksilver, and plumbing fixtures.

Falling prices for tile, Douglas fir and gum lumber, lath, shingles, and paint materials caused the building materials group index to drop 0.2 percent. Quotations were higher for yellow pine flooring and timbers, Ponderosa pine, poplar and spruce lumber, rosin, turpentine, and gravel.

In the chemicals and drugs group, lower prices for fats, oils, camphor, epsom salts, and fertilizer materials were counterbalanced by higher prices of tartaric acid, cream of tartar, and mixed fertilizers and the group index remained unchanged at 78.1 percent of the 1926 average.

The only group increase during February was 0.3 percent for house-furnishing goods. Higher prices for stoves, tablecloths, and mattresses accounted for the advance.



In the miscellaneous commodities group, crude rubber declined 2.3 percent and paper and pulp decreased 0.3 percent. Prices were lower also for soap, cylinder oils, and paraffin wax. Wholesale prices of cattle feed rose 0.8 percent.

Index numbers for the groups and subgroups of commodities for January and February 1940 and February 1939 and the percentage changes from February 1939 and January 1940 to February 1940 are shown in table 1.

TABLE 1.—Index Numbers of Wholesale Prices, January and February 1940 and February 1939, and Percent of Change from January 1940 and February 1939 to February 1940

[1926=100]

Group and subgroup	February 1940	January 1940	Change from a month ago	February 1939	Change from a year ago
All commodities.....	78.7	79.4	Percent -0.9	76.9	Percent +2.3
Farm products.....	68.7	69.1	- .6	67.2	+2.2
Grains.....	72.8	73.5	-1.0	54.7	+33.1
Livestock and poultry.....	65.6	67.2	-2.4	79.2	-17.2
Other farm products.....	68.9	68.6	+ .4	62.9	+9.5
Foods.....	71.1	71.7	- .8	71.5	- .6
Dairy products.....	80.0	81.9	-2.3	71.6	+11.7
Cereal products.....	82.4	80.4	+2.5	72.7	+13.3
Fruits and vegetables.....	58.7	60.3	-2.7	62.1	-5.5
Meats.....	68.4	69.9	-2.1	83.2	-17.8
Other foods.....	66.3	65.8	+ .8	61.7	+7.5
Hides and leather products.....	102.4	103.6	-1.2	91.9	+11.4
Shoes.....	108.2	107.8	+ .4	101.1	+7.0
Hides and skins.....	97.0	102.6	-5.5	72.8	+33.2
Leather.....	94.2	96.0	-1.9	84.2	+11.9
Other leather products.....	100.0	100.0	0	95.3	+4.9
Textile products.....	75.4	77.9	-3.2	66.1	+14.1
Clothing.....	84.9	84.5	+ .5	81.5	+4.2
Cotton goods.....	73.6	75.4	-2.4	63.7	+15.5
Hosiery and underwear.....	64.5	68.4	-5.7	58.8	+9.7
Rayon <sup>3</sup> .....	29.5	29.5	0	28.5	+3.5
Silk <sup>3</sup> .....	51.6	61.8	-16.5	36.8	+40.2
Woolen and worsted goods.....	87.2	90.4	-3.5	74.7	+16.7
Other textile products.....	76.8	81.3	-5.5	64.5	+19.1
Fuel and lighting materials.....	72.4	72.7	- .4	73.0	- .8
Anthracite.....	79.2	78.7	+ .6	79.9	- .9
Bituminous coal.....	98.2	98.0	+ .2	98.1	+ .1
Coke.....	109.7	109.8	- .1	104.2	+5.3
Electricity.....	(1)	(1)	-----	82.8	-----
Gas.....	(1)	78.6	-----	81.8	-----
Petroleum products.....	50.9	51.7	-1.5	50.7	+ .4
Metals and metal products.....	95.3	95.8	- .5	94.3	+1.1
Agricultural implements.....	93.4	93.4	0	93.2	+ .2
Farm machinery.....	94.6	94.6	0	94.5	+ .1
Iron and steel.....	96.3	96.3	0	96.1	+ .2
Motor vehicles <sup>2</sup> .....	94.7	94.7	0	93.4	+1.4
Nonferrous metals.....	79.2	82.6	-4.1	76.5	+3.5
Plumbing and heating.....	79.1	79.3	- .3	79.2	- .1
Building materials.....	93.2	93.4	- .2	89.6	+4.0
Brick and tile.....	91.2	91.6	- .4	92.4	-1.3
Cement.....	91.4	91.4	0	91.2	+ .2
Lumber.....	97.6	97.6	0	92.6	+5.4
Paint and paint materials.....	86.8	87.2	- .5	80.5	+7.8
Plumbing and heating.....	79.1	79.3	- .3	79.2	- .1
Structural steel.....	107.3	107.3	0	107.3	0
Other building materials.....	92.9	93.2	- .3	89.3	+4.0
Chemicals and drugs.....	78.1	78.1	0	76.3	+2.4
Chemicals.....	81.0	80.9	+ .1	79.4	+2.0
Drugs and pharmaceuticals.....	76.8	76.5	+ .4	72.7	+5.6
Fertilizer materials.....	72.9	74.0	-1.5	69.3	+5.2
Mixed fertilizers.....	73.7	73.5	+ .3	73.7	0

See footnotes at end of table.

TABLE 1.—Index Numbers of Wholesale Prices, January and February 1940 and February 1939, and Percent of Change from January 1940 and February 1939 to February 1940—Continued

[1926=100]

Group and subgroup	February 1940	January 1940	Change from a month ago	February 1939	Change from a year ago
			Percent		Percent
Housefurnishing goods.....	88.2	87.9	+0.3	85.2	+3.5
Furnishings.....	94.2	94.0	+2	89.8	+4.9
Furniture.....	81.9	81.4	+6	80.5	+1.7
Miscellaneous.....	77.3	77.7	-5	73.5	+5.2
Automobile tires and tubes.....	55.6	55.6	0	59.7	-6.9
Cattle feed.....	93.7	93.0	+8	78.2	+19.8
Paper and pulp.....	89.5	89.8	-3	81.1	+10.4
Rubber, crude.....	38.7	39.6	-2.3	33.7	+14.8
Other miscellaneous.....	86.6	87.4	-9	81.2	+6.7
Raw materials.....	72.7	73.8	-1.5	70.9	+2.5
Semimanufactured articles.....	79.9	81.7	-2.2	74.4	+7.4
Finished products.....	81.4	81.7	-4	80.2	+1.5
All commodities other than farm products.....	80.8	81.5	-9	78.9	+2.4
All commodities other than farm products and foods.....	83.2	83.9	-8	80.2	+3.7

<sup>1</sup> Data not yet available.<sup>2</sup> Preliminary revision.<sup>3</sup> New series.

### Index Numbers by Commodity Groups, 1926 to February 1940

Index numbers of wholesale prices by commodity groups for selected years from 1926 to 1939, inclusive, and by months from February 1939 to February 1940, 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	Housefurnishing goods	Miscellaneous	All commodities
By years:											
1926.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
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
1939.....	65.3	70.4	95.6	69.7	73.1	94.4	90.5	76.5	86.3	74.8	77.1
By months:											
1939:											
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.....	63.7	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
July.....	62.6	67.5	92.5	67.6	72.8	93.2	89.7	75.0	85.6	73.4	75.4
August.....	61.0	67.2	92.7	67.8	72.6	93.2	89.6	74.6	85.6	73.3	75.0
September.....	68.7	75.1	98.5	71.7	72.8	94.8	90.9	77.3	86.6	76.6	79.1
October.....	67.1	73.3	104.6	75.5	73.9	95.8	92.8	78.1	87.8	77.6	79.4
November.....	67.3	72.3	104.0	76.4	74.1	96.0	93.0	78.0	88.4	77.0	79.2
December.....	67.6	71.9	103.7	78.0	72.8	96.0	93.0	78.1	88.5	77.4	79.2
1940:											
January.....	69.1	71.7	103.6	77.9	72.7	95.8	93.4	78.1	87.9	77.7	79.4
February.....	68.7	71.1	102.4	75.4	72.4	95.3	93.2	78.1	88.2	77.3	78.7

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 and Year 1939 issue of the Wholesale Price pamphlet.

TABLE 3.—Index Numbers of Wholesale Prices, by Special Groups of Commodities

[1926=100]

Year and month	Raw materials	Semi-manufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods	Year and month	Raw materials	Semi-manufactured articles	Finished products	All commodities other than farm products	All commodities other than farm products and foods
By years:						By months—Con.					
1926.....	100.0	100.0	100.0	100.0	100.0	1939—Con.					
1929.....	97.5	93.9	94.5	93.3	91.6	May.....	68.9	74.3	79.9	78.8	80.6
1932.....	55.1	59.3	70.3	68.3	70.2	June.....	67.7	74.1	79.6	78.4	80.2
1933.....	56.5	65.4	70.5	69.0	71.2	July.....	67.8	74.4	79.2	78.1	80.2
1936.....	79.9	75.9	82.0	80.7	79.6	August.....	66.5	74.5	79.1	77.9	80.1
1937.....	84.8	85.3	87.2	86.2	85.3	September.....	72.6	81.8	81.9	81.3	82.1
1938.....	72.0	75.4	82.2	80.6	81.7	October.....	72.3	83.1	82.3	82.0	83.8
1939.....	70.2	77.0	80.4	79.5	81.3	November.....	72.4	82.1	82.0	81.6	84.0
By months:						December.....	73.3	82.0	81.7	81.6	83.9
1939:						1940:					
February.....	70.9	74.4	80.2	78.9	80.2	January.....	73.8	81.7	81.7	81.5	83.9
March.....	70.1	74.6	80.2	79.0	80.4	February.....	72.7	79.9	81.4	80.8	83.2
April.....	68.5	74.4	80.1	78.8	80.5						

## Weekly Fluctuations

Weekly fluctuations in the major commodity group classifications during January and February are shown by the index numbers in table 4.

TABLE 4.—Weekly Index Numbers of Wholesale Prices by Commodity Groups, January and February 1940

[1926=100]

Commodity group	Feb. 24, 1940	Feb. 17, 1940	Feb. 10, 1940	Feb. 3, 1940	Jan. 27, 1940	Jan. 20, 1940	Jan. 13, 1940	Jan. 6, 1940
All commodities.....	78.6	78.3	78.5	78.8	79.1	79.3	79.5	79.5
Farm products.....	69.4	68.6	68.9	69.6	69.2	69.5	69.5	69.6
Foods.....	71.0	70.5	70.9	71.7	71.4	71.4	71.8	71.8
Hides and leather products.....	102.7	103.1	103.2	103.0	103.9	103.7	104.1	104.0
Textile products.....	74.2	74.4	75.3	75.3	76.7	77.0	78.1	78.3
Fuel and lighting materials.....	73.0	73.0	73.0	73.3	73.4	73.4	73.3	73.3
Metals and metal products.....	95.3	95.3	95.5	95.6	95.7	96.0	96.0	96.0
Building materials.....	93.0	93.2	93.1	93.1	93.7	93.1	93.2	92.9
Chemicals and drugs.....	77.7	77.5	77.3	77.5	77.6	77.7	77.8	78.0
Housefurnishing goods.....	89.5	89.6	89.5	89.5	90.2	90.2	90.1	90.1
Miscellaneous.....	77.2	77.2	77.1	77.1	77.4	77.5	77.7	77.5
Raw materials.....	72.9	72.4	72.7	73.2	73.3	73.9	74.2	74.1
Semimanufactured articles.....	79.6	79.6	80.1	80.3	81.2	81.9	81.9	81.9
Finished products.....	81.5	81.4	81.4	81.7	81.9	81.9	82.1	82.1
All commodities other than farm products.....	80.6	80.5	80.6	80.9	81.3	81.4	81.7	81.7
All commodities other than farm products and foods.....	83.3	83.3	83.5	83.6	84.0	84.1	84.3	84.2

# Recent Publications of Labor Interest

MARCH 1940

## Cooperative Movement

*The A B C's of consumers' cooperation, with special regard to growth of movement on eastern seaboard.* Brooklyn, Eastern Cooperative League, 1939. 5 pp.

*Cooperative action in rural life.* Survey prepared by Cooperation Service of International Labor Office. Geneva, League of Nations, 1939. 42 pp. (European Conference on Rural Life, 1939, Monograph 9.)

*Cooperative dairying.* By Valery J. Tereshtenko and others. New York City, Work Projects Administration, 1940. 212 pp.; mimeographed. (Studies of the cooperative project, series C, part I.)

Contains a brief history of the development of cooperative dairying, notes and statistics showing relative development of this phase of cooperation in certain countries, and general summary statistics showing cooperative dairying in relation to other types of cooperatives throughout the world. The main section of the report is bibliographical, giving abstracts of a vast amount of literature on the subject of cooperative dairies.

*Status of teacher credit unions.* Washington, National Education Association of the United States, Committee on Credit Unions, 1939. 45 pp.

*Jewish cooperative societies in Czechoslovakia from 1924 to 1937.* (In Jewish Social Service Quarterly, New York, December 1939, pp. 209-213.)

Brief description of the Jewish cooperative movement—mainly credit associations—in Czechoslovakia, with statistics, by years, of membership, capital, deposits, and loans.

*Sobre los pósitos agrícolas.* By Jesús Rubio Coloma. (In El Trimestre Económico, Fondo de Cultura Económica, México, D. F., January-March 1940, pp. 598-612).

Account of the antecedents, history, and operation of the Spanish agricultural cooperatives, which date from the thirteenth century, with a statement of the results of their extension to Italy and Portugal.

*Kooperativ verksamhet i Sverige, år 1938.* Stockholm, Socialstyrelsen, 1939. 55 pp.

Statistics of operation for 1938, of various types of cooperatives in Sweden, both consumers' cooperatives and workers' productives. Printed in Swedish with résumé in French and French translation of table of contents.

## Cost, Standards, and Planes of Living

*Family income and expenditure in New York City, 1935-36: Vol. II, Family expenditure.* By A. D. H. Kaplan, Faith M. Williams, Alice C. Hanson. Washington, U. S. Bureau of Labor Statistics, 1939. 232 pp., charts. (Bulletin No. 643, Vol. II; Study of consumer purchases, urban series.)

*Money disbursements of wage earners and clerical workers in five cities in Pacific Region, 1934-36.* By Faith M. Williams and Alice C. Hanson. Washington, U. S. Bureau of Labor Statistics, 1939. 358 pp., charts. (Bulletin No. 639.)

*Report of Minimum Wage Division, Industrial Commission of Utah, on cost-of-living survey and wage studies.* Salt Lake City, 1939. 80 pp.; mimeographed.

Data on earnings and hours of working women in Utah, taken from this report, were published in the March 1940 Monthly Labor Review.

*Résultats de l'enquête organisée en Lithuanie durant les années 1936-1937, sur les budgets de 297 familles ouvrières, d'employés et de fonctionnaires.* Kaunas, Centralinis Statistikos Biuras, 1939. 135 pp., pasters, charts.

Results of an investigation of the budgets of 297 families of wage earners, salaried employees, and officials in Lithuania in 1936-37. Data are included on wages, salaries, and other income, and on expenditures for food, rent, fuel, clothing, and sundries.

Printed in Lithuanian with French and German translations of the table of contents.

### *Economic and Social Problems*

*Capitalism the creator: The economic foundations of modern industrial society.* By Carl Snyder. New York, Macmillan Co., 1940. 473 pp., charts.

The statistical portions of the volume, extensively charted, are presented as evidence in support of the author's well-known views already published in numerous articles. The argument is in sharp contrast to the views of those economists and historians who have emphasized the declining role of investment in capital goods as a source of employment, the decline being attributed to such influences as the slower rate of growth of new countries and of population and the rapid progress of capital-saving techniques. His conception of wages, an illustration of his views, is summarized by the statement that the average wage in any country at any time is determined by definite measurable factors, and "neither the capitalist nor the employer, the wage earner or the labor union, sentiment or law, has anything to do with fixing this wage."

*Towards democracy: The class struggle and its place in national unity.* By Karl Walter. London, P. S. King & Son, Ltd., 1939. 120 pp.

A brief historical review of the labor movement in England. The writer states that the "labor strength" cannot be measured in terms of trade-unionism, and he includes in chapter 11 a comparative analysis of unionism, cooperation, and the Labor Party as integral parts of the labor movement. In a final chapter on "The way and the goal," the labor movement is described as having retained its revolutionary goal of a radical alteration of society but as having abandoned revolutionary methods.

*Economics of socialism.* By H. D. Dickinson. London, Oxford University Press, 1939. 262 pp.

The author is not so idealistic as to anticipate the elimination by socialism of scarcity with its problems of price policy, but he combats by means of modern economic experience and theory the view expressed by certain opponents of socialism that a socialistic society could not deal successfully with price problems. He analyzes other outstanding phases of economic life in the light of his conception of socialism, which involves basically the attainment of economic equality and economic freedom.

*The geographic basis of American economic life.* By Harold Hull McCarty. New York, Harper & Bros., 1940. xxiii, 702 pp., charts, maps, illus.

Designed as a text for use in schools but serviceable for general reference. The main areas of the country are treated separately but there is some effort to indicate the regional interrelations of economic life.

*Trade barriers among the States: The proceedings of the National Conference on Interstate Trade Barriers, Chicago, Ill., April 5-7, 1939.* Chicago, Council of State Governments, 1939. 127 pp., bibliography.

The conference was sponsored by the Council of State Governments, made up of the commissions on interstate cooperation which have been established by legislative action in 41 States. The conference adopted resolutions vigorously opposing interstate trade barriers, some of the reasons assigned being the effects of such barriers in placing additional burdens on consumers, in retarding the forces promoting national prosperity, and in lowering standards of living.



*German financial policies, 1932-1939.* By Kenyon E. Poole. Cambridge, Mass., Harvard University Press, 1939. 276 pp., bibliography. (Harvard economic studies, Vol. LXVI.)

In the preface, dated August 1939, the author expresses the hope that this study of recovery policies in Germany will throw light on the mechanisms involved in achieving full employment through State spending. Particular subjects discussed include the public-works program, taxation, and the effects of the public-works policies on industry, particularly construction. The author concludes that the recovery achieved by the policies described in the volume was obviously unhealthy because of the vast diversion of resources into uneconomic channels as symbolized by the phrase "guns before butter."

### Employment and Unemployment

*Employment and production in manufacturing industries, 1919 to 1936.* Washington, U. S. Bureau of Labor Statistics, 1940. 8 pp., chart. (Serial No. R. 1057, reprint from December 1939 Monthly Labor Review.)

*Overhead man-hours in P. W. A. construction.* By John A. Ball and Bernard H. Topkis. Washington, U. S. Bureau of Labor Statistics, 1940. 8 pp. (Serial No. R. 1025, reprint from February 1940 Monthly Labor Review.)

*Additional workers and the volume of unemployment in the depression.* By W. S. Woytinsky. Washington, Social Science Research Council, Committee on Social Security, 1940. 37 pp., charts. (Pamphlet series, No. 1.)

A summary of the principal findings of the third part of the author's report to the Committee on Social Security of the Social Science Research Council, on the mobility of labor and unemployment. The author analyzes the labor supply as composed of workers who regularly engage in gainful pursuits and of other "additional workers" who temporarily seek gainful employment. It is stated that during a depression the number of persons seeking jobs tends to outrun the number that have lost their jobs, and that with progressing recovery the reemployment of usual gainful workers is likely to cause some of the "additional workers" to withdraw from the labor market. Unemployment is divided into two main types—unemployment of usual gainful workers, and secondary unemployment. The analysis has significance in relation to estimates of unemployment and also in relation to social insurance and relief policies.

*Third annual occupational outlook survey.* Indianapolis, Indiana State Employment Service, 1939. 20 pp.; mimeographed.

Reports on job opportunities for 1939 high-school and college graduates.

*Annual review of employment situation in Canada during 1939.* Ottawa, Dominion Bureau of Statistics, 1940. 55, ix pp., charts; mimeographed.

Includes estimates of unemployment among wage earners in the Dominion, by years, 1927 to 1939, inclusive, and by months from January to November 1939.

*Revised statistics of employment and unemployment in Queensland.* Brisbane, Bureau of Industry, 1939. 23 pp.; mimeographed.

Contains a description of the technique used in arriving at the figures on employment and unemployment.

### Income

*Family income and expenditure in five New England cities, 1935-36: Volume I, Family income.* By A. D. H. Kaplan, Faith M. Williams, Dorothy McCaman. Washington, U. S. Bureau of Labor Statistics, 1939. 351 pp., charts. (Bulletin No. 645, Volume I, Study of consumer purchases, urban series.)

*Family income and expenditure in Southeastern Region, 1935-36: Volume I, Family income.* By A. D. H. Kaplan and Faith M. Williams. Washington, U. S. Bureau of Labor Statistics, 1939. 520 pp., map, charts. (Bull. No. 647, Study of consumer purchases, urban series.)

*Gainful workers and income in urban single-family households.* By Barkev S. Sanders. (In Social Security Bulletin, U. S. Social Security Board, Washington, December 1939, pp. 29-36.)

*Income of urban families and individuals in single-family households.* By Barkev S. Sanders and Anne G. Kantor. (In Social Security Bulletin, U. S. Social Security Board, Washington, September 1939, pp. 25-36.)

*Measures of purchasing power.* By Wayne H. Stackhouse. Bloomington, Ind., Indiana University, School of Business, 1939. 83 pp., charts. (Indiana business study No. 18.)

The author's point of view in measuring purchasing power is primarily market analysis of particular localities for mercantile use. He compares three measures of purchasing power, namely, an index based on average earnings of employed individuals and percent of population, an index showing the percentage of the Indiana population getting salary and wage income of \$1,000 or more as reported to the Indiana Gross Income Tax Division, and an index showing the percentage of the population filing Federal income-tax returns.

*National and regional measures of income.* By Simon Kuznets. (In Southern Economic Journal, Chapel Hill, N. C., January 1940, pp. 291-313.)

A general discussion of income studies and of the desirability of more extensive cooperation in the development and use of both regional and national income statistics on the ground that such information is basic to any understanding of economic problems, both regional and national.

*Studies in income and wealth, Volume III.* By Conference on Research in National Income and Wealth. New York, National Bureau of Economic Research, Inc., 1939. xxiii, 479 pp., charts.

The first two volumes of this series dealt with problems centering about the meaning and measurement of the Nation's total wealth and income. The third volume contains papers and discussions, by various students in this general field, on the division of the national totals of income and of wealth into significant constituent elements. Three papers deal with the division of the totals into groups by size of income or by amount of wealth owned. The fourth paper distinguishes between income saved and income used to purchase goods and services currently consumed. Another paper reviews studies of the allocations of income by the kinds of goods and services that make up the total income stream. Still another paper discusses income by States as distinguished from the total national income.

### *Industrial Accidents and Accident Prevention*

*Årsberetninger fra Arbeidsrådet og Arbeidstilsynet, 1938.* Oslo, [1939?]. 139 pp., diagrams, illus.

Annual report on activities of the Labor Council and labor inspectors in Norway in 1938, including information on pertinent legislation and industrial accident statistics by industries and occupations, locality, and severity.

Printed in Norwegian with résumé in French and French translations of chapter and table heads.

*Olycksfall i arbete åren 1929-1933.* Stockholm, Riksförsäkringsanstalten, 1939. 142 pp.

Revised summary of industrial injuries in Sweden during the 5-year period 1929 to 1933. Analysis and tabulations cover the number and cost of injuries.

Printed in Swedish, with table of contents, résumé, industry classification, and accident-cause classification also in French.

*Olycksfall i arbete år 1936.* Stockholm, Riksförsäkringsanstalten, 1939. 56 pp.

Analysis of industrial injuries in Sweden in 1936, with tabulations showing number and cost of injuries, including occupational diseases, by industry; age and sex of worker; cause, duration, location, and severity of injury; and time loss.

Printed in Swedish, with table of contents, summary, industry classification, and cause classification also in French.

*Yrkesinspektionens verksamhet år 1938.* Stockholm, Riksförsäkringsanstalten, 1939. 143 pp., diagrams, illus.

Annual report on activities of the labor inspection administration in Sweden in 1938, including information on pertinent legislation; safety devices and measures for protection against industrial accidents and diseases; and ventilation, lighting, and temperature of workplaces.

Printed in Swedish with French translation of table of contents.

*Central mine rescue stations.* By J. J. Forbes and others. Washington, U. S. Bureau of Mines, 1939. 55 pp., map, diagrams, illus. (Miners' circular 39.)

*Some information on timbering bituminous-coal mines.* By J. J. Forbes and C. W. Owings. Washington, U. S. Bureau of Mines, 1939. 37 pp., diagrams, illus. (Miners' circular 40.)

### Industrial Hygiene

*Annual report of Surgeon General of U. S. Public Health Service, for fiscal year 1939.* Washington, 1939. 185 pp.

A section of the report covering the work of the Division of Industrial Hygiene gives a summary of the field investigations and laboratory research carried out during the year, and services to State and local health departments.

*The course of disabling morbidity among industrial workers, 1921-1938.* By William M. Gafafer, U. S. Public Health Service. (In *Industrial Medicine*, Chicago, Ill., February 1940, pp. 55-61; charts.)

*Evaluation of industrial hygiene problems of Illinois.* Chicago, Illinois Department of Public Health, 1939. 258 pp.

This survey of health problems in the industries of Illinois covered working conditions and materials used in a large number of industries.

*Pneumoconiosis (silicosis): The story of dusty lungs.* A preliminary report, by Lewis Gregory Cole, M. D., and William Gregory Cole, M. D. New York, John B. Pierce Foundation, 1940. Various paging, illus.

*Temperature and humidity in various workshops of the textile industry in Japan.* By Sinzi Katuki, M. D., and Hiroshi Sukegawa, M. D., Tokyo, Japan Institute for Science of Labor, Inc., 1939. 23 pp., charts. (Report No. 42.)

Covers the atmospheric conditions in various processes in textile mills and the relation of fatigue among the operatives to the temperature of workrooms.

### Industrial Relations and Labor Conditions

*The collective agreement for the union shop.* By Leon M. Despres. (In *University of Chicago Law Review*, Chicago, Ill., December 1939, pp. 24-57.)  
A discussion of the legality of closed or union shop agreements, as illustrated by numerous court decisions.

*Industry committees under Fair Labor Standards Act.* By Harold November. (In *American Federationist*, American Federation of Labor, Washington, March 1940, pp. 271-280.)

Describes the role played by union representatives on the industry committees.

*Report of New York State Joint Legislative Committee on Industrial and Labor Relations.* Albany, 1940. 77 pp. (Legislative document, 1940, No. 57.)

Although the committee's report recommends a few minor changes in New York laws controlling industrial and labor relations, it proposes nothing which is drastic or extreme. Its final conclusion was that "the most satisfactory and happiest human relationships are the product not of legal compulsion, but rather of voluntary determination among human beings to cooperate with one another."

*Report of sixth annual mid-west conference on industrial relations, November 3, 1939, at University of Chicago, conducted by Industrial Relations Association of Chicago and School of Business, University of Chicago.* Chicago, Industrial Relations Association of Chicago, [1940?]. 63 pp.; mimeographed.

*Labor relations in the chemical industry.* By John R. Steelman and Henry G. Baker, Jr. (In *Transactions of American Institute of Chemical Engineers*, Vol. 35, No. 3, New York, 1939, pp. 323-332; also reprinted.)

*Labor in shipyards in the United States.* By Clement F. Burnap. Hanover, N. H., Dartmouth College, Thayer School of Civil Engineering, 1939. 26 pp., bibliography, charts. (Student paper series, No. 1.)

One part of the report deals with the history of labor unions in shipyards.

*Labor conditions in Puerto Rico.* By P. Rivera Martinez. (In *Labor Information Bulletin*, U. S. Bureau of Labor Statistics, Washington, February 1940, pp. 4-7.)

*International Labor Conditions*

*Employment, wages, and international trade.* Geneva, International Labor Office (American branch, 734 Jackson Place NW., Washington, D. C.), 1940. 107 pp., charts. (Studies and reports, series B, No. 32.)

The results of a study of changes in the imports and exports of various countries and of accompanying changes in total employment and in the income of workers. It was found that in most instances the countries that experienced comparatively slight declines in imports and exports from 1929 to 1932 also experienced comparatively slight reductions in employment and in the real income of workers; and that countries that experienced comparatively large increases in imports and exports from 1932 to 1936 also experienced a relatively large expansion of employment and of the real income of workers.

*The Second Labor Conference of the American States, Habana, November 21-December 4, 1939.* By Moisés Poblete Troncoso. (In Bulletin of the Pan American Union, Washington, March 1940, pp. 173-180.)

*Labor and Social Legislation*

*The public contracts (Walsh-Healey) act: Selected references.* Compiled by Eleanor M. Mitchell. Washington, U. S. Department of Labor, Library, February 1940. 13 pp.; mimeographed.

*A digest of State civil service laws.* Chicago, Civil Service Assembly of the United States and Canada, 1939. 35 pp.; mimeographed. (Special bulletin No. 12.) Appointments, salaries, efficiency ratings, promotion, transfer, reinstatement, removal and discharge, and other matters, are covered.

*Statute law [in Great Britain] relating to employment.* By F. N. Ball. Southend-on-Sea, Thames Bank Publishing Co., Ltd., 1939. xxxii, 293 pp.

Brings together the provisions of the social-insurance and factory laws affecting employment.

*Spravochnik sovetского rabotnika [Handbook of the Soviet worker].* Moscow, Vedomostei Verkhovnogo Soveta, 1939. 582 pp.

A legislative handbook containing the principal Soviet laws, including the Stalin Constitution and laws concerning wages, labor unions, labor discipline, income taxes, housing, social insurance, and other matters of labor interest.

*Labor Organizations and Congresses*

*Coal and unionism.* By David J. McDonald and Edward A. Lynch. Silver Spring, Md., Cornelius Printing Co., 1939. 226 pp.

Chronological history of the United Mine Workers of America from its origin in 1890 to the celebration of its fiftieth anniversary in January 1940.

"62"—*biography of a union.* By Harry Lang. New York, Undergarment and Negligee Workers' Union, Local 62, I. L. G. W. U., 1940. 222 pp.

Historical account of the formation and growth of an important local (Undergarment and Negligee Workers' Union, Local 62) of the International Ladies' Garment Workers' Union, with particular emphasis on the leadership of the local.

*Brotherhood of Railroad Trainmen.* By Alexander F. Whitney. (In Labor Information Bulletin, U. S. Bureau of Labor Statistics, Washington, February 1940, pp. 8-11.)

*14 de Junio, 1899-1939: Conmemoración del cuadragésimo aniversario de la Federación Libre de los Trabajadores de Puerto Rico que se celebrará el 14 de Julio de 1939.* San Juan, [Federación Libre de los Trabajadores de Puerto Rico], 1939. 36 pp., illus.

Includes a historical account of the organization of the Free Federation of Workers of Puerto Rico.

*Forty-fifth annual report of the Irish Trade Union Congress.* Dublin, National Executive of Irish Trade Union Congress, 1939. 201 pp.

Report of executive body covering 1938-39 and proceedings of 45th annual meeting.

## Migration and Migratory Labor

*Farm-city migration and industry's labor reserve.* By Francis M. Vreeland and Edward J. Fitzgerald. Washington, U. S. Work Projects Administration, 1939. xii, 67 pp., charts. (National Research Project, Studies of effects of industrial change on labor markets, Report No. L-7.)

A study of the flow of population from farm to city and from city to farm and of the effects of the rural "labor reserve" on the wages and opportunities for employment of industrial workers. From 1909 to 1929 the farm population declined by about 2,000,000 persons in spite of the large natural increase. The flow from country to city was temporarily interrupted during the depression, the net flow having been reversed in 1932. The movement to the country, however, was largely to regions of restricted opportunity such as uncultivated tracts near cities, the cut-over regions in the Great Lakes area, and poor lands in various parts of the country. Workers sought refuge in these regions temporarily on the basis of subsistence farming aided by relief or part-time industrial work, and they remained a part of the labor reserve, pressing potentially if not actually on the industrial labor market. With increasing labor productivity in both agriculture and industry, opportunities for employment depend on an accelerated rate of expansion of production, which, in turn, involves the problem of overcoming the restricted demand for goods and services.

*North of "66."* By C. E. Hazard. Washington, U. S. Farm Security Administration, 1939. 35 pp.; mimeographed.

Reports on the living and working conditions of farm laborers who move north of Highway 66 to find employment in the potato and sugar-beet fields of Colorado, Montana, and Wyoming.

*Migration and social welfare: An approach to the problem of the nonsettled person in the community.* By Philip E. Ryan. New York, Russell Sage Foundation, 1940. 114 pp., bibliography.

In concluding his report the author emphasizes the need for a national policy and program to meet the highly complex difficulties resulting from migration in the United States.

## Occupations and Occupational Guidance

*Clerical occupations.* By Lester J. Schloerb and Leland L. Medsker. Chicago, Science Research Associates, 1940. 48 pp., charts. (Occupational monograph 11.)

Includes information on salaries of different classes of clerical workers.

*Job descriptions for full-fashioned and seamless hosiery knitting industry in North Carolina.* Raleigh, State Employment Service, 1939. xii, 79 pp.; mimeographed.

*The heavy metal industry.* Madison, National Youth Administration of Wisconsin, 1939. 84 pp., illus.; supplement, 32 pp.; mimeographed.

A study of the present status and probable future trends of the heavy-metal industry. Information is given on opportunities for employment, wages, working conditions, training, and other matters of importance to workers who are considering entering this industry. The supplement lists occupations, with the duties, qualifications, experience, etc., for each.

*The metal machining trades in Philadelphia—an occupational survey.* By Irving Lewis Horowitz. [Philadelphia, Pa.?,] 1939. 129 pp., bibliography, charts.

The data in the report were assembled between October 1936 and August 1937. Among the many interesting tables presented in the study are those giving data on disposition of the worker who becomes inefficient because of old age, and on the skilled labor shortage in the machine trades of Philadelphia.

*The next great industry: Opportunities in refrigeration and air conditioning.* By L. K. Wright. New York and London, Funk & Wagnalls Co., 1939. 194 pp. (Kitson careers series.)

Among the subjects dealt with in this volume are: The interest in refrigeration; the scope of refrigeration; refrigeration methods, means, and effects; discoveries and inventions; trade schools and technical courses; the service department; distributors, shops, and equipment; elements of refrigeration; and air-conditioning apparatus. The final chapter contains a bibliography and a list of schools giving instruction in refrigeration and air conditioning.



*Pick your job—and land it!* By S. W. and M. G. Edlund. New York, Prentice-Hall, Inc., 1939. 300 pp.

A substantial part of the material in this volume was developed from the authors' experience in connection with the man-marketing clinic in New York City which was established to aid men and women to get the jobs they desire.

*Vocational guidance in chemistry and chemical engineering.* Washington, D. C., American Chemical Society, [1939?]. 16 pp., bibliography, illus. (Reprinted from *Industrial and Engineering Chemistry, News Edition*, Nov. 20, 1939.)

### Personnel Activities and Management

*Personnel activities in American business.* New York, National Industrial Conference Board, Inc., 1940. 36 pp. (Studies in personnel policy, No. 20.)

*Psychology for business and industry.* By Herbert Moore. New York and London, McGraw-Hill Book Co., Inc., 1939. 527 pp.

Discusses how to get a job; the importance of selecting the right job and the right employee; hiring the worker; testing the applicant; job analysis and job specification; promoting, training, and motivating workers; employee accidents and fatigue; the problem employee; psychological problems in advertising and selling.

*Rest pauses and refreshments in industry.* By J. Ramsay, R. E. Rawson, and others. London, National Institute of Industrial Psychology, 1939. 52 pp.

The prevalence of rest periods and refreshments in industry, and their effects on efficiency, were studied in seven industrial areas in Great Britain. Although there was no scientific measurement of the effects, they were generally considered to be good.

*Some problems in wage incentive administration.* New York, National Industrial Conference Board, Inc., 1940. 23 pp. (Studies in personnel policy, No. 19.)

*Employee rating methods.* New York, Metropolitan Life Insurance Company, Policyholders Service Bureau, [1940?]. 48 pp.

*How to train supervisors—manual and outlines for determinate discussion.* By R. O. Beckman. New York, Harper & Brothers, 1940. 305 pp., bibliography.

*Training solutions of company problems: B, Programs giving special attention to development of skill of nonsupervisory production employees.* New York, National Industrial Conference Board, Inc., 1940. 71 pp. (Studies in personnel policy, No. 18.)

### Planning

*Current programs of work of State planning boards.* Washington, U. S. National Resources Planning Board, 1940. 96 pp., mimeographed. Statements of current programs for the period July 1 to December 31, 1939.

*State legislation on planning, zoning, and platting.* Washington, U. S. National Resources Planning Board, 1939. 60 pp., charts; mimeographed. (Circular XII—revised.)

*Summary of selected Federal legislation of interest to planning agencies, 76th Congress, first session.* Washington, U. S. National Resources Planning Board, 1939. 5 pp.; mimeographed. (Circular XIII.)

### Salaried Workers

*The salaried employee.* By Erich Engelhard. New York, Works Progress Administration and Columbia University, Department of Social Science, 1939. 71 pp.; mimeographed. (Translation by E. E. Warburg of "Die Angestellten", published in *Köln Vierteljahrshefte für Soziologie*, 10. Jahrg., Heft 4, 1932, pp. 479-520.)

Analysis of the economic, social, and psychological factors influencing salaried employees as individuals and as a group. The ideology of the salaried employee is dealt with at considerable length.

*Proceedings of thirty-first annual meeting of Civil Service Assembly of the United States and Canada, San Francisco, Calif., October 16-20, 1939.* Chicago, Civil Service Assembly of the United States and Canada, [1939?]. 86 pp.

Includes discussions of retirement, in-service training, public-relations programs, credit unions, the place of the health program in personnel administration, compulsory health insurance in California, and the coordination of employment testing in the public service.

*Attitudes and emotional problems of office employees.* By Harold B. Bergen and others. New York, American Management Association, 1939. 34 pp. (Office management series No. 87.)

*The protection of professional titles.* By Marie-Thérèse Nisot. (In *International Labor Review*, Geneva, January 1940, pp. 30-46; February 1940, pp. 115-133.)

The first article dealt with engineers and architects, and the second, with chartered accountants and veterinary surgeons.

### *Sickness Insurance and Medical Care*

*Sickness insurance and rural medical assistance.* Prepared by International Labor Office. Geneva, League of Nations, 1939. 33 pp. (European Conference on Rural Life, 1939, monograph 15.)

*Beretning fra Invalideforsikringsretten for aaret 1938.* Copenhagen, 1939. 135 pp., pasters.

An English section of the report summarizes the provisions of the "social reform" concerning the invalidity insurance court in Denmark and its activities.

*The National Health Insurance Acts, 1936-38.* By Henry Lesser. London, Stone & Cox, Ltd., 1939. lxiv, 1284 pp.

The volume contains the National Health Insurance Acts, 1936-1938, of Great Britain, Northern Ireland, Eire, and the Isle of Man, with explanatory notes, reported cases, decisions of the Minister of Health of Great Britain, and statutory rules and orders.

*Choice and change of doctors: A study of the consumer of medical services.* By Gladys V. Swackhamer. New York, Committee on Research in Medical Economics, 1939. 47 pp.

The study, covering 365 self-supporting families of small means in New York City, shows that the families made a variety of uncoordinated choices among physicians, clinics, hospitals, self-medication, etc. Informed choice of physician was infrequent, while change from one medical resource to another was frequent. The report points out the difficulties met by families in this low-income group in securing the best treatment, and, for the group covered, it indicates that the family doctor is a vanished ideal in the majority of cases.

*Medical care.* (In *Law and Contemporary Problems*, Vol. VI, No. 4, Duke University, School of Law, Durham, N. C., 1939, pp. 495-680.)

This issue is devoted to various phases of the problem of providing medical care. The articles cover voluntary nonprofit medical and hospital plans, official plans such as that of the medical-care program for Farm Security Administration borrowers, the antitrust prosecution against the American Medical Association, the background of the Wagner National Health Bill and public medical services under this bill, and legislative proposals for compulsory health insurance.

*The patient's dilemma: The quest for medical security in America.* By Hugh Cabot, M. D. New York, Reynal & Hitchcock, Inc., 1940. 284 pp.

The author discusses the problem of securing adequate health care for the American people. Subjects discussed include the impact of scientific discoveries on modern medical practice, elements of good medical care and estimates of its cost, the search for medical security, and the function of the Government in relation to medical care.

*The medical care program for Farm Security Administration borrowers.* By Brock C. Hampton. (In *The Health Officer*, U. S. Public Health Service, Washington, December 1939, pp. 287-292.)

Details of this program were published in the March 1939 *Monthly Labor Review* (p. 592).

*Public health organization.* By Jack E. Thomas. Berkeley, University of California, Bureau of Public Administration, 1939. 39 pp., bibliography; mimeographed. (1939 Legislative problems, No. 13.)

The report considers the question of the administration of public-health services with special reference to California. Appendixes contain tables showing the legal provisions relating to executive health officers in the different States and those relating to State boards of health.

### Social Security

*Economic problems in provision of security against life hazards of workers.* Paper delivered by J. Douglas Brown before American Economic Association, Philadelphia, December 27, 1939. [Princeton, N. J., Princeton University, 1940?]. 15 pp.; mimeographed.

Analysis of fiscal and other provisions of the social-security system in the United States.

*Outline of employer's duties under Social Security Act and Internal Revenue Code, as amended August 1939.* Washington, U. S. Social Security Board and Bureau of Internal Revenue, 1939. 14 pp.

*The investment of the funds of social insurance institutions.* Geneva, International Labor Office, 1939. 196 pp. (Studies and reports, series M, No. 16.)

### Technological Changes and Productivity of Labor

*Individual productivity differences.* By W. D. Evans. Washington, U. S. Bureau of Labor Statistics, 1940. 22 pp., charts. (Serial No. R. 1040, reprint from February 1940 Monthly Labor Review.)

*Coal mine mechanization year book, 1939.* Washington, American Mining Congress, 1939. 366 pp., diagrams, illus.

Progress in mechanical loading of coal is dealt with, both in a special section of the report and in papers delivered at the convention of the organization which are reproduced in this volume.

*Changes in technology and labor requirements in crop production: Vegetables.* By J. C. Schilleter, Robert B. Elwood, Harry E. Knowlton. Washington, U. S. Work Projects Administration, 1939. xiv, 131 pp., charts, illus. (National Research Project, Studies of changing techniques and employment in agriculture, Report No. A12.)

This study deals with the period from 1918 to 1936 and covers primarily sweetpotatoes, tomatoes, lettuce, muskmelons, onions, and cabbage. The Irish potato was covered in a separate report. The extreme variety of products and of conditions of production makes impossible a summary of labor requirements per unit of product, but the study indicates that unit labor requirements in these industries did not follow the general downward trend in most branches of agriculture. Among the causes are the heavier toll of diseases and insect pests; a relative shift of vegetable acreage to poorer lands; a decline in fertility of some areas, such as certain irrigated lands, due to the accumulation of deposited salts; the tendency of farmers and unemployed workers during the later years covered by the study to attempt the production of vegetables without experience or sufficient facilities to obtain high yields; and the increasing emphasis on quality, uniformity, and careful packing to meet market demands.

*Costs of tractor logging in southern pine.* By Robert E. Worthington. Washington, U. S. Department of Agriculture, 1939. 63 pp., charts, illus. (Technical bulletin No. 700.)

Production-cost investigations, carried on by the Forest Economics Division of the Forest Service, U. S. Department of Agriculture, have developed a method of cost presentation here described and illustrated comprehensively for the first time. The field covered was mainly in Arkansas in the spring of 1936. In the appendix there are extensive logging-cost tables involving unit cost in man-hours and in dollars. The information is described as useful in the selection of logging methods, but such studies may prove to be of wider interest.

## Unemployment Insurance and Relief

*Ability to work, as interpreted by [unemployment] benefit decisions of State tribunals.* By Reynold J. Bossidy. (In Labor Standards, U. S. Division of Labor Standards, Washington, February 1940, pp. 1-3.)

*The administration of the Civilian Conservation Corps.* By Charles Price Harper. Clarksburg, W. Va., Clarksburg Publishing Co., 1939. 129 pp., bibliography.

*Annual report of Director of Civilian Conservation Corps, fiscal year ended June 30, 1939.* Washington, 1939. 123 pp., 13 tabular folders.

Includes data on the enrollment, work accomplishments, health, educational facilities, job training, safety activities, etc., of the Civilian Conservation Corps during the fiscal year. A short review of the work accomplishments and educational activities of the Corps during the 6 years of its independent operation appeared in the December 1939 Monthly Labor Review (p. 1409).

*Seasonal workers and unemployment insurance in Great Britain, Germany, and Austria.* A survey of legal provisions and administrative practice through 1938. By Franz Huber. Washington, U. S. Social Security Board, Bureau of Research and Statistics, 1940. 167 pp. (Bureau report No. 4.)

*Unemployment insurance and agricultural labor in Great Britain.* By Wilbur J. Cohen. Washington, Social Science Research Council, Committee on Social Security, 1940. 32 pp. (Pamphlet series, No. 2.)

## Wages and Hours of Labor

*Hours and earnings in manufacturing and nonmanufacturing industries, 1932 to 1939.* Washington, U. S. Bureau of Labor Statistics, 1939. 43 pp.; mimeographed.

The averages given in this compilation supersede those formerly published by the Bureau of Labor Statistics in its monthly reports on employment and pay rolls. A bulletin is now being prepared for publication which will give explanations of the revisions and the methods used in making them, together with a complete series of all Bureau of Labor Statistics monthly data on hours and earnings in manufacturing and nonmanufacturing industries, from 1932 to the end of 1939.

*Earnings and hours in the hat industries, 1939.* Washington, U. S. Bureau of Labor Statistics, 1939. 44 pp. (Bulletin No. 671.)

*Annual earnings in meat packing, 1937.* By J. Perlman and E. B. Morris. Washington, U. S. Bureau of Labor Statistics, 1940. 13 pp. (Serial No. R. 1055, reprint from December 1939 Monthly Labor Review.)

*Earnings and hours in men's neckwear industry, 1939.* By Frances M. Jones and George E. Votava. Washington, U. S. Bureau of Labor Statistics, 1940. 22 pp. (Serial No. R. 1041, reprint from February 1940 Monthly Labor Review.)

*Union scales of wages and hours in printing trades, June 1, 1939.* By Frank S. McElroy. Washington, U. S. Bureau of Labor Statistics, 1940. 25 pp., charts. (Serial No. R. 1046, reprint from December 1939 Monthly Labor Review.)

*Salary trends in Washington cities, 1929-1939.* Seattle, University of Washington, Bureau of Governmental Research, 1939. 42 pp.; mimeographed. (Report No. 40.)

This survey includes data on salaries paid by 109 municipalities.

*Reliability and adequacy of farm wage rate data.* By R. F. Hale and R. L. Gastineau. Washington, U. S. Department of Agriculture, Agricultural Marketing Service, 1940. Various paging, charts.

*Salary determination: Common policies and selected practices in forty American corporations.* By John W. Riegel. Ann Arbor, University of Michigan, Bureau of Industrial Relations, 1940. 278 pp., bibliography, charts. (Report No. 2.)

A study of methods for determining "compensation according to merit." It is stated that the findings rest chiefly upon interviews and inspections at the plants of 40 companies (chosen because of their employment of specialists in salary problems) and upon "the consensus of a hundred executives who met at the University of Michigan in five conferences on the subject of salary administration."

*Five-day week practices in New York City.* New York, Merchants' Association of New York, Industrial Bureau, September 1939. 5 pp.; mimeographed.

### Wartime Labor Measures

*La legislazione sociale di guerra.* By Bruno Biagi. Rome, Istituto Nazionale Fascista della Previdenza Sociale, 1939. 51 pp. (Appendix to *Le Assicurazioni Sociali*, September-October 1939.)

Account of the emergency social legislation enacted, because of the war, in Germany, France, and Great Britain, and in 8 neutral nations including Italy.

*Labor in wartime: A workers' guide.* London, Labor Research Department, 1939. 64 pp.

Deals with organization of the Government in Great Britain to deal with the war emergency, and the laws and regulations affecting labor.

*Allowances for loss of wages for mobilized Swiss workers.* (In *Industrial and Labor Information*, International Labor Office, Geneva, February 5, 1940, pp. 129-132.)

*Military service and contracts of employment.* (In *International Labor Review*, Geneva, February 1940, pp. 165-176.)

This article continues the series, begun in the November 1939 *International Labor Review*, on contracts of employment of workers called for military service, and covers provisions in force in Belgium, Hungary, and Italy. The first article dealt with contracts in France, Germany, Great Britain, and Poland. The main purpose of these contracts of employment is to insure reinstatement of workers in employment upon termination of their military service.

### Youth Problems

*What price youth?* By Mrs. Cecil Chesterton. London, Nicholson & Watson, Ltd., 1939. 256 pp.

A study of the hardships of young people in England with reference to unemployment, homelessness, and lack of opportunity for social contacts.

*Work programs for young people.* By Charles E. Noyes. Washington, Editorial Research Reports, 1013 13th Street NW., 1940. 17 pp. (Vol. 1, 1940, No. 3).

Subjects discussed in this pamphlet include: The problem of unemployed youth; labor camps in European countries; the Civilian Conservation Corps; and the expansion of work programs for youth.

*Review of Dominion-Provincial youth training programme for fiscal year ending March 31, 1939.* Ottawa, Canada, Department of Labor, 1939. 19 pp.

The purpose of this Canadian training scheme was to fit young persons for employment, though not necessarily wage-earning jobs. The program included: Work training projects allied with forestry and mining; occupational training classes for men and women in urban districts; a wide range of agricultural courses for young people from the farms; and physical recreation projects, chiefly among youth in urban sections.

### General Reports

*Proceedings of Governors' Conference, Albany, N. Y., June 26-29, 1939.* Chicago, Governors' Conference, 1313 East 60th Street, [1939?]. 142 pp., illus.

The subjects covered at this thirty-first annual conference of State governors included Federal-State relations with respect to health and public works, administrative organization, labor relations, and State fiscal problems such as taxation in relation to public services and old-age assistance.



*Report of Department of Labor of Canada for fiscal year ending March 31, 1939.* Ottawa, 1940. 111 pp.

Summarizes the activities of the Dominion Labor Office under the various statutes which it is authorized to administer.

*Denmark, a social laboratory.* By Peter Manniche. Copenhagen, G. E. C. Gad, 1939. 216 pp., bibliography, illus.

A discussion of the whole economic make-up of Denmark, but paying special attention to cooperatives (farmers' and urban organizations), and social legislation such as that relating to social insurance, housing, living standards, unemployment, etc.

*Economic problems of modern India, Volume I.* Edited by Radhakamal Mukerjee. London, Macmillan & Co., Ltd., 1939. xix, 443 pp.

The contributions of more than a dozen outstanding British and Indian scholars are brought together in this book, arranged under three general heads—background, agriculture, and trade. Specific subjects treated include organization of agriculture, rural reconstruction, agricultural marketing, and cooperative societies.

*Fascist era, year XVII (October 28, 1938–October 27, 1939).* Rome, Fascist Confederation of Industrialists, 1939. 213 pp. (In English.)

Account of the achievements in Italy during 1938–39 in industry, agriculture, and commerce, in labor legislation and social insurance, and in cultural improvement of the masses.

*Statistisk-økonomisk oversikt over året 1939.* Oslo, Statistiske Sentralbyrå, 1940. 85 pp., charts.

Annual review of economic conditions in Norway in 1939, including data on employment, unemployment, and the price level.

Printed in Norwegian with French translation of table of contents.

*Palestine blue book, 1938.* Jerusalem, Government Printer, [1939?]. 505 pp.

All statistics and returns except where otherwise noted are for the year ended December 31, 1938. Includes, among various other data, information on wages, hours, cost of living, and cooperative societies.

*Anuario estadístico de Venezuela, 1938.* Caracas, Ministerio de Fomento, Dirección General de Estadística, 1939. xvi, 532 pp.

Includes findings of the housing census of 1936 by States and capitals; total and average salaries and wages in industry and commerce by States, as shown in the industrial census of 1936; and wholesale and retail prices and price indexes for various commodities for 1938 and earlier years.