

L.I.I:
956

U.S. Dept of Labor

Annual REPORT

SAN DIEGO PUBLIC LIBRARY
SCIENCE & INDUSTRY
MAR 13 '57

of the

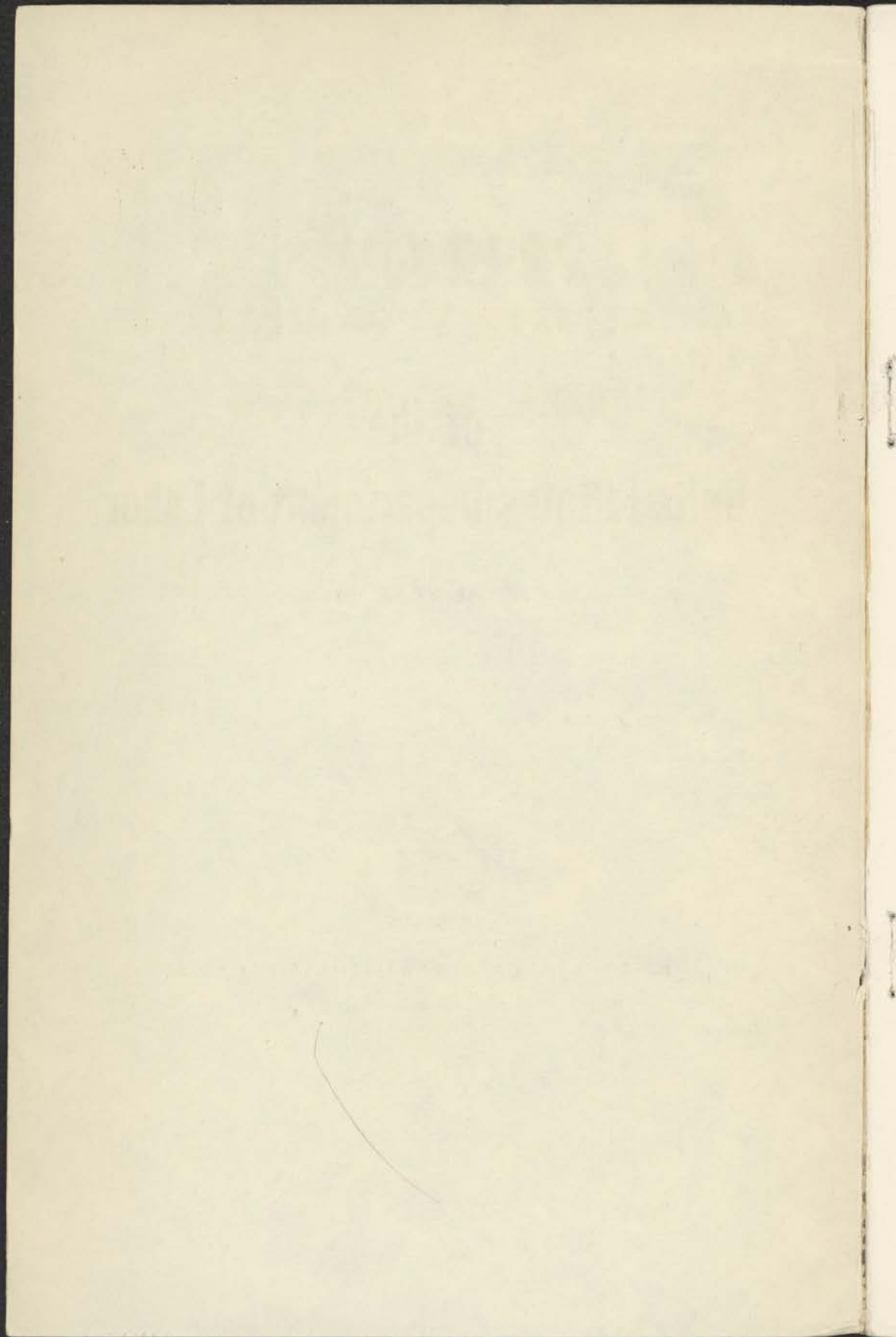
United States Department of Labor

FISCAL YEAR 1956



UNITED STATES DEPARTMENT OF LABOR

James P. Mitchell, Secretary



**UNITED STATES
DEPARTMENT OF LABOR
ANNUAL REPORT, 1956**



UNITED STATES DEPARTMENT OF LABOR

James P. Mitchell, Secretary

3 1336 05750 2891

UNITED STATES
DEPARTMENT OF LABOR
ANNUAL REPORT, 1958



UNITED STATES DEPARTMENT OF LABOR
James F. Gooden, Secretary

UNITED STATES DEPARTMENT OF LABOR

ANNUAL REPORT, 1956

Contents

	Page
Report of the Secretary of Labor.....	1

Appendices

Reports of the Office of the Secretary

The Administrative Assistant Secretary.....	33
The Director of Information.....	35
The Executive Director of International Labor Affairs.....	36
The Director of Personnel.....	43
The Solicitor of Labor.....	44

Bureau Reports

Bureau of Apprenticeship.....	53
Bureau of Employees' Compensation.....	65
Employees' Compensation Appeals Board.....	79
Bureau of Employment Security.....	81
Bureau of Labor Standards.....	135
Bureau of Labor Statistics.....	149
Bureau of Veterans' Reemployment Rights.....	171
Wage and Hour and Public Contracts Divisions.....	179
Women's Bureau.....	253

REPORT OF THE SECRETARY OF LABOR

REPORT OF THE SECRETARY OF LABOR

The Economic Setting

The Nation's economy continued its vigorous expansion, despite some slackening in housing and automobile manufacturing. Spending on non-durable goods and services far outweighed the moderate decline in purchases of durable goods. Spending on new plant and equipment set a new high.

Trends in civilian employment reflected these developments in an all-time record of 66.7 million in July 1956. This was 2 million more than in July a year ago. The gain was virtually all in nonfarm employment.

The civilian labor force, including both the employed and those seeking work, totaled 69.5 million as of July 1956. This was an increase of 2 million in 1 year, and was more than could have been expected on the basis of the usual rates of long-term growth. Most of the increase was among women and youth who enter the labor force when jobs are readily available.

On the payrolls of nonfarm establishments, employment reached a record of 50.9 million in July. Sharpest gains were in nonmanufacturing industries. Gains in manufacturing were chiefly in producer goods, especially industrial machinery.

The factory workweek in July averaged 40.1 hours, slightly down from a year earlier. Most significant reductions were in transportation equipment and rubber manufacture. In the machinery and instrument industries the workweek increased slightly.

Unemployment as of July 1956 stood at 2.8 million, about 400,000 higher than a year earlier, but considerably lower than the peaks of 1949, 1950, and 1954. The rate of unemployment in July was 4.1 percent of the civilian labor force, compared with the 6.4 percent peak in 1949.

New construction activity, at an all-time high of \$44.5 billion in July, was 3 percent higher than a year earlier. However, interest rates and tightening of credit caused a 10 percent decline in residential building expenditures. All other types of construction expanded, with private industrial building up by a third over the year.

The Consumer Price Index held stable until late spring. By July it had reached 117.0, a record high, 2 percent more than a year ago. Although to some extent due to unexpected increase in fruit and vegetable prices, affected by bad weather, the increase showed up in all major categories.

Incomes also were rising. Total personal income in July stood at \$324.3 billion, 5 percent higher than a year ago. Weekly earnings of factory workers contributed to this rise. They averaged \$79 in July, or

a rise of \$2.50 over the year. Hourly earnings for July averaged \$1.98, about 10 cents higher than for the same period the year before. Earnings in nearly all of the major nonmanufacturing industries also gained over the year. The increases were larger than the manufacturing rise in a number of lines, including coal mining, contract construction, gas and electric utilities, and wholesale trade.

Wage rises outstripped consumer price rises. In terms of purchasing power, average weekly take-home pay in July was 1 percent higher than a year earlier.

Legislative Program

Enacted Legislation

The legislative program proposed during the 84th Congress by the Department was one of the largest presented to any Congress, but only the following proposals were enacted:

Minimum Wage

Most important measure was the raising of the minimum wage rate under the Fair Labor Standards Act from 75 cents to \$1 an hour. The wider coverage called for by the President was not adopted. Congress directed that the Secretary of Labor annually appraise and evaluate the effects of the minimum rates. Other amendments modified procedures for establishing minimum wages for Puerto Rico and the Virgin Islands; the changes eliminate hearings before the Secretary of Labor (or his authorized representative) and his authority to review the recommendations of industry committees. The minimums in these areas must now be reviewed annually (Public Law 381, approved August 12, 1955).

Mexican Farm Labor

Congress extended the expiration date of Public Law 78, 82d Congress, to June 30, 1959, and amended the law so as to relieve employers of double liability on costs of returning workers to Mexico, and to require the Secretary to consult with agricultural employers and workers in determining the facts on unavailability of local domestic farm labor. (Public Law 319, approved August 9, 1955.)

Veterans' Unemployment Compensation

Congress approved a recommendation placing a 3-year limit on the time within which Korean veterans may receive unemployment compensation benefits, but rejected the proposed exception that this limit should not apply to those pursuing education or vocational rehabilitation programs. (Public Law 176, approved July 16, 1955.)

Safe Transportation of Migratory Farm Workers

Congress authorized the Interstate Commerce Commission to regulate equipment and operation of vehicles used in the interstate transportation of migrant farm workers. (Public Law 939, approved August 3, 1956.)

Veterans' Reemployment Rights

Congress amended the Universal Military Training and Service Act, clarifying the enforcement of reemployment rights provisions for certain reservists and rejectees. (Public Law 665, approved July 9, 1956.)

Longshoremen's and Harbor Workers' Compensation Act

Congress approved legislation increasing compensation benefits under this act, reducing waiting periods, and providing for more effective use of the special fund under the act. (Public Law 803, approved July 26, 1956.)

Unenacted Legislation

The bulk of the Department's 1955-56 program was still unenacted at the end of 1956. Included in this program were recommendations for simplification and clarification of the 8-hour laws; grants-in-aid to States for safety programs; allocation to Federal agencies of costs of the Federal Employees' Compensation Act on the basis of accident experience; equal pay for equal work legislation; the registration and filing of annual reports on health, welfare, and benefit plans; the provision of Federal financial and technical assistance to areas with substantial and persistent unemployment; transfer of the District of Columbia Public Employment Service from the United States Department of Labor to the District of Columbia government; improvement of the District of Columbia unemployment compensation law; the establishment of temporary disability insurance in the District of Columbia; extension of the unemployment insurance system to Puerto Rico; and the protection of Labor Department employees enforcing Federal labor laws.

Appropriations and Expenditures

The appropriations for the Department for the fiscal year 1956 were \$469,872,346, an increase of \$22,704,503 over 1955.

Of the total in 1956, administrative expenses and provision for 5,176 positions totaled \$32,636,400. The balance of \$437,235,946 was for grants to States for State administrative costs of the employment service and unemployment compensation programs, unemployment compensation payments to veterans, unemployment compensation payments to Federal employees, and workmen's compensation payments under the Federal Employees' Compensation Act.

	Positions	Amount
General administrative expense items are detailed below:		
Office of the Secretary	256	\$1,677,850
Office of the Physically Handicapped	13	135,000
Office of the Solicitor	308	1,812,400
Bureau of Labor Standards	96	730,600
Bureau of Veterans' Reemployment Rights	50	383,000
Bureau of Apprenticeship	499	3,350,800
Bureau of Employment Security	740	5,350,350
Mexican Farm Labor Program	234	1,957,000
Bureau of Employees' Compensation	424	2,317,000
Bureau of Labor Statistics	966	6,407,000
Women's Bureau	55	371,000
Wage and Hour and Public Contracts Divisions	1,535	8,143,000
Subtotal	5,176	32,636,400
State grants and benefit payments were as follows:		
Grants to States for employment security programs		250,000,000
Unemployment insurance benefits, veterans		105,067,250
Unemployment insurance benefits, Federal workers		33,000,000
Employees' compensation benefit payments		49,168,696
Subtotal		437,235,946
Grand total expenses		469,872,346

Law Enforcement

The Department has been vigorous in strict enforcement of the labor standards laws for which it is responsible. Although it attempts to obtain voluntary compliance with such laws wherever possible, it has not hesitated to take action against those who violate them, both for the benefit of workers involved and for the benefit of fair employers who are damaged by unscrupulous competition.

Fiscal 1956 saw exceptional success for the Department in cases reaching the Supreme Court. In a year which brought the largest number of cases and many of the most important questions of any year during the past nine, the results were 100 percent favorable to the Department's interpretation of the two major Federal wage and hour laws, the Fair Labor Standards Act and the Walsh-Healey Public Contracts Act. Further, during fiscal years 1955 and 1956, the 19 petitions for Supreme Court review of cases in which the Secretary of Labor was a party or participated were all disposed of in support of the Department's position. The net result is that the Court reversed every lower court decision restricting the applicability of these statutes and left in effect (by denying review) every appellate court decision sustaining their applicability. Twelve of these cases were decided during fiscal 1956.

Fair Labor Standards Act

Amendment of the Fair Labor Standards Act, raising the minimum wage to \$1 an hour and changing procedures for establishing minimum wages in Puerto Rico and the Virgin Islands, resulted in considerable expansion of the Wage-Hour Division, and intensification of its work.

Studies to measure the impact of the new minimum are being made. An intensified educational campaign regarding the significance and meaning of the law is being conducted with good results. Enforcement of the new

minimum wage necessitated an increase in field personnel and field offices, distributed according to the need for their services, on the basis of industries and areas most affected by the new minimum rate. Techniques for uncovering information relevant to investigations were bettered, and many improvements were made in the planning of enforcement programs.

An earlier interpretative bulletin on hours worked under this act has been revised and expanded to clarify problems of special interest. Despite the fact that the act does not require Department approval of employee benefit plans meeting the requirements of section 7 (d) (4) of the statute, many employers requested rulings.

Adjustments in learner rates under the act have been made in the light of the new statutory minimum. These learner rates bear roughly the same relationship to the \$1 minimum as did the learner rates established when the earlier 75-cent minimum went into effect.

In conformity with the wishes of Congress, the wage-order program for Puerto Rico and the Virgin Islands has been greatly accelerated.

Enforcement actions have increased from a total of 646 filed in 1955 to 719 in fiscal 1956. During fiscal 1956, more than \$6 million in back wages was paid to 74,762 employees by 13,596 firms. Investigations showed that 27,617 employees were being paid less than the legal minimum in 4,468 establishments, which as a consequence owed them over \$1½ million. Restitution brought about as a result of litigation totaled almost \$423,000, as compared with \$193,000 in 1955.

Failure to compensate employees properly for overtime work was disclosed in 15,484 establishments, involving more than 97,000 employees and almost \$9½ million.

In 2,953 nonagricultural establishments, 4,831 young workers were found employed in violation of the child labor provisions of the Fair Labor Standards Act; and 4,285 children under 16 were found working on farms during school hours in violation of the law. Of minors 16 and 17 years of age, 2,644 were found to be working illegally in jobs for which the minimum age is 18 under hazardous occupations orders issued by the Secretary of Labor; and 51 children under 14 were found to be working at jobs declared hazardous.

This vigorous enforcement of the child labor provisions of the Fair Labor Standards Act, supplemented by the Department's educational program, has resulted in improved compliance, particularly by farms previously visited by investigators. It has contributed to an increase in school enrollment of children from 10 through 15 years of age in rural farm areas.

Public Contracts Act

Hearings in administrative enforcement actions under the Walsh-Healey Public Contracts Act were 18 in fiscal year 1955 and 24 in 1956.

For the first time in almost 20 years of this act, prevailing minimum wages were determined for the soft coal industry. The determination

established wage rates ranging from \$1.40 to \$2.346 for workers engaged on Government work. Also for the first time, a determination was issued for the office machines industry, with a minimum rate of \$1.10 an hour.

Judicial review of the determinations for the woolen and worsted and the textile industries resulted in favorable decisions for the Secretary of Labor. These decisions are regarded as major accomplishments in upholding industrywide wage determinations.

Davis-Bacon and Related Acts

Complaints processed by the Department to obtain enforcement of construction wage laws increased from 392 in 1955 to 625 in 1956.

The ineligibility (blacklist) provisions available against flagrant violators were applied against 14 firms and 22 individuals during fiscal 1956, as compared with 12 and 16 in 1955. During 1956, a total of almost \$225,000 was restored to 2,203 employees who had not been paid in accordance with the Davis-Bacon Act.

Manpower Utilization

Discrimination in employment, whether directed against race, sex, age, or physical handicap, is wasteful of manpower, destructive of national morale and character, and contributory to slums and delinquency. There is neither excuse nor justification for prejudice and discrimination in employment. It is clear that as a nation, both domestically and internationally, we are injured by prejudice and intolerance.

The Department has been engaged in taking a fresh look at today's employment problems of older workers and youth, of women workers, of the physically handicapped, of workers in areas of persistent labor surplus, of members of minority groups, and of job seekers wherever they may be, looking toward new action programs to improve their lot. At the same time, the Department is studying population and labor force trends and the possible impact of automation, atomic energy, and other technological development on future labor requirements.

Improving the Skills of the Work Force

To prepare a new Departmentwide program for the development and utilization of the Nation's work force a small group of specialists, under the direction of a Special Assistant to the Secretary, was established.

This group was directed to review the Department's activities in the area of manpower utilization and development, to make recommendations for strengthening and coordinating these activities, and to suggest new projects or activities which would contribute to skill development and fuller utilization.

The broad problem was to determine how the Nation could achieve an adequate, skilled, and versatile work force to meet current and anticipated economic conditions and needs, including considerations of military

security. As part of the same problem it was also necessary to consider how to increase the job opportunities, earning ability, and economic security of the individual worker, without regard to race, creed, sex, age, or physical handicap.

The first step was to identify the proper role of the Federal Government. This was done through meetings with representatives of industry, labor, education, and government. Recognizing the responsibilities of numerous other groups, the role of the Department was considered to be in these areas: Fact finding and the dissemination of information concerning the need for trained workers; helping workers select, prepare for, and obtain jobs in suitable occupations; and promoting more adequate training programs.

Several projects were developed to enlarge and strengthen the fact-finding services already performed by the Department of Labor, with special attention to the manpower implications of technological developments in significant occupational areas. The program of publications in this field was stepped up.

Contributions of the Department in helping workers in connection with their job training are discussed at length under several other headings in this report.

Except in the area of apprenticeship, the Department has not previously attempted to promote on-the-job training in industry. How to bring to the attention of industrial management the need for more and better training programs, and to stimulate action, were the problems to be solved. Several pilot projects, therefore, were planned to bring individual communities and industries face to face with the problem.

The first of these, initiated in Arizona, is designed to encourage selected communities to survey their own future manpower requirements and training needs and to plan effective means of meeting them. The experience gained through this project should provide the know-how for similar surveys in other communities.

A similar project is being developed for selected industries, in which the industry association will sponsor an intensified manpower study.

A third project, designed to assist industry in developing training programs, involves the assembly and dissemination of training materials, methods, and techniques prepared by the Department of Defense and other government agencies, private companies, educational institutions, etc., for their own use, but which have not been organized or made generally available.

And finally, plans have been initiated for coordinating the Department's skill improvement program with related activities of other Federal agencies.

Older Workers

During fiscal 1956, the Department completed a series of studies and demonstration projects on the older worker. These studies were conducted to develop facts on the validity of age barriers to employment, and to

provide a sound basis for a nationwide educational and operating program designed to increase job opportunities for middle-aged and older workers.

A pilot study on work performance by age measured the average output per man-hour of more than 2,000 piece-rate workers in 8 footwear and men's clothing plants. It showed that output per man-hour remained stable through age 54, and that average output of those 55-64 was at least 90 percent as high as that in any younger group. The study also showed that differences in output among individuals in the same age group were actually larger than those between the averages of the age groups themselves.

A review of collectively bargained provisions affecting the hiring, retention, layoff, and recall of older workers showed that seniority and pension provisions are a great protection to older workers who stay on the job. The widespread acceptance of provisions which have the effect of banning discharge on the basis of age alone (without consideration of the worker's efficiency) affords a basic protection for the older worker. This protection is strengthened by the availability of grievance and arbitration procedures. Moreover, in about 1 out of 6 agreements, provisions for dismissal pay, typically graduated by years of service, cushion the effect of loss of job for reasons beyond the workers' control.

Few provisions, however, were found which protect older workers laid off and forced to seek new employment. Relatively few contracts, it was found, carry provisions forbidding age discrimination in hiring, and only a few provide for older-worker ratios on the job or for special transfer rights to less taxing jobs for the older worker grown old in the service of a company and no longer able to meet the requirements of his job.

A study of the effects of pension costs on the hiring of older workers, conducted with the assistance of a committee of experts from the insurance and pension fields, showed that such costs ought not to be considered a barrier to the hiring of older workers.

It showed that the *real* cost of pensions is not what appears to be the current contribution, but the amount that is ultimately paid to the individual upon retirement. The evidence indicated that the amount finally paid to the man hired young will be much greater in proportion to current charges than the amount finally paid to the man hired when older.

A study of experience of older workers in getting new jobs through the facilities of the public employment system in seven major cities showed that placement results could be quadrupled by intensive counseling and placement effort. The study also revealed that although the majority of employers restrict hiring on the basis of age, there are wide differences by area, occupation, industry, and size of firm, and further, that many employers will ease or abandon age restrictions when qualified older workers are brought specifically to their attention for consideration. As a result of this study, and consistent with available funds, steps were taken to strengthen counseling and placement services in the State employment services by providing special funds to appoint older-worker specialists in

all State headquarters offices of the employment service and in 70 major cities.

A study of the characteristics of the older unemployed worker in seven major cities reveals that there are twice as many skilled job seekers past 45 as in the younger age group, but that these workers have less formal education and a higher incidence of physical disability. The study points up the fact that there are many skilled and experienced workers among older job seekers, but that for some there is need for an expansion of basic education, job training, and vocational rehabilitation services in order to improve their employability in a dynamic and highly mobile labor force.

The basic field work in a study of seven cities on the characteristics of the employed older worker, and of employer policies and practices in hiring, retention, and retirement of older workers, was completed during the fiscal year. The final editing and publication of reports on all these studies will be completed during the first quarter of fiscal 1957. The reports are being published under the following titles:

Job Performance and Age, BLS Bulletin No. 1203.

Older Workers Under Collective Bargaining, Parts I and II, BLS Bulletin No. 1199-1, -2.

Pension Costs in Relation to the Hiring of Older Workers, BES Bulletin No. E150.

Counseling and Placement Services for Older Workers, BES Bulletin No. E152.

How To Conduct an Earning Opportunities Forum, Women's Bureau Leaflet No. 25.

Older Worker Adjustment to Labor Market Practices, BES Bulletin No. E153.

A special project to stimulate job and training opportunities for mature women was conducted on a pilot basis in Baltimore and Boston. As a result, a publication, *How To Conduct an Earning Opportunities Forum in Your Community*, was prepared. It recounts the methods used to plan, organize, and conduct a forum in behalf of older women looking for work and to bring them together with employers seeking qualified workers for jobs which older women can fill. These forums were quite successful, and have created great interest in the forum idea in all parts of the country.

The results of these studies and action programs are being published, and will be used in fiscal 1957 to develop an intensive operating program of counseling and placement services for older workers in State employment services. Significant findings bearing on the employability of older workers, and on the importance of giving individual consideration to their qualifications for employment, are being widely publicized in an educational program using all available public relations media.

Youth Employment Program

Through its affiliated State employment security agencies, the Department during the past year has stepped up its program of youth counseling, testing, and placement of high school graduates and young people who drop out of school. Currently, facilities are available in the States and local areas for counseling close to 225,000 young people with reference to full-time jobs as well as vacation jobs. In the coming fiscal year this program will be further enlarged.

In the field of training, the Department is intensifying its efforts to enlarge the number of apprenticeship programs, and to make sure that the advantages of sound training in needed skills are effectively presented to young people and prospective employers.

The Department's program for providing sound occupational outlook data to help young people in choosing a future occupation has also been materially enlarged. A number of new bulletins on outlook for employment in particular occupations, and on training needs in professions where there is now a shortage, have been issued. They are used by counselors in the employment offices, in schools, in military installations, and by thousands of individuals.

The Department's policy regarding young people 14-17 years of age consists of 5 main parts: (1) To keep youth at school as long and as regularly as possible, compatible with the development of their abilities; (2) to help those who leave school at 16 and 17 years of age to get jobs offering useful employment experience; (3) to protect employed youth against exploitation and employment in hazardous occupations; (4) to advise communities on the development of programs for the guidance of youth who are no longer in school and have not yet established themselves in jobs; and (5) to advise employers on the needs and possibilities of youth as workers, and the laws governing their employment.

One new hazardous-occupation order was issued during the year establishing an 18-year minimum age for certain work in the brick and tile industry. An amendment to an existing order to bring it in line with current industrial conditions was also made.

During the year, in collaboration with the Office of Education, the Department issued a Fact Sheet for Back-to-School Campaigns. Its Advisory Committee on Young Workers suggested the need for such campaigns to help youth, parents, and others to see the practical advantages to youth of continuing their education.

The employment service not only published a revised edition of the popular Job Guide for Young Workers, but also strengthened its local office facilities for serving young people. The Bureau of Labor Statistics began a revision of its definitive Occupational Outlook Handbook for the use of youth counselors; the revision of this useful reference work will be published next year.

Community groups were supplied with a kit of material on how to plan and conduct cooperative summer job programs for older youth, and another describing the importance of maintaining sound child labor standards.

To help employers comply with the laws against the unlawful employment of children, a bulletin entitled "Employment Certificates Help You Help Youth" was published by the Bureau of Labor Standards. The demand for the first edition of this publication has already necessitated two reprintings, with a total distribution of 40,000 copies. The certificate provides employers with proof of age under the child labor provisions of the Fair Labor Standards Act.

Contributions made by the Wage and Hour and Public Contracts Divisions are described under "law enforcement."

Apprenticeship

The number of apprentices registered under programs approved by State apprenticeship authorities or by the Bureau of Apprenticeship (established under Public Law 308, 75th Cong.) rose by 17,000 to a total of 180,000.

Despite this marked increase, the number of apprentices, whether or not registered, currently employed in the United States, is still inadequate to meet skilled labor needs. The further promotion of apprenticeship is therefore of prime importance.

In cooperation with the Department's Bureau of Apprenticeship, industry is stepping up the development of high-level skills. Management and labor are jointly perfecting long-established apprenticeship systems and organizing new apprenticeship systems to support industrial expansion.

During 1956 multiestablishment apprenticeship systems, conducted by union-management committees, were revised and improved. More than 800 of these large systems instituted formalized financing plans, usually involving an assessment on each man-hour worked. Part of these new funds will support the employment of 70 additional apprenticeship coordinators, a fourfold increase over 1955.

Another type of program which is helping to expand and improve skill training is nationwide contests to recognize superior apprentices. During 1956, five national organizations conducted such contests with Bureau assistance. This competition serves to call attention to strong points as well as weaknesses in local apprenticeship programs, and stimulates the improvement of quality. Several national groups also issued manuals, policy statements, or operating plans to guide their local affiliates.

An outstanding project during the year was the comprehensive survey of foundry training needs, sponsored by a committee of the American Foundry Society. Bureau representatives surveyed 40 of the most highly mechanized foundries. Presented to the association's convention, the results led to the planning of a similar survey of nonmechanized job foundries for 1957. Later, an action program based on these studies will be designed and placed in operation.

The Bureau provided continuing technical guidance and promotional assistance to 132,000 establishments, 10,000 local unions, and 2,000 management associations. Higher quality in training methods to impart the additional skill required in rapidly changing technology was the most widespread objective. More than 15,000 revised programs, designed to improve training techniques, were reviewed and evaluated by the Bureau. New training requirements for electronic and machine-tool mechanics, stimulated by the growth of continuous automatic production, obtained special attention.

To facilitate administration of the apprenticeship provisions of the Davis-Bacon Act, the Bureau joined the Office of the Solicitor in sponsoring a con-

ference of the leading contracting agencies of the Government. Bureau technicians also provided assistance in connection with the revised apprentice regulations of the Fair Labor Standards Act and the Korean GI bill training plan.

Handicapped Workers

Expanded opportunities for useful work have been created for the physically handicapped. Vocational rehabilitation programs have been improved and extended.

During fiscal 1956, more than 290,000 handicapped workers were placed in jobs by the public employment service. This is the largest number for any peacetime year, and the largest in any year since World War II. It does not include additional thousands helped through independent means.

Also, a record number of almost 66,300 handicapped workers were restored to productive employment through State-Federal vocational rehabilitation programs. This total was the highest since the programs began in 1921, about 14 percent higher than the total for 1955.

Areas of Persistent Labor Surplus

Some areas suffer from persistent underemployment, despite general high levels of employment and growth elsewhere in the Nation. The Department has under way a number of activities to give them assistance centering on the local employment offices of the Federal-State employment service. These include: (1) Encouraging and assisting the communities to develop local organizations responsible for economic rehabilitation; (2) pilot efforts to assist a limited number of areas in order to demonstrate how effective program operations can be undertaken through the cooperation of Federal, State, and local agencies, both private and public; (3) economic and labor force analyses which provide the necessary basis for the manpower aspects of planning and operations; (4) increasing employment service efforts to relieve local unemployment by providing guidance and information on job opportunities in other areas; and (5) emphasizing the importance of skill training, and assuming leadership in assisting such areas to determine realistic training needs.

The Department continues to issue a bimonthly classification of 149 major and several minor labor market areas, identifying the relative adequacy of their labor supply, and analyzing the economic factors accounting for the current classification. The basis for this classification was revised at the end of last fiscal year. This revision has been found to be an improvement. The classification is used in identifying areas of persistent labor surplus where Government procurement contracts should be placed to help correct the problem.

Characteristics of the Insured Unemployed

Appropriations made available by Congress became effective this year for studies of the unemployed. This is one of the most far-reaching of the

Department's new programs. Information is to be used in the development of national policies and programs dealing with unemployment in general. The first of these studies provides monthly information on the personal and economic characteristics of the unemployed.

The labor force is not static. People are constantly moving into and out of it, and within it people are also constantly moving from place to place. No longer is one figure—two, three, or four million unemployed—enough to measure the significance of unemployment at any given time. We also need information which will tell us, among other things, what industries the unemployed come from, what their major occupations are, how old they are, of what sex, and the duration of their unemployment.

Through these figures not only can we measure the significance of unemployment, but also we can detect problems much sooner. We can see what is happening to specific groups of workers as fast-moving technological or other changes take place.

The program is based on a 1 percent scientific sample of claimants for unemployment insurance. The June report, summarizing the first half year's information on the characteristics of the insured unemployed, showed that the decline in the number of unemployed was accompanied by significant changes in the industrial distribution of the jobless. In June, 63 out of every 100 were factory workers, compared with 44 in January. The proportion from construction dropped to 7 percent in June from 23 percent in January. Men comprised 58 percent of claimants in June in contrast with 69 percent at the beginning of the year. Also reflecting the changed industrial composition, the proportion who were skilled went down from 19 percent to 13 percent at mid year.

For the first 6 months of the year the composition of the insured unemployed by age and by marital status remained practically unchanged. The average length of insured unemployment was in excess of 8 weeks in June, 2 weeks longer than in January when postholiday layoffs in trade were heavy and new unemployment in construction was rising. Older workers consistently had longer periods of unemployment than the younger unemployed. Special pilot studies of unemployment are also being made in selected cities.

Women's Affairs Activities

A number of programs of the Department affect the welfare of women workers. These have been given special attention and coordination through the appointment in September 1954 of an Assistant to the Secretary for Women's Affairs. The creation of this position has made it possible to give more effective attention to the problems of women workers and to coordinate all of the Department's activities dealing with women's affairs.

A handbook of statistical and other information on women workers is being prepared for publication next year. Studies have been published on the employment outlook for women in professional engineering, accounting, and beauty service. Membership surveys were conducted at the request of

the Society of Women Engineers and the National Association of Bank Women. In a joint survey with the Women's Section of the National Vocational Guidance Association, a study was made of women college graduates of 1955; the report will be published next year. In collaboration with the Department of Defense a report on career fields open to women in the Armed Forces was given wide distribution.

Widespread publicity was given to the idea of providing special teacher training for mature, college-educated women who no longer have full-time home responsibilities. Initiated by the Department of Labor in cooperation with the Department of Health, Education, and Welfare, this special teacher project has helped to attack two of the most pressing problems facing today's society. On the one hand, it has enabled mature women to use their skills and abilities. On the other, it has added qualified newcomers to the Nation's understaffed classrooms. By late October, approximately 100 colleges and universities in 27 States were offering the special teacher training courses and some 11,000 women already had completed or were enrolled in the accelerated programs, according to reports received from half of the institutions.

A second project initiated during the year for mature women was the Earning Opportunities Forum, a new practical approach to the problems of mature women who seek jobs or training to qualify them for employment. Basically a community-action program, the forum or 1-day meeting affords employers an opportunity to present their personnel requirements to the community, permits an open and objective evaluation of the needs and potentialities of older women job seekers, and at the same time contributes to the economic well-being of the community. Pilot projects of the Earning Opportunities Forums were held in Baltimore and Boston during the year and requests for forums were received from other communities.

A shortage in professional nursing has been of great concern in the Women's Affairs Program. Exploratory meetings designed to help provide a solution were held with the American Nurses' Association, the National League for Nursing, the American Hospital Association, and the Department of Health, Education, and Welfare. The Bureau of Labor Statistics is presently collecting data on earnings, hours, and conditions of work of hospital personnel. In addition, the Women's Bureau is making a special study of accelerated nurse training programs which seem particularly suited to mature women.

Technical assistance on legislation and standards in the field of minimum wage and equal pay have been given to many States.

Women leaders from abroad have been assisted in their visits to study American ways, and a national conference on the Women's Affairs Program was held late in the year.

Migratory Farm Labor

A major problem, justifying the appointment by the President of a special cabinet committee to study and act on it, is the migratory farm labor

problem. It is already evident that the solution to this problem lies in the understanding by all concerned—worker, employer, Federal and State authority—that planned migration is more efficient in its results, and less of a strain on the individual, than the random, undirected movement of the past. It is also clear that higher standards of housing, health, and transportation are an essential part of this planning. To these ends the committee and various agencies interested in the problem have directed their efforts. Farm placement offices of the employment service play a major role in this program, and the Bureau of Labor Standards has helped in the analysis of State and Federal laws affecting migrant workers and in giving consultative advice to many of the States.

The President's Committee on Migratory Labor recommended Federal regulation of interstate transportation of migrant workers with a view to protecting their health and safety. The 84th Congress enacted legislation giving the Interstate Commerce Commission authority to regulate such transportation of migrant workers.

The migratory labor problem, however, is not merely a Federal problem. It also requires State and local action. The President's committee therefore has developed suggested language for State regulation of intrastate transportation of migrants and for their housing. The establishment of State migratory committees has been recognized as an effective way to coordinate and encourage State action in this field.

Activity in the States is growing. During the past year, 5 new State migratory labor committees were appointed. Several other States report that they hope to set up committees soon. There has been a great deal of local activity. Dozens of communities are setting up committees and programs, including day care centers, special schools, health programs, and other projects for migrant workers. The Department has given assistance on migratory labor in 18 States during the year, both to State agencies and to local and community groups.

Technological Change

How rapidly are technological changes taking place today, and what are their effects on the economy of the Nation and the welfare of its workers? Which industries and occupations are the most markedly affected? And what can be done to reduce the impact of change on the lives of individuals?

The answers to these questions directly impinge on the work of the Department. Consequently the Department has initiated research studies in this area. Training and retraining, for example, are necessary for persons in occupations obsolescent as a result of technological change; here a study has been made in automatic foundries. Job requirements and the occupational outlook in industries and occupations affected by technological improvements are being given special attention, in order to provide vocational guidance to young people and others interested in these new develop-

ments. Public employment offices are being advised on recruitment problems arising out of the need for specialized skills in these fields.

Potential labor displacement is being constantly watched. Case studies are being made of individual plants to determine what happens when a new technique is introduced: how many workers are affected, what steps management and workers have taken to make the necessary adjustment.

The contributions of the Department in the field of technological change have been of use to other departments and the Congress. During the fiscal year the Department contributed to hearings, later published in a report, by a subcommittee of the Joint Economic Committee.

Progress is now being made in the preparation of a departmental yearbook on the American worker and changing technology, to be published in 1958.

Peaceful Uses of Atomic Energy

In December 1955 the Department established an atomic energy study group to study the possible effects of peaceful uses of atomic energy on the Nation's work force, and particularly on levels of employment and unemployment, labor turnover, job opportunities, training, safety, workmen's compensation, and productivity.

The study group explored areas in which the effects could be evaluated. Nonclassified published materials were reviewed in detail. Contacts were made with Atomic Energy Commission officials, interested industry groups, trade union leaders, research organizations, and other informed persons. Through mail inquiries and field visits, supplementary factual data and opinions were obtained from representative firms and trade unions involved in peaceful atomic developments.

By the end of fiscal 1956 the study group had completed the first draft of a comprehensive report. One member of the study group has been retained for fiscal 1957 to keep abreast of current developments in this rapidly developing new technology. Arrangements are being worked out with the Atomic Energy Commission for coordination of activities in these fields to achieve maximum effectiveness and to avoid duplication of effort.

Mobilization Activities

As part of the Nation's mobilization program, the Department has been given responsibility for developing preparedness measures relating to the expansion, distribution, and effective utilization of the civilian labor force, and the improvement of its skills, and to the planning of wage and salary stabilization programs. Departmental coordination is to be effected through an Office of Manpower Administration and an Office of Wage Administration.

The Department is also responsible for recommending methods for the compensation of authorized workers in a civil defense emergency, and for developing programs for their compensation in the event of injury or death while on duty. It is working with selected State employment security

agencies to develop a program providing temporary aid to members of the labor force during periods of idleness due to destruction of working places through enemy action, a program for providing techniques for the training or retraining of essential workers during a mobilization period, and a program of reemployment rights for civilian workers who perform emergency disaster work.

The Department also has responsibility for providing assistance to employers and workers on labor standards, housing, community facilities, and incentives which should be operative during a civil defense emergency or during a period of full mobilization.

Methods have been developed, in collaboration with other departments and agencies of Government, for estimates of possible bomb damage, available manpower and shortages, and the occupational and labor force characteristics of survivors of an attack.

In collaboration with the Bureau of the Census, techniques have been developed for estimating daytime and nighttime populations in certain target areas.

The list of occupations critical to essential industries continues to be maintained. It is currently used as a guide for screening the reserve and in connection with voluntary enlistments and the 6-month military training program.

Manpower studies have been made in such defense-significant industries as air transportation, aircraft manufacturing, water transportation, trucking, canning and preserving, warehousing, precision springs, and various kinds of precision instruments.

Programs and plans have been developed for full cooperation of national, regional, and local employment service offices in alerts to test the preparedness of government organizations.

On a limited scale the Department has tried out its plan for using the expert services of individuals from educational institutions, industry, labor, the professions, and other related groups on an "executive reserve" basis.

The Department has participated in all manpower planning discussions of the Manpower Policy Committee of the Office of Defense Mobilization and the Coordinating Board of the Federal Civil Defense Administration.

Labor Statistics

With the cooperation of two research advisory councils, one representing labor organizations, and the other business organizations, the Bureau of Labor Statistics maintains continuous and helpful relations with two of the chief consumers of its products. During the year, significant studies have been made in the following fields: Manpower and employment, prices and cost of living, automatic technology and productivity, construction and housing, work injuries, wages and industrial relations, and foreign labor conditions.

Manpower and Employment

Responsibility for data on government employment were transferred to BLS from the Bureau of Census, U. S. Department of Commerce, and the responsibility for computing seasonal movements of employment in industry from the Federal Reserve System. Statistics on overtime worked in manufacturing were added to the existing complex of economic indicators. Actuarial tables of working life for women were published for the first time, and a series of pamphlets on educational requirements in several significant professional occupations was published. A comprehensive report on Science and Engineering in American Industry was prepared and published at the request and with the support of the National Science Foundation. Work began on the third edition of the Occupational Outlook Handbook.

In fiscal 1956, the Department began the conversion of the national program of labor turnover statistics to a cooperative State-Federal program.

Prices and Cost of Living

In cooperation with the BLS, the Wharton School of Finance and Commerce of the University of Pennsylvania published 10 volumes of statistics on consumer expenditures, income, and savings. Eight additional volumes are due for early release. A new price index at the primary market level has been developed to present data for three major sectors of the economy: crude materials for further processing; intermediate materials, supplies, and components; and finished goods. Each of these, in turn, is broken down into component categories. This is a major project of far-reaching significance.

Technology and Productivity

In the field of technological change, the Department has published a major work on trends in productivity in manufacturing for the years 1939-53. This contribution has been of considerable use to the Council of Economic Advisers and the Joint Economic Committee. Several automation case studies have also been published. The Bureau is now engaged in a program to estimate the gross national product per man-hour for the total private economy, farm and nonfarm, the latter subdivided into manufacturing and all other industries.

Construction and Housing

Because housing is such an influential factor in the Nation's economy, developments in the rate of new housing starts have to be closely watched and precisely measured. During the year, several measures were taken to improve housing statistics. Particularly has it been found desirable to refine the existing series back to 1946. The seasonally adjusted private housing starts series was revised to improve its quality as an economic indicator of change in the volume of housing construction. The Depart-

ment is also now publishing details on 50 leading metropolitan areas. Analysis of shifts in size and price of new housing suggests that more families of moderate means are buying houses. In a detailed study begun this year we expect to publish more detailed data of use in determining trends in living accommodations coming on the market.

Work Injuries

Florida and Virginia have entered into cooperative relations with the Bureau of Labor Statistics to make an annual survey of the incidence of work injuries; and negotiations to bring New Jersey also into the State-national cooperative program have begun.

Foreign Labor Conditions

Two periodicals in the field of foreign labor conditions were started this year. Several studies of labor conditions in foreign countries were completed for the International Cooperation Administration. A bulletin on economic forces in the United States was prepared for the use of foreign visitors.

Miscellaneous

Apart from maintenance of the existing major statistical series, the Department is also continuously engaged in special research projects of interest to Government and groups contracting for inquiries along the lines of their particular interests.

Employment Services

So rapidly is the Nation's economy expanding that, despite a consistently tighter labor market, regions and cities and towns are still searching for new employers to develop their resources. In this endeavor the public employment services have been able to give considerable help in developing useful labor market information. In areas of persistent labor surplus, these services have been especially necessary.

Placement services have correspondingly increased. Special attention, consistent with past practices, has been given this year to the employment problems of older workers, youth, minority groups, and veterans. More detailed comments on some of these special programs are provided elsewhere in this report.

Employment Office Activities

More than 8 million job seekers filed new work applications at local offices of the public employment service during this year, and job placements exceeded 15½ million. Farm placements rose 3 percent, and nonfarm 12 percent. Most substantial increase was in white-collar placements.

Further steps being taken to improve employment services include plans for the servicing of small communities, revision of job definitions and the development of an improved system for classifying and revealing work skills, improvements in counseling and testing procedures and the training of counselors, strengthening of the program to inform employers of the services that local public employment offices can render, increased emphasis on the placement of professional and scientific personnel, and a broadening of clearance procedures to enable markets in short supply to obtain workers from labor surplus areas or from acceptable foreign sources.

The farm migrant labor program is described elsewhere in this report.

Services to Veterans

Veterans now make up almost 40 percent of the male labor force of the Nation. Their economic conditions are better than those of nonveterans. They experience less unemployment, have less occasion to seek unemployment compensation benefits, and enjoy more favorable opportunities for training and education. Nevertheless they need employment counseling and job placement. The employment service provides this assistance.

As a result of special preference, nonagricultural placements of veterans went up almost 15 percent over last year. Counseling services, mostly, to younger (Korean) veterans, declined about 14 percent.

Special attention is given to the employment needs of physically disabled veterans; placements increased 27 percent over last year to the highest record in 5 years. And efforts were continued to improve employment services to veterans about to be discharged from hospital.

In cooperation with the President's Committee on Employment of the Physically Handicapped, much has been done to remove barriers to the employment of disabled veterans and other handicapped persons.

Veterans' Reemployment Rights

As predicted in last year's report, the effects of the Supreme Court decision in the case of *Diehl v. Lehigh Valley Railroad Company* continue. Thousands of ex-servicemen are affected, and numerous conferences have been held by the Bureau of Veterans' Reemployment Rights to help employers and labor organizations revise their personnel policies on the promotion and seniority rights of ex-servicemen.

As a result of the *Christner v. Poudre Valley Cooperative* case, which pointed up failure of the reemployment statutes to provide full reemployment rights protection for reservists on training duty, Congress this year provided the necessary clarification through an amendment to the Universal Military Training and Service Act. This amendment gives reservists the right to seek enforcement of their reemployment rights in a Federal court if legal action is necessary.

In the opinion of the Solicitor of Labor, the reemployment rights of national guardsmen are also protected under section 9 (g) (3) of the Universal Military Training Act.

Unemployment Insurance

Improvements in Federal and State laws during 1954 and 1955 have extended protection against the risks of unemployment to an additional 4 million workers. Total coverage is now at a peak of 41.6 million. The average weekly benefit has risen from \$25.05 to \$26.33, and average potential duration of benefits from 22½ weeks to 23 weeks. Puerto Rico now has an "unaffiliated" system, which can eventually be brought into the Federal-State unemployment insurance system. Despite this coverage, about 12½ million workers are still not covered.

During the past year, studies have been made and procedures developed to improve actuarial data and financing methods. Tax collections have risen over 16 percent, while benefit payments declined 27 percent. During this year, for the first time, a loan was made from the Federal unemployment account (\$3 million to Alaska). Effective January 1, 1956, employer coverage was extended from employers with 8 or more workers to employers with 4 or more.

As a result of collective bargaining agreements, certain workers became eligible for "supplemental unemployment benefits" beginning June 1, 1956. Federal policy relating to the coordination of this plan with State unemployment insurance programs was developed and published.

Services to the States

The expansion of Federal regulation and control in areas more suited to administrative action by State and local governments is undesirable. There is need for many States to develop stronger labor departments, and enact more up-to-date legislation, particularly with respect to minimum wages, workmen's compensation, unemployment insurance, disability insurance, employment security, migratory labor, industrial safety, mediation and conciliation, and the development of useful labor statistics.

In all of these areas of possible State development the central problem is the promotion and adoption of more effective labor standards legislation. Greater responsibility for labor standards legislation therefore should be exercised by the States. They experience the problems at first hand; they are best equipped to solve them.

Federal Functions

The Bureau of Labor Standards serves as a national clearing house of information on pending and completed State legislation affecting workers. From all over the country it receives questions and requests for technical assistance on labor legislation. During the past year, continuing a service of almost 20 years standing, some 1,200 State labor bills were reviewed, and the information supplied to those requesting it. Earlier published summaries on State workmen's compensation laws, child labor laws, second

injury fund provisions, and "time off for voting" legislation were revised. At the request of several State labor commissioners, the Bureau last year developed and began instruction in a practical training course for general labor inspectors.

Work of the Bureau on occupational safety, migrant farm labor, and youth employment is reported elsewhere in this report.

State Action

The legislatures of 18 States and Territories met during the year in regular session. Labor legislation was enacted in 15 of these jurisdictions, and in 4 other States meeting in special session or in continuation of 1955 sessions, and by the United States Congress for the District of Columbia.

Most significant advances included the adoption of statutory minimum wage rates in Rhode Island and Puerto Rico, applying to men, women, and minors. The Rhode Island rate is 90 cents an hour. The Puerto Rico rate varies with industry, up to \$1 an hour. The District of Columbia wage payment and wage collection law provides for semimonthly paydays, except where monthly by custom. It also authorized the District Commissioners to take workers' claims for collection.

On workmen's compensation laws, Kentucky and Pennsylvania adopted complete coverage of occupational diseases, and eight States and the District of Columbia raised cash benefits.

Four States amended their unemployment insurance laws to provide increased benefits to some or all claimants, and two States provided additional benefits to workers unemployed because of catastrophies. Puerto Rico enacted its first comprehensive unemployment insurance law.

Louisiana repealed its general "right to work" law, at the same time passing one applying only to agricultural workers and those engaged in the processing of certain agricultural products.

Laws in Massachusetts and South Carolina relating to atomic energy developments included provisions for the study by the labor departments of hazardous working conditions, and by the workmen's compensation agencies of problems of proving claims.

Rhode Island prohibited discrimination in employing persons between 45 and 65 years of age, and placed administration of the law in the labor department. Pennsylvania authorized its labor department to develop special counseling and placement services for older workers.

Occupational Safety

For the first time, the President's biennial conference on occupational safety this year included participation by agricultural interests and women's and religious groups.

In 16 States, 38 courses on safety training were given by Department representatives to over 700 State, labor, and management officials, and in 14 States 23 training courses were given to nearly 800 officials employed in

Federal agencies. Two courses were conducted for some 40 union personnel, and 22 for stevedores and longshoremen. In response to persistent requests, 5 special training programs were given to heads of schools, institutions, and other agencies of 5 State governments. Courses were also given in 6 States which used a special industry technique to reduce injuries in their high-hazard industries.

To help the maritime industry improve its accident prevention programs, departmental safety engineers visited and discussed safety program problems with numerous management representatives of insurance and shipping companies and associations, covering 27 ports and 29 ship repair yards. Proposed minimum safety standards were drafted for stevedoring, and in part have been adopted by some of the big associations.

Visits to improve accident prevention programs were also made to 279 Federal agencies. And 4 new field safety councils were chartered by the Federal Safety Council.

Other progressive steps in occupational safety occurred in the development of safety codes and the publication of safety literature. Particularly noteworthy was the adoption of the "informational method" of code writing for a new American safety standard code covering abrasive wheels.

Federal Workmen's Compensation

The Federal Employees' Compensation Act administered by the Department provides for workmen's compensation benefits for civilian Federal employees injured in the performance of duty. In addition to this basic coverage of regular civilian Federal employees, there have been extensions to the act to include such diverse groups as employees of the government of the District of Columbia, commissioned officers of the Public Health Service, members of Reserve components of the Department of Defense, emergency relief employees, Federal student nurses, and certain employees injured or killed as a result of enemy action. Total coverage is estimated to be approximately 2,400,000 employees as of June 30, 1956. During the fiscal year ended June 30, 1956, nearly 93,000 injuries to Federal employees were reported under this law. Benefits (excluding war claims) paid during the year amounted to \$49,168,696.

The Federal workmen's compensation system, through the Longshoremen's and Harbor Workers' Compensation Act, also covers certain employees of private industry. Included under this coverage are employees of private employers in the District of Columbia, certain maritime workers throughout the Nation, certain workers on the Outer Continental Shelf, and employees of contractors at defense bases. Available information indicates that close to 1,000,000 workers are potential beneficiaries under this program. During the fiscal year ended June 30, 1956, approximately 100,961 new work injuries to such workers were reported. Disability and death payments in cases closed during the year amounted to \$9,626,922.

International Labor Activities

The Department's international labor program has been making a significant contribution to the President's objective of promoting "people to people" exchange. This has been done in many ways.

The technical assistance and exchange of persons programs which the Department operates for the International Cooperation Administration and the International Educational Exchange Service of the Department of State during the year afforded more than 1,000 key persons in labor affairs in other countries an opportunity to study our way of handling labor matters. This program has without question made a major contribution to the achievement of our national objectives. Our successful experience with these programs, and the willing cooperation we have received from the States and from American trade unions and management in carrying them on, has indicated that such exchanges should be a permanent and significant part of the technical assistance program of the United States Government.

Our labor attaché program, which we have improved and strengthened during the year in cooperation with the Department of State, is another of our activities that reach below the normal surfaces of governmental contacts and help establish true people-to-people relationships. The reports from these attachés have been of great value to the Department, and we have placed increasing emphasis on providing the attachés and other foreign service personnel with the material on American labor and American methods which is so much in demand among people abroad.

The International Labor Organization represents one of the most important people-to-people forums in the world, because of the presence of labor and management as well as government. During the year its activities have gone forward despite the presence of the Soviet Union. The Organization was created in some measure as a democratic answer to the threat of communism after World War I, and has continued its historic task of helping to improve the conditions of working men and women throughout the world on a practical and technical basis. Our own viewpoint and our own experience have been effectively presented in the Organization during the year, and the detailed information on United States practices and the United States approach has been widely distributed to other countries in the extensive publications of the Organization. At the end of the year, at the annual International Labor Conference, the Organization took additional significant steps toward the adoption of an international standard aimed at the eradication of forced labor.

Conclusion

In review, fiscal 1956 has been a year of considerable accomplishment, regardless of the many things that still need to be done "to foster, promote, and develop the welfare of the wage earners of the United States."

Unquestionably the interest shown by Congress in the Department's programs, and its willingness to allow increased appropriations for expansion of the Department's services, have contributed materially to this success.

It is also evident that the Department's programs have already shown substantial improvement in fiscal 1957, and it is expected that still further progress will be made in fiscal 1958.

APPENDICES

APPENDICES

APPENDICES

OFFICE OF THE ADMINISTRATIVE ASSISTANT SECRETARY

The Administrative Assistant Secretary's responsibilities for personnel, financial, and administrative matters, including the management of the Department as a whole, including the Library, are as follows:

• To develop and maintain a system of personnel management for the Department, including the preparation of personnel policies and procedures, the establishment of personnel standards, the development of personnel plans, the recruitment and selection of personnel, the assignment of personnel to positions, the promotion of personnel, the evaluation of personnel, the compensation of personnel, the training of personnel, the discipline of personnel, the retirement of personnel, and the death benefits of personnel.

OFFICE OF THE SECRETARY

The Secretary is the principal advisor to the Secretary of the Department and is responsible for the management of the Department's affairs, including the preparation of the Department's budget, the management of the Department's personnel, the management of the Department's property, and the management of the Department's information.

The Secretary is also responsible for the management of the Department's affairs, including the preparation of the Department's budget, the management of the Department's personnel, the management of the Department's property, and the management of the Department's information.

The Secretary is also responsible for the management of the Department's affairs, including the preparation of the Department's budget, the management of the Department's personnel, the management of the Department's property, and the management of the Department's information.

The Secretary is also responsible for the management of the Department's affairs, including the preparation of the Department's budget, the management of the Department's personnel, the management of the Department's property, and the management of the Department's information.

OFFICE OF THE SECRETARY

OFFICE OF THE ADMINISTRATIVE ASSISTANT SECRETARY

The Administrative Assistant Secretary's responsibilities for executive direction and administration of budgetary, fiscal, and general-management for the Department as a whole, including the library, continued.

A study was made of forms provided to the public by the Department for the purpose of recordkeeping for specific periods in conformance with laws or regulations administered by the Department. As a result it was found that although notice of specific dates appear in regulations which are made available to those concerned, the forms themselves did not indicate these periods. Arrangement was made to have known retention periods indicated on forms distributed for such basic recordkeeping when replenishment of existing supplies is made. Recommendation for further study was made to Bureaus having responsibility for enforcement of laws requiring all types of basic recordkeeping, to see if other relief within the spirit of the law was possible in relation to all recordkeeping requirements.

A staff member was made continuously responsible for keeping abreast of developments in the field of electronic data processing with a view toward consideration of the application of such techniques to the statistical, recordkeeping, and accounting functions which are key parts of many of the Department's programs.

Management survey programs, under which the offices and bureaus of the Department undertook 11 self-analysis survey projects with active participation by Office of Budget and Management staff, were completed.

Employee suggestions in the Incentive Award Program increased 43.9 percent in 1956 over 1955. Closer coordination was effected between the incentive awards and employee training activities through material furnished supervisors who have responsibilities for both programs to promote recognition of the value and relationship between them. Incentive awards will be included as a subject in all new employee training sessions in Washington. A study of simplification of procedures related to awarding of outstanding awards is under consideration.

The Department library continues to place chief emphasis on its service to the personnel of the Department. Its use also by others outside the Department is extensive—1,515 persons came to the library to use its resources; loans to other libraries have increased greatly over the last few years. The library answered 14,521 reference questions, of which about 23 percent came from persons outside the Department. It circulated 48,142 books and periodicals, loaning 2,262 to other libraries.

A total of 10,320 cubic feet of records was disposed of during the fiscal year.

A new relocation site for alert exercises and for emergency use in event of attack or need for total mobilization was established. Results of the 1956 test exercise were evaluated. Selection of relocation sites for field offices for similar emergency operations was initiated.

OFFICE OF INFORMATION

Principal regular, routine functions of the Washington office are: The preparation and issuance of news releases, the preparation and display of exhibits, the review and clearance of all publications and reports, the preparation and issuance of departmental publications, relations with representatives of news agencies, and the output of information to 550 labor papers.

Over 30 exhibits were prepared, and the quality of presentation was improved. The office has planned 12 and completed 7 portable exhibits using interchangeable parts for the use of our information field offices. These have proved useful, particularly at meetings of small groups.

During the year the Office has published:

- (1) How the Department of Labor Serves the Worker, the Employer, the Public—a condensed statement in folder form (free).
- (2) The United States Department of Labor and What It Does—a brief descriptive pamphlet (free).
- (3) The Skilled Work Force—a simplified and illustrated booklet (20 cents).
- (4) Publications of the U. S. Department of Labor, 1948-55—a subject listing, to be revised annually, for use of students (free).
- (5) Facts and Services—a 4-page biweekly digest of developments of interest to labor leaders (free).

In preparation for publication early next year:

- (1) Suggested Research Projects in Labor Economics and Industrial Relations—a bulletin describing 42 proposals for consideration by colleges and research groups (free).
- (2) Important Events in American Labor History, 1778-1955 (free).
- (3) The United States Department of Labor Today—a popularly written illustrated booklet (65 cents).
- (4) The American Workers' Fact Book—a 400-page popularly written compendium of information for workers (\$1.50).

In an attempt to establish a continuing series of publications of major significance, commencing with the Fact Book, plans have been projected so far for the preparation of yearbooks on consumer expenditures, automation, and State labor legislation. Early planning of this type of publication is necessary because of the research and writing involved.

OFFICE OF INTERNATIONAL LABOR AFFAIRS

During fiscal year 1956, the Office of International Labor Affairs, under the guidance and supervision of the Assistant Secretary of Labor for International Labor Affairs, continued its regular responsibilities for directing and coordinating the Department's work in the field of international labor affairs.

The year's total workload reflected substantial additional responsibility in comparison with the previous year, largely respecting the conduct of technical assistance training programs in the labor field. This increased workload was undertaken at the request of the International Cooperation Administration (ICA) of the Department of State. This action had the effect of consolidating all of the Government's labor training programs in the Department of Labor.

The Assistant Secretary of Labor served as the United States Government delegate to the 39th International Labor Conference and to the 130th, 131st, and 132d meetings of the Governing Body of the International Labor Organization. Documentation and United States positions were prepared for these meetings as well as for several industry committee and technical meetings sponsored by the Organization and attended by official United States delegations.

The Office was actively involved in the work of the Interdepartmental Committee for Trade Agreements and the Committee for Reciprocity Information during the preparations for and conduct of tariff negotiations under the Trade Agreements Extension Act of 1955. Special efforts were made to take account of the problems of American labor surplus areas in considering United States tariff concessions and in obtaining tariff concessions from other countries. The Department also took part in the preparations for a number of meetings of the Economic and Social Council of the United Nations and its commissions.

Special attention was paid during the year to improvement in the administration of the labor attaché program, and to the development of directories of labor organizations in foreign countries. These directories, which list in detail the international trade union federations, the labor organizations of each country and their leading officials and publications, are the first complete compilations of this kind. During the fiscal year, directories of European trade unions and of Communist labor organizations were published or in process. The directories have been useful to government agencies and have also been made available to United States trade unions engaged in the complex struggle to contain and reduce the strength of Communist forces in the labor movements of the free world.

More and more, the Department is confronted with specific problems which require detailed analysis of the labor situation in specific areas of the world, and it has become increasingly apparent that the effectiveness of the Government's programs in the international labor field could be improved by the devotion of additional staff time to labor problems on a regional basis.

The outstanding features of the Office's operations during the year regarding technical cooperation and exchange of persons, the International Labor Organization, and the labor attaché program are commented upon below in greater detail.

Technical Cooperation and Exchange of Persons

The Department's technical cooperation and exchange-of-persons activities included the arrangement of labor programs in the United States for foreign nationals, recruiting of American specialists for foreign assignment, and the preparation of technical and exhibit materials. These services were performed mainly at the request of the International Cooperation Administration of the Department of State, but also included the arrangement of programs in the United States for foreign labor leaders and specialists coming under the Department of State's International Educational Exchange Service.

The Department arranged programs for 768 foreign nationals who arrived during the year as well as continuing programs for 242 foreign nationals who were already in the country at the beginning of the year. Approximately 50 countries were represented in this group. The fields of study for fiscal year 1956 arrivals were distributed as follows: Trade unions and labor-management relations, 584; industrial training, 58; employment services, 28; industrial safety and labor law administration, 59; labor statistics, 30; women's employment, 9.

Foreign nationals receiving training in the trade union and labor-management relations fields were handled directly by the Office of International Labor Affairs; visitors in other fields were handled by the appropriate technical bureaus of the Department in accordance with arrangements made in cooperation with the Office of International Labor Affairs.

The character of the programs conducted was the subject of continual review and improvement, especially with respect to visitors from the underdeveloped countries of the world, as more experience was gained with programs developed for visitors from these areas. A great deal of progress has been made in evaluating the training given. Much more work needs to be done, however, in evaluating and measuring the effects of the programs within the countries from which the visitors come.

A unique approach to technical assistance was instituted during the year in the programs for 103 French and Italian potential trade union leaders, as an outgrowth of observations and suggestions made respecting earlier visitor programs. During their 1-year stay, all participants received 4

months of academic orientation at an American university. Following this, the participants were placed in industrial plants for 4 months of work experience and participation in labor-management relations. The remaining 4 months were devoted to intern programs with United States trade unions, where each participant had the opportunity to take part in and study the day-to-day activities and problems of organization, bargaining, research, education, etc.

The consolidation of the Government's training programs for foreign labor and management within the Department of Labor, as reported in the Annual Report for 1955, has resulted in improved administration. Likewise, the Department's having responsibility for the conduct of the special orientation program for foreign trade union visitors, conducted at St. John's College at Annapolis, has made possible better coordination of its own training activity and that undertaken in the orientation program, which has developed into an outstanding feature of the program's operation.

The cooperation of American trade unions and management has continued to be excellent. These voluntary participants have made heavy contributions of time and money to the program. To insure that the burden of these contributions does not fall too heavily upon the willing group of participants who have been a mainstay of the program's operation thus far, the Office has undertaken special efforts to utilize the cooperation of local trade union groups and management who have not hitherto been involved in the program. In doing so, we have found gratifying willingness to assist the Government in its technical assistance efforts. In a great many of these instances, the program has truly established its merit as a two-way exchange, bringing to new American participants direct contacts with foreign workers and technicians in their own industries and occupations for the first time.

The Department, through the cooperation of the Office of International Labor Affairs and the technical bureaus, also shared its skills with other nations through the temporary assignment or release of some of its technicians to serve abroad in various capacities. Assistance of this nature involved the visit of a safety engineer to Mexico to help that country develop a safety congress, a labor statistician's serving on a Committee of Experts on International Classification sponsored by the International Labor Organization, the return for a second visit of another labor statistician to El Salvador to assist that country's Ministry of Labor in developing a general labor statistics program, the sending of two apprenticeship specialists, one to Chile and one to El Salvador, to help these countries establish industrial training programs, and finally, the loaning of an employment service specialist to Israel to assist in the development of a counseling program.

Work begun during the previous fiscal year by the Department's technical bureaus on special research projects continued during the present year. These involved a series of handbooks on labor conditions in foreign countries, a series of brief factual summaries on labor-management relations in

selected American industries, and a set of labor manuals covering various technical labor fields. The construction of a traveling industrial safety exhibit for presentation in Latin America was completed, and a second safety exhibit, to be shown in the Near East-Far East areas, was begun during the year.

The International Labor Organization

Against a background of serious dispute over the still unresolved question of the status of "worker" and "employer" representatives from Soviet bloc countries, the ILO continued its fact collection, research, and publication of information on labor conditions and standards, its technical assistance, its exchange of views by delegates to technical, industry, and general meetings, and its consideration of possible agreement on specific international labor standards. The disputes over the status of Soviet bloc worker and employer representatives occurred at the annual International Labor Conferences in June of 1955 and 1956.

While it is still too early to assess fully Soviet motivations in rejoining the International Labor Organization, it is clear after 2 years of observation that their presence in the Organization has had no effect on the content or program of the Organization's activities. If there has been any effect at all, the Soviet's rejoining seems to have provided delegates from the free world with another opportunity of expressing their vocal and consolidated opposition to Soviet goals and statements. Representatives from the entire free world are perhaps better equipped today than ever before to cope with Soviet tactics and arguments at international meetings, and have not been backward in doing so. The acclaim which has greeted some of the forthright statements of American delegates when they have replied to Soviet misstatements has been an effective demonstration of the free world's position. As a result of this situation, delegates from the countries which the Communists are trying to woo, by such tactics as a revival of the "popular front" of the 1930's, are present at debates in what is perhaps the world's leading forum for showing up Communist claims respecting the goals and achievements of the "workers' paradise."

The regular and basic work of the Organization continued, under the guidance of the Organization's Governing Body, in which United States government, employer, and worker delegates played active roles, and on which the Soviet bloc has one government and no worker or employer votes, out of the total of 40.

During the year, the Organization made continued improvements in its statistical work, which comprises one of the most important bodies of information on wages, prices, and employment throughout the world. The Yearbook of Labor Statistics, for example, is a basic reference book of great use to many United States Government agencies and private organizations. During the year, a major inquiry was begun to compare the extent of "social charges" or "fringe benefits" among various countries, in order

to permit a better comparison of national wage relationships than has heretofore been possible.

The Organization's major regular publications, the *International Labor Review*, and *Industry and Labor*, continued to carry a great many technical articles of high quality by experts of many nationalities. Its other technical works—its legislative series and occupational safety and health bulletins, as well as the many special reports—continue to be of great value to technicians and practicing officials, in providing a regular means for the interchange of technical experience.

The Organization's industry committees provided active forums for the exchange of views on practical current problems: The Textiles Committee discussed productivity improvement and labor-management relations; the Committee on Work in Plantations discussed productivity and means of stabilizing employment and earnings; the Petroleum Committee discussed contract labor and human relations; the Coal Mines Committee discussed safety and recruitment and vocational training.

With respect to each of these matters, as well as many others which were under consideration by the Organization at its Governing Body meetings and at the annual conferences, the United States Government submitted detailed information setting forth our own experience and views, for reproduction by the Organization and distribution to the delegates of other lands. These submissions by the United States, which reflect the views of the interested agencies in the executive branch, and consultation with United States employers' and workers' organizations, regularly gain wide attention in other countries and are important for the understanding of United States views in later discussions at International Labor Organization meetings.

The annual conferences themselves, although they receive more publicity than the rest of the work of the Organization, are essentially a forum for the independent exchange of views by governments, workers, and employers, on basic labor standards. In more than 30 years, the annual conferences have reached a wide measure of agreement on many basic labor standards, and the expert technical judgment which has come out of these deliberations forms a useful reference source for countries considering revisions in their legislation and for the operation of the ILO's program of technical assistance and advisory services to members.

In past years, when studies and analyses were needed as a basis for the establishment of basic standards, the major part of the Organization's work was devoted to this phase of its activities. With much of this work done, and with current standards considered at ILO Conferences being to a large degree the modernization of standards first agreed to 20 or 30 years ago, the major emphasis in the Organization's work is passing away from studies which relate to standard setting. Instead, more and more emphasis is being placed on practical assistance to governments which are trying to improve their standards, or the administration of their government labor operations, or to improve the skills or productivity of their workers so that an economic

base can be provided for improved living and working conditions. The United States Government delegations have given strong support to this shift at every opportunity. An important phase of this new emphasis was launched during 1956, when the ILO, with the wholehearted support of the United States, and with the assistance of labor, management, and impartial experts from several countries, including our own, began to explore ways in which the Organization might be of greater service in the improvement of sound labor-management relations in those countries which need such improvement, especially in connection with the establishment of a proper climate for economic development.

The Labor Attaché Program

During the year, the Department continued to cooperate with the Department of State in the overall management of the Foreign Service and in strengthening the corps of labor attachés in the Service.

The Departments of State, Labor, Commerce, and Agriculture—through their representatives on the Board of the Foreign Service—are responsible for advising the Secretary of State concerning the overall management of the Foreign Service enterprise. This responsibility, set forth in the Foreign Service Act of 1946, entails active participation by Department of Labor officials in several interagency committees and boards responsible for various aspects of Foreign Service administration, such as approval of new appointments and transfers of Foreign Service personnel, participation in the Foreign Service promotion boards, dismissal-for-cause panels, and board of examiners; and preparation of reporting instructions to be followed by the embassies and consulates abroad.

In addition, the Department has special responsibilities in regard to the Foreign Service labor attaché program. In cooperation with the Department of State, it takes initiative in recruiting, training, instructing, and "backstopping" the worldwide corps of 40 labor attachés and 55 Foreign Service labor reporting officers.

During the year, the Foreign Service labor program was strengthened particularly through increases in the number of trained labor reporting officers who were assigned to the American embassies and consulates overseas where there are no full-time labor attachés provided on the staffs. In many of the small Foreign Service posts abroad, it has not been feasible to assign full-time labor attachés and the job of keeping the Government agencies in Washington currently informed concerning significant foreign labor developments is done by career Foreign Service officers. In the past year, particular emphasis has been given by the Department of Labor to improving the worldwide coverage of labor through intensive training of these part-time labor reporting officers. To a large extent this has been possible through cooperative efforts of the Department of Labor and the Foreign Service Institute.

Another emphasis of the past year has been the improvement of the

Washington "servicing" of the labor attachés and labor reporting officers overseas, and the development of closer day-to-day ties between the Department's technical staff in Washington and the overseas labor officers. This has resulted in more effective work by the overseas officers in analyzing foreign labor developments and in explaining American labor developments to workers abroad. Regional conferences of labor officers have proved to be especially effective and are being planned as a routine part of operations.

The contact and reporting work of the Foreign Service labor officers overseas provide the facts and analysis for all of the Government's international labor activities. During the past fiscal year, the reports have provided the indispensable raw material for the preparation of badly needed directories of the principal labor organizations in Europe, the Western Hemisphere, and Asia; assuring that the programs of foreign visitors will make their maximum contribution toward the achievement of United States foreign policy objectives in each country abroad; accurately assessing foreign labor factors in connection with tariff negotiations; effective participation by the United States in the International Labor Organization; and the Department's publication programs designed to keep the public and interested Government agencies informed concerning foreign labor developments.

OFFICE OF PERSONNEL ADMINISTRATION

Continuing and expanding the training program begun in the preceding year, the Department in 1956 launched a program of interbureau field supervisory conferences, provided training in methods of correspondence improvement, and established a program of orientation for new employees both in Washington and in the field.

Extension of coverage of the Fair Labor Standards Act required intensified activity to establish and fill nearly 500 positions of wage-hour investigators and related positions. The Office of Personnel Administration successfully installed a new program of recruiting stenographic and typing employees outside Washington.

In keeping with the Secretary's interest in recruiting and developing promising young people for future leadership positions in the Department, the Office developed a career staffing plan based upon recruitment from the new Federal Service Entrance Examination of the Civil Service Commission. The Office also gave material assistance to the Commission in planning the examination and in publicizing it at colleges and universities by personal visits to the campuses and by discussions with college officials.

As the examining process progressed, the Department furnished several interviewers to assist the Commission in giving oral examinations to those applicants who chose the management intern option. A booklet on career opportunities in the Labor Department was prepared and sent to each candidate who passed the management intern tests. Upon completion of the tests, recruiters from the Department visited colleges and universities in various parts of the country to contact applicants who qualified. As a result of these visits and supporting work, 20 junior management interns were recruited for appointment in the Department.

In the meantime, a comprehensive management intern training program has been prepared, to facilitate and accelerate the orientation and development of the interns for responsible assignments in the work of the Department. This program will operate under a director of management intern training in the Office of Personnel Administration.

OFFICE OF THE SOLICITOR

The Solicitor of Labor is the chief legal officer of the Department of Labor. All of the Department's legal activities are under his supervision and control. The activities of the Office, therefore, cover functions carried on by all the operating units of the Department. In addition, the Office itself performs operating functions in connection with the administration and enforcement of the Davis-Bacon Act and other statutes relating to the predetermination and payment of prevailing wages on Federal and federally financed and assisted construction projects. The Office is organized functionally into six divisions, which in turn consist each of two or more branches.

Division of Legislation, Bureau Service, and Trial Examining

The most significant work of this Division is that involving legislation. This work includes the preparation and drafting of bills, together with explanatory and background material, to carry out the Department's legislative program. The Office of the Solicitor, through this Division, also coordinates and sets forth the Department's position on various other legislative proposals in the form of reports to Congress and to the Bureau of the Budget. The number of such legislative reports prepared this year totaled 406. The number of drafts of bills, analyses, and other legislative papers prepared in this year reached an all-time high figure of 1,275, reflecting the most extensive legislative program ever presented by the Department.

Among the more important recommendations of the Department for legislation this year were those (1) to amend the Longshoremen's and Harbor Workers' Act to increase compensation benefits and otherwise to improve the act, (2) to revise and improve the "Eight Hour Laws" relating to hours of work of laborers and mechanics employed by the Federal Government on certain Federal contracts, (3) to provide financial aid to States for improving industrial safety, (4) to provide safety in interstate transportation for migrant farm workers, (5) to provide nonoccupational sickness and disability insurance in the District of Columbia, (6) to insure the application of the principle of equal pay for equal work regardless of sex, and (7) to require the filing and disclosure of information with regard to employee welfare and pension plans.

Through this Division, the Office of the Solicitor performed various legal services for the bureaus and offices of the Department, including the drafting

and reviewing, preparatory to publication, of all proposed administrative orders, regulations, and instructions. The Division also prepared 2,699 letters for the signature of the Secretary or Solicitor. In addition, 771 legal opinions, analyses, and memoranda for the bureaus and offices were prepared.

The hearing examiners of the Trial Examining Branch filed 19 decisions during fiscal 1956. Eleven of the twenty-nine complaints issued under section 5 of the Walsh-Healey Public Contracts Act involved violations of of the act's provisions relating to the health and safety of employees who work on goods destined for the Government. In addition, the examiners presided over 3 wage order proceedings under the Walsh-Healey Public Contracts Act. They also presided at proceedings under the Fair Labor Standards Act to determine whether the employment of children in given occupations constituted oppressive child labor because of the working conditions. A hearing was also conducted to determine whether the California Department of Employment Security was administering its unemployment insurance programs consistent with required Federal standards.

The Special Services Section of this Division of the Office of the Solicitor serves as the counsel and legal adviser to the Employees' Compensation Appeals Board. It prepares, after receiving instructions from the members of the Board, many of the decisions of the Board and performs other research projects requested by the Board.

Division of Employee Benefits

This Division is composed of two branches, the Employees' Compensation Branch and the Employment Security Branch. Through the Branch of Employees' Compensation, the Solicitor's Office renders legal service to the Bureau of Employees' Compensation in the administration of the workmen's compensation programs covering (1) civil officers and employees of the United States and the District of Columbia, and (2) private employees within the regulatory jurisdiction of the Federal Government.

Legal assistance is furnished to the Bureau in connection with the adjudication of claims filed by Federal and District of Columbia employees or their survivors under the Federal Employees' Compensation Act. The Director of the Bureau is represented by the Solicitor's Office when compensation awards are appealed to the Employees' Compensation Appeals Board, an independent, quasi-judicial body whose decisions are final, situated in the Department of Labor.

In addition to legal advice furnished to the Bureau in fiscal 1956 through conferences and opinions, the Solicitor's Office defended approximately 446 decisions of the Director in proceedings before the Appeals Board; 144 of which required oral argument.

Workmen's compensation provisions concerning private employment, on which the Solicitor's Office provides legal services to the Bureau, are

contained in the Longshoremen's and Harbor Workers' Compensation Act, covering longshoremen, ship repairmen, and related workers employed on the navigable waters of the United States; the Defense Base Act, covering employees at overseas defense and military areas of the United States and those working on Federal public works contracts outside of the United States; and section 4 (c) of the Outer Continental Shelf Lands Act, covering employees engaged in work relating to natural resource development on the Outer Continental Shelf.

Authority to adjudicate claims under these acts is vested by law in deputy commissioners who are appointed by the Secretary of Labor to preside over the 13 compensation districts into which the United States and the Territories are divided. The awards of the deputy commissioners under these acts are generally subject to judicial review in the United States district courts, but only on points of law. Among other types of assistance which the Solicitor's Office furnished the Bureau during fiscal 1956 was the defense of such awards in 44 cases in the United States district courts and in 5 cases taken to the United States courts of appeals.

Under the supervision of the Solicitor's Office, an active program is pursued to obtain reimbursement of compensation paid by the Bureau to Federal employees or their survivors under the Federal Compensation Act in the cases where third parties are responsible for the injury compensated. In fiscal 1956, the sum of \$2,403,913.54 was collected from third-party wrongdoers in a total of 982 cases. This was an increase of approximately \$334,000 over the amount recovered in fiscal 1955. After deducting the expenses of litigation, a net recovery of \$1,840,238.76 for fiscal 1956 was made available to the Federal Government to be applied as an offset to compensation payments made under the Federal Employees' Compensation Act.

Through the Employment Security Branch of this Division, the Office of the Solicitor renders legal services to the Department's Bureau of Employment Security and other interested parties in the fields of unemployment compensation, migratory labor, and veterans' readjustment assistance.

During fiscal 1956, the workload of the Branch was increased by the recent amendments of the Federal Unemployment Tax Act and the Social Security Act. These amendments required interpretation of their provisions and effects, and also stimulated amendment of State unemployment insurance laws. In the latter connection, the Branch proposed amendments when requested, and reviewed proposed amendments submitted by various States for that purpose.

A hearing to assist the Secretary in making a determination under section 3304 (c) of the Internal Revenue Code was the occasion of active participation by the Branch. The result of this hearing was a decision by the Secretary that the California unemployment compensation plan is in substantial compliance with the Internal Revenue Code.

The following aspects of unemployment compensation were considered by the Branch and suggestions and recommendations were given to increase the effectiveness of the individual programs: Unemployment compensation

for Federal employees, experience rating questions arising out of plant shut-downs due to acts of God or other disasters, coverage for workers in Puerto Rico, supplemental benefit plans, and judicial review of certain determinations by the Secretary.

In the area of migrant labor, the Branch counseled the President's Committee on Migratory Labor in recommending to the States regulations to govern the interstate transportation of migratory workers. In addition, an educational program was carried on to inform employers and prospective employers of the benefits and obligations connected with the employment of migratory workers.

Services were also performed in connection with a migratory labor agreement with Mexico, the administration of the Refugee Relief Act of 1953, Operation Alert 1956, and the International Labor Organization Convention on Forced Labor.

Division of Appellate Litigation

This Division performs the duties of the Solicitor's Office in connection with appeals taken to the United States Courts of Appeals and to the Supreme Court of the United States in cases arising under the Fair Labor Standards Act and certain other statutes administered by the Department of Labor. This work is of great national importance because the effective enforcement of Federal labor laws which regulate the wages, hours of work, and other conditions of employment of millions of workers throughout the country depends in large measure upon acceptance of the Department's interpretative positions by the Federal Courts of Appeals and by the Supreme Court.

During fiscal 1956, a total of 47 briefs was filed in the courts of appeals and the Supreme Court. Of these, 44 were in cases instituted by or against the Secretary of Labor. The other 3 briefs were filed as *amicus curiae* in suits brought by employees. A total of 34 decisions or final orders was handed down, 12 by the Supreme Court and 22 by the Courts of Appeals.

Fiscal 1956 saw exceptional success for the Department in cases reaching the Supreme Court. In a year which brought the largest number of cases and many of the most important questions of any year during the past nine, the results were 100 percent favorable to the Department's interpretations of the two major Federal wage and hour laws, the Fair Labor Standards Act and the Walsh-Healey Public Contracts Act. Further, during fiscal years 1955 and 1956, the 19 petitions for Supreme Court review of cases in which the Secretary of Labor was a party or participated were all disposed of in support of the Department's position. The net result is that the Court reversed every lower court decision restricting the applicability of these statutes and left in effect (by denying review) every appellate court decision sustaining their applicability.

Twelve of these cases were decided during fiscal 1956. The most important related to three cases brought by cotton, textile, and woolen mills

in an effort to have declared invalid the Secretary's minimum wage determinations under the Walsh-Healey Public Contracts Act. (*Alabama Mills v. Mitchell*, *Covington Mills v. Mitchell*, consolidated, certiorari denied 350 U. S. 1002; *Allendale Co. v. Mitchell*, certiorari denied, 351 U. S. 909.)

These were the first cases brought against the Secretary under the Fulbright amendment providing for judicial review of the Secretary's wage determinations which was enacted by Congress 4 years ago. While raising a variety of issues, the cases centered on the question of whether national competition for Government contracts justifies a national minimum wage standard for an industry, found essential by the Department to accomplish the basic purposes of the Public Contracts Act, or whether the "locality" language of the statute requires a separate minimum wage standard for each small geographic area. The Supreme Court's refusal to review the decisions of the Court of Appeals of the District of Columbia, upholding the Secretary's authority to prescribe uniform industrywide standards, left those decisions in effect as final and authoritative.

The other Supreme Court cases involved important issues relating to the interpretation of the Fair Labor Standards Act. Notably, *Mitchell v. Budd Tobacco Co.*, *Mitchell v. King Edward Tobacco Co.*, *Mitchell v. May Tobacco Co.*, consolidated at 350 U. S. 473, unanimously upheld the Department's interpretations of and regulations under the exemptions for agriculture and for operations on agricultural commodities. The most significant and far-reaching ruling in these cases was the one upholding the validity of the definition of "area of production" (in particular the so-called "population test" of the definition) which limits the exemptions in section 13 (a) (10) and section 7 (c) for certain operations on agricultural commodities, thereby enabling effective enforcement for the first time where operations are not performed within the area of production as defined by the Administrator.

In two cases, *Steiner v. Mitchell*, 350 U. S. 247, and *Mitchell v. King Packing Co.*, 350 U. S. 260, the Supreme Court, again unanimously, sustained the Department's interpretation of the meaning of the Portal-to-Portal Act of 1947. It ruled that section 4 (a) (2) of that act does not relieve employers of obligations under the Fair Labor Standards Act with respect to time spent by workers, outside of their regular shifts, in activities which are an integral and indispensable part of their principal work. Specifically the Court held that clothes changing and showering necessitated by the hazardous conditions in a chemical battery plant (*Steiner*) and knife sharpening by butchers (*King*), even though performed before or after the scheduled work shift, are not "preliminary" or "postliminary" activities within the meaning of the section; rather they are principal activities for which employees must be compensated in accordance with the requirements of the Fair Labor Standards Act.

In so holding, the Court differentiated between the provisions of the Portal-to-Portal Act relating to unexpected liabilities accumulated at the

time of its enactment and the provisions covering future claims for wages based on activities performed before or after the regular work shift.

In another unanimous decision, *Mitchell v. Myrtle Grove Packing Co.*, 350 U. S. 891, the Court sustained the Department's interpretation of the fishery exemption in section 13 (a) (5) of the Fair Labor Standards Act, as related to canneries. It ruled that the employees engaged in shucking oysters or picking shrimp and crabs preparatory to their canning are engaged in canning, which is not exempt from the minimum wage benefits of the act. This decision resolved a conflict in the decisions of two Courts of Appeals; the Court of Appeals for the Fifth Circuit had held that the preparatory activities were exempt as "processing (other than canning)" while the Fourth Circuit had held that they were not exempt. The decision has far-reaching importance in the shellfish canning industry since shuckers and pickers comprise from 75 percent to 90 percent of the production workers in the canneries.

Among the appellate court decisions which the Supreme Court refused to review was a highly important decision of the Eighth Circuit (*Mitchell v. Brown Engineering Co.*, certiorari denied, 350 U. S. 875) which unanimously sustained the Department's interpretation of the effect of the Supreme Court's decision last year in *Mitchell v. Vollmer*, 349 U. S. 427. The Eighth Circuit ruled that, under the *Vollmer* decision, employees of a consulting engineer, engaged in the preparation of preliminary plans and drawings of various kinds, some of which were in connection with the repair, alteration, and improvement of interstate instrumentalities and interstate production facilities, are within the coverage of the Fair Labor Standards Act. This decision not only extends the principles of the *Vollmer* case (which involved a waterway) to highways and other interstate facilities, but also extends those principles to preparatory activities as well as to the actual construction work.

Another appellate court decision which remained in effect after the denial of Supreme Court review was that of the First Circuit which held that the Federal wage and hour law does not preclude employees' rights under more favorable provisions of a State law (*Eastern Sugar Associates v. Pena*, certiorari denied, 350 U. S. 900).

The remaining decision denied review by the Supreme Court sustained the Department's position that the *de minimis* doctrine cannot be applied to deprive employees of the benefits of the Federal law where they work indiscriminately on goods some of which, however small in amount, regularly move in interstate commerce (*Tilbury v. Mitchell*, certiorari denied, 350 U. S. 839).

Division of Wage Determinations

Through the Branch of Wage Determinations of this Division, the Office of the Solicitor predetermines prevailing wage rates to be paid on Federal construction contracts and on other construction financed or assisted by the

Federal Government. This function was delegated to the Solicitor by the Secretary of Labor under the Davis-Bacon Act and similar statutes. An all-time high of 22,133 such wage determinations were issued in 1956.

The collection of wage data by the Branch was stepped up in line with expanded construction activity. Arrangements were made for submission of data by employee and employer organizations and reports were ordered from a private reporting system which serves most of the States. These factors have more than doubled the outgoing correspondence of this Branch from 9,537 pieces in 1954 to 23,689 in 1956.

The Division's Branch of Coordination and Enforcement administers the functions placed in the Secretary of Labor by Reorganization Plan No. 14 of 1950 to achieve coordination of enforcement of the wage determination provisions of these laws. During fiscal 1956, the Branch received 625 new enforcement cases. In cases involving flagrant violations, action is taken to have the Comptroller General place the contractors concerned on the list of persons ineligible to receive Government contracts for 3 years. Thirty-six contractors were listed this year. In addition, 18 more cases await action in the Comptroller General's Office. (In the 16 years prior to Reorganization Plan No. 14, only 4 contractors were placed on the ineligible list.)

The Branch conducted an educational program to acquaint contracting agencies, contractors, and employees of their obligations, rights, and duties under labor standards provisions. Conferences were held with contracting agencies and investigations were undertaken jointly with their investigators to assist the agencies most effectively to comply with their obligation to enforce labor standards.

A Construction Workers Guide which informs construction workers of their rights under various labor laws was prepared and published. Its successful reception has led to plans for publication of a similar booklet for contractors.

The requests for interpretations and the interpretations issued by the Division in the past fiscal year, both oral and written, have increased tremendously. Advising a contractor concerning labor standards requirements is far preferable (though less spectacular) than discovering him in violation, the latter course resulting in problems of restitution to workers and possible sanctions against the contractor.

Division of Trial Litigation and Wage and Hour and Miscellaneous Interpretations

This Division carries out the Solicitor's litigation and allied responsibilities in enforcing the Fair Labor Standards Act and the Walsh-Healey Public Contracts Act.

A total of 719 actions were brought under the Solicitor's supervision in the United States district courts and in administrative proceedings to enforce these acts in fiscal 1956. The increased minimum wage of \$1 an

hour, which went into effect March 1, 1956, accounts in part for the 93-case increase over the total for fiscal 1955. Of the total actions brought, 551 were civil actions, compared with 521 civil actions in fiscal 1955. Back wages in the amount of \$269,289.92 were received by employees as a result of voluntary payments by employers in these cases. As in former years, wage restitution was also accomplished without court action through cooperation of employers in restoring wages withheld in violation of the minimum wage and overtime requirements of these acts.

It is noteworthy that special civil actions by the Secretary in behalf of employees under section 16 (c) of the Fair Labor Standards Act increased from 35 in fiscal 1955 to 59 in fiscal 1956 and that the total recovery in these cases, which was \$17,462.73 in fiscal 1955, increased to \$78,434.13 in fiscal 1956.

One hundred and eleven criminal actions were brought in cases of willful Fair Labor Standards Act violations, as compared with 71 such actions in fiscal 1955. Ninety-three violators were convicted, 1 acquitted, 7 cases were *not prossed* and 10 criminal cases were still pending at the end of the current fiscal year. Fines imposed in these cases totalled \$94,632.00 and wage restitutions ordered or agreed to aggregated \$153,377.96.

The Office of the Solicitor was called upon for approximately 9,000 opinions during the year. These opinions for the most part related to the Fair Labor Standards Act and the Walsh-Healey Public Contracts Act.

During fiscal 1956, complaints of violations of labor standards under the Walsh-Healey Public Contracts Act were issued in 29 cases, as compared with 20 in fiscal year 1955, and 24 hearings resulted. In line with the policy of vigorous enforcement of all the standards of this act, complaints involving violations of the safety and health provisions of the act were issued in 11 cases.

Legal advice was also given to veterans, employers, and other interested parties in connection with the reinstatement of servicemen in their former employment after military service, in accordance with the provisions of the Universal Military Training and Service Act and related earlier statutes. In fiscal 1956, opinions were prepared on 1,516 various points of law involving veterans' reinstatement. As a result of decentralization of opinions functions to the regional attorneys, substantial increase has resulted in oral opinions by telephone and in conference with regional representatives of the Bureau of Veterans' Reemployment Rights in fiscal 1956. In addition, memorandums from the regional offices on 1,426 points of law were reviewed—an increase of more than 70 percent over fiscal year 1955.

During the current fiscal year, 108 veterans' reemployment rights files were analyzed and submitted to the Department of Justice with recommendations for litigation. Other miscellaneous work performed in the veterans' reemployment rights area included furnishing assistance to United States attorneys, regional attorneys, and private counsel for veterans in individual litigation cases.

Division of Administrative Legal Services

The Public Contracts Act wage determination program was accelerated by favorable rulings of the courts, upholding the Secretary of Labor's interpretation of the scope of wage orders under the Walsh-Healey Public Contracts Act, and the increase in the Fair Labor Standards Act minimum wage. This Division, which provides legal services in departmental administrative actions, provided services in the issuance of 31 minimum wage determinations under section 1 (b) of the Public Contracts Act for the following industries: Bituminous coal, office machines, photographic and blueprinting equipment and supply, envelope, and paper and pulp.

Aside from wage orders actually issued, the Division participated in hearings and other activities directed toward determination of the prevailing minimum wage for 43 industries, including the electric lamp industry, the battery industry, and the scientific, industrial, and laboratory instrument industry.

During the fiscal year 1956, legal services were provided in administrative actions including, among others, 26 formal and informal public hearings in various proceedings under the Fair Labor Standards Act, wage orders for 17 industries in Puerto Rico and all industries in the Virgin Islands, and 79 amendments to the Code of Federal Regulations. These amendments to the Code included 155 wage orders for Puerto Rico and the Virgin Islands, regulations providing for the employment of handicapped workers, and interpretative bulletins prescribing (1) the methods of determining "hours worked" and (2) application of the Fair Labor Standards Act agricultural exemption.

One of the more significant amendments to the Code involved complete revision of the regulations applicable to industry committees. This revision was necessitated by the Fair Labor Standards Amendments of 1955 which substantially changed the procedures for the issuance of wage orders for Puerto Rico and the Virgin Islands by requiring the industry committee to hold the type of hearing contemplated by the Supreme Court in *Opp Cotton Mills v. Administrator*, 312 U. S. 126.

The Office of the Solicitor through the International Labor Affairs Branch of this Division furnished legal advice and assistance on all subjects of concern to the Department in the field of international labor activities, and cooperated with other executive departments in the formulation of advice for the guidance of United States delegations to international meetings on labor subjects.

During fiscal 1956, great attention was focused on the efforts of the free world to bring about the abolition of slave labor practices found to dominate the economy in the Communist-controlled countries. The Solicitor of Labor served as legal adviser to the United States delegation and was instrumental in blocking Communist efforts to defeat or water down the proposals of the democracies to rid the world of forced or compulsory labor and its odious products.

COURSE OF APPRENTICESHIP

The objective of the school apprenticeship program is to combine classroom and on-the-job training and experience. The latter refers to the actual work of the apprentice in the field of his trade.

In 1913, as the investigation, the study of the program was made. It was found that the program of apprenticeship was not well known in the United States. It was found that the program was not well known in the United States.

It was found that the program was not well known in the United States.

The program was not well known in the United States. It was found that the program was not well known in the United States. It was found that the program was not well known in the United States.

BUREAU OF APPRENTICESHIP

The Bureau of Apprenticeship was established in 1913. It was found that the program was not well known in the United States.

The Bureau of Apprenticeship was established in 1913. It was found that the program was not well known in the United States. It was found that the program was not well known in the United States.

The Bureau of Apprenticeship was established in 1913. It was found that the program was not well known in the United States. It was found that the program was not well known in the United States.

MAINTAINING THE PROGRAM

The Bureau of Apprenticeship was established in 1913. It was found that the program was not well known in the United States. It was found that the program was not well known in the United States.

The Bureau of Apprenticeship was established in 1913. It was found that the program was not well known in the United States. It was found that the program was not well known in the United States.

The Bureau of Apprenticeship is a part of the Department of Labor, and its functions are to administer the Federal Apprenticeship Act, to coordinate the activities of the various State Apprenticeship Boards, and to conduct research and statistics in connection with the apprenticeship system. The Bureau was organized in 1913, and since that time it has been steadily increasing its work and its influence. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country.

The Bureau of Apprenticeship is a part of the Department of Labor, and its functions are to administer the Federal Apprenticeship Act, to coordinate the activities of the various State Apprenticeship Boards, and to conduct research and statistics in connection with the apprenticeship system. The Bureau was organized in 1913, and since that time it has been steadily increasing its work and its influence. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country.

BUREAU OF APPRENTICESHIP

The Bureau of Apprenticeship is a part of the Department of Labor, and its functions are to administer the Federal Apprenticeship Act, to coordinate the activities of the various State Apprenticeship Boards, and to conduct research and statistics in connection with the apprenticeship system. The Bureau was organized in 1913, and since that time it has been steadily increasing its work and its influence. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country.

The Bureau of Apprenticeship is a part of the Department of Labor, and its functions are to administer the Federal Apprenticeship Act, to coordinate the activities of the various State Apprenticeship Boards, and to conduct research and statistics in connection with the apprenticeship system. The Bureau was organized in 1913, and since that time it has been steadily increasing its work and its influence. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country. It has been successful in securing the cooperation of the various State Boards, and in securing the cooperation of the various employers and workers in the country.

BUREAU OF APPRENTICESHIP

The objective of the national apprenticeship program is to stimulate and assist industry in developing and improving the skilled labor force under standards that safeguard the worker's welfare.

In discharging this responsibility, the Bureau performs two major functions: It encourages the establishment of sound apprenticeship programs for the development of skilled workers; and provides technical assistance in setting up such programs.

In the performance of these functions, the Bureau is guided by the Federal Committee on Apprenticeship, the membership of which is comprised of leaders in management, labor, and vocational education.

Through its field staff, with offices in every State, the District of Columbia, and the Territories of Alaska and Hawaii, the Bureau works with local employers and employees in developing apprenticeship and allied training programs designed to meet specific training needs. It also works closely with State apprenticeship agencies, trade, and industrial educational institutions.

During fiscal year 1956, the number of registered apprentices employed in the United States increased sharply. A total of approximately 180,000 apprentices were in training in July 1956, in programs approved by State apprenticeship agencies or the Bureau of Apprenticeship. This figure represents an increase of about 17,000 over the total in training a year earlier.

Despite the progress that has been made, the number of registered apprentices, together with others not registered with either the Bureau of Apprenticeship or State apprenticeship agencies, is inadequate to meet even current needs. The level of our present military expenditures, coupled with our increasing standard of living, places emphasis on skills that require much greater expansion in our skilled labor force.

National Industry Promotion

An "approach plan" has been instituted by which all available information on an industry, company, or union is assembled and distributed to the field staff with instructions and suggestions for its utilization. One completed approach plan has been released to the field, for the American Federation of Technical Engineers, AFL-CIO.

A large number of trade associations and international unions with headquarters in Washington, New York, and Chicago had heretofore not been

contacted or had been given little attention. It has been a major project to contact and survey these groups for potential apprenticeship opportunities. Efforts thus far in Washington and Chicago have been successful. The project will be pushed in the ensuing year.

Ten additional railroads have registered programs with the Bureau of Apprenticeship: Missouri Pacific; Pittsburgh & Lake Erie; Nashville, Chattanooga & St. Louis; Atlanta Joint Terminal; Atlanta & West Point & Western; Georgia Railroad; Elgin, Joliet & Eastern; Gulf, Mobile & Ohio; Terminal Railroad Association of St. Louis; and Clinchfield Railroad.

Twenty-two general conferences in the railroad industry have been attended by the railroad specialists, and a number of these give promise of having apprenticeship programs set up within the coming months.

Plans are being formulated for a national railroad apprenticeship conference.

Ten large corporations having plants in many States have developed training programs during the last year. These include such companies as the Aluminum Co. of America, National Gypsum, Colorado Fuel & Iron, and the American Can Co., which now has registered apprenticeship programs in its 57 plants.

A special committee from foundry management met with the staff of the Bureau of Apprenticeship several times to develop a survey to determine the kinds and amount of training needed in the industry. The committee established its own agenda and made its own decisions. Bureau personnel provided technical assistance.

The part of the survey dealing with mechanized foundries has been completed. The part covering job foundries will be completed during the fall. The committee has agreed that after the completion of the survey, it will take steps to establish a program, with the necessary staff implementation, to develop the needed training programs in the industry.

Special attention was given to the paper and pulp industry. During the reporting period, the following large paper companies established apprenticeship programs: Great Northern Paper Co., Fox River Valley Paper Co., West Virginia Pulp & Paper Co., and St. Regis Paper Co.

Work done at Ponemah Mills, Taftville, Conn., will serve as a guide for promotional work in the textile industry.

National standards were approved for the National Tool and Die Manufacturers Association, some of whose shops already have qualified training programs. Effort will now be made to register all shops of the association which have facilities for training tool and die makers.

The 14-man joint committee of the American Newspaper Publishers Association and the International Printing Pressmen and Assistants' Union developed and registered standards for pressmen. These standards will serve as a guide for local apprenticeship committees in establishing and operating apprenticeship programs designed to develop efficient and versatile craftsmen in the newspaper business.

Representatives of the Bureau have counseled with representatives of the International Typographical Union regarding the development of the new training center at their international headquarters. This center has been established to train not only apprentices but also journeymen in modern methods being introduced into the composing room.

Activities in the building and construction industry during the past fiscal year have covered four principal categories: Establishment of joint management-labor training committees, registration of apprenticeship standards, revision and improvement of apprenticeship standards, and journeymen trade extension training.

National joint management-labor apprenticeship committees were established in the trades of lather and of glazier and glass worker. National apprenticeship standards were completed and registered by both of these groups.

Many national organizations have recognized the need and importance of educational and training departments. Among those with such departments and full-time training coordinators at the end of the fiscal year were: United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry; National Joint Apprenticeship and Training Committee for the Electrical Industry; Structural Clay Products Institute Mason Relations Committee; International Association of Bridge, Structural, and Ornamental Iron Workers; Brotherhood of Painters, Decorators, and Paperhangers of America; Joint Apprenticeship Committee of the National Automatic Sprinkler and Fire Control Association and the Plumbers and Pipe Fitters Local 669; International Brotherhood of Boilermakers, Iron Ship Builders, Blacksmiths, Forgers, and Helpers; International Typographical Union; National Joint Paperhanger Training Committee; and the International Printing Pressmen and Assistants' Union.

Several national joint management-labor apprenticeship committees revised their apprenticeship standards, including the bricklayers, carpenters, plasterers, plumbers and pipefitters, roofers, and cement masons.

Revisions in the apprenticeship programs were made, primarily, to meet material and technological changes within the trades or industries. In several instances, action was taken with respect to national registration of all apprentices within the trades. Definite action in this respect was taken by the bricklayers and the sprinkler fitters, and the cement finishers and plasterers are considering such procedure.

In the field of journeyman trade extension training, there has been noticeable activity. The National Management-Labor Electrical Training Committee continues its activities in this area. The National Management-Labor Pipe Trades Committee has expanded its activity both in apprenticeship and journeymen training. The National Management-Labor Committee in the Painting and Decorating Industry has established a special committee for the promotion of journeyman training in the wallpaper industry. With the program completed and a full-time coordinator ap-

pointed, the plan is now being placed in operation throughout the country.

Many trade groups have given serious consideration to ways and means of financing their training programs, both on national and local levels. At present, it appears that the procedure of establishing an educational fund, by means of a small contribution for each man-hour worked, is the most practical.

Among the activities being highlighted at present is assistance to the operating engineers and road construction contractors in the formulation of apprenticeship and other types of training programs to meet the greatly expanded road construction program.

Apprenticeship Conferences

A joint conference of State apprenticeship agencies and the Bureau of Apprenticeship was held in Washington. Twenty States, Puerto Rico, and the District of Columbia were represented. The meeting served to strengthen relationships and to produce better understanding between State and Federal apprenticeship staffs.

Three other multi-State apprenticeship conferences were held during the year: The Eastern seaboard apprenticeship conference at Swampscott, Mass.; the first national skilled manpower conference at Old Point Comfort, Va.; and the Southern States apprenticeship conference at Biloxi, Miss. Each of these meetings was attended by several hundred persons, including management and labor leaders, representatives of vocational education, civic and veterans' organizations, and Federal and State apprenticeship agencies. These conferences served to bring about a better understanding of the objectives of the national apprenticeship program, and to stimulate interest in it.

Staff Services

Field Operations

Technical assistance was given employers and unions in developing and establishing apprenticeship and journeyman improvement programs, and consultant services were given to national joint apprenticeship committees in the development and revision of their standards.

New working agreements between the Bureau of Apprenticeship and State apprenticeship agencies have been completed, thus strengthening their cooperative relationships.

The Division arranged for and participated in 12 regional training conferences conducted for the technical improvement of the field staff. Bureau objectives, programs, policies, and staffing were discussed, and individual training given to personnel in conference leadership and techniques of industrial training.

A gradual growth in numbers of journeyman and supervisory training programs has been achieved. A number of national JAC's have urged local JAC's to adopt training programs to provide an opportunity for journeymen to meet new demands arising out of technological change.

Considerable publicity was developed throughout the country in local newspapers and labor press concerning apprenticeship completion ceremonies. Ceremonies honoring completing apprentices ranged from relatively small public acknowledgments to banquets attended by hundreds of people.

More than 20 ceremonies a month at which more than 5,500 apprentices were publicly awarded certificates of completion were arranged. These occasions were witnessed by more than 30,000 people. Speakers included United States Senators and Representatives, State governors, presidents and vice presidents of international unions, corporation presidents, commissioners of labor, educational representatives, Bureau officials, and many others.

Technical Services

During the year, four Atomic Energy Commission contractor-operated establishments were contacted to further a study to determine the standards of performance and additional skills necessary in the application of atomic energy to peaceful uses. A series of releases was prepared for the field staff for their information and guidance in dealing with requests for information on atomic energy. These releases included a conference outline for the general education and training of the work force. The Technical Services Division furnished one representative to the departmental atomic energy study group to review the entire atomic energy program and determine departmental interest. A paper on "Post-Attack Radioactive Contamination" was prepared for the Secretary's Committee on Peaceful Uses of Atomic Energy. It related to the departmental interest in reactivating bombed-out areas and the location of relocation centers of the various regional offices throughout the country.

The National Association of Manufacturers' educational director was given assistance in revising NAM's national apprenticeship program for outstanding apprentices in the metal trades.

One of the officials of the Bureau completed the 10-month resident session at the Industrial College of the Armed Forces. His term paper, "The Skilled Workers Sector of the Mobilization Base," was among several chosen for reproduction and distribution by the college. Several field representatives have enrolled in the correspondence section of the Industrial College, and 15 completed the field sessions during the year. Tentative plans were drafted with the headquarters office of the construction battalion Seabees of the Department of the Navy to arrange for apprentices engaged in the building trades to continue their training in the military services of the Seabees after being drafted. This would be an advantage both to the Seabees and the apprentice, as his training would continue uninterrupted.

On a number of occasions, material on electronics has been supplied to the field for the training of journeymen and apprentices. The armed services have been helpful in supplying the latest material on electronics, which has been used in training personnel.

A release on trends in shipbuilding and one on activities in the petroleum industry were sent to the field for promoting training in these industries.

Review and Registration

During the year, 1,894 company and area-wide programs of apprenticeship were reviewed prior to their registration with State apprenticeship councils or the Bureau of Apprenticeship.

A new national system of apprentice registration was inaugurated in cooperation with the Bricklayers, Masons, and Plasterers International Union. National registration service for apprentice members of the United Association of Plumbers and Pipe Fitters employed by contractors of the National Automatic Sprinklerfitters and Fire Control Association was extended and perfected. Assistance was given the national director of the Apprenticeship and Training Committee of the Electrical Industry in connection with proposals to study methods of determining apprentice training needs at the local level.

Continued progress was made in assembling and cataloging examples of apprentice training schedules in various trades and occupations for use in answering inquiries from State and Federal apprenticeship staffs and inquiries from employees, unions, and other organizations.

Special activities included planning and conducting a conference of Federal contracting agencies, jointly with the Solicitor's Office, to gain better understanding of apprenticeship practices in relation to regulations affecting employment on Federal and federally assisted projects. Following this conference, a circular was jointly prepared covering the regulations, and more than 5,000 copies were distributed to labor unions and contractors' associations.

Conferences also were held with Wage and Hour officials in the preparation of their revised regulations affecting apprentices under the new \$1 minimum wage, and in connection with a more flexible interpretation of overtime regulations affecting apprentices attending related instruction.

The division cooperated in the preparation of a recommended list of occupations for screening the Armed Forces Ready Reserve, and conferred with Veterans' Administration officials in development of an interpretative bulletin concerning schedules of work processes in the apprentice training programs under Public Law 550.

Research and Statistics

To determine the extent to which apprentice training has been helpful, the Bureau began a study in fiscal year 1956 of the careers of a sample group of persons who completed apprenticeships in 1950. Each of the former

apprentices included in the study has been asked a series of questions concerning his apprenticeship and the types of jobs he has held since the completion of his training. The former apprentices were also asked to evaluate the quality of instructions they received on the job and in related classes.

To study the need for developing additional skills in various industries and to determine the extent to which training needs are currently being met, the Bureau is conducting a series of research studies. At the request of the foundry industry, it made a study of the impact of mechanization on manpower requirements and training needs which revealed that the mechanized foundries expect an increase in the need for patternmakers, maintenance mechanics, and technicians by 1960. Slight increases in some other foundry occupations, such as molding and coremaking, are also expected. It was also found that the length of time necessary for training machine molders and coremakers has been shortened by mechanization. A report on the findings of the study of mechanized foundries was presented at the annual conference of the American Foundrymen's Society in Atlantic City, N. J., in May 1956. Similar studies are being conducted in aircraft manufacturing, electronic equipment manufacture, building construction, air transportation, and printing.

A series of industry studies was begun in fiscal year 1955 to determine training needs and practices in various industries. A study of the electric power industry was published. The study summarized data obtained by field representatives from 920 electric power companies employing a total of about 300,000 workers. It was found that training programs had been developed by 502 companies, and that 360 of these companies were training apprentices. Training directors were employed by 85 percent of the companies that reported 5,000 or more workers, and by 42 percent of the firms that reported between 1,000 and 5,000 workers. Responsibility for the administration of training programs in relatively small companies was usually assigned to a superintendent or manager, although in some instances personnel managers and foremen had charge of training. Similar studies were begun during the year in aircraft manufacturing, printing, and foundries.

A report was also published on a sample survey of former apprentices who did not complete their training. It was found that the training received while apprentices helped a high proportion of them in their subsequent employment. A total of 38 percent of the former apprentices reported that they were working in the same trade in which they had been apprenticed. Another 12 percent were employed in a closely related trade.

International

During the fiscal year 1956, 108 foreign trainees from 25 different countries received practical industrial training in a wide cross section of American industry under arrangements worked out by the Bureau of Apprenticeship. This compares with 102 from 20 countries who received similar training during fiscal 1955.

These trainees were brought to the United States under programs sponsored by the International Cooperation Administration; the United Nations, including the International Labor Office; and the Educational Exchange Service of the Department of State.

In addition to arranging training programs for individual participants, the Bureau organized and supervised a training program for a French team consisting of 12 members.

During fiscal 1956, the Bureau provided assistance to 236 foreign visitors, in addition to the 108 trainees for whom it held primary responsibility. These visitors were referred by other agencies to get a better understanding of the organization and administration of apprenticeship and industrial training in the United States.

Bureau assistance was provided the International Cooperation Administration in recruiting an apprenticeship specialist for El Salvador. Assistance was also given the International Labor Organization in recruiting consultants for foreign assignments. Five specialists originally recruited by the Bureau for the International Cooperation Administration for assignments in Iran continued to serve during the year.

Publications

During the fiscal year 1956, 13 magazine articles, 11 booklets, 12 reprints of articles, 51 news releases, and 29 speeches for the Director and other officials of the Bureau were prepared.

More than 300 magazine articles and 2,000 newspaper articles on training were published during this period. These articles were based largely on the news releases mentioned above.

Among the magazine articles published, two described training programs of aircraft manufacturers—Lockheed Aircraft Corp. and Boeing Airplane Co. Another article, addressed to young men interested in aircraft, was entitled "Apprentice Training Leads to Careers in Craftsmanship."

An article relating to training in any industry, entitled "How To Meet Skilled Manpower Needs," stressed the need to establish an overall program to meet all training needs, current and future. An article entitled "Developing Super-Craftsmanship in Atomic Submarine Building" described the Electric Boat Co.'s training program.

A new simplified edition of the booklet *The National Apprenticeship Program* was prepared. A technical bulletin, *Apprenticeship Trends*, was published. This summarized data on registered apprentices in the United States, 1940-56.

More than 15,000 copies of booklets and other promotional literature were distributed in reply to requests to representatives of employers, labor, vocational education, and others directly or indirectly concerned with industrial training.

TABLE 1.—Registered apprentices in the United States, July 1, 1956, by States

State	Number of apprentices	State	Number of apprentices
Alabama.....	1,938	Montana.....	1,180
Alaska.....	313	Nebraska.....	1,128
Arizona.....	1,456	Nevada.....	425
Arkansas.....	720	New Hampshire.....	359
California.....	20,748	New Jersey.....	4,043
Colorado.....	1,782	New Mexico.....	898
Connecticut.....	5,996	New York.....	16,049
Delaware.....	317	North Carolina.....	4,655
District of Columbia.....	2,144	North Dakota.....	233
Florida.....	3,866	Ohio.....	14,226
Georgia.....	2,703	Oklahoma.....	1,515
Hawaii.....	543	Oregon.....	2,007
Idaho.....	588	Pennsylvania.....	7,601
Illinois.....	11,684	Puerto Rico.....	402
Indiana.....	3,703	Rhode Island.....	1,198
Iowa.....	1,880	South Carolina.....	1,142
Kansas.....	1,159	South Dakota.....	268
Kentucky.....	2,320	Tennessee.....	2,753
Louisiana.....	2,143	Texas.....	7,102
Maine.....	718	Utah.....	1,134
Maryland.....	2,495	Vermont.....	481
Massachusetts.....	6,162	Virginia.....	2,739
Michigan.....	10,729	Washington.....	4,136
Minnesota.....	5,112	West Virginia.....	1,184
Mississippi.....	603	Wisconsin.....	6,561
Missouri.....	4,331	Wyoming.....	357

¹ As of Jan. 1, 1956.

TABLE 2.—Registered apprentices in selected trades in the United States as of July 1, 1956, by trade

Trade	1956	1955	1954
Total.....	179,929	162,690	156,567
Carpenter.....	25,707	23,854	22,140
Plumber.....	21,374	20,517	18,428
Electrician.....	16,968	16,198	15,766
Brickmason.....	12,133	8,218	8,282
Sheet metal worker.....	10,679	9,893	8,956
Auto mechanic.....	9,686	9,731	10,646
Machinist.....	8,828	8,439	9,206
Tool and die maker.....	8,699	8,853	9,112
Printer.....	5,850	5,538	5,355
Lineman.....	5,424	4,083	3,460
Painter.....	4,497	4,197	3,585
Pressman.....	3,678	3,620	3,225
Ironworker.....	2,907	2,556	2,208
Meatcutter.....	2,482	2,295	2,051
Plasterer.....	2,459	2,198	2,333
Patternmaker.....	1,835	1,661	1,550
Cabinetmaker.....	1,718	1,567	1,738
Draftsman.....	1,474	1,304	1,268
Electrotypist-stereotypist.....	1,397	1,424	1,346
Roofer.....	1,348	1,134	986
Photoengraver.....	1,201	1,279	1,112
Cement mason.....	1,074	860	752
Other.....	28,511	23,271	23,062

BUREAU OF EMPLOYEES' COMPENSATION

The Bureau of Employees' Compensation was established in 1946 to provide compensation for federal employees who are injured or become disabled as a result of their employment. The Bureau is responsible for the administration of the Federal Employees' Compensation Act (FECA).

The Bureau is responsible for the administration of the Federal Employees' Compensation Act (FECA). This includes the determination of the amount of compensation payable to an employee who is injured or becomes disabled as a result of their employment. The Bureau also administers the Federal Employees' Compensation Act (FECA) for the purpose of providing compensation to an employee who is injured or becomes disabled as a result of their employment.

BUREAU OF EMPLOYEES' COMPENSATION

BUREAU OF EMPLOYERS' COMPENSATION

BUREAU OF EMPLOYEES' COMPENSATION

On September 7, 1956, the Federal Employees' Compensation Act completed its 40th year of providing workmen's compensation benefits for civilian Federal employees injured in the performance of duty. The act is administered by the Bureau of Employees' Compensation.

From its inception the act was recognized as a significant forward step in social legislation. With but two major amending acts, in 1927 and 1949, it has retained its reputation as an effective means of providing adequate care and financial relief during periods of disability caused by Federal work injuries. In the nearly 40 years of operation to June 30, 1956, over 3,954,000 injuries to Federal employees were reported and close to \$493,000,000 disbursed to care for the injured or their dependents.

Besides the basic coverage of regular civilian Federal employees, either temporary or permanent in tenure of office, extensions of the act of September 7, 1916, embrace such diversified groups as employees of the government of the District of Columbia; commissioned officers of the Public Health Service; members of Reserve components of the military establishments; emergency relief employees; Federal student nurses; and certain employees injured or killed due to enemy action. For conditions of coverage and certain restrictions on benefits, the act itself should be consulted. Total coverage is conservatively calculated to be approximately 2,400,000 employees as of June 30, 1956. Coverage is international in nature and affects many hundreds of thousands of workers in trades and professions vital to national defense work.

The Federal workmen's compensation system also covers certain employees of private industry. Included are thousands of maritime workers throughout the Nation, employees of private industry in the District of Columbia, and construction workers at outlying defense bases. Injury claims from such employees must be paid according to Federal statutes from insurance funds, or self-insurance provided by the private employer. Available information indicates that close to 1,000,000 workers are potential beneficiaries under the program. The Government provides medical, monetary, and vocational rehabilitation benefits for its own employees from direct appropriations made by Congress. For the others, it supervises certain operations to insure that relief is given promptly and in accordance with law through the usual channels of insurance or self-insurance paid for by the employing concerns. In the nearly 30 years that the Bureau of Employees' Compensation has administered these private employment compensation acts, over 3,476,000 injury cases have been reported to June 30,

1956. Disability and death payments in cases closed during this period, exclusive of medical costs, amounted to \$182,739,312.

Nearly 194,000 employees were reported injured at work during fiscal year 1956, according to the Bureau's official records. Direct disbursements made by the Bureau and the evaluation of cases closed under the private employment acts amounted to \$60.2 million, 2 percent more than for 1955.

Federal Employees' Compensation Act

The fiscal year which ended June 30, 1956, represented the sixth full fiscal period of operation under the liberalized provisions provided by the amendments of October 14, 1949 (c. 691, 63 stat. 854). During the year a total of 92,798 new injury cases was received, and 697 fatal cases were awarded compensation benefits. Total disbursements climbed to an unprecedented sum of \$50,630,527.

Disability Payments

During the fiscal year 1956, a total of 40,706 Federal employees received cash benefits as a result of nonfatal injuries involving disability in excess of the statutory 3-day waiting period. Of this number, there were 21,091 employees who were paid wages during disability and their absence from work was chargeable to leave which they elected to take. An additional 11,187 employees received final payments of compensation due them and their cases were considered closed. At the close of the year there remained on the compensation rolls a total of 8,428 nonfatal cases. Disability compensation paid during the year, exclusive of leave cost, amounted to \$19,270,903, approximately 73 percent of the wage loss. This is in marked contrast to the situation just prior to the amendments of 1949 when limited payments of \$116.66 per month resulted in an effective compensation rate of less than 45 percent.

Of considerable importance is the role of the scheduled award in affording benefits beyond the healing period in instances where there is permanent anatomical impairment, such as loss or partial loss of an eye, arm, hand, finger, leg, foot, or toe. From October 14, 1949, to June 30, 1956, the Bureau of Employees' Compensation certified 9,876 scheduled awards. By the end of the fiscal year, 8,761 awards had been terminated and scheduled payments were being made to 1,115 cases. These 9,876 cases received an average award of \$192 per month, amounting to \$3,217 per case over and above healing period payments. Awards ranged all the way from \$19 for partial loss of a little finger to \$37,800 for complete loss of an arm. As might well be expected, most of the employees who received scheduled awards for permanent partial disabilities were laborers, mechanics, machine operators, and trades employees of all descriptions, particularly carpenters. Included, however, were doctors, nurses, engineers, foremen, and office clerks. Payment of scheduled awards does not preclude continuation of benefits where loss of earning capacity persists due to complete loss or loss

of use of major anatomical members. In addition to these scheduled award cases, there were on June 30, 1956, approximately 7,313 nonfatal cases receiving compensation benefits for loss of earning capacity.

Death Benefits

More than 16,000 families were awarded death compensation over the period September 7, 1916, to June 30, 1956, as a result of fatal occupational injuries. The exact number recorded is 16,008 fatal cases with 37,029 dependents entitled to benefits. Average award per case, prior to the amendments of October 14, 1949, was \$56.21 per month; and the average evaluation amounted to \$12,412 per dependency case. Comparable figures today indicate an average monthly payment of \$210.80 and an average evaluation of approximately \$48,000 per dependency case. During the fiscal year 1956, death compensation mounted to \$22,192,020, or 5 percent above that for 1955. Awards were made to 1,595 dependents in 697 cases. As of June 30, 1956, death compensation payments were being made in 9,710 Federal cases and 1,252 cases under emergency relief acts.

Medical Care and Rehabilitation

The Federal Compensation Act places no limitation on necessary medical and hospital services. Wherever practicable, these services and supplies are furnished by United States medical officers and hospitals. For this purpose the hospitals and dispensaries of the Public Health Service of the Department of Health, Education, and Welfare are available without charge, as to a limited extent are the hospitals under the control of the Bureau of Indian Affairs. The Army and Navy hospitals are generally used only for the treatment of civilian employees of the Department of Defense and are reimbursed from the compensation fund at the rate established for such service.

In localities where the services of the United States medical officers are not available, medical treatment is furnished by private physicians designated by the Bureau. These physicians, numbering approximately 3,000, are paid by the Bureau for services actually rendered. Nearly \$6,820,000 was expended during fiscal 1956 from the compensation fund for medical treatment furnished by public and private facilities and for transportation incident to such treatment. Nearly 108,000 payments were certified during the year.

After medical care has been afforded there frequently remains the more difficult problem of helping the injured employee return to remunerative employment so far as his aptitudes and abilities will permit. This kind of rehabilitation for the injured employee with a permanent physical handicap naturally begins with physical restoration, and in many cases it commences at the very start of physical recovery.

The Bureau cooperates closely with the Office of Vocational Rehabilitation of the Department of Health, Education, and Welfare and State re-

habilitation agencies; and during the past year has referred to them many injured Federal employees believed to be in need of specialized occupational rehabilitation.

Third-Party Liability

When accidents occur for which a third party other than the United States appears legally liable, action is initiated to collect damages. Recoveries of damages were made in 982 third-party cases, the gross amount of such recoveries being \$2,403,913.54. This is an increase of \$334,711.05 over the amount of the gross recoveries made during the previous year. After deducting attorneys' fees, which amounted to 23 percent of the damages recovered, and expenses of collection, the net recoveries amount to \$1,840,238.78. As of June 30, 1956, there were 2,095 third-party cases still pending in the Bureau.

Longshoremen's and Harbor Workers' Compensation Act

The Longshoremen's and Harbor Workers' Compensation Act of 1927 covers employees engaged wholly or partly in maritime employment upon the navigable waters of the United States. Such employees include longshoremen, ship repairmen, servicemen, harbor employees, and others whose employments are maritime in character. Through subsequent amendments, the act has been extended to include private employees in the District of Columbia; employees of contractors with the United States engaged in defense base work outside the continental limits of the United States; and employees covered by the Outer Continental Shelf Lands Act of 1953. The act is administered through deputy commissioners in 13 compensation districts.

Longshoremen and Harbor Workers

Reports received by the Bureau in the fiscal year 1956 cover 69,755 work injuries under the Longshoremen's Act. Although many of these injuries entail only minor disabilities and a large proportion of the employees recover within the statutory waiting period, others are far more serious and frequently are permanent. That this is so may be seen by the fact that for cases closed in the fiscal year 1956 some 2.2 million days were lost as a result of work injuries. Compensation paid in 11,862 cases closed during the year amounted to \$8,018,000, including \$493,358 for 87 fatal cases. These amounts, and those quoted immediately below, are exclusive of medical expenses. On June 30, 1956, there were 11,309 nonfatal and 886 fatal cases open in the offices of the 13 compensation districts. Compensation was being paid in 2,997 nonfatal cases and 744 fatal cases.

Industrial Workers in the District of Columbia

Although precise information is not available on the number of employees of private industries in the District of Columbia, it appears that about 250,000 workers, employed by nearly 20,000 employers, are covered by the District of Columbia Compensation Act administered by the Bureau.

During the fiscal year 1956 the Bureau received reports of 26,142 injuries, including 32 fatal cases, representing a slight decrease from the total for 1955. By the end of the year, 721,133 injuries, including 1,446 fatalities, had been reported under this law during its 28 years of operation.

Compensated Cases

Although in a very large percentage of the 26,892 cases closed during the fiscal year 1956 the injury did not cause any loss of time from work beyond the day of injury, many of the disabling injuries were serious in nature and extent. Of the 6,855 disabling injuries, 3,088 cases were compensated. Of the compensated cases, 460 involved permanent disability. In 77 cases, awards amounting to \$16,850 were made for serious facial disfigurement.

Compensation paid in nonfatal cases closed during 1956 amounted to \$1,070,746 for 253,871 days of disability. The cost of 22 fatal cases closed during 1956 was \$146,197.

During the year, awards were made to 29 dependents in 17 fatal cases. At present these cases are evaluated at \$228,684. In addition to fatal cases in which new awards were made, it was necessary to make a number of modified awards involving dependents in fatal cases previously awarded benefits. All compensation benefit figures quoted here exclude medical costs, concerning which the Bureau is usually not advised under this act.

As of June 30, 1956, a total of 2,779 injury cases remained open pending final action. This number includes 687 nonfatal and 232 fatal cases upon which compensation was being paid. The remaining cases were incomplete and in various stages of adjudication.

TABLE 1.—Operations under the Federal Employees' Compensation Act July 1, 1951, to June 30, 1956

Item	Fiscal year—					
	Average, 1947, 1948, and 1949	1952	1953	1954	1955	1956
A. Injury cases reported:						
Nonfatal.....	83,599	94,966	92,526	87,408	87,743	91,507
Fatal.....	1,091	5,462	2,435	2,637	1,378	1,291
Total.....	84,690	100,458	94,961	90,105	89,321	92,798
Index.....	100	119	112	106	105	110
B. Employment coverage (average; excludes reservists)						
	2,100,000	2,561,524	2,572,453	2,407,500	2,393,249	2,396,571
C. Casualty rates:						
Frequency per million man-hours.....	8.67	8.43	7.96	7.79	7.71	7.81
Severity per million man-hours.....	680	660	560	590	590	552
Cost per \$100 payroll.....	\$0.17	\$0.30	\$0.24	\$0.26	\$0.27	\$0.25
Cost per employee.....	\$4.63	\$10.83	\$9.09	\$10.36	\$10.81	\$10.93
D. Number of injury cases reported by establishment:						
Executive Office of the President.....	1,541	24	55	48	27	40
Department of State.....	283	361	343	274	308	309
Department of the Treasury.....	2,388	2,083	1,964	1,942	1,954	1,838
Department of the Army.....	17,065	21,896	20,581	16,014	14,198	13,553
Department of the Air Force.....	6,192	9,578	8,856	7,762	7,654	8,645
Department of the Navy.....	8,830	7,304	6,678	6,004	5,760	5,777
Department of Justice.....	437	556	653	745	801	871
Post Office Department.....	25,129	30,501	31,284	31,882	34,993	38,771
Department of the Interior.....	3,827	4,437	4,212	4,141	3,824	3,979
Department of Agriculture.....	4,031	4,084	3,692	4,397	4,381	4,821
Department of Commerce.....	1,206	2,016	1,865	1,503	1,533	1,536
Department of Labor.....	79	181	75	58	74	81
Department of Health, Education and Welfare.....	599	737	638	670	727	856
General Services Administration.....	1,804	2,229	2,114	1,997	1,851	1,561
District of Columbia Government.....	716	747	761	800	872	810
Tennessee Valley Authority.....	982	1,512	1,424	1,774	1,775	1,224
Veterans Administration.....	6,332	6,120	6,120	5,877	5,503	5,194
All other agencies.....	3,049	6,192	3,646	4,217	3,086	2,932
Total.....	84,690	100,458	94,961	90,105	89,321	92,798

E. Final disposition of injury cases:

Minor injury cases.....	36,585	51,852	49,133	44,849	45,985	48,266
Disability 1-3 days.....	10,862	13,097	13,655	12,439	12,018	13,037
Covered by leave.....	18,924	20,948	21,214	20,091	19,302	21,091
Compensated, nonfatal.....	10,101	12,348	14,243	13,557	11,835	11,187
Compensated, fatal.....	498	244	387	391	383	297
No dependents, fatal.....	93	59	115	105	123	66
Disapproved.....	3,762	4,232	3,430	4,874	4,134	3,341
All other.....	2,682	5,543	5,456	3,905	3,468	3,090
Total.....	83,507	108,323	107,633	100,211	97,345	100,375
Index.....	100	130	129	120	117	120

F. Number of cases being compensated at the end of fiscal year:

Nonfatal.....	4,939	8,040	7,822	7,919	7,770	8,428
Fatal.....	5,262	6,050	7,176	7,909	8,821	9,710

G. Number of cases in which fatal awards were made during year.....

Number of widows.....	755	1,232	1,692	1,380	1,308	697
Number of children.....	545	1,080	1,501	1,273	972	568
Number of parents.....	1,023	1,480	2,183	1,972	1,535	943
Number of brothers and sisters.....	127	128	168	70	105	71
Number of other dependents.....	301	143	109	21	44	12
Total number of dependents.....	12	10	4	4	1	1
Average number of dependents per case.....	2,008	2,841	3,961	3,340	2,657	1,595
	2.7	2.3	2.3	2.4	2.0	2.3

H. 3 basic averages (excludes reservists):

Average evaluation per fatal case.....	\$11,210	\$33,662	\$27,747	\$39,258	\$38,668	\$43,690
Average evaluation per nonfatal disabling injury.....	\$158	\$406	\$393	\$485	\$483	\$489
Average days lost per nonfatal disabling injury.....	27	42	37	44	47	46

I. Disbursements:

Disability compensation.....	\$5,354,032	\$15,670,029	\$16,062,421	\$16,962,623	\$17,818,890	\$19,270,903
Death compensation.....	4,091,944	(9,493,995)	(14,580,036)	(17,186,229)	(21,122,689)	(27,192,020)
Federal employees.....		6,779,131	7,514,175	7,682,559	7,841,912	7,747,754
Reservists.....		2,734,867	7,065,861	9,533,670	13,821,957	14,450,266
Medical treatment and supplies.....	2,603,390	5,503,325	5,917,742	6,104,698	6,720,258	6,583,400
Miscellaneous costs.....	108,489	175,221	171,121	233,037	231,763	231,699
Emergency action, Public Laws 784 and 896.....	1,626,398	(4,434,930)	(3,711,685)	(2,353,301)	(1,627,719)	(1,600,820)
War at Hazards Act, Public Law 784.....		398,347	288,289	189,727	168,118	138,057
War Claims Act, Public Law 896.....		4,038,583	3,493,396	2,162,764	1,439,601	1,461,763
Civilian war benefits.....		58,882	54,449	52,261	42,606	42,894
Emergency relief acts.....	610,917	897,558	818,463	800,119	767,896	708,951
Total.....	14,305,210	36,233,944	41,355,917	43,692,268	48,324,333	50,630,527

J. Emergency relief cases still active:

Nonfatal.....	411	227	218	203	192	190
Fatal.....	2,402	1,604	1,450	1,412	1,324	1,252

¹ Excludes emergency relief acts except where specifically indicated. Includes reservists of the Armed Forces, except where specifically excluded.

TABLE 2.—Operations under the Longshoremen's and Harbor Workers' Compensation Act, and extensions thereof, July 1, 1951, to June 30, 1956

Item	Average, 1947, 1948, and 1949	Fiscal year—			
		1952	1953	1954	1955
A. Injury cases reported:					
Nonfatal.....	157,954	139,021	128,025	102,988	93,325
Fatal.....	280	263	219	214	167
Total.....	158,234	139,284	128,244	103,202	93,492
Index.....	100	88	81	65	59
B. Kinds of employees injured:					
Longshoremen.....	52,806	31,465	27,857	28,046	28,801
Harbor workers.....	61,496	61,545	59,240	41,097	33,609
Defense base workers.....	14,465	17,241	13,856	7,415	4,261
District of Columbia private employees.....	29,467	29,033	27,291	26,644	26,138
Outer Continental Shelf.....					410
Total.....	158,234	139,284	128,244	103,202	93,492
C. Final disposition of injury cases:					
Number of cases closed:					
Longshoremen's and Harbor Workers' Compensation Act.....	116,857	92,844	88,891	72,066	64,541
District of Columbia Workmen's Compensation Act.....	30,033	30,101	28,448	27,819	26,551
Defense Bases Act.....	14,659	16,725	14,710	8,003	5,061
Outer Continental Shelf Lands Act.....					365
Total.....	161,549	139,670	132,049	107,888	96,518
Evaluation of cases closed (excluding medical):					
Longshoremen's and Harbor Workers' Compensation Act.....	\$7,143,222	\$7,683,733	\$8,792,012	\$8,925,454	\$8,763,049
District of Columbia Workmen's Compensation Act.....	\$867,512	\$1,307,596	\$1,295,234	\$1,352,922	\$1,221,247
Defense Bases Act.....	\$630,141	\$805,072	\$681,950	\$520,330	\$494,405
Outer Continental Shelf Lands Act.....					\$14,763
Total.....	\$8,640,875	\$9,596,401	\$10,769,196	\$10,798,706	\$10,493,464
					\$9,626,922
					\$8,018,233
					\$1,216,943
					\$353,724
					\$38,022

D. Number of fatal awards made during the year:

Longshoremen and harbor workers.....	91	64	68	49	35	86
District of Columbia workers.....	21	29	20	18	16	17
Defense base workers.....	33	43	20	6	26	18
Outer Continental Shelf Lands Act workers.....						2

Total.....

	145	136	108	73	77	123
--	-----	-----	-----	----	----	-----

E. Number of cases still active:

Longshoremen and harbor workers.....	11,293	13,110	13,077	12,118	11,980	12,105
District of Columbia workers.....	2,737	3,119	2,805	2,452	2,763	2,779
Defense base workers.....	1,970	2,566	2,047	1,809	1,571	1,317
Outer Continental Shelf Lands Act workers.....						1,145

Total.....

	16,000	18,795	17,929	16,379	16,377	16,436
--	--------	--------	--------	--------	--------	--------

Index.....

	100	117	112	102	102	103
--	-----	-----	-----	-----	-----	-----

F. Kind of insurance coverage:

Number of insurance companies.....	396	459	465	471	507	534
Number of self-insurers.....	357	356	348	359	361	365

TABLE 3.—*Appropriations and expenditures, fiscal years 1952-56*

Period covered	Salaries and expenses			Compensation benefits	
	Total appropriations	Total expenditures, all acts, including estimated obligations	Net expenditures, Federal act, including estimated outstanding liabilities at the end of fiscal year	Total appropriations	Net expenditures
Year ending June 30:					
1952.....	\$2,305,316	\$2,286,724	\$1,315,086	\$36,167,968	\$36,233,944
1953.....	2,494,600	2,481,838	1,410,760	41,500,000	41,355,917
1954.....	2,290,000	2,287,304	1,298,399	43,750,000	43,692,268
1955.....	2,338,095	2,335,603	1,296,789	48,559,611	48,324,333
1956.....	2,612,956	2,612,424	1,462,171	50,630,672	50,630,527

TABLE 4.—*Trust fund accounts for fiscal years 1952-56*

LONGSHOREMEN'S AND HARBOR WORKER'S COMPENSATION ACT

	1952	1953	1954	1955	1956
Balance, July 1.....	\$645,669.46	\$673,252.63	\$705,233.46	\$734,522.62	\$778,135.85
Receipts, fiscal year.....	36,405.54	39,245.14	37,158.06	¹ 54,244.30	31,548.60
Total.....	682,075.00	712,497.77	742,391.52	788,766.92	809,684.45
Expenditures.....	8,822.37	7,264.31	7,868.90	10,631.07	15,081.54
Balance, June 30.....	673,252.63	705,233.46	734,522.62	778,135.85	794,602.91

DISTRICT OF COLUMBIA COMPENSATION ACT

	1952	1953	1954	1955	1956
Balance, July 1.....	\$104,406.12	\$108,562.94	\$107,147.33	\$111,953.75	\$118,176.20
Receipts, fiscal year.....	9,487.06	3,467.50	7,613.58	9,574.30	3,923.70
Total.....	113,893.18	112,030.44	114,760.91	121,528.05	122,099.90
Expenditures.....	5,330.24	4,883.11	2,807.16	3,351.85	2,816.60
Balance, June 30.....	108,562.94	107,147.33	111,953.75	118,176.20	119,283.30

¹ Includes \$19,439 future proceeds from investments in Government Bonds Series J.

EMPLOYEES' COMPENSATION APPEALS BOARD

The following table shows the results of the survey conducted in the year 1967. The data is presented in a tabular format, with columns for the various categories and rows for the different groups. The results are as follows:

Category	Group 1	Group 2	Group 3	Group 4
Group 1	100	100	100	100
Group 2	100	100	100	100
Group 3	100	100	100	100
Group 4	100	100	100	100

EMPLOYEES' COMPENSATION APPEALS BOARD

1967	1968	1969	1970	1971
100	100	100	100	100
100	100	100	100	100
100	100	100	100	100
100	100	100	100	100

EMPLOYEES' COMPENSATION APPEALS BOARD

The Employees' Compensation Appeals Board is a quasi-judicial body, established in 1946, with exclusive jurisdiction to consider and decide appeals from final decisions of the Bureau of Employees' Compensation pursuant to the provisions of the Federal Employees' Compensation Act. The jurisdiction of the Board extends to questions of law and fact and to questions involving the exercise of discretion based on the case record upon which the Bureau rendered its decision. New evidence may not be submitted to the Board. Appeal is a matter of right, as is the opportunity to appear before the Board and to be heard in oral argument. Procedures are informal and are designed to facilitate the presentation of cases. Decisions of the Board are final as to the subject matter appealed.

There were 181 cases pending at the beginning of the fiscal period. During the year, 434 new appeals were docketed, making a total of 615 cases. The Board disposed of 445 cases. The year ended with 170 pending cases, which is the lowest figure since 1951. A breakdown of the 170 cases pending as of June 30, 1956, discloses that 93 were ready for Board adjudication. Of the 93 cases, 26 had been heard in oral argument, 56 had been submitted on the record, 2 were Bureau motions to remand, and 9 were motions to dismiss. The Board, in executive session, had "decided" 31 of the 93 cases which were in process of preparation of formal decision with opinion. The balance of 77 cases were not in posture for decision. Of the 77 cases, 53 were awaiting Bureau Memorandum in Justification of its decision, 11 were pending appellant's reply to the Bureau's Memorandum in Justification, and 13 were awaiting a hearing pursuant to request for oral argument.

The average time lapse from the date of filing an appeal to the date of closing was 7.3 months for cases in which hearings were held and 4.3 months for cases submitted on the record. Applications for approval of attorneys' fees were filed in 28 cases.

The operation of the Board is on a current basis. The speed in rendering decisions must be secondary to the basic fundamental requirement that each case receive a complete, careful, and thorough consideration of the evidence of record and that the opinion which is rendered be clear and demonstrate that the conclusion reached is supported by the facts and the law.

Employees' Compensation Appeals Board

	Fiscal year—									
	1947	1948	1949	1950	1951	1952	1953	1954	1955	1956
Carried forward.....	0	35	81	97	120	225	366	453	341	181
New cases.....	64	113	111	127	257	337	504	531	531	434
Total docket.....	64	148	192	224	377	562	870	984	872	615
Closed.....	29	87	95	104	152	196	417	643	691	445
Pending, year end.....	35	81	97	120	225	366	453	341	181	170

CONTENTS

Introduction	1
Partnership and policy	1
Employment security	1
Administrative development	1
Public program development	1
Public program development	1

Employment security	1
Legislation and program development	1

BUREAU OF EMPLOYMENT SECURITY

Public program development	1
Public program development	1
Public program development	1

Public program development	1
Public program development	1
Public program development	1

CONTENTS

	Page
Introduction	85
Production and jobs	86
Employment service	88
Administrative developments.....	89
Basic program developments.....	90
Farm Placement Service.....	94
Special program developments.....	96
Unemployment insurance.....	98
Legislative and program developments.....	101
Manpower measures for defense readiness.....	105
Related responsibilities	107
Labor market information.....	107
Admission of aliens.....	110
Refugee program.....	110
Critical occupations and essential activities.....	110
International labor activities.....	111
Federal Advisory Council recommendations.....	111
Statistical appendix.....	114

CONTENTS

1	Introduction
17	Production and jobs
23	Employment statistics
29	Advisory Committee
35	Basic program development
41	Formal program development
47	Special program development
53	Employment Insurance
59	Legislative and program development
65	Management resources for defense production
71	Related responsibilities
77	Labor market information
83	Administration of labor
89	Regional programs
95	General employment and related activities
101	International labor activities
107	Federal Advisory Council recommendations
113	Statistical reports

Introduction

Within the past generation, new professions, new institutions have had to be created to help people adjust to the rapidly changing and incredibly complex world of work. One of these institutions is the Federal-State employment security system. This institution, made up of State employment security agencies linked with each other and with the Federal Government through the Department of Labor's Bureau of Employment Security, has the basic task of finding jobs for workers, and of providing income to meet the nondeferrable expenses of workers who are unemployed. More positively, it uses its resources, knowledge and skills to promote full employment.

Proceeding from this fundamental responsibility, functions have been added until this Federal-State system has become an active participant in planning and operating economic, income maintenance, labor market, and defense manpower programs. These added responsibilities range from preparing labor market information vital to the work of the Council of Economic Advisers and such Presidential commissions as that on migratory labor and on veterans' pensions to devising and maintaining a nationwide labor market classification system to which are tied most Government programs designed to help areas where there is a labor surplus.

The employment security system consists of a large organization by any standards. It operates under laws passed by 54 separate legislative bodies and does its work through the combined efforts of a Washington office, 11 regional offices, and 53 State agencies. Its points of contact with its "customers"—the workers and their employers—are the 1,700 full-time and 2,300 part-time local offices, stretching from Maine to Hawaii and from Alaska to the Virgin Islands—and soon to Guam.

The administration of the entire system is federally financed, and the Secretary of Labor is administratively responsible for all funds granted to both the Federal Government and to the States by the Congress of the United States, to which he is accountable.

In addition to defining for the States the standards they must meet in order to qualify for grants, and seeing to it that they meet them, the Bureau makes its major contribution to the system through program development, improvement, and standardization, in technical assistance, and in the exchange of successful experience among the States.

This is a report of the operations of the system during fiscal year 1956, as well as the accounting of the Bureau's stewardship.

Production and Jobs

During fiscal year 1956, the Nation reached and maintained levels of production and employment well above those of any other year.

Production Went Up

The industrial production rate (seasonally adjusted) stood at 139 percent of the 1947-49 average in July 1955. This was already 14 points higher than for calendar year 1954. Industrial production increased without interruption through the first half of fiscal year 1956. By December 1955, it reached a rate of 144 percent of the 1947-49 average—5 points higher than in July 1955 and 10 points higher than average production in 1953.

During the last half of the fiscal year, industrial production fell off somewhat. But by June of 1956 its rate was still 2 points higher than at the beginning of the fiscal year. Both durable and nondurable manufactures shared in this gain in spite of sharply curtailed automobile production. Mineral production rose by over 7 percent in the period.

Construction activity, which had maintained a relatively high level during the 1953-54 recession, was at an even higher level by the beginning of the fiscal year. The volume of home building slacked off at the beginning of the second half of the fiscal year, remaining lower than a year earlier during that period. However, industrial and commercial construction increased rapidly during this period, and by June 1956 construction outlays established a new record.

In July 1955, gross national product, personal income, compensation of employees, and personal consumption expenditures were at unprecedented high levels. All increased steadily and rapidly during the year. By the last quarter of the fiscal year, gross national product, at the annual rate of \$408.3 billion, was about \$21 billion greater than a year earlier. Personal income, at the rate of \$322.9 billion, was \$19 billion higher. Compensation of employees was \$16 billion higher and the rate of personal consumption expenditures was \$12 billion higher than a year earlier.

The Labor Force Increased

By July 1955, the civilian labor force was larger than ever before for that month. It continued to increase rapidly throughout the year. By June 1956, the civilian labor force of 69.4 million was over 2.7 million higher than a year earlier—a gain at least three times as great as usual.

Employment and Unemployment Both Rose

Employment as well as production was at a high level at the beginning of the fiscal year. It increased rapidly during the fiscal year, except for seasonal variations, and by June 1956 was about 2.5 million workers higher than a year earlier.

Farm employment, which had decreased for several years, leveled off in fiscal year 1955, and began to rise in the latter part of fiscal year 1956. The Bureau of the Census reported an average of 6.8 million employed in agriculture in the fiscal year 1956—300,000 higher than in the previous year.

At the beginning of fiscal year 1956, unemployment, which had dropped sharply from the middle of 1954, was at a lower level than in most postwar years. It continued at a relatively low level in the first part of fiscal year 1956, with employment gains exceeding labor force growth. In the last half of the fiscal year, employment continued to gain, but the labor force increased even more rapidly. At year's end the volume of unemployment, which was somewhat higher than at the beginning of the fiscal year, held at the comparatively favorable rate of a little less than 4 percent of the labor force.

Area Labor Market Developments

Unemployment declined in almost all parts of the country, except in a few areas dependent on the automotive industry. Auto employment was cut back sharply in a number of the industry's major centers during the second half of the year, but the impact of these curtailments did not spread to other sectors of the economy. Job totals in most nonautomotive factory lines continued at record or near-record levels in most areas, while employment in nonmanufacturing activities expanded briskly. Over the year employment levels rose in 129 of the 149 major areas which are included in the Bureau of Employment Security's regular area labor market reporting program.

These gains bit deeply into the available labor supply in many areas. When fiscal year 1956 got under way, only 29 of the 149 major areas were classified by the Bureau as having low unemployment and a relatively tight labor market (Group B classification). By the year end, there were 52 areas in this grouping—the largest number in the tight labor market category since November 1953. Among the areas moving into Group B during the year were such key industrial centers as Chicago, Los Angeles, Baltimore, Boston, Milwaukee, and Minneapolis-St. Paul.

For fiscal year 1956 as a whole, there were fewer areas with relatively significant unemployment problems than in 1955. Thirty-one major areas were officially classified by the Bureau as "areas of substantial labor surplus" (Groups D, E, and F) as the fiscal year began; by mid-year, payroll increases in many localities had cut the major area labor surplus list to a low of 19. The recovery was centered in areas such as Philadelphia, Pittsburgh, San Diego, Portland, Oreg., and Paterson, N. J., which had developed short-run unemployment problems during the 1954 business downturn. The classification of a number of key auto centers—among them Detroit and Flint, Mich., South Bend, Ind., and Kenosha, Wis.—in the surplus category toward the end of fiscal year 1956 brought the number of major areas on the surplus list to a total of 23 by the year end. Sixty smaller areas were classi-

fied in the labor surplus category in July 1956 as compared with 101 a year earlier.

Area classifications of the 149 major areas

Labor supply category ¹

	Total	A	B	C	D	E	F
July 1956.....	149	0	52	74	15	5	3
July 1955.....	149	0	29	89	19	5	7

¹ Areas classified in Groups D, E, and F are regarded as areas of substantial labor surplus under Federal Government programs to alleviate localized unemployment.

The 23 major areas classified as surplus comprised 7 major auto centers, 5 coal mining areas, 4 important textile centers, and 6 which lack an industrial base adequate to support a growing population on a year-round basis. Heavy unemployment in the remaining (Altoona) area was due to peculiarly local cutbacks in railroad equipment. Auto curtailments, long-range cutbacks in coal mining, textiles, and ordnance, and lack of an adequate industrial base are the most common causes for heavy unemployment in the 61 smaller surplus areas.

Local Occupational Shortages Increased

While worker shortages did not seriously impede employer production schedules, recruitment difficulties were more extensively reported than at any time in the past few years. In many instances, shortages were spreading beyond the longstanding scarcity of engineers, toolroom, and machine-shop skills. The heaviest volume of unmet labor needs continued to be reported by aircraft, machinery, and metals centers.

During the fiscal year, the number of job openings placed in the public employment service system of labor clearance because of inadequate local labor supplies increased steadily from 19,900 to well over 32,000.

Local shortages of professional and managerial personnel accounted for about 45 percent of all openings in clearance. Recruitment difficulties were most marked for engineers. There were also substantial numbers of openings for nurses, social and welfare workers, draftsmen, mathematicians, and physicists.

Out-of-area recruitment of skilled workers increased steadily during these 12 months. Important among these shortage occupations were the top metalworking crafts—including machinists, tool and die makers, and skilled machine tool operators—electronics technicians, and airplane mechanics. Stenographer and typist shortages continued to dominate non-local recruitment for clerical workers.

Employment Service

During fiscal year 1956, nearly 8.1 million job seekers filed new work applications at the 1,700 local offices of the public employment service, a

decrease of some 400,000 from the previous year. Job placements totaled 15.4 million, or about 900,000 more than during the previous year. The 9.2 million farm placements were 3 percent more than in fiscal 1955, while the 6.2 million nonfarm placements were an increase of 11.5 percent.

The increase in placements in the "white collar" occupations (professional, managerial, clerical, and sales) was most substantial, rising 14.2 percent from 829,218 placements in fiscal year 1955 to 946,776 in fiscal year 1956. Skilled and semiskilled placements increased 12.8 percent from 1,044,665 to 1,177,937.

Administrative Developments

These changes signaled the success of a series of major administrative changes designed to readjust the employment security system's activities to the needs of our rapidly evolving labor force. For several years, it had been apparent that the employment service was not keeping step with changing needs. The reasons for this were complex.

The Problem

Because of imperfections in the contingency fund mechanism, and because most of the State agencies did not have workable systems for adding temporary workers, it had become customary to divert employment service staff to take the insurance claims at times of peak unemployment. Short-time placements which can be made with little effort increased rapidly, and regular or permanent-type placements began to account for a smaller and smaller share of total placements. Short-time placements rose from 998,000 in fiscal year 1948 to 1,707,000 in fiscal year 1953. During the same period, permanent-type nonfarm placements rose only from 4,458,000 to 4,900,000.

This heavy shift to "quickie" placements progressively and drastically reduced the overall average placement time factor "experience" which then constituted a prime basis for grants to the States. By fiscal year 1954, this factor had dropped from 71.9 minutes per unit to 56.3 m. p. u. Resources had declined accordingly, and the system lost 2,068 positions—a 13 percent staff cut—in 6 years.

In fiscal year 1954, severe appropriation cuts further reduced employment service staff by 2,062 positions, bringing the total loss of staff to 23 percent. "Quickie" placements continued to rise but permanent-type placements dropped by more than a million, to 3,933,000 in fiscal year 1954, reaching a low point of 3,916,000 in fiscal year 1955.

The Remedy

Having identified the causes of the situation, the Bureau devoted the major portion of fiscal years 1954 and 1955 to working out administrative steps to deal with them. These steps were put into full effect during fiscal year 1956.

1. An intensive and successful effort was made to obtain a thorough understanding of the problem and its causes by the individual State agencies, the Interstate Conference of State Employment Security Agencies, the Federal Advisory Council, and the Bureau of the Budget.

2. Improvements in the administration of the contingency fund made it easier for State administrators to obtain funds for temporary personnel to meet claims peaks.

3. The Bureau urged State agencies to establish, under their own civil service rules, effective systems for maintaining and using rosters of temporary personnel. By the end of fiscal year 1956, most of the States had done so.

4. A wholly new system of standard time factors was installed. It measured, for the first time, the widely different categories of placements (e. g., 169.6 minutes for professional, managerial, clerical and sales placements, as contrasted to 21.7 minutes for casual and domestic daywork placements).

5. The Bureau estimated program workloads for fiscal year 1956 much higher than could be justified by any experience in recent years on the grounds that dwindling resources rather than reduction in potential workload had been the prime cause of the reduction in work done.

Results

As a result, permanent-type placements rose 12 percent in 1 year—from 3,916,000 (1955) to 4,389,000 (1956).

The 22-million-week decline in the number of weeks compensated for unemployment (73,516,903 weeks in fiscal year 1955 and only 51,805,215 in fiscal year 1956) represents a saving of more than \$500 million in compensation payments. It represents more than twice that in actual earnings and purchasing power.

If even a small portion of this decline in weeks compensated is due to the increase in placements—and the increase in permanent-type placements alone was 473,000—the added cost of higher quality service to workers seeking employment seems definitely worthwhile.

Basic Program Developments

Helping workers find jobs in our complex mid-20th century labor market is not a mere paper-matching process. In relatively recent years, as concepts of management became more worker-centered and less job-centered, the art of matching men and jobs has become more and more difficult. In our public employment offices we find that improving the quality of services, and the quality of the tools at the disposal of the placement personnel, is becoming not merely desirable, but necessary, to getting the job done at all.

Fiscal year 1956 marked a turning point in the matter of the quality of the basic services offered to the applicant by the employment security system of the Nation.

Quality of Counseling Improved

Employment counseling interviews were achieved at 95.5 percent of the units allocated even though this included highly accelerated emphasis on the seriously physically handicapped. A total of 1,445,000 counseling interviews were conducted. But more important than the numbers was the increase in the quality of the counseling as evidenced by the increasing number of counselees successfully placed.

New Tests Developed

More than 1,200 local offices are now equipped with testing facilities and test more than a million applicants a year. This is double the number of applicants tested in 1948. Some 1,400 multistate employers regularly request test-selected applicants from local offices throughout the land. Tests given include trade tests to measure occupational skills already acquired and aptitude tests to measure potentiality for acquiring skills. In 1956, aptitude and proficiency testing goals were substantially surpassed—120 percent.

D. O. T. Studies Continued

There are about 35,000 separate and different jobs in the United States. The Dictionary of Occupational Titles defines more than 22,000 of these, leaving almost 13,000 jobs to be defined and classified. Moreover, as a result of technological changes, it is estimated that about 5,500 job definitions presently in the Dictionary are obsolete. During the past year, studies to extend the Dictionary's coverage were undertaken in such industries as iron and steel, petroleum refining, construction, powder metallurgy and insulated wire and cable. These industries were selected because of their importance to the economy and the extent of technological change that has occurred in them.

Functional Occupational Classification Project

Ordinary workers, like actors, get "typed" by what they happen to have done rather than by what they can do. Placement interviewers know this, and try to refer their applicants to the widest possible variety of jobs—but in so doing they are limited to their own knowledge and imagination. Present systems designed to match worker qualifications with job requirements are essentially based on similarities of worker experience on specific jobs. They are job-centered rather than worker-centered.

Six years ago, the Bureau undertook to develop an additional classification system which would relate such components as interests, aptitudes, training time, temperaments, physical capacities, and working conditions to specific sets of job requirements. The purpose is to create a system which will enable the local office to refer applicants to the maximum number of jobs they can do, and also to make available to employers the maximum number of workers from which to make selections.

A tentative classification structure has been drawn up on the basis of a selected sample of 4,000 jobs from the Dictionary of Occupational Titles. With the help of 10 State analysts, the remaining 18,000 definitions in the Dictionary were completed during fiscal year 1956.

Pending development of the final classification system, the data accumulated on the 4,000 job sample are being made available to counselors and interviewers as a separate publication, *Estimates of Worker Trait Requirements of 4,000 Jobs as Defined in the Dictionary of Occupational Titles*, to be issued in fiscal year 1957.

Out-of-Area Recruitment Continued To Increase

During the fiscal year, local offices referred 317,481 workers to jobs in other areas. As a result of these referrals, 124,205 workers were employed, an increase of 48 percent over fiscal year 1955. At year's end, workers were being sought in 1,045 different occupations as compared with 904 in June 1955. Professional and managerial out-of-area recruitment rose by more than 42 percent, clerical and kindred by more than 47 percent, and skilled and semiskilled, by more than 25 percent.

Services to Scientific and Professional Personnel Improved

In the spring of 1956, the Bureau inaugurated an experimental program of improved service to professional workers and their employers. Eight northeastern States, the District of Columbia, and Puerto Rico are co-operating. The 320 local offices of the participating agencies are pooled into a single network for the placement of professional workers.

The Bureau also arranged with the armed services, the Office of Education, the Retired Officers' Association, and the National Education Association, to encourage retiring military personnel to continue working in fields using their training and experience and to file their applications with the employment service. Many of the military people who retired in fiscal year 1956 found employment with automobile, aircraft, and chemical manufacturers, as well as with school systems throughout the country. The most promising openings seem to be for teachers, particularly of science and mathematics in the secondary schools, physicists, chemists, engineers, and high-level management assistance in scientific fields.

Continuing the trend of past years, the public employment services provided placement services at an increasing number of national conventions of professional societies.

Employer Relations

In recent years, there has been a marked increase in the acceptance and use of the public employment agencies' facilities and services by employers throughout the country. This has not been accidental.

During fiscal year 1956, the Bureau continued to develop its relations with employers and to help State agencies to do likewise. Developing employer

relations means finding out what their needs are and showing them how the public employment services can meet those needs.

In fiscal year 1956, for instance, top management officials of 58 multi-State retail firms and officers of corresponding national trade associations were consulted as to the employment needs of the retail trades and briefed on the overall employment service program, policies, and services. A cooperative program was developed with the United States Office of Education in the field of distributive education. Similarly, a special cooperative program was developed with the Hotel and Restaurant Employees and Bartenders International Union (AFL) to provide better selection and more effective training of cooks and bakers in the hotel and restaurant industry.

As a result of liaison with the Department of Defense, a policy statement was included in the armed services procurement regulations directing the military services to encourage contractors to use the USES and the affiliated State employment service offices.

The Bureau demonstrated to 13 State agencies its group approach method of obtaining greater number and variety of job vacancies from employers who are making little or no use of the service. Under this method, local office staff members pool information, ideas, and experience and apply employment service aids such as aptitude testing, job analysis, etc., to find a solution to an employer's hiring problem or problems and hence "sell" him on the value of the public employment services.

Community Employment Development

Full employment or the lack thereof, in the final analysis, is more often the problem of local cities and towns than a national problem. Fortunately America's cities and towns are very active in seeking out new employers and assuring their own expanding economic development. The latest tabulation made by the Bureau indicates that more than 1,600 local industrial development groups were active and that the local public employment offices worked directly with about 900 of them.

During fiscal year 1956, Bureau personnel and representatives of State employment security agencies took part in many State and regionwide industrial development conferences, including the Western Area Development Conference, the Missouri Basin Research and Development Conference, and the Great Lakes States Industrial Development Council.

Information materials on industrial development activities in other States, and suggestions for local office community employment development training programs, and area employment development reference materials were provided to State agencies.

Special efforts were made to help areas with substantial labor surpluses. Cooperative arrangements were maintained during the year with other government agencies and private organizations such as the Office of Defense Mobilization, Departments of Commerce, Defense, and Interior, United States Chamber of Commerce, Urban Land Institute, Stanford Research Institute, and national labor organizations.

Farm Placement Service

During fiscal year 1956, agricultural employment, which had been declining steadily for several years, rose by about 3 percent. However, the recruitment and use of workers available to agriculture continued to pose difficult problems for the employment services.

Year-Round Workers

The scarcity of year-round workers continued, although reports from the States indicated that placements in this category increased during the year. The Farm Placement Day, at which qualified farmworkers meet with employers in local offices, continued to be one of the most effective recruiting techniques. Ninety-five local offices used this method in fiscal year 1956 and the number of days held rose 60 percent over the previous year—from 837 to 1,366.

Local Seasonal Workers

Day hauls continued to be the principal method of using local workers in seasonal farm activities. In the 1955 farm season (which ended in fiscal year 1956) day hauls were operated to pick up workers at 2,709 points in 1,294 towns over the country.

Migratory Seasonal Workers

Thirty-four States, including most of those in which migratory labor is used to a considerable extent, now have adopted the principles of the annual worker plan. Under this plan, crews of migrants work along itineraries worked out in advance with local employment offices along the way to eliminate "blind" movements and consequent loss of employment of the workers, and assure sufficient numbers of workers at the right places at the right times. In fiscal year 1956—4,854 crews comprising 123,782 workers were identified with the plan.

During the fiscal year, 32 States participated in farm labor employment agreements—a practical extension of the annual worker plan principles—wherein those States with surpluses of farm labor at times of farm labor demand in other States, agree to recruit workers for each other for stipulated kinds and periods of farm employment.

Community Services

During fiscal year 1956, the Bureau increased its efforts to get employers and communities to contribute more substantially to migrant welfare. Points emphasized were provision of adequate housing and safe transportation, stricter health and sanitation laws, provision for child care and education, planned recreation for youths and adults, and facilities for religious services.

The President's Committee on Migratory Labor, chaired by Secretary Mitchell, continued to urge States to appoint State migratory labor committees to study State problems and make recommendations for improvement. Thus far, 12 States have announced such committees, and several others have indicated intentions to form them.

Foreign Workers

Domestic farmworkers were supplemented with workers from Mexico, the British West Indies, and Canada for short periods of temporary work at peak seasons.

Peak employment for Canadian workers, most of whom are employed in the Maine potato harvest, reached almost 7,000 in September 1955. Peak employment of British West Indian workers, including those held over from the previous period, reached 10,110 in January 1956.

More Mexican Workers

A total of 428,376 Mexicans were contracted to United States employers in fiscal year 1956 at the reception centers at Hidalgo, Eagle Pass, and El Paso, Tex.; Nogales, Ariz.; and El Centro, Calif. This total was 97,451 more than in 1955.

Improved Facilities

An extensive program of improvements to reception centers was undertaken in the fall of 1955, for which approximately \$250,000 was expended in the fiscal year out of the revolving fund maintained by contracting fees paid by employers.

Wage Determinations

Procedures for finding prevailing wage rates for domestic agricultural workers in crop-wage areas where Mexican workers are employed were refined to conform to Public Law 319, which amended Public Law 78, effective August 1955. Greater emphasis now is placed on consultation with workers and employers in making the wage surveys on which the Secretary of Labor issues wage determinations. In fiscal year 1956, wage surveys were made by 13 State employment services. The Department began to issue wage determinations based on such findings on January 1, 1956. Some 238 were issued through June.

United States-Mexican Agreement Changes

Negotiations between the Governments of the United States and of Mexico during the fiscal year resulted in agreement on amendments to the Standard Work Contract, one of which, effective July 1, 1956, extended the grace period—during which a contracted Mexican worker may, with his consent, continue to be employed by the same employer without being recontracted—from 15 to 30 days; and on a code of operating instructions covering transportation of Mexican workers by employers, and the return of mentally ill and nonambulatory Mexican nationals to their country.

Compliance

Field compliance representatives during the fiscal year made 7,233 investigations concerning employer compliance with the Mexican labor agreement and work contract, and found 3,094 violations. Complaints by employers or workers were responsible for 4,590 of the investigations, and 2,565 were sustained. Most numerous of these complaints were 721 allegations of underpayment of contract wages, of which 375 were sustained; 344 employers paid a total of \$114,797.86 as back wages to 7,035 Mexican workers. Almost 150 employers were declared ineligible to contract Mexican nationals because of willful violations of their contractual obligations.

Special Program Developments

The main responsibility of the employment service is to help workers find jobs. Its task is not to run each applicant through the same standardized bureaucratic procedures, but to give each applicant the help he needs to return to productivity as soon as possible. Certain workers have greater difficulty than others in finding jobs. When these difficulties are traced to common causes, or conditions, "special" groups—older worker, handicapped, veteran, etc.—are discernible, and the steps taken by the employment service to give these groups the services they need become "special" programs. As a matter of fact, these services are part and parcel of the services offered to all applicants whether or not they fall into a special group.

The Older Worker

By 1975, more than half the population of voting age will be 45 years old or older.

During fiscal year 1956, the Bureau, with the cooperation of several State agencies, conducted a series of fact-finding and demonstration projects to determine the employment prospects for the older worker in industry, to make necessary recommendations based on an intensive study, and to establish an effective program to integrate the skills and abilities of the older worker into our expanding economy. The seven cities in which special surveys were conducted—Worcester, Mass.; Philadelphia, Pa.; Miami, Fla.; Detroit, Mich.; Minneapolis-St. Paul, Minn.; Los Angeles, Calif.; and Seattle, Wash.—were chosen because they had diversified economies, had good research facilities, and had local employment security offices known to be interested in problems peculiar to the older worker.

On the basis of these findings a program of action will be launched in the employment security system throughout the Nation during fiscal year 1957. Among some of the more important findings which point the way to important changes in the quality of services offered are:

1. More than 40 percent of the job openings in the local offices participating in the study were closed to workers 45 and older. More than half were closed to workers over 55.

2. Firms employing less than a hundred employees were the least restrictive. However, most of the job opportunities were in the larger firms.

3. The employer can be persuaded to make exceptions to established restrictive hiring practices when confronted with a qualified worker for a specific opening, but will less readily eliminate his restrictive practices altogether.

4. The increased pension costs argument—fourth most frequent reason cited by employers for not hiring older workers—may be a myth in most cases.

5. Intensive counseling, job development, and other "special" services can more than double the older worker's chances of finding a job through the public employment service.

The Handicapped

Strengthened the previous year by the vocational rehabilitation amendments of 1954, the employment counseling, selective placement, and job development services for the severely handicapped began to show substantial results. During fiscal year 1956, local offices helped more than 290,000 handicapped persons find jobs. This represented a 35 percent rise in placements from the previous year.

The Veteran

Approximately 70,000 servicemen a month were separated from active military duty and returned to the civilian labor force during the fiscal year ended June 30, 1956. This is a reduction of 22 percent from the average of approximately 90,000 per month of fiscal year 1955. To speed their readjustment to civilian employment, the employment service has continued to provide an informational service to servicemen at military separation and transfer points.

Because of the reduction in separation rates, many installations have been deactivated, others activated, and still others have had their activities and mission changed. Despite these changes, about the same number of installations, 259, were given assistance by employment service representatives as in fiscal year 1955. At major installations, where the volume and type of separations justify, employment service personnel continue to provide information direct to releasees.

Veteran applications for employment in the fiscal year 1956 totaled 1,859,307—about 10 percent less than in the previous year. Job counseling interviews (total) with veterans declined 11.2 percent to 352,065. Nevertheless, the number of veterans placed in nonfarm jobs rose 13 percent to 1,568,065.

During fiscal year 1956, local public employment offices made approximately 126,000 disabled veteran placements, an increase of 27.2 percent over the preceding year and the highest placement record in 5 years. Representing only 42 percent of the handicapped male applicants, disabled veterans obtained 52 percent of the placements of handicapped males.

Unemployment Insurance

About 42 million American workers have unemployment insurance protection under Federal and State laws administered by the Federal-State unemployment insurance program. Included are more than 39 million employees in commerce and industry covered by the Social Security Act and State unemployment insurance laws, and 2,400,000 Federal civilian employees.

Fiscal year 1956 began and ended with average weekly insured unemployment at 1.2 million—ranging during the year between 800,000 and 1.5 million.

Initial claims, representing periods of unemployment, numbered 11.7 million as compared with 13.7 million in fiscal year 1955. First payments, signifying the number of beneficiaries, declined from 5.4 million in 1955 to 4.5 million in 1956.

Due to a decrease in the duration of unemployment, the number of weeks compensated for total and partial unemployment also fell sharply, from 73.5 million in 1955 to 51.8 million in 1956, and the average weekly number of beneficiaries dropped by 29.5 percent. (See table 8, statistical appendix.) Total benefit payments decreased by 27.8 percent to \$1.3 billion, including \$30 million paid under the program of unemployment compensation for Federal employees.

Weekly Benefits Paid

Average weekly benefit payments for total unemployment, including dependents' allowances where payable, rose from \$25.05 to \$26.33 in the past fiscal year. (At the beginning of the program in 1939, the average weekly covered *wage* throughout the country was \$26.15.) During the past 5 years, the average weekly benefit has increased by 27.6 percent. The 1956 average represents about one-third of the average weekly wage in covered employment. (See table 8, statistical appendix.)

Duration of Benefits

Improved employment opportunities were reflected in a decrease of 2 weeks in the number of weekly benefits (from 13.6 to 11.6) received by the average insured claimant.

The number of claimants exhausting benefits in 1956 was less than at any time since 1953, and 750,000 less than the total of 1.8 million in 1955. The ratio of exhaustees to beneficiaries likewise declined from 29.4 percent to 23.0 percent.

Interstate Claims and Benefits

Along with total claims, the number of interstate initial and continued claims decreased from over 5.0 million in fiscal year 1955, to 3.7 million in the fiscal year 1956.

Interstate benefit payments for 2.4 million weeks of unemployment in the fiscal year 1956 amounted to \$65.6 million. These payments represented about 4.7 percent of all weeks compensated.

Forty-one States subscribed to the Extended Interstate Plan for Combining Wages, which became operative in the States on April 1, 1956. This plan established a system whereby a claimant who has worked in two or more States and who qualifies for less-than-maximum benefits in one State may increase his benefits by combining wages in such State with wages in other States which, considered alone, would not have qualified him for any benefits. This plan is not a substitute for the Basic (1945) Interstate Plan for Combining Wages. The basic plan is continued for claimants who are not eligible in any single State.

Unemployment Compensation for Veterans

The number of veterans who are entitled to unemployment compensation for veterans under title IV of the Veterans' Readjustment Assistance Act of 1952 (see table 11, statistical appendix) had increased from 1.3 million in October 15, 1952, to 4.6 million by June 30, 1956.

Claimants under this act were paid \$70 million for over 3 million weeks of unemployment in fiscal year 1956 by State agencies as agents of the United States.

The weekly average number of unemployed veterans who were paid benefits in 1956 was 57,742, compared with 88,369 in 1955. Seventy-five percent of veterans filing new claims in 1956 drew first payments, compared with 77 percent in 1955. A total of 50,383 veterans exhausted their title IV benefits in 1956 compared with 78,353 in 1955.

Unemployment Compensation for Federal Employees

During fiscal year 1956, 140,000 initial claims were filed by former Federal workers, and \$30,280,000 was paid in benefits for 1,234,000 weeks of unemployment. Weekly payments for total unemployment averaged \$27.85 for those claimants whose qualifying employment was entirely Federal. (See table 10, statistical appendix.)

State Revenues, Disbursements, and Reserves

The aggregate State reserves on June 30, 1956, were \$200 million above the balance at the end of the previous year.

Tax collections totaled \$1,328.7 million—an increase of 16.3 percent from the previous year (see table 9, statistical appendix). This increase was due in part to higher tax rates in effect during the period in some States and to increased taxable wages stemming from higher employment levels; also, to a much lesser extent, to the extension of coverage brought about by lowering the size of firm limitations in many State laws and to the higher taxable wage base effective in Alaska and Delaware on January 1, 1955.

Interest credited to the trust fund in 1956 was only \$33,000 above the previous year—a rise of less than 0.02 percent. For the Nation as a whole, interest amounting to \$186.9 million brought the total revenues to \$1.52 billion—a rise of 14 percent from fiscal year 1955.

Benefit payments in fiscal year 1956 totaled \$1,282 million as compared with \$1,760 million in the previous year, a decline of 27.1 percent. In only 7 States were 1956 benefit disbursements greater than in the previous year.

The aggregate reserve funds available for benefit payments on June 30, 1956, amounted to \$8,243.5 million—an increase of 2.9 percent from the reserve balance at the end of the previous year. In 6 States, reserves at the end of fiscal 1956 were below the levels of a year ago; but only two of these experienced a drop of more than 5 percent.

Insurance Against Temporary Disability

In 4 States—California, New Jersey, New York, and Rhode Island—workers have statutory protection against wage loss due to nonoccupational disability, as well as that due to unemployment. During the calendar year 1955, more than \$214 million was paid in disability benefits under these 4 State laws.

Except in New York, the temporary disability insurance laws are coordinated with unemployment insurance and administered by the same agency. The New York law is administered by the State Workmen's Compensation Board.

Disqualifications

In fiscal year 1956, the number of disqualifications for all reasons declined from more than 1.5 million in 1955 to less than 1.4 million (table 13, statistical appendix). Probably the most significant factor in this decline is the reduction in unemployment during fiscal year 1956.

As in fiscal year 1955, the most frequent reason for denying benefits was the claimant's unavailability for work. In 1956, denials for this reason totaled 604,297, while 393,404 were for leaving work voluntarily. For misconduct, the number of denials was 136,667, and for work refusals it was 81,808.

Appeals

Appeals decreased in volume, along with determinations and disqualifications. During the fiscal year, 182,000 single-claimant appeals to referees were filed from 3,578,000 single-claimant determinations of eligibility involving 1,388,000 disqualifications for all issues except labor disputes. In 1955 there had been 220,000 appeals from 4,112,000 determinations and 1,579,000 disqualifications. The appeal tribunals disposed of 184,000 single-claimant lower authority appeals and a number of multiclient appeals, many of them involving mass claims in labor disputes.

In 1956, 17.2 percent of the referee decisions involving single claimants were appealed further to higher authorities as compared with 15.6 percent

of the prior year. During the year, the boards of review, commissions, etc., disposed of 30,345 such appeals, 2,100 less than in the prior year.

The lower authority appeals bodies affirmed 70 percent of the appealed initial determinations, while the higher authority appeals bodies affirmed 80 percent of the referee decisions appealed to them. These ratios were the same as in the prior fiscal year.

Legislative and Program Developments

As in most even-numbered years, relatively few legislative changes were made in State unemployment insurance laws during fiscal year 1956.

On January 1, 1956, the number of protected employed workers increased by an estimated 1.6 million as the Federal and State amendments enacted during fiscal years 1954 and 1955 extended coverage to employers of 4 to 7 workers (and in 4 States, where the law already covered firms of 4, to smaller firms).

This brought the total number of workers covered by unemployment insurance to nearly 42 million. But even before these changes went into effect, insured employment had reached levels substantially above those of the preceding 4 years.

Insured employment as of Dec. 31

Year	Subject employers (reporting units)	Covered employment
1951.....	1,519,000	35,516,000
1952.....	1,542,000	36,872,000
1953.....	1,571,000	36,557,000
1954.....	1,599,000	35,940,000
1955 ¹	1,718,000	37,889,000

¹ Does not include the more than 2 million Federal employees covered after Jan. 1, 1955.

About one-fourth of the Nation's civilian wage earners—some 12.5 million workers—remain unprotected by unemployment insurance. These are employees of State and local governments, or firms which are below the State size-of-firm provisions, or of exempt nonprofit organizations, or they are engaged in agricultural employment or domestic service.

Puerto Rico System

An unemployment insurance system for industrial workers in the Commonwealth of Puerto Rico was established by the Puerto Rico Employment Security Act of June 21, 1956. The act becomes effective on January 1, 1957, in regard to contributions; benefits become payable to insured workers unemployed after December 31, 1958. Pending amendment of the Federal Unemployment Tax Act to include Puerto Rico in the definition of "State," Puerto Rico will operate an "unaffiliated" system which can be brought into the Federal-State unemployment insurance system with a minimum of change.

Benefit Amendments

During 1956, three States—Georgia, Kentucky, and Virginia—increased the maximum weekly benefit amount. In each case, the increase in the maximum benefit was \$4. Georgia and Virginia also increased maximum duration of benefits.

Including the 1956 amendments, the unemployment insurance laws in 34 States, with 72 percent of the covered workers, provide a maximum basic weekly benefit of \$30 or more; 11 States, with almost 32 percent of the covered workers, provide a maximum basic weekly benefit of \$35 or more (table 6). About 73 percent of covered workers live in States with maximum potential duration of 26 weeks or more.

Status of benefit amounts, including 1956 amendments

Maximum weekly benefit	Number of States		Percent of covered workers in States ¹
	Basic benefit	Augmented benefit	
Total.....	51	² 11	100.0
\$40 or more.....	1	5	.1
\$36 to \$39.....	2	3	14.2
\$35.....	8	2	17.5
\$32 or \$33.....	6	0	19.7
\$30.....	17	² 1	20.9
\$26 to \$28.....	12	0	18.5
\$25.....	5	0	9.1

¹ Percent of covered workers in States is in terms of basic weekly benefits.

² Same maximum in District of Columbia with or without dependents' allowances.

Status of benefit duration, including 1956 amendments

Maximum weeks	Number of States		Percent of covered workers in States ¹
	Uniform potential duration	Variable duration	
Total.....	14	37	100.0
30.....	1	0	8.2
26.....	5	22	65.0
22 to 24.....	4	6	14.5
20.....	4	6	8.3
16 to 18.....	0	3	4.0

¹ Percent of covered workers in States in terms of total of uniform and variable duration.

Developments in Financing

During 1956, four States adopted legislative amendments in the field of unemployment insurance financing.

Georgia increased the solvency factor required for any reduction in rates and lowered the requirements that individual employers must meet to qualify for reduced rates.

Mississippi, New York, and Virginia reduced the period of experience

with the risk of unemployment required before new and newly covered employers may qualify for reduced rates under experience rating.

During the year, the Bureau furnished 21 States with actuarial assistance in conducting long-range benefit financing studies, developing short-range cost estimates, and evaluating and modifying tax rate structures to assure adequate yields and otherwise sound tax schedules.

Administrative Financing Act Operations

During fiscal year 1956, the first loan from the Federal unemployment account (\$3 million to Alaska) was made.

At the end of the year the Treasury Department transferred the excess of Federal unemployment tax collections over employment security administrative expenditures for fiscal year 1956 (\$81,030,894) to the Unemployment Trust Fund. This sum was first applied to bring the balance in the Federal unemployment account to the statutory limit of \$200 million. The remainder, \$33,386,068, was credited to the States' accounts (see table 14, statistical appendix).

Tax collections during fiscal year 1956 were abnormally high, due to an amendment to the Federal Unemployment Tax Act which eliminated quarterly installment payments of the Federal tax beginning with the taxes due on January 31, 1956, on federally taxable wages paid during calendar 1955. As a result of this change, about \$40 million which would have been paid in fiscal year 1957 on calendar year 1955 wages under the previous law was collected during fiscal year 1956.

In anticipation of the distribution of excess Federal tax collections among the States, Arizona, Kentucky, and New York took legislative action to utilize these funds for employment security activities.

Supplemental Unemployment Benefits

As of June 30, 1956, an estimated 1.5 million workers were covered by supplemental unemployment benefit or by "income security" type collective agreements with approximately 160-175 individual employers.

The Ford-General Motors type of supplemental unemployment benefit plan involves a pooled irrevocable trust fund from which a worker may draw funds only during layoff. These are generally payable for weeks in which the worker is eligible to receive State unemployment insurance.

In the "income security" type plan, an individual account is set up for each worker from which he may draw benefits for periods of layoff or illness and, upon termination of employment, may withdraw the balance in his account. There is generally no tie-in with State unemployment insurance.

By the end of the fiscal year, 26 States had issued rulings or taken legislative action regarding the relationship between unemployment insurance and the supplemental unemployment benefit or "income security" plans.

Supplementation of State unemployment benefits under SUB plans permitted
(20 States)

Arkansas	Michigan
California	Minnesota
Connecticut	Missouri
Delaware	New Jersey
District of Columbia	New York
Florida	Oklahoma
Georgia ¹	Pennsylvania
Illinois	Tennessee
Kansas	Washington
Kentucky	Wisconsin

Supplementation of State unemployment benefits under SUB plans not permitted
(4 States)

Indiana	Ohio
North Carolina	Virginia ¹

Supplementation of State unemployment benefits under "income security" type plans permitted (2 States)

Michigan
West Virginia

Program Planning Activities

Various activities were undertaken during the year to increase the Bureau's knowledge of the program's operation, its effect on individuals and its role in society, and thereby to provide a sound factual basis for program development and improvement.

An outline and study guide was developed to help States study the experience of claimants following the exhaustion of their benefit rights. Postexhaustion studies were started in 18 States.

A pilot study was completed on the role of unemployment compensation payments in the total economic experience of the families of beneficiaries.

Legislative planning for next year was discussed at regional conferences attended by State agency administrative and research staffs. The objectives of the program, the underlying principles of an adequate employment security program, and the kind of research needed to evaluate existing programs and proposed changes were explained.

Benefit Payments Control Program

The Bureau continued its expanded program for the maintenance of closer controls over benefits as a defense against fraud and other types of incorrect payments. Primary emphasis is placed on prevention rather

¹By action of the legislature.

than on fraud detection, imposition of penalties, and recovery of overpayments.

Among other activities, the Bureau sponsored a series of regional conferences on benefit payments control during the fiscal year to stimulate State planning and action in developing well-balanced programs for the prevention and detection of incorrect payments.

Thirty-five States completed benefit payment surveys conducted according to guides prescribed by the Bureau to evaluate the effectiveness of their detection and prevention procedures. The findings will be used as a basis for further recommendations for the prevention of improper payments.

Manpower Measures for Defense Readiness

The possibility of war—what with the development of hydrogen bombs, and radioactive fallout that can spread hundreds of miles downwind from the point of explosion—is one we would all like to reject, but which we all must face. One thing seems certain: the effective use of manpower immediately after attack could well mean national survival.

The Responsibilities

The Federal Civil Defense Administration and the Office of Defense Mobilization, conscious of the importance of the speedy redeployment of manpower, have delegated to the Department of Labor the responsibility for planning the programs which will assure the maximum use of our national manpower resources.

Under the specific redelegations to the Bureau of Employment Security, the Federal-State employment security system which it administers must be prepared from the moment of initial warning, to:

1. Determine civil defense manpower needs, and recruit and refer workers to meet these needs.
2. Recruit, expand, and assure the efficient mobility of manpower to meet defense and essential civilian labor needs.
3. Develop and administer, through existing State systems, a program of income maintenance during periods of idleness under attack or full mobilization conditions.
4. Estimate local manpower availability and shortages; identify the number and occupations of workers needed by continuing defense and essential civilian needs; and provide area labor market information for operational use, and for use in the central bomb damage assessment system.

During fiscal year 1956, the Bureau of Employment Security gave major attention to the development, coordination, and operation of these manpower mobilization programs at the national and regional levels.

The Direction

The regional directors of the Bureau serve as regional directors of the Department's Office of Manpower Administration.

The State employment security agencies serve as the State manpower agencies.

Bureau regional directors represent the Department of Labor on the Regional Mobilization Committees established by the ODM for coordination of governmental defense activities.

In seven regions the Director of ODM designated the OMA-BES regional directors as acting ODM regional coordinators, and as chairmen of the RMC's.

The OMA-BES regional directors served during the latter part of the year on regional operations boards established by the FCDA to plan and carry out regional civil defense functions in an emergency.

The Exercise

The national office developed test problems for use during Operation Alert 1956 in order to test readiness planning and capability for postattack manpower operations in regional, State, and local offices. These problems were concerned with:

1. How to estimate survivors and their availability for work; labor shortages and supply; and labor supply in support areas.
2. How to assure the efficient use of the surviving work force.
3. How to set up a system of income maintenance for members of the work force unemployed because of enemy action.

The Income Maintenance Plan

Four State employment security agencies cooperated in a test of the emergency income maintenance program. This program has as its purpose providing financial assistance in disaster areas, or in other areas where unemployment is created by enemy attack.

Approved by the Labor Advisory Committee, this plan grants financial assistance on the basis of readiness and willingness to work rather than on need. It would be administered as a Federal program by the State employment security agencies.

Basic Data and Research

In addition to the reporting procedures developed to meet the specific needs of Operation Alert 1956, work progressed on an Area Manpower Guidebook which will contain basic labor force data on the major labor market areas of the Nation.

Research on methods of estimating surviving labor force and their availability was continued during the year, and a method for estimating daytime and nighttime population in target areas was developed.

"Task Force" Plan

During the latter portion of fiscal year 1956, the Bureau placed major emphasis upon the development of a long-range plan for the organization and training of groups of workers in civil defense skills, ready and equipped to swing quickly and efficiently into action when an emergency arises.

The plan for "task force" groups was presented to the Labor Advisory Committee on Civil Defense and the Manpower Policy Committee of the Office of Defense Mobilization. It envisages industrial and commercial organizations in the community assuming responsibility for specific civil defense functions and preparing selected personnel to carry them out at the time of an attack. Details of this plan will be completed during fiscal year 1957, and a trial run will be made in selected cities.

In order to develop a "task force" it is necessary to identify and describe key civil defense skills. A study of the key skills required by a State civil defense organization was undertaken jointly by the New York civil defense organization and the New York State Employment Service.

Related Responsibilities

The fundamental task of the employment security system is, and will remain, that of helping workers find jobs and providing them with unemployment insurance protection. In doing this job, the system has direct contact with hundreds of thousands of workers and thousands of employers each day. It was inevitable that this channel of communication between people and Government should be used for purposes indirectly related to the main task. Legislation of each of the last four Congresses has resulted in added responsibilities being placed on the employment security system. These responsibilities range all the way from making determinations which affect the granting of Government contracts in one labor market or another to lending employment security experts to foreign nations to help them develop their own employment security systems.

Labor Market Information

Every transaction that takes place in the local employment office involves the giving or taking of labor market information. During fiscal year 1956, as in previous years, all units of the Federal-State employment security system were called upon to meet the many requests for this information in many forms.

Requests were made by members and committees of Congress, executive offices and the White House, other Government agencies, universities and research associations, employers and unions, and the general public. They covered a broad range, including labor market developments in specific areas, on specific occupations, and in numerous industries. Information was supplied by local and State offices and by the Bureau staff. The

Bureau's regular reporting programs provided the material for answering the bulk of the requests.

Labor Surplus Area Programs

The Federal Government's programs ¹ for helping areas of labor surplus are all tied to the Bureau's area labor market classifications which are based on local economic intelligence obtained through the employment security system.

Six bimonthly releases (and one interim) classifying 149 major areas and between 65 and 100 smaller centers according to relative adequacy of labor supply were issued during fiscal year 1956.

Overall national analyses of the area labor market situation and outlook, tracing the varying impact of employment and unemployment developments upon different areas and summarizing area employer hiring intentions, were prepared and issued as part of each bimonthly classification release.

In July 1955, amendment No. 1 to Defense Manpower Policy No. 4 extended preference in Government procurement to areas with substantial unemployment that are too small to be included in the Bureau's area classification program. Sixteen certification reports for smaller areas were prepared by State agencies and reviewed in the national office during the year.

A large number of special studies and analyses of labor surplus areas were made in connection with the new administration program (as incorporated in the Smith bill, S. 2892) and similar legislation introduced by other Members of Congress to assist areas with substantial and persistent unemployment.

Farm Labor Market Analysis

Employment trends in the 275 major farm labor market areas were summarized in the publication *Farm Labor Market Developments*, issued during the 8 months when farm activities were greatest.

In 106 areas where shortages of farmworkers were expected to develop, analyses of the factors affecting the demand and supply of seasonal farm labor for periods as much as 6 months ahead were prepared. Trends in production, technology, marketing practices, developments in the nonfarm labor market, availability of housing, recruitment efforts by the public employment service, and other factors affecting either the requirements or supply of labor were reviewed. These analyses were used as a basis for determining the number of foreign workers who could be employed in the area without adverse effect on the employment opportunities of American labor.

¹ ODM's Defense Manpower Policy No. 4; ODM's extra accelerated tax amortization program; Executive Order 10582 establishing uniform procurement procedures under the "Buy American" Act; Navy Department's "Community Production Clinics," etc.

Characteristics of the Insured Unemployed

Detailed information on the personal and economic characteristics of unemployed persons filing claims for unemployment insurance was made available for the first time on a regular monthly basis in fiscal year 1956. Based on a nationwide 1-percent sample of all claimants for unemployment insurance in all local offices in continental United States, this information is designed primarily to aid in the development of national policies and programs for dealing with unemployment.

The first report was published as a monthly departmental release entitled "Characteristics of the Insured Unemployed" on May 2, 1956. Since that date, reports have been issued each month analyzing the characteristics of the insured unemployed according to industry, occupation, age, sex, duration of unemployment, marital status, etc., as well as of exhaustees and those disqualified from benefits.

Industry Manpower Studies

Employment trends and outlook, manpower problems, and job opportunities in nine key industries (broad woven fabric mills, lead and zinc mining, aircraft and parts manufacturing, shipbuilding and repair, furniture manufacturing, household machinery manufacturing, machine tools, communications equipment manufacturing, and steel) were analyzed. Special analyses were prepared on four industry problems of immediate significance—bicycles, woolen and worsted manufacturing, optical goods, and copper.

Job Guide for Young Workers, 1956-57 Edition

A new edition of the Job Guide for Young Workers, one of the Bureau's most popular publications, was prepared. The 1956-57 edition contains descriptions of 110 occupations which are frequently held by young people after completion of high school. It also contains a section entitled "Introduction to the World of Work" with some helpful tips to young people about to look for jobs, as well as the "Job Outlook" for the coming year. All local offices of the employment service were supplied with sufficient copies to permit sample copy distribution to secondary schools throughout the country.

Technical Publications

The Bureau continued to issue its two magazines, Employment Security Review and Labor Market and Employment Security, each month. Special topics or "themes" were presented in 10 issues of the Review. Of special interest was the 20-year history of unemployment insurance in the United States (a companion piece to the 20-year history of the United States Employment Service which appeared in 1953) issued in August 1955.

Admission of Aliens

Under agreement with the Immigration and Naturalization Service, the Bureau certifies the nonavailability of American workers for jobs to be filled by alien workers requesting entrance as first-preference immigrants or as nonimmigrants.

In fiscal year 1956, availability searches through clearance were conducted in connection with 1,814 employer requests for 4,028 workers. This was a rise of 73 percent for both employers and openings over fiscal year 1955. With respect to workers entering as nonimmigrants, the 714 requests from employers involved 3,771 workers, rising 69 percent over fiscal year 1955 as regards openings, and 15 percent as regards numbers of employers.

In addition, availability searches were made as a condition for the entrance of some 9,000 Canadian workers for employment in timber operations in the New England States.

Refugee Program

The employment service also assists in carrying out the provisions of the Refugee Relief Act (Public Law 203, 83d Cong.). During fiscal year 1956, it certified 37,178 stateside job orders as bona fide, making a grand total of 105,682 from the beginning of the program.

More than 50,000 refugees were interviewed overseas. A total of 48,425 Europeans were found to be qualified to perform the duties shown on the job orders. In the Far East, approximately 3,000 persons were so certified.

During the reporting period, the employment service verified the employment status of 21,680 principal wage earner refugees who arrived during the period. Sixty-five percent of those who have arrived entered employment satisfactorily on the jobs which had been assured them.

Critical Occupations and Essential Activities

A Department of Labor List of Critical Occupations for Screening the Ready Reserve was completed in January 1956 by the Interagency Advisory Committee on Essential Activities and Critical Occupations. This list of 81 occupations is based on full mobilization conditions and will be used by the Department of Defense in transferring to the Standby Reserve men in the listed skills in excess of the requirements of the Ready Reserve.

The Reserve Forces Act of 1955 and Executive Order 10650 also provided for a special 6-month enlistment program in the Ready Reserve. The Department of Commerce List of Currently Essential Activities and the Labor Department's list of currently critical occupations, as amended by ODM for this program, are being used by the Selective Service System to select men for this special 6-month program.

International Labor Activities

The Bureau continued to give technical consultative assistance to other governments and international agencies, and to give training in the employment security programs to foreign officials, to International Labor Organization fellowship holders, to International Cooperation Administration participants, to United States Department of State leaders, and to international visitors.

During the year, the services of Bureau staff were made available to Chile, Greece, Costa Rica, Indonesia, Israel, Peru, Iran, and India. Visitors and trainees whose itineraries and training were the principal responsibility of the Bureau came from Japan, the Philippines, Turkey, Iran, Peru, France, Germany, Chile, and Pakistan. Some 20 State agencies and scores of local offices cooperated with the Bureau in making their training fruitful, as did countless private organizations. An illustrative list of these includes the AFL-CIO; IBM Training School, Endicott, N. Y.; American Statistical Association; General Electric Corp., Schenectady, N. Y.; New York University; Bell Aircraft, Buffalo, N. Y.; St. John's College, Annapolis, Md.; Amalgamated Clothing Workers; National Association of Manufacturers; Temple University, Philadelphia, Pa.; Marshall Field, Chicago, Ill.; Spiegel Mail Order House, Chicago; Stanford University; Retail Clerks Local Union of Los Angeles; and Douglas Aircraft, Los Angeles.

In addition to these, training supplementing that given by other agencies and bureaus and the Office of International Labor Affairs was given to 419 participants from the ICA, United States Department of State, United Nations, ILO, United States Department of Defense, as well as to 94 casual visitors.

The Bureau international labor specialist served as alternate Department of Labor member on the Interdepartmental Trade Agreement Committee and the Interdepartmental Committee for Reciprocity Information.

Studies were made by the Bureau to serve as a basis for recommendations by representatives on these committees and the representatives of the Department of Labor at the Geneva meetings in the negotiations in connection with the General Agreement of Tariffs and Trade (GATT).

Manpower statements portraying the supply and demand situation and the defense manpower program were prepared for the Organization on European Economic Cooperation and North Atlantic Treaty Organization; also, special papers on the "Employment of Older Workers" and the "Employment of Younger Workers," were prepared for these organizations.

Federal Advisory Council Recommendations

The Federal Advisory Council reviewed progress in the improvement of the employment security system and adopted reports on veterans' employment problems and on the employment of handicapped workers.

Veterans' Employment Problems

A committee of the veterans' representatives on the Council reviewed the Veterans' Employment Service Program and the Program of Unemployment Compensation for Veterans and recommended:

1. That the Council initiate an immediate study to determine whether a permanent system of unemployment compensation should be created for all veterans.
2. That a determination be made on the amount of expansion that should be requested for the Veterans' Employment Service.
3. That serious and coordinated efforts be made to implement and integrate the agreement on relationships between the Veterans' Administration and the employment service at the local level.

Handicapped Workers

The Council adopted a report of a committee on the employment problems of handicapped workers. The report discussed the problems of:

1. Getting employers to use the preemployment examination as a means of fitting the handicapped to jobs they can successfully perform.
2. Improving workmen's compensation laws and their administration and second-injury laws, so that employers are not deterred from hiring handicapped workers.
3. Studying the effect of "fringe benefits" on the employment of the handicapped.

The report recommended:

1. That the employment service collect more adequate statistics on the employment of handicapped persons.
2. That the Bureau encourage State employment security agencies to secure adequate salary classifications for specialists in the employment of the handicapped and provide adequate training for them.

Supplemental Unemployment Benefits

The Council discussed the effect of supplemental unemployment benefit plans on the unemployment insurance program. It agreed that the employment security system should furnish information needed by claimants to obtain supplemental unemployment benefits. It also agreed that the Bureau should not be deterred from approving expenditures on any method or technique approved by the Bureau as necessary for proper and efficient administration of employment security, merely because the adoption of the method was prompted by supplemental unemployment benefits arrangements. The Council deferred for further consideration such questions as whether special information should be given to the administrators of supplemental unemployment benefits which was not made available to claimants.

Extension of Coverage

The Council agreed that Federal legislation should be enacted:

1. To provide for a permanent program of unemployment compensation for ex-servicemen.
2. To extend coverage to employers of one or more persons.
3. To broaden the Federal definition of "employee" by applying the "ABC" test as to direction and control of the worker which is now in the majority of State laws and to apply this test to insurance agents, newsboys, and news vendors now specifically exempt.

The Council also agreed that there should be extension of coverage to employers of four or more domestic servants in a home, college fraternity, or club.

The Council endorsed the recommendations of the President and Secretary of Labor that the States extend coverage to State and local government employees. It deferred for further study extension of coverage to nonprofit organizations, domestic servants in general, and agricultural workers.

Court Review

The Council considered the question as to whether there should be court review of the Secretary of Labor's decisions on conformity and compliance issues. It expressed concern at the delaying effect of court review and suggested that consideration be given to shortening the conformity process prior to the Secretary's finding, and expediting judicial review. It expressed concern over the severe penalties that fall on both employers and employees if a State is found out of conformity and recommended that the Department explore the possibility of lesser sanctions or penalties which could be invoked in cases of nonconformity. Finally, the Council expressed the belief that when a State is appealing from a finding of the Secretary of Labor, the rights of employers to tax credits and the rights of workers to benefits must be protected pending a final adjudication.

Annual Wage Reporting

A committee of the Council gave detailed consideration to the problems that would be created for unemployment insurance should legislation be enacted providing for combined annual wage reporting for old-age and survivors' insurance and income tax purposes.

The committee's report, adopted by the Council, recommended that the Secretary of Labor take positive action to safeguard the unemployment insurance program from any adverse effects of a change to annual reporting for old-age and survivors' insurance purposes. The report expressed the belief that States should be discouraged from adopting annual wage reporting as the sole basis for determining eligibility, weekly benefit amount, and duration for unemployment insurance. The report discussed the

alternative of the States' adopting a "request reporting" plan under which wage information would be secured from the employer only after layoffs, and recommended a number of safeguards that should accompany the adoption of request reporting.

Statistical Appendices

TABLE 1.—Selected employment service activities by State, fiscal years 1954-56

State and Territory	New applications ¹	Counseling interviews		Total referrals	Total placements	Employer visits
		Total	Initial			
1953-54.....	8,845,818	1,164,170	696,684	18,596,024	14,820,330	1,646,233
1954-55.....	8,467,057	1,414,754	849,016	18,601,955	14,527,897	1,704,413
1955-56.....	8,083,024	1,444,669	846,144	20,108,905	15,422,143	1,719,891
Alabama.....	132,207	11,924	8,073	276,399	186,148	44,157
Alaska.....	15,802	1,844	1,101	18,434	10,753	2,769
Arizona.....	77,305	10,541	6,837	866,116	790,952	24,932
Arkansas.....	112,196	15,118	8,028	567,524	548,299	30,107
California.....	807,856	107,446	67,871	1,766,438	1,217,224	135,888
Colorado.....	79,732	16,481	11,305	291,073	225,214	26,253
Connecticut.....	145,835	22,111	12,706	224,373	118,311	15,065
Delaware.....	14,494	5,655	2,598	24,775	17,754	3,692
District of Columbia.....	48,544	11,151	5,396	61,621	36,947	2,109
Florida.....	147,848	21,406	13,100	505,980	378,343	57,160
Georgia.....	167,659	20,321	13,654	379,833	298,386	59,221
Hawaii.....	20,761	2,983	1,631	22,745	10,461	3,377
Idaho.....	39,368	7,209	3,651	256,048	221,506	16,199
Illinois.....	342,913	68,008	38,611	500,097	362,488	60,563
Indiana.....	204,576	27,162	16,778	301,133	189,591	31,670
Iowa.....	97,935	16,112	9,328	157,298	124,915	20,138
Kansas.....	87,692	11,910	6,959	165,761	121,252	30,312
Kentucky.....	122,632	29,652	19,436	213,103	175,854	17,413
Louisiana.....	118,367	17,178	9,575	276,426	231,178	20,200
Maine.....	26,508	7,631	3,869	96,944	73,828	10,778
Maryland.....	109,235	27,034	17,381	229,811	164,790	21,962
Massachusetts.....	198,937	47,526	26,038	461,920	269,271	64,961
Michigan.....	471,076	77,744	48,390	479,583	307,007	33,254
Minnesota.....	145,923	17,158	9,152	195,035	174,163	32,697
Mississippi.....	106,236	14,121	7,952	1,616,447	1,552,471	36,272
Missouri.....	220,210	33,035	17,319	424,715	334,604	32,953
Montana.....	43,641	6,714	4,216	87,072	68,787	29,181
Nebraska.....	59,358	12,458	5,585	111,615	98,371	24,536
Nevada.....	26,956	2,349	1,700	48,462	35,329	5,721
New Hampshire.....	24,248	5,688	3,912	42,642	23,085	5,848
New Jersey.....	218,529	29,155	17,267	394,757	288,078	32,986
New Mexico.....	46,375	5,964	3,269	94,224	67,042	14,013
New York.....	815,307	148,791	94,273	1,470,609	971,316	119,207
North Carolina.....	193,222	28,660	16,758	623,329	504,116	55,781
North Dakota.....	27,216	4,069	2,531	63,645	44,100	8,082
Ohio.....	481,906	115,655	67,992	725,273	503,616	103,151
Oklahoma.....	88,439	21,889	12,023	304,798	230,617	49,064
Oregon.....	88,476	16,946	9,575	478,622	440,485	28,078
Pennsylvania.....	486,051	110,913	64,328	732,086	461,151	54,465
Puerto Rico.....	91,062	13,857	5,515	81,710	40,867	8,102
Rhode Island.....	47,540	12,713	4,692	49,855	22,348	3,278
South Carolina.....	96,747	15,274	10,962	264,706	200,050	46,399
South Dakota.....	22,654	2,876	1,511	40,905	28,349	5,649
Tennessee.....	122,698	29,308	18,583	1,214,792	1,121,593	37,194
Texas.....	509,958	87,462	46,873	1,639,585	1,188,708	130,645
Utah.....	48,280	10,250	7,370	102,136	73,265	12,193
Vermont.....	14,770	2,297	1,312	40,995	23,994	9,785
Virginia.....	110,352	41,303	21,823	241,021	188,371	23,885
Virgin Islands.....	1,570	563	345	5,016	3,199	864
Washington.....	136,217	27,216	12,459	469,726	370,991	28,566
West Virginia.....	60,811	12,641	7,464	59,066	41,550	4,773
Wisconsin.....	141,555	26,492	14,548	301,827	210,016	32,228
Wyoming.....	17,239	4,705	2,519	40,769	31,039	13,115

¹ The number of applications taken should not be interpreted as a measure of the total number of new job applicants at employment service offices, since there are some types of applicants for whom written applications are not taken.

TABLE 2.—Selected nonagricultural activities by State, fiscal years 1954-56

State and Territory	Referrals	Placements	Employer visits
1953-54.....	9,237,165	5,520,006	1,225,567
1954-55.....	9,310,527	5,536,225	1,260,031
1955-56.....	10,501,736	6,173,684	1,259,567
Alabama.....	180,639	98,105	29,352
Alaska.....	18,267	10,665	2,754
Arizona.....	99,918	59,638	15,300
Arkansas.....	134,185	75,425	21,919
California.....	952,436	474,708	97,842
Colorado.....	137,082	88,903	14,278
Connecticut.....	211,961	106,088	12,755
Delaware.....	17,239	8,607	2,790
District of Columbia.....	61,545	36,900	2,109
Florida.....	334,308	221,261	39,422
Georgia.....	210,404	134,146	37,927
Hawaii.....	20,558	9,147	2,301
Idaho.....	70,459	42,333	9,299
Illinois.....	364,893	237,927	51,401
Indiana.....	202,394	94,820	28,842
Iowa.....	122,132	79,209	17,252
Kansas.....	136,415	93,157	21,855
Kentucky.....	98,350	55,976	12,266
Louisiana.....	148,146	99,776	16,013
Maine.....	47,860	27,423	7,828
Maryland.....	142,870	78,608	19,157
Massachusetts.....	397,831	212,264	46,515
Michigan.....	336,867	167,068	15,942
Minnesota.....	167,004	111,882	30,585
Mississippi.....	142,267	89,662	24,412
Missouri.....	178,638	95,302	27,072
Montana.....	51,952	35,644	18,302
Nebraska.....	86,462	64,829	19,343
Nevada.....	37,342	24,714	4,600
New Hampshire.....	38,591	19,002	5,358
New Jersey.....	240,574	130,280	22,483
New Mexico.....	55,362	39,119	8,803
New York.....	1,314,366	816,040	106,336
North Carolina.....	243,945	159,694	26,180
North Dakota.....	45,212	22,146	5,274
Ohio.....	544,386	332,789	72,213
Oklahoma.....	217,479	151,473	38,045
Oregon.....	122,342	78,379	18,823
Pennsylvania.....	541,687	273,960	46,677
Puerto Rico.....	55,384	32,413	6,729
Rhode Island.....	49,331	21,912	3,210
South Carolina.....	140,127	85,708	28,481
South Dakota.....	31,497	19,498	4,460
Tennessee.....	197,266	115,594	25,321
Texas.....	869,971	545,037	97,590
Utah.....	70,141	40,244	8,087
Vermont.....	30,399	15,824	4,267
Virginia.....	131,245	84,002	19,105
Virgin Islands.....	4,950	3,183	342
Washington.....	167,632	95,707	22,387
West Virginia.....	48,468	27,973	4,315
Wisconsin.....	204,119	110,223	27,285
Wyoming.....	26,838	18,097	8,363

TABLE 3.—Selected agricultural activities by State, fiscal years 1954-46

State and Territory	Referrals	Placements	Employer visits
1953-54.....	9,358,859	9,300,324	420,666
1954-55.....	9,291,428	8,991,672	444,382
1955-56.....	9,607,169	9,248,459	460,324
Alabama.....	95,760	88,043	14,805
Alaska.....	167	88	15
Arizona.....	766,198	731,314	9,632
Arkansas.....	433,339	472,874	8,188
California.....	814,002	742,516	38,046
Colorado.....	153,991	136,311	11,975
Connecticut.....	12,412	12,223	2,310
Delaware.....	7,536	9,147	902
District of Columbia.....	76	47	
Florida.....	171,672	157,082	17,738
Georgia.....	169,429	164,240	21,294
Hawaii.....	2,187	1,314	1,076
Idaho.....	185,589	179,173	6,900
Illinois.....	135,204	124,561	9,162
Indiana.....	98,739	94,771	2,828
Iowa.....	35,166	45,706	2,886
Kansas.....	29,346	28,095	8,457
Kentucky.....	114,753	119,878	5,147
Louisiana.....	128,280	131,402	4,187
Maine.....	49,084	46,405	2,950
Maryland.....	86,941	86,182	2,805
Massachusetts.....	64,089	57,007	18,446
Michigan.....	142,716	139,339	17,312
Minnesota.....	28,031	62,281	2,112
Mississippi.....	1,474,180	1,462,809	11,860
Missouri.....	246,077	239,302	5,881
Montana.....	35,120	33,143	10,879
Nebraska.....	25,153	33,542	5,193
Nevada.....	11,120	10,615	1,121
New Hampshire.....	4,051	4,083	490
New Jersey.....	154,183	157,798	10,503
New Mexico.....	38,862	27,923	5,210
New York.....	156,243	155,276	12,871
North Carolina.....	379,384	344,422	29,601
North Dakota.....	18,433	21,954	2,808
Ohio.....	180,887	170,827	30,938
Oklahoma.....	87,319	79,144	11,019
Oregon.....	356,280	362,106	9,255
Pennsylvania.....	190,399	187,191	7,788
Puerto Rico.....	26,326	8,454	1,373
Rhode Island.....	524	436	68
South Carolina.....	124,579	114,342	17,918
South Dakota.....	9,408	8,851	1,189
Tennessee.....	1,017,526	1,005,999	11,873
Texas.....	769,614	643,071	33,055
Utah.....	31,995	33,021	4,106
Vermont.....	10,596	8,170	5,518
Virginia.....	109,776	104,369	4,280
Virgin Islands.....	66	16	22
Washington.....	302,094	275,284	6,179
West Virginia.....	10,628	13,577	458
Wisconsin.....	97,708	99,793	4,943
Wyoming.....	13,931	12,942	4,752

TABLE 4.—Selected activities showing services provided veterans, fiscal year 1956

	1956	Percent change from fiscal year 1955		1956	Percent change from fiscal year 1955
New applications.....	8,083,024	-4.5	Veterans.....	1,568,065	+13.50
Men.....	4,872,632	-7.2	Percent veterans of men.....	43.8	-----
Veterans.....	1,859,307	-11.0	Initial counseling interviews.....	846,144	-3
Percent veterans of men.....	38.2	-----	Men.....	524,499	-2.4
Nonagricultural placements:.....	6,173,684	+11.5	Veterans.....	199,186	-14.7
Men.....	3,582,787	+15.2	Percent veterans of men.....	38.0	-----

TABLE 5.—Coverage under State laws: Size of firm provisions; number of employers and workers, by State, December 1955; and estimated number of workers added by change in State laws effective as of Jan. 1, 1956

State	Statutory provisions ¹				Subject employers as of Dec. 31, 1955	Covered employment as of Dec. 31, 1955	Estimated employment added by reduction in size of firm ²
	Minimum number of covered workers	Minimum period of time	Added or alternative conditions				
Total					1, 718, 319	37, 889, 142	1, 687, 900
Alabama	4	20 weeks			14, 385	457, 820	47, 900
Alaska	1	Anytime			3, 502	24, 075	
Arizona	8	20 weeks			10, 365	170, 430	
Arkansas	1	10 days			20, 253	248, 568	
California	1	Not specified	\$100 in any quarter		272, 159	3, 392, 309	
Colorado	4	20 weeks			7, 094	256, 264	85, 000
Connecticut	3	13 weeks			24, 546	733, 038	19, 500
Delaware	1	20 weeks			8, 264	126, 726	
District of Columbia	1	Anytime			18, 457	227, 453	
Florida	4	20 weeks	Or 4 in 8 weeks and over \$6,000 in any quarter		20, 691	628, 988	85, 500
Georgia	4	20 weeks			15, 197	688, 801	66, 400
Hawaii	1	Anytime			8, 760	103, 818	
Idaho	1	Not specified	\$150 in any quarter		13, 328	101, 373	
Illinois	4	20 weeks			66, 870	2, 593, 475	100, 300
Indiana	4	do			23, 011	1, 056, 331	85, 000
Iowa	4	15 weeks			11, 879	383, 340	60, 800
Kansas	4	20 weeks	Or 25 in 1 week		9, 394	311, 895	40, 400
Kentucky ¹	4	do	Or 4 in 3 quarters of preceding year ²		18, 615	458, 040	(²)
Louisiana	4	do			21, 071	540, 661	
Maine	4	do			7, 561	180, 319	19, 100
Maryland	1	Anytime			46, 084	676, 149	
Massachusetts	1	13 weeks			102, 975	1, 510, 737	
Michigan	4	20 weeks			32, 177	1, 940, 528	132, 900
Minnesota ¹	4	do	(²)		33, 558	611, 817	20, 200
Mississippi	1	do			6, 644	215, 695	30, 400
Missouri ¹	1	do			20, 038	885, 431	88, 600
Montana	4	do			16, 032	111, 882	
Nebraska	1	do	Or \$500 in a calendar year		6, 529	190, 059	32, 400
Nevada	1	do	Or \$10,000 in any quarter		6, 209	63, 378	
New Hampshire	1	Not specified	\$225 in any quarter		6, 219	139, 995	
New Jersey	4	20 weeks			51, 946	1, 490, 762	
New Mexico	1	do	\$450 in any quarter ²		13, 699	128, 969	

TABLE 6. Significant benefit provisions in State unemployment insurance laws, Aug. 1, 1956

State	Minimum benefits			Maximum benefits		
	Weekly amount ¹	Annual amount	Minimum qualifying wages		Weekly amount ¹	Annual amount ¹
			High quarter	Base period		
A. High-quarter formula						
Alabama.....	\$6	\$70.00	\$112.01	\$210.00	\$25	\$500
Arizona.....	5	50.00	37.50	150.00	30	780
Arkansas.....	7	70.00	52.50	210.00	26	468
California.....	10	200.00	150.00	600.00	33	858
Colorado.....	17	70.00	52.50	210.00	1 28-35	1 560-910
Connecticut.....	8-11	120.00	75.00	300.00	35-52	910-1,352
Delaware.....	7	77.00	52.50	210.00	35	910
District of Columbia.....	8-9	92.00	130.00	276.00	1 30	1 780
Florida.....	8	38.00	37.50	150.00	26	416
Georgia.....	17	140.00	150.00	280.00	30	1 600-660
Hawaii.....	5	100.00	37.50	150.00	35	700
Idaho.....	10	100.00	150.00	250.00	30	780
Illinois.....	10	215.00	137.50	350.00	1 28-40	1 728-1,040
Indiana.....	10	62.00	75.00	250.00	30	600
Iowa.....	5	33.33	25.00	100.00	30	720
Kansas.....	5	67.00	100.00	200.00	32	640
Louisiana.....	5	50.00	37.50	150.00	25	500
Maryland.....	6-8	45.00	156.00	180.00	30-38	780-988
Massachusetts.....	7-10	150.00	125.00	500.00	25-31	650-1,000
Mississippi.....	3	60.00	22.50	90.00	30	600
Missouri.....	(^a)	(^b)	(^a)	(^c)	25	600
Montana.....	10	200.00	170.00	255.00	26	520
Nebraska.....	10	100.00	150.00	300.00	28	560
Nevada.....	8-12	80.00	60.00	240.00	30-50	780-1,300
New Mexico.....	10	120.00	156.00	300.00	30	720
New York.....	7-10	140.00	63.00	252.00	26-35	520-700
North Dakota.....	7	150.00	60.00	240.00	33-39	858-1,014
Ohio.....	10-13	120.00	50.00	200.00	28	616
Oklahoma.....	10	67.00	50.00	200.00	28	616
Oregon.....	15	233.00	170.00	700.00	35	910
Pennsylvania.....	10	300.00	120.00	320.00	35	1,050
Rhode Island.....	10	104.00	75.00	300.00	30	780
South Carolina.....	8	80.00	120.00	240.00	26	572
South Dakota.....	7	80.00	150.00	225.00	25	500
Tennessee.....	8	110.00	75.00	300.00	30	660
Texas.....	5	113.00	150.00	450.00	28	754
Utah.....	10	150.00	100.00	400.00	35	910
Vermont.....	10	200.00	200.00	300.00	28	728
Virginia.....	8	64.00	62.50	250.00	28	504
Wyoming.....	10-13	80.00	200.00	260.00	30-36	780-936

B. Annual wage formula

	1 \$10-\$15	2 \$150.00	3 \$450.00	4 \$45-\$70	5 \$1,170-\$1,820	6 \$4,000.00
Alaska.....	8	208.00	450.00	32	832	2,500.00
Kentucky.....	6	138.00	300.00	30	690	2,900.00
Maine.....	12	216.00	520.00	33	858	3,000.00
Minnesota.....	9	234.00	400.00	32	832	2,600.00
New Hampshire.....	7	182.00	250.00	30	780	3,000.00
North Carolina.....	17	204.00	800.00	35	910	3,100.00
Washington.....	10	240.00	500.00	30	720	3,000.00
West Virginia.....						

C. Average weekly wage formula

	Minimum benefits			Maximum benefits		
	Weekly amount ¹	Annual amount	Minimum qualifying employment and wages ²	Weekly amount ¹	Annual amount ¹	Minimum qualifying employment and wages ²
			Weeks of employment			Weeks of employment
Michigan.....	1 \$10-\$12	\$ 895	14	\$30-\$54	\$780-\$1,404	39
New Jersey.....	10	130	17	255.00	910	35
New York.....	10	260	20	300.00	936	20
Wisconsin.....	10	100	14	182.00	954	38

¹ When two amounts are given, higher includes dependents' allowances except in Colorado and Georgia. In Colorado, higher amount includes 25 percent additional for claimants employed in Colorado by covered employers for 5 consecutive calendar years with wages in excess of \$1,000 per year and no benefits received; weeks of duration for such claimants increased to 26 weeks. In Georgia, higher amount applies to claimants whose base-period wages are equal to 4 times minimum high-quarter wages for appropriate wage bracket; weeks of duration for such claimants increased to 22 weeks. Higher figure for minimum weekly benefit includes maximum for 1 dependent at that benefit level. Dependents' allowances limited in Alaska to intrastate claimants and in Illinois to claimants with high-quarter wages in excess of those required for maximum basic weekly benefit amount. In the District of Columbia, same maximum with or without dependents. Maximum augmented payment in Massachusetts not shown, since any figure presented would be based on an assumed maximum number of dependent children at \$3 each, up to average weekly wage.

² Because of \$900 qualifying amount and duration formula of one-half of base-period wages, claimant qualifying for weekly benefits of \$10 or \$11 is eligible for 26 weeks duration; claimant qualifying for weekly benefit on high-quarter wages of \$450 and base-period wages of \$900 is eligible for 15 weeks.

³ In States noted, dependents' allowances add to annual benefits except in Georgia, where extended duration raises annual amount to \$154.

⁴ Amount shown is one-fourth of base-period wages. To obtain maximum annual benefits, claimant must have more than 4 times high-quarter wages necessary for maximum weekly benefit.

⁵ Qualifying requirements apply to basic benefits only. In Georgia, claimants need wages of \$2,900 to qualify for extended duration. For claimants with maximum dependents' high-quarter wages of \$952.51 and wages of \$2,975 are required in Illinois; wages of \$1,134.39 in 38 weeks in Michigan.

⁶ No qualifying wages, except wages in 2 quarters, and no minimum weekly benefits are specified in law; if weekly benefit is less than \$5, maximum annual benefits are paid at rate of \$8 per week.

⁷ Figure given applies to basic benefit and \$14 of dependents' allowances; full \$20 augmented benefit requires \$816.67 in high-quarter wages because of limitation of dependents' allowance to 6 percent of high-quarter wages. Alternative qualifying wages shown yield benefits shown. Alternative qualifying wages of \$250 in one quarter and \$125 in another quarter would yield weekly benefit of \$10 and \$94 in benefit year. Statutory maximum of 24 times the weekly benefit amount is reduced for claimants at three highest weekly benefit amounts because of limitation of wage credits to \$2,400 per year.

⁸ Figures are based on lowest and highest average wage in schedule and minimum number of qualifying weeks.

TABLE 7.—*Claims and beneficiaries, by State, fiscal year 1958*

[NOTE.—Data for fiscal years 1955 and 1956 include activities under the new program of unemployment compensation for Federal employees and represent an unduplicated count for both programs]

Fiscal year and State	New claims filed 1	Initial claims filed 2	Insured claimants 3		Beneficiaries			Weeks compensated for all types of unemployment 4
			Number	Percent of new claims dispositions	Total number 4	Percent of insured claimants	Average weekly number 5	
1950-51.....	5,854,340	9,922,426	4,769,111	85.3	3,685,616	76.9	841,624	43,759,241
1951-52.....	6,665,920	11,640,630	5,426,486	86.5	4,548,686	83.9	902,953	47,135,716
1952-53.....	6,176,970	10,207,010	4,957,083	86.0	3,983,776	80.5	782,680	40,850,791
1953-54.....	9,228,416	14,790,110	7,553,713	88.8	6,152,625	81.5	1,293,210	67,505,573
1954-55.....	8,011,125	13,737,030	6,473,650	87.4	5,405,252	83.5	1,408,368	73,516,788
1955-56.....	7,045,280	11,669,939	5,556,892	86.8	4,457,658	80.2	992,428	51,804,759
Alabama.....	138,731	166,594	96,504	82.4	53,070	55.0	11,709	611,228
Alaska.....	12,166	14,443	13,370	80.6	11,289	84.4	3,214	167,793
Arizona.....	39,329	52,215	23,119	80.6	17,487	75.6	3,276	171,019
Arkansas.....	71,102	93,601	42,534	81.5	35,174	82.7	6,757	352,708
California.....	552,481	943,515	419,573	83.6	333,544	79.5	70,443	3,077,144
Colorado.....	28,411	39,222	20,729	82.0	13,053	63.0	2,505	130,792
Connecticut.....	151,291	227,650	115,528	81.7	78,088	67.6	14,915	778,547
Delaware.....	14,036	17,319	12,050	81.9	8,409	69.8	1,497	78,149
District of Columbia.....	27,090	33,859	19,120	84.5	15,572	81.4	3,801	198,435
Florida.....	120,482	159,514	73,126	78.0	61,870	84.6	11,085	578,654
Georgia.....	131,310	167,117	93,957	79.5	69,820	74.3	15,808	825,170
Hawaii.....	18,976	22,945	16,296	92.6	13,162	80.9	2,949	153,929
Idaho.....	23,276	27,387	18,005	78.5	15,011	83.4	3,055	160,012
Illinois.....	343,236	532,340	269,056	83.5	222,575	82.7	47,828	2,496,003
Indiana.....	182,678	304,100	165,282	91.7	135,551	82.0	22,248	1,161,369
Iowa.....	50,091	63,821	41,616	85.0	30,525	73.3	5,676	30,296,262
Kansas.....	48,990	70,946	42,603	84.0	37,183	87.3	7,826	37,408,501
Kentucky.....	118,481	151,115	84,037	87.7	71,512	85.1	21,372	1,115,599
Louisiana.....	90,165	125,169	61,211	70.1	40,137	65.6	10,756	561,454
Maine.....	48,242	77,102	46,782	92.6	35,916	76.8	7,814	407,895
Maryland.....	104,814	140,914	87,456	87.6	74,221	77.9	11,909	621,675
Massachusetts.....	238,118	459,224	216,302	92.4	168,519	84.9	34,592	1,805,702
Michigan.....	477,371	720,050	422,896	90.9	305,441	72.3	60,698	3,168,447
Minnesota.....	86,989	122,955	73,405	85.6	63,817	86.9	16,811	877,541
Mississippi.....	67,567	92,972	45,744	80.9	37,105	81.1	7,354	355,437
Missouri.....	191,210	243,594	140,296	81.9	106,136	75.7	20,430	1,096,428
Montana.....	21,875	29,196	17,002	78.8	14,029	82.5	3,274	170,896
Nebraska.....	27,239	35,834	24,189	88.3	20,177	83.4	4,281	223,455
Nevada.....	17,896	27,734	14,295	90.6	12,565	87.9	2,604	135,921
New Hampshire.....	37,412	58,033	30,996	90.6	25,723	83.0	5,153	270,543
New Jersey.....	334,458	607,738	288,035	89.3	233,122	81.6	62,990	3,288,059

New Mexico.....	19,000	30,390	13,871	76.1	11,237	2,468	128,846
New York.....	955,499	2,121,856	723,521	92.9	631,957	151,707	7,919,091
North Carolina.....	174,060	310,233	140,189	88.6	124,530	26,631	1,390,122
North Dakota.....	10,356	13,070	8,051	74.8	7,636	2,007	1,04,780
Ohio.....	285,429	417,281	229,305	90.3	167,090	35,999	1,879,151
Oklahoma.....	67,420	94,367	41,348	75.0	33,474	7,646	383,891
Oregon.....	102,613	172,204	79,296	83.5	66,416	13,746	717,559
Pennsylvania.....	657,876	1,255,759	545,018	86.7	441,279	116,792	6,096,532
Puerto Rico ¹	2,436	2,436	798	91.6	982	224	11,675
Rhode Island.....	79,033	146,400	61,512	85.3	49,159	10,322	538,795
South Carolina.....	86,060	116,464	56,735	73.1	41,852	9,072	473,546
South Dakota.....	9,789	11,971	7,027	80.4	6,231	1,259	66,731
Tennessee.....	166,598	200,724	141,091	92.1	102,139	28,326	1,478,995
Texas.....	164,985	198,037	92,876	74.5	89,382	18,339	957,298
Utah.....	25,642	38,208	21,394	90.9	15,362	3,226	168,416
Vermont.....	10,542	17,042	7,851	78.4	6,261	1,692	88,371
Virginia.....	91,778	108,763	81,771	92.3	62,328	9,122	476,170
Virgin Islands ¹	34	34	17	68.0	10	(¹)	101
Washington.....	147,385	265,090	119,795	89.5	105,580	24,911	1,300,342
West Virginia.....	70,295	89,967	48,306	86.7	42,651	8,603	449,099
Wisconsin.....	113,510	158,009	94,346	94.8	83,408	14,433	753,397
Wyoming.....	9,496	12,371	8,240	84.3	7,211	1,300	67,853

¹ To reflect more nearly different individuals who filed claims during fiscal year, data include intrastate new claims and transitional claims, interstate initial claims taken as agent State, and UCFE initial claims.

² To reflect more nearly instances of new unemployment, data exclude, so far as possible, intrastate transitional claims.

³ Represent new claims with sufficient wage credits.

⁴ Represent claimants receiving first payment in benefit year.

⁵ Derived from weeks compensated. Averages were computed on a 5-day work-week basis. There were 52 workweeks in fiscal 1951 and 52.2 workweeks in fiscal years 1952 to 1956, inclusive.

⁶ Total, part total, and partial unemployment.

⁷ Data for Puerto Rico and the Virgin Islands relate to UCFE program only. Percentage and average not shown for Virgin Islands because of small number of beneficiaries.

⁸ Since Wisconsin has no provision for a benefit year, a new claim is the first claim filed during the first spell of unemployment in a calendar year.

⁹ Data are on a "per employer" basis and are not strictly comparable to those for other States.

TABLE 8.—*Amount and duration of benefits, by State, fiscal year 1956*

[NOTE.—Data for fiscal years 1955 and 1956 include activities under the new program of unemployment compensation for Federal employees and represent an unduplicated count for both programs]

Fiscal year and State	Average weekly payment, total unemployment		Percent of new insured claimants eligible for maximum weekly benefit amount ²	Average potential duration of benefits for insured claimants (weeks) ²	Average actual duration of benefits for all beneficiaries (weeks)	Claimants exhausting benefits ³		
	Percent of average weekly wage ¹					Number	Percent of first payments ⁴	Average duration of benefits (weeks)
	Amount							
1950-51.....	\$20.63	34.2	54.2	21.0	11.9	1,059,777	24.2	18.7
1951-52.....	22.03	33.6	57.6	21.8	10.4	900,952	20.1	18.5
1952-53.....	23.32	33.8	60.4	22.0	10.2	784,516	18.8	19.3
1953-54.....	24.45	33.5	63.2	22.2	11.0	1,178,400	22.3	19.1
1954-55.....	25.05	33.6	59.5	22.5	13.6	773,748	29.4	20.6
1955-56.....	26.33	33.7	60.4	23.0	11.6	1,023,714	23.0	19.9
Alabama.....	19.09	30.1	64.2	19.2	11.5	20,155	40.1	17.6
Alaska.....	34.56	29.7	44.4	25.3	14.9	2,269	19.0	24.1
Arizona.....	33.3	33.3	63.7	22.1	9.8	3,096	17.8	17.9
Arkansas.....	19.05	35.9	29.7	17.0	10.0	11,320	31.4	15.9
California.....	27.84	32.7	58.1	24.6	11.0	43,514	13.0	22.0
Colorado.....	25.22	32.6	70.0	17.8	10.0	3,046	23.9	15.9
Connecticut.....	28.56	35.1	41.4	23.0	10.0	14,043	17.5	20.9
Delaware.....	26.49	31.5	47.9	18.8	9.3	2,148	29.0	17.0
District of Columbia.....	25.63	34.8	52.0	21.0	12.7	5,792	36.5	19.3
Florida.....	20.74	31.8	40.6	14.0	9.4	25,461	40.6	13.0
Georgia.....	19.34	31.7	32.5	20.0	11.8	2,665	38.4	18.7
Hawaii.....	23.78	39.7	24.2	20.0	11.7	3,563	19.5	20.0
Idaho.....	26.73	38.9	65.1	21.0	10.7	55,607	23.2	16.3
Illinois.....	25.81	29.7	80.0	21.8	11.2	41,047	20.0	18.3
Indiana.....	25.87	31.0	65.9	15.9	8.6	10,006	35.7	12.8
Iowa.....	24.10	33.4	63.2	16.6	9.7	11,851	33.6	12.0
Kansas.....	25.98	34.2	59.2	17.7	11.0	21,390	30.0	16.2
Kentucky.....	21.07	30.7	31.1	26.0	15.6	19,733	29.9	26.0
Louisiana.....	22.09	32.8	68.6	17.7	14.0	7,598	46.6	16.3
Maine.....	19.15	29.8	16.8	23.0	11.4	16,965	20.2	22.5
Maryland.....	24.10	34.6	48.1	19.6	8.4	45,306	20.1	16.0
Massachusetts.....	25.02	35.4	80.7	20.7	10.7	54,187	26.6	17.2
Michigan.....	33.48	35.0	22.9	22.9	10.4	14,787	21.5	18.2
Minnesota.....	23.46	31.0	16.0	22.5	13.8	12,892	22.4	22.4
Mississippi.....	19.35	36.2	59.7	16.0	10.4	23,411	36.2	16.0
Missouri.....	21.18	27.9	69.7	20.4	10.0	3,372	22.6	17.9
Montana.....	23.51	33.1	67.3	20.0	12.2	5,915	23.3	20.0
Nebraska.....	24.58	33.1	66.1	18.3	11.1	3,291	31.4	17.0
Nevada.....	31.50	37.3	75.4	22.2	10.8	2,821	18.8	18.5
New Hampshire.....	22.12	34.7	28.9	26.0	10.5		11.3	26.0

New Jersey.....	30.01	36.0	62.5	23.6	14.0	64,641	27.8	21.7
New Mexico.....	24.34	34.7	48.3	21.2	11.5	3,035	26.4	18.7
New York.....	29.11	34.3	39.6	26.0	12.5	75,259	12.1	26.0
North Carolina.....	17.30	30.0	8.4	26.0	11.2	23,771	21.2	25.3
North Dakota.....	26.83	39.6	74.3	20.0	13.7	2,136	27.7	24.4
Ohio.....	26.35	34.5	68.3	25.5	11.2	24,397	15.5	16.0
Oklahoma.....	24.22	32.6	64.3	17.8	10.8	13,479	40.3	18.5
Oregon.....	26.65	32.9	63.3	23.1	10.8	9,694	14.1	25.5
Pennsylvania.....	27.47	37.0	39.3	30.0	13.8	100,588	21.7	21.0
Puerto Rico ¹	23.85	37.1	31.1	21.9	17.1	336	50.8	21.0
Rhode Island.....	25.11	37.1	63.6	18.5	11.0	14,159	28.9	15.1
South Carolina.....	20.16	35.5	34.1	19.8	11.3	14,416	37.0	18.3
South Dakota.....	26.83	40.7	66.7	15.9	10.5	2,183	35.3	13.3
Tennessee.....	20.09	31.1	26.2	22.0	14.5	38,278	38.2	21.8
Texas.....	20.50	28.0	52.7	17.6	10.7	31,810	35.8	15.0
Utah.....	26.43	37.7	59.4	22.5	11.0	3,050	19.2	21.0
Vermont.....	22.84	34.8	36.8	26.0	14.1	1,645	22.5	25.7
Virginia.....	18.79	29.5	43.5	13.8	7.6	22,148	33.6	11.6
Virgin Islands ²	23.84	38.9	5.9	(7)	10.1	1	(7)	(7)
Washington.....	29.75	36.9	45.9	24.0	12.3	22,566	21.3	21.6
West Virginia.....	20.42	26.1	29.4	24.0	10.5	10,179	22.2	23.3
Wisconsin.....	29.56	36.9	(9)	(9)	9.0	31,732	40.8	(9)
Wyoming.....	28.20	40.0	63.8	18.6	9.4	2,033	29.4	14.0

¹ Based on average weekly wage for preceding calendar year.

² See table 6 for maximum weekly benefit amount and for maximum weeks of benefits.

³ Based on date of final payment rather than of final week of compensable unemployment.

⁴ Based on first payments for 12-month period ending Mar. 31.

⁵ Excludes Wisconsin; comparable data not available.

⁶ Excludes Michigan and Wisconsin; comparable data not available.

⁷ Data for Puerto Rico and the Virgin Islands relate to UCPE program only. Percentage not shown for Virgin Islands because of small number of beneficiaries.

⁸ Represent data on a "per employer" basis and are not strictly comparable.

TABLE 9.—Selected unemployment insurance financial data under State programs, fiscal year 1956¹

[All amounts in thousands]

Fiscal year and State	State collections		Interest on State accounts in trust fund	Benefits paid ⁴		State reserves for benefits June 30, 1956 ⁵		Federal allocations for administration
	Amount ²	Average employer rate ³ (percent)		Amount	Percent of taxable wages ³	Amount	Percent of taxable wages ⁵	
1950-51.....	\$1,364,590	1.50	\$149,460	\$872,697	1.0	\$7,329,260	8.1	\$177,033
1951-52.....	1,431,998	1.58	166,014	961,822	1.1	7,935,696	8.5	188,019
1952-53.....	1,367,806	1.45	188,387	912,898	1.0	8,577,745	8.6	197,983
1953-54.....	1,246,230	1.30	208,841	1,588,846	1.8	8,011,958	8.6	203,182
1954-55.....	1,142,009	1.12	186,874	1,739,873	1.8	8,011,958	8.2	10,222,101
1955-56.....	1,328,722	1.18	186,907	1,252,452	1.3	8,245,323	7.8	10,230,370
Alabama.....	16,243	.97	1,749	10,823	1.0	79,097	7.1	3,447
Alaska.....	4,364	2.70	4	5,061	4.0	91,524	1.2	8,892
Arizona.....	6,463	1.27	1,131	4,005	.9	51,176	11.2	2,260
Arkansas.....	6,407	1.15	1,017	6,282	1.2	44,477	8.3	2,199
California.....	154,017	1.51	19,880	94,294	1.0	905,025	9.3	24,008
Colorado.....	3,177	.34	1,612	2,896	1.4	1,268	10.3	1,899
Connecticut.....	25,075	1.19	5,319	21,054	1.1	237,248	11.9	3,539
Delaware.....	2,578	.63	371	1,972	.5	16,659	1.6	497
District of Columbia.....	3,385	.52	1,200	3,762	.7	85,312	9.8	1,010
Florida.....	10,337	.64	1,937	11,353	.8	87,042	5.9	1,184
Georgia.....	20,007	1.17	3,204	14,609	1.0	143,890	9.4	3,337
Hawaii.....	2,397	.93	504	2,898	1.2	22,010	8.8	3,739
Idaho.....	4,521	1.75	822	4,019	1.5	25,961	13.5	1,207
Illinois.....	67,916	.72	10,102	59,482	.8	454,950	6.3	10,214
Indiana.....	32,070	.96	4,706	28,155	.9	207,229	6.0	1,370
Iowa.....	4,907	.42	2,465	6,685	.7	107,754	10.7	1,897
Kansas.....	10,002	1.09	1,796	9,945	1.1	78,918	8.0	1,820
Kentucky.....	22,055	1.76	2,753	22,066	2.0	121,527	10.9	3,719
Louisiana.....	16,127	1.13	2,907	11,516	.9	130,539	10.9	2,749
Maine.....	7,698	1.55	976	7,538	1.6	42,911	10.2	2,240
Maryland.....	16,207	.85	2,608	13,528	.8	112,175	8.6	3,683
Massachusetts.....	70,332	1.80	6,395	42,773	1.1	235,090	7.7	9,166
Michigan.....	61,472	.91	8,231	105,559	1.9	330,652	7.9	13,462
Minnesota.....	16,803	.90	2,668	20,090	1.2	115,853	7.9	3,277
Mississippi.....	5,633	1.15	834	6,847	1.5	35,809	7.6	2,300
Missouri.....	22,008	.82	4,748	20,780	.9	209,386	9.0	4,054
Montana.....	3,853	1.21	1,007	3,842	1.3	43,948	14.4	1,180
Nebraska.....	3,325	.65	892	4,968	1.0	38,017	7.7	1,124
Nevada.....	4,393	1.88	423	4,075	1.8	18,376	7.9	1,703
New Hampshire.....	7,022	1.90	490	5,415	1.5	22,012	6.7	1,087
New Jersey.....	79,744	1.54	10,439	95,911	2.3	450,356	10.7	10,089

New Mexico.....	4,120	1.17	805	2,849	36,070	10.8	1,326
New York.....	296,156	1.49	28,763	214,471	1,256,839	9.7	32,466
North Carolina.....	22,404	1.13	3,946	22,946	172,980	9.6	4,319
North Dakota.....	1,991	1.43	217	2,652	8,972	6.7	776
Ohio.....	52,228	.67	14,032	52,570	616,361	8.7	9,904
Oklahoma.....	7,944	.85	1,167	8,543	50,969	5.8	2,670
Oregon.....	13,281	1.23	1,225	18,243	40,996	5.1	2,945
Pennsylvania.....	157,472	1.63	7,745	157,463	348,331	4.3	18,293
Puerto Rico.....	16,713	2.70	577	12,737	26,674	4.5	11,877
Rhode Island.....	10,229	1.14	1,617	9,120	71,511	8.3	2,069
South Carolina.....	1,101	.62	296	1,381	12,760	8.9	2,626
South Dakota.....	23,866	1.52	2,128	27,094	91,729	6.5	3,393
Tennessee.....	15,939	.48	6,427	18,515	284,992	7.3	9,510
Texas.....	4,799	1.14	823	3,753	36,481	9.0	1,646
Utah.....	2,098	1.14	333	1,913	15,654	9.5	1,759
Vermont.....	8,240	.51	1,987	8,320	87,677	6.1	2,169
Virgin Islands.....	33,059	1.99	4,377	35,829	187,925	11.3	11,39
Washington.....	10,705	1.03	1,335	8,695	80,328	6.6	4,687
West Virginia.....	24,254	1.01	5,587	21,358	246,146	11.2	1,819
Wisconsin.....	1,585	.95	353	1,817	15,246	9.7	3,254
Wyoming.....							670

¹ Data reported by State agencies except interest, which is credited and reported by the U. S. Treasury, and Federal allocations, reported by Budget and Management Service, Bureau of Employment Security.

² Data represent contributions, penalties, and interest from employers, and contributions from employees in 2 States. Adjusted for refunds and for dishonored contribution checks.

³ Data represent calendar years 1950 to 1955 preceding the fiscal year specified.

⁴ Adjusted for voided benefit checks and transfers under interstate combined wage plan.

⁵ Taxable wages are the aggregate wages which are subject to State unemployment insurance taxes. Each covered employer is subject to taxes only on the "base" wages paid to each covered employee during the calendar year. "Base" wages are limited to the first \$3,000 of earnings in all States, except 5 where the taxable wage base is \$3,000. The \$3,000 wage base became effective in Nevada on Jan. 1, 1954, in Alaska and Delaware on Jan. 1, 1955, and in Oregon and Rhode Island on Jan. 1, 1956.

⁶ Data represent sum of balance at end of fiscal year in State clearing and benefit-payment accounts and in State accounts in the Unemployment Trust Fund in U. S. Treasury.

⁷ The reserve ratios and benefit ratios for fiscal year 1956 are estimated on the basis of taxable wages for the 12 months ending on Dec. 31, 1955.

⁸ Represents funds remaining for benefits after Alaska borrowed \$1,800,000 from Alaska general funds. This loan was repaid in July 1955.

⁹ Represents funds remaining for benefits after a \$3 million advance to Alaska from Federal account in Unemployment Trust Fund.

¹⁰ Federal account estimated \$3,800,000 in fiscal 1955 and \$3,300,000 in fiscal 1956 for postage and \$50,000 in each of fiscal 1955 and 1956 due Railroad Retirement Board and Veterans' Administration for expenses of administering UCV program.

¹¹ For administration of employment service and UCV.

TABLE 10.—Selected data on unemployment compensation for Federal civilian employees¹ by State, fiscal year 1956

Year and State	Average monthly employment ²	Initial claims ³	Average weekly insured unemployment ⁴	Beneficiaries ⁴	Weeks compensated ⁴	Amount of benefits paid ⁵	Average weekly benefit amount	
							Joint State-UCFE	UCFE only
January-June 1955	\$ 2,361,700	98,822	29,200	59,122	643,001	\$16,051,094	\$25.27	\$27.60
1955-56	\$ 2,414,800	140,414	23,560	75,677	1,157,042	30,280,092	26.62	27.85
Alabama.....	62,000	4,180	680	1,771	28,356	644,309	22.17	22.57
Alaska.....	16,000	1,699	372	1,388	22,452	627,823	23.72	33.06
Arizona.....	15,300	1,451	215	1,784	10,745	284,027	26.75	27.46
Arkansas.....	15,800	1,716	351	805	10,633	223,426	21.09	22.31
California.....	230,500	13,065	2,300	6,307	105,183	3,050,263	29.62	30.57
Colorado.....	33,700	1,812	226	963	11,784	286,949	25.08	26.43
Connecticut.....	12,500	605	103	378	5,495	164,369	30.49	32.41
Delaware.....	2,900	176	21	76	812	20,181	25.26	28.13
District of Columbia ⁶	230,200	4,294	835	3,003	44,816	1,259,551	28.34	28.11
Florida.....	40,300	2,077	218	740	7,124	159,552	22.91	23.72
Georgia.....	55,700	3,763	779	2,254	37,747	901,716	24.01	24.44
Hawaii.....	23,000	1,725	313	1,210	15,383	418,054	27.74	29.20
Idaho.....	5,800	880	137	591	7,100	195,689	27.80	28.55
Illinois.....	103,200	5,408	840	3,802	51,067	1,272,870	25.73	26.42
Indiana.....	36,200	2,435	451	1,620	22,537	608,120	27.44	27.92
Iowa.....	16,500	562	74	252	2,655	57,597	22.99	24.30
Kansas.....	22,800	1,577	253	1,045	12,811	323,867	25.07	27.04
Kentucky.....	30,500	2,332	699	1,876	37,989	804,063	21.47	23.18
Louisiana.....	23,000	1,303	194	365	7,185	162,913	23.64	23.85
Maine ⁷	14,800	630	104	361	3,738	62,933	16.76	22.12
Maryland ⁸	47,000	2,241	368	1,730	22,576	646,004	29.14	29.99
Massachusetts.....	62,200	4,656	699	2,009	30,827	781,887	25.64	26.03
Michigan.....	39,500	2,582	378	1,358	19,041	662,515	30.00	30.08
Minnesota.....	25,200	1,147	224	731	12,005	249,773	21.14	21.54
Mississippi.....	16,800	2,351	347	1,140	14,815	306,998	20.95	22.24
Missouri.....	49,100	2,438	371	1,227	16,551	344,792	21.28	22.10
Montana.....	7,400	915	142	528	7,294	174,476	23.86	25.14
Nebraska.....	19,500	1,301	265	1,008	14,223	374,475	26.76	26.99
Nevada.....	5,100	647	85	288	4,771	149,341	31.80	32.97
New Hampshire ⁷	3,300	709	105	442	7,316	177,701	24.77	29.26
New Jersey.....	51,100	3,610	698	1,885	33,396	1,037,629	31.33	31.88
New Mexico.....	18,100	1,216	166	584	8,208	210,662	25.98	27.08
New York.....	187,500	14,801	1,712	5,611	82,993	2,380,740	26.71	32.10
North Carolina.....	28,100	2,203	379	1,111	16,943	324,874	19.46	21.19
North Dakota.....	6,400	342	63	208	2,938	71,368	25.17	26.29
Ohio.....	95,700	2,905	432	1,364	20,315	597,264	30.02	31.06

Oklahoma.....	41,800	2,739	543	1,442	24,716	630,302	25.92	26.20
Oregon.....	17,100	2,451	296	1,137	23,967	394,183	26.35	26.00
Pennsylvania.....	138,500	7,060	1,534	4,134	78,245	2,356,257	30.31	31.82
Puerto Rico.....	8,000	1,082	232	932	11,675	274,027	23.85	23.85
Rhode Island.....	13,200	631	84	304	4,814	119,626	23.64	26.51
South Carolina.....	22,500	1,558	222	991	8,994	186,405	22.87	22.87
South Dakota.....	8,600	565	83	344	3,871	88,887	23.41	23.51
Tennessee.....	41,200	7,271	1,564	4,782	87,992	2,147,719	24.64	26.47
Texas.....	111,000	4,625	819	1,845	36,486	802,039	22.29	22.67
Utah.....	26,600	1,947	320	1,000	17,390	497,828	24.41	30.01
Vermont.....	3,200	108	17	58	745	18,484	23.60	26.04
Virgin Islands.....	1,000	34	2	2,031	19,288	410,348	21.59	22.71
Washington.....	55,400	8,601	1,383	4,735	66,839	2,027	23.84	23.84
West Virginia.....	11,300	619	102	266	3,804	1,876,813	28.62	30.94
Wisconsin.....	20,700	1,629	269	1,121	14,120	70,776	19.09	20.35
Wyoming.....	5,300	336	41	287	3,171	405,662	23.00	23.00
						90,918	28.80	29.69

¹ Data on initial claims, beneficiaries, and weeks compensated are included in table 7.

² Based on employment during most recent calendar year.

³ Excludes transitional claims filed by persons who were already in benefit status under State laws.

⁴ Data relate to total of joint (State and UCFE) and UCFE-only claims; may include some veterans who are receiving supplementary benefits under provisions of the Veterans' Readjustment Assistance Act of 1952.

⁵ Includes employees working in non-appropriated-fund activities of the armed services, not allocated to States, and United States citizens working overseas, estimated at 128,300 for January-June 1955 and at 175,000 for fiscal 1956, including in the latter year Federal civilian employees of the National Guard.

⁶ District of Columbia figure is for metropolitan area; figures for Maryland and Virginia omit metropolitan District of Columbia area.

⁷ Employment in Portsmouth Navy Yard is counted in Maine, not New Hampshire.

TABLE 11.—Selected data on unemployment compensation for veterans program, by State, fiscal year 1958

Year and State	Estimated number of eligible veterans in civilian life as of June 30 1	New claims	First payments	Weeks compensated	Amount of benefits paid \$	Claimants exhausting benefits
1952-53.....	1,963,000	170,285	113,664	1,023,875	\$24,590,888	3,963
1953-54.....	2,397,000	348,373	252,639	3,223,925	74,477,924	33,543
1954-55.....	4,015,000	368,999	282,750	4,608,558	106,916,550	78,353
1955-56.....	4,682,000	272,111	204,529	3,014,083	70,095,925	50,383
Alabama.....	108,000	10,109	6,428	126,109	2,894,201	2,777
Alaska.....	3,000	276	41	4,915	111,753	72
Arizona.....	2,155	2,155	1,464	15,304	359,892	166
Arkansas.....	58,000	4,136	3,488	54,818	1,303,185	902
California.....	354,000	13,744	10,098	106,077	2,435,091	877
Colorado.....	38,000	2,082	1,815	18,460	453,518	231
Connecticut.....	60,000	3,412	2,031	16,376	357,195	102
Delaware.....	10,000	609	322	3,291	69,574	35
District of Columbia.....	25,000	2,333	1,335	18,333	425,209	325
Florida.....	102,000	5,418	4,376	44,513	1,006,764	452
Georgia.....	102,000	5,904	4,493	73,487	1,774,704	1,501
Hawaii.....	19,000	2,023	1,555	22,885	518,907	285
Idaho.....	19,000	1,062	689	11,080	273,032	125
Illinois.....	232,000	8,819	6,440	78,316	1,896,889	1,310
Indiana.....	117,000	6,631	4,693	64,626	1,510,473	1,012
Iowa.....	74,000	3,755	2,421	26,794	628,700	234
Kansas.....	60,000	3,199	2,471	26,584	588,200	284
Kentucky.....	93,000	7,611	6,440	114,586	2,580,068	2,124
Louisiana.....	73,000	4,707	3,638	52,005	1,210,085	829
Maine.....	32,000	2,457	1,737	25,156	539,550	316
Maryland.....	68,000	4,148	2,482	33,510	755,494	505
Massachusetts.....	148,000	10,686	6,195	79,889	1,439,841	669
Michigan.....	184,000	14,418	8,278	104,035	2,650,782	2,116
Minnesota.....	93,000	6,551	5,871	88,689	1,832,857	1,143
Mississippi.....	62,000	3,567	3,395	56,630	1,396,279	1,945
Missouri.....	120,000	11,317	6,899	108,679	2,064,302	1,493
Montana.....	18,000	1,200	958	11,719	257,507	128
Nebraska.....	44,000	1,926	1,621	21,462	524,732	271
Nevada.....	6,000	1,240	1,179	8,614	35,713	11
New Hampshire.....	19,000	1,060	759	8,298	182,579	65
New Jersey.....	142,000	4,340	3,529	53,952	1,395,060	998
New Mexico.....	22,000	1,684	1,362	21,321	504,964	385
New York.....	397,000	16,780	13,315	141,209	3,142,632	1,042
North Carolina.....	130,000	9,295	6,894	100,098	2,354,564	1,601
North Dakota.....	21,000	1,427	1,281	19,644	481,196	283
Ohio.....	223,000	10,734	5,763	67,862	1,647,025	1,134

Oklahoma.....	82,000	4,878	2,975	47,015	1,150,893	932
Oregon.....	43,000	4,354	3,207	40,263	894,331	396
Pennsylvania.....	335,000	11,537	10,941	105,558	4,679,231	4,009
Puerto Rico.....	53,000	9,355	9,367	184,892	4,789,804	4,049
Rhode Island.....	27,000	1,874	1,445	23,512	509,775	288
South Carolina.....	64,000	5,222	3,468	71,296	1,060,395	1,443
South Dakota.....	22,000	1,802	1,416	21,428	479,283	256
Tennessee.....	106,000	9,566	8,746	165,357	3,977,673	3,901
Texas.....	236,000	12,092	9,190	155,467	3,666,607	3,058
Utah.....	23,000	1,157	959	102,176	223,287	116
Vermont.....	13,000	527	352	4,931	102,176	65
Virginia.....	115,000	6,180	4,856	73,122	1,713,167	1,368
Virgin Islands.....		98	111	1,704	43,702	27
Washington.....	75,000	7,515	4,568	63,296	1,439,476	1,004
West Virginia.....	73,000	6,036	4,809	94,320	2,253,387	1,138
Wisconsin.....	97,000	3,455	2,346	34,958	890,880	523
Wyoming.....	8,000		357	3,400	80,342	42

¹ From statistical summary issued by the Veterans' Administration. Totals as of June 30 of 1955 and 1956 include 8,000 veterans in foreign countries.

² Unadjusted for voided benefit checks and overpayments; includes payments supplementing benefits paid under State unemployment insurance laws. Fiscal-year totals include supplemental payments to veterans less than \$26 a week under the railroad unemployment insurance program.

TABLE 12.—Temporary disability insurance claims and benefits under State programs, fiscal year 1956 ¹

State and type of plan	First claims received	Weeks compensated	Benefits paid	State and type of plan	First claims received	Weeks compensated	Benefits paid
Total reported.....	495,322	1,963,636	\$58,728,591	New Jersey:	52,466	375,275	\$10,648,320
California:	227,377	1,325,371	41,590,263	State plan.....	(²)	(²)	(²)
State plan ²	178,945	(²)	(²)	Private plans.....	36,534	262,990	6,490,008
Private plans, total.....				Rhode Island.....			

¹ Comparable New York data not available.

² In addition, California made 102,497 payments of hospital benefits, aggregating more than \$6,756,000 for 675,688 days.

³ Not available.

TABLE 13.—*Disqualifications, by issue, by State, fiscal year 1956*

[NOTE.—Data for fiscal years 1955 and 1956 include activities under the new program of unemployment compensation for Federal employees and represent an unduplicated count for both programs]

Fiscal year and State	Total periods of new insured unemployment ¹	Number of claimant contacts ²	Total disqualifications ³		Number of disqualifications by issue			
			Number	Per 1,000 claimant contacts	Voluntary quit	Misconduct	Notable or not available	Refusal of suitable work ⁴
1950-51.....	9,170,252	56,386,992	1,118,873	19.8	316,823	94,366	486,588	93,002
1951-52.....	10,794,303	63,621,441	1,160,798	18.2	352,211	106,616	496,427	92,732
1952-53.....	9,395,020	55,252,655	1,133,528	20.5	354,014	108,953	474,537	94,595
1953-54.....	13,894,559	80,121,014	1,447,793	18.1	485,844	172,646	537,890	80,794
1954-55.....	12,887,487	86,383,224	1,579,314	18.2	439,195	181,534	667,249	86,566
1955-56.....	10,867,142	68,377,061	1,388,167	20.3	393,404	136,667	604,297	81,808
Alabama.....	132,097	975,438	12,847	13.2	7,679	2,172	2,617	354
Alaska.....	17,892	183,429	2,952	16.1	553	137	1,440	101
Arizona.....	39,838	238,549	4,453	18.6	2,006	760	1,563	104
Arkansas.....	68,397	486,192	8,789	18.1	3,762	1,346	2,527	399
California.....	894,823	5,105,642	198,854	31.1	42,544	15,645	67,476	10,168
Colorado.....	33,965	193,347	4,841	25.0	2,719	759	1,182	167
Connecticut.....	208,183	1,169,082	14,275	12.2	4,422	982	6,730	1,281
Delaware.....	17,444	130,360	2,159	16.6	862	445	555	187
District of Columbia.....	28,490	233,428	8,410	36.0	1,765	1,234	4,165	326
Florida.....	119,409	746,033	10,236	13.7	2,310	1,419	5,062	884
Georgia.....	142,801	1,024,166	22,487	22.0	13,494	5,122	2,909	863
Hawaii.....	20,572	180,366	6,748	31.9	1,665	437	3,123	225
Idaho.....	21,222	179,838	3,526	19.6	930	198	1,598	337
Illinois.....	504,207	3,449,434	111,291	32.3	9,968	7,459	63,999	5,205
Indiana.....	296,902	1,640,985	24,833	15.1	8,614	3,574	8,419	754
Iowa.....	57,269	376,612	10,953	29.1	6,966	1,302	2,542	106
Kansas.....	182,180	906,128	12,434	24.6	2,520	1,457	7,565	407
Kentucky.....	132,644	931,407	7,845	8.4	3,615	2,020	1,541	769
Louisiana.....	102,365	635,703	13,140	20.7	6,035	2,547	2,660	1,119
Maine.....	72,725	539,486	11,340	21.0	3,398	622	5,243	1,022
Maryland.....	133,469	794,041	20,789	26.2	6,249	4,056	5,028	4,138
Massachusetts.....	444,828	2,535,129	34,808	13.7	13,418	3,016	11,540	2,893
Michigan.....	703,357	4,371,696	94,668	21.7	34,223	8,182	36,803	3,896
Minnesota.....	114,296	993,330	16,119	19.2	6,348	2,136	7,077	1,062
Mississippi.....	74,598	542,494	9,137	16.8	2,328	1,294	4,296	679
Missouri.....	210,335	1,434,522	22,681	15.8	12,464	4,245	4,264	833
Montana.....	26,591	229,814	3,832	16.7	2,264	427	615	209
Nebraska.....	35,061	181,589	4,037	22.2	1,166	875	1,770	86
Nevada.....	27,547	176,718	2,737	15.6	696	436	1,272	259
New Hampshire.....	56,006	381,605	6,648	14.8	2,347	459	1,542	514
New Jersey.....	627,850	3,833,991	42,069	11.0	4,901	4,638	25,902	1,570

New Mexico	26,493	161,834	3,566	22.7	1,325	748	1,346	147
New York	2,082,766	11,048,719	285,701	25.9	48,756	5,810	100,850	20,096
North Carolina	287,098	1,731,962	25,149	14.5	11,332	3,205	9,059	901
North Dakota	12,569	133,409	1,686	12.6	323	89	868	62
Ohio	418,154	2,755,873	81,458	29.6	19,415	15,311	34,742	3,402
Oklahoma	72,844	487,879	12,586	25.8	6,492	3,997	3,997	454
Oregon	154,301	946,746	24,287	25.7	3,130	1,090	19,645	359
Pennsylvania	1,181,877	8,358,924	74,967	9.0	23,945	7,908	32,081	7,712
Puerto Rico ⁴	14,973	14,080	486	34.5	20	8	383	15
Rhode Island	135,364	727,145	10,787	14.8	2,843	672	5,193	1,882
South Carolina	94,626	698,829	24,245	36.2	12,189	4,810	6,577	1,540
South Dakota	10,109	85,840	1,087	12.7	445	197	290	16
Tennessee	181,315	1,654,489	24,663	14.9	15,911	4,560	3,413	779
Texas	158,627	1,228,034	27,357	22.3	14,883	4,980	6,180	1,314
Utah	35,442	220,065	5,579	25.4	1,181	2,226	2,226	583
Vermont	15,433	114,511	2,165	18.9	1,133	193	501	186
Virginia	103,731	463,955	13,064	28.2	3,835	1,904	6,916	409
Virgin Islands ⁴	28	108	6	55.5	1	0	1	1
Washington	249,837	1,674,711	25,124	15.0	3,778	931	18,103	655
West Virginia	73,204	378,022	9,064	24.0	4,273	1,365	2,100	287
Wisconsin	152,095	1,068,545	22,802	21.5	5,940	1,860	3,340	1,342
Wyoming	12,893	64,807	1,350	20.8	393	101	644	79

¹ New intrastate claims, less transitional claims, multiplied by the percent eligible on monetary determinations plus initial intrastate claims received as liable State, plus additional intrastate claims. The number is usually less than the total initial claims filed (table 7) but in Alaska and a few States there intrastate claims received as liable State greatly exceed intrastate claims received as agent State, the periods of new employment exceed the total number of new claims.

² New spells of insured unemployment, plus intrastate continued claims, plus inter-

state continued claims received as liable State.

³ In addition to the 4 issues shown, includes miscellaneous disqualifications which do not apply in all States but excludes labor-dispute disqualifications. The largest excluded item is failure to meet reporting requirements which totaled 136,787 disqualifications in 1956.

⁴ No UI program for workers in commerce and industry; data relate to UCFE program only.

TABLE 14.—Amounts credited to States' accounts in the Unemployment Trust Fund on July 1, 1956, under Employment Security Administrative Financing Act of 1954

State	Amount	Percent of total ¹	State	Amount	Percent of total ¹
United States.....	\$32,386,068.29	100.00	Missouri.....	\$709,168.11	2.30
Alabama.....	364,026.48	1.09	Montana.....	90,923.61	.30
Alaska.....	48,357.81	.15	Nebraska.....	162,324.08	.49
Arizona.....	151,077.92	.45	Nevada.....	76,709.52	.23
Arkansas.....	176,444.66	.53	New Hampshire.....	118,176.33	.35
California.....	3,207,443.47	9.61	New Jersey.....	1,380,855.29	4.14
Colorado.....	230,170.88	.69	New Mexico.....	1,104,598.80	3.33
Connecticut.....	687,912.25	1.97	New York.....	4,245,305.83	12.72
Delaware.....	110,397.01	.36	North Carolina.....	595,981.50	1.79
District of Columbia.....	186,148.46	.56	North Dakota.....	43,754.03	.13
Florida.....	491,141.16	1.47	Ohio.....	2,341,373.14	7.01
Georgia.....	304,080.10	.89	Oklahoma.....	291,322.29	.87
Hawaii.....	81,950.00	.24	Oregon.....	321,686.65	.96
Idaho.....	87,660.17	.26	Pennsylvania.....	2,676,186.39	8.02
Illinois.....	2,387,166.98	7.19	Rhode Island.....	193,821.46	.58
Indiana.....	332,260.83	1.00	South Carolina.....	285,959.30	.86
Iowa.....	974,514.45	2.92	South Dakota.....	47,648.23	.14
Kansas.....	239,151.30	.71	Tennessee.....	466,575.14	1.40
Kentucky.....	369,800.46	1.11	Texas.....	1,295,707.30	3.88
Louisiana.....	426,287.00	1.28	Utah.....	132,398.62	.40
Maine.....	152,710.36	.46	Vermont.....	54,616.62	.16
Maryland.....	555,579.53	1.69	Virginia.....	477,625.19	1.43
Massachusetts.....	1,257,308.65	3.77	Washington.....	545,366.06	1.63
Michigan.....	1,847,019.95	5.53	West Virginia.....	300,345.01	.90
Minnesota.....	533,138.23	1.60	Wisconsin.....	722,840.54	2.17
Mississippi.....	153,907.46	.46	Wyoming.....	51,323.10	.15

¹ These percentages have been rounded to two decimal places. In the actual determination of the amounts credited to States' accounts the percentages, expressed as decimals, were computed to 12 digits. Consequently, the percentages shown in this column will not produce the exact dollar amount credited and the sum of the percentages will not add exactly to the total.

BUREAU OF LABOR STANDARDS

BUREAU OF LABOR STANDARDS

The Bureau of Labor Standards works with States, management, labor, and community groups to improve labor standards, prevent child labor and further suitable youth employment, and promote occupational safety and health.

Labor Legislation and Administration

Many people come to the Bureau for information, advice, help, or technical assistance on State labor legislation and administration.

Among them in 1956 were State labor commissioners, workmen's compensation officials, members of State legislatures and legislative commissions, Congressmen, rehabilitation specialists, union leaders, representatives of management, writers, newspapermen, attorneys, teachers, and others.

Their requests ranged through the entire spectrum of labor law. A labor commissioner in a Midwestern State asked for help in strengthening his mediation facilities. A southern workmen's compensation commission requested help in improving procedures for processing and filing claims. A special legislative commission in a large eastern industrial State needed information on the rehabilitation procedures followed in other States. A member of the house of representatives of a southwestern State, preparing to introduce a minimum wage bill, asked for help in developing its substantive provisions. A State civic group working with the State labor department to prevent breakdown in child labor standards asked for help in revising the amendments that had been offered. The Council of Industrial Health of the American Medical Association wanted to know how second-injury funds could be used to help handicapped workers get jobs. The labor adviser of the governor in a State came in for advice and recommendations for developing a coordinated labor department in the State. A professor from a large university came to the Bureau to get information for a chapter on labor legislation in a sociology textbook. Reporters representing newspapers, wire services, and magazines called, came, or wrote for news of State industrial relations legislation. The chairman of a State migratory labor committee asked for help in drawing up the agenda of a conference on migratory labor. State labor organizations asked for assistance in developing amendments to their workmen's compensation laws. The daughter of a man killed on the job wrote for advice on her mother's rights under the workmen's compensation law.

These are only a few examples of the requests that poured in during the year. In all, 43 States, the District of Columbia, Alaska, Hawaii, and Puerto Rico asked for and received technical advisory assistance during fiscal 1956. More than 1,300 such requests were met during the year. This included personal consultation in 36 States and the District of Columbia to State officials, labor organizations, and other interested groups.

As one of the bases for its consultative, advisory, and promotional activities the Bureau maintains the only central clearinghouse of information on the bills introduced and laws passed in the State legislatures each year affecting labor. It is the only way current information on developments in State labor legislation can be made available to the Secretary of Labor, the President, and Members of Congress. It enables the Bureau to answer the questions that flow in from unions, from employer organizations, and from the public, when the State legislatures are in session.

Twenty-one States and one Territory held regular or special legislative sessions during 1956. Approximately 1,200 bills relating to labor were received and recorded. Important bills on selected subjects were analyzed and special reports showing progress of such bills were prepared. Important advances made included a 90-cents-an-hour statutory minimum wage in Rhode Island for both men and women, a statutory minimum wage in Puerto Rico ranging up to \$1 an hour, and the enactment of a wage payment and wage collection law for the District of Columbia; raising of workmen's compensation benefits in eight States and of maximum weekly unemployment insurance benefits in three States. The new enactments are being compiled in the latest of the Bureau's series of annual digests of State labor legislation—a series which now dates back uninterruptedly for two decades.

The technical bulletins and articles on all important types of labor legislation prepared by the Bureau are used for both informational and technical purposes. During the past year these have been distributed throughout the country, on request, to workers, employers, management and professional organizations, labor organizations, universities, citizen groups, and individuals. Changes in legislation and other measures for labor protection require that these publications be revised and brought up to date. As times change, needs change, and new publications must be prepared to meet those needs. This year, at the suggestion of the Senate Subcommittee on Delinquency, the Bureau prepared and sent to press a revision of one of its most popular booklets—*Why Child Labor Laws?* It also revised and reissued its publication, *Time Off for Voting Under State Law*. A supplement on workmen's compensation summarizing the many advances made in State legislation in 1955 was issued. Substantial progress was made on new publications dealing with second-injury-fund provisions and coverage of public employees under State workmen's compensation laws. Articles summarizing the great progress in State labor legislation in 1955 were prepared and published in the *Monthly Labor Review*.

One of the new program innovations for helping State labor departments strengthen their programs grew out of a formal resolution adopted by the

International Association of Governmental Labor Officials in 1955 requesting help in training labor department staff. Numerous requests for training of general labor inspectors (other than safety) have come from many of the State departments, but not until this year was a course developed covering, among other things, the history of labor legislation, the role of the factory inspector in labor law enforcement, and the techniques of good labor inspection. These courses were given at the request of the labor commissioners in Arkansas, Ohio, and Tennessee in 1956; and, in addition, Puerto Rico was given assistance in developing a beginning course of this type. Other States have requested this service and the Bureau hopes to extend these courses in the future, since good administration of labor laws is as important as good standards in the law.

Workmen's compensation aspects of atomic energy and the growing dangers connected with radiation exposure among American workers are among the more pressing labor problems of our time. It is a problem with which the Bureau has been increasingly concerned. During the year, a statement on workmen's compensation aspects of atomic energy was prepared for the Joint Congressional Committee on Atomic Energy. The Bureau worked with the Interdepartmental Committee on Atomic Energy in an effort to identify the problems. A beginning has been made in determining changes needed in workmen's compensation standards to meet some of these problems and groundwork has been laid for a study of coverage of radiation exposure under present State laws.

Finding ways to help meet the problems of domestic migratory farm workers and their families continues to be a major concern of this Bureau. As the work of the President's Committee on Migratory Labor and the activities of many government agencies and citizen groups have helped sharpen interest in these problems throughout the country, more and more requests for assistance have come to the Bureau. It has concentrated its activities on encouraging the development of State migrant labor committees and in giving program assistance to committees as they are established. Consultant service on migratory labor was given in 18 States during the year. In addition to work with State committees, many special services were given. Illustrative of these are helping to plan a State survey on migratory labor, assisting in developing State legislative proposals for regulation of transportation of migrant workers and for the establishment or improvement of labor camp regulations, and participating in State migratory labor conferences. During the year it revised and reissued the widely used leaflet on Status of Agricultural Workers Under State and Federal Labor Laws.

Youth Employment

Our Teen-Age Population

Our teen-age population, which has been contributing about a million and a half new workers to our labor force each year, is rapidly rising. In

1955 there were 9.2 million youngsters 14 through 17 in our population. By 1965 it is estimated that there will be 14.1 million youngsters in this age group.

Last year some 4.2 million boys and girls through 17 worked some time during the year. Much of this was vacation and after-school employment. More and more the pattern is shifting in that direction. Ten years ago half the working youth 14 through 17 had left school and were working full time. Today only one-fourth of our employed youngsters are working full time. Three-quarters are student workers whose jobs are supplementary to their schooling. More and more the Bureau is called upon to provide consultative services in connection with the work aspects of the school and work programs being set up by the schools. Through such programs it is hoped that boys and girls who leave school before graduation will be prepared for employment and helped to make a satisfactory transition from school to work.

Advisory Committee on Young Workers

The Bureau this year reconstituted its Advisory Committee, members of which are appointed by the Secretary. This committee is broadly representative of interests affecting young workers, including educators, employers, labor unions, law-enforcement officers, youth-serving organizations, and State and Federal agencies.

The major program recommendations which the committee made to the Bureau centered around adequate preparation and opportunity for employment for young people. The committee recommended that the Bureau cooperate with the Office of Education in an intensive effort to help more youth complete high school. Forty-five percent of our young people now leave school before graduation. They also recommended that the Bureau help spread more understanding of the purpose and the actual provisions of State and Federal child labor laws. They felt that uncertainty about the law leads many employers to set an unnecessarily high minimum hiring age, thus restricting employment opportunities. Lack of knowledge about them also causes some opposition to child labor laws since people suppose them to be the cause of the high rate of unemployment among 16- and 17-year-old out-of-school youth, whereas 95 percent of all jobs are legally open on an age basis to minors 16 and over.

The committee recommended that the Bureau study and give wide circulation to reports of creative programs serving dropouts and potential dropouts, such as school and work programs, summer job programs and community services that concentrate on removing the individual's physical, psychological, or social disabilities that make it hard for him to get and hold a job.

Back-to-School Campaign

To encourage young people to stay in school in order to develop their highest potentialities as workers and as individuals and to reduce the

numbers of unemployed school dropouts, the Bureau enlisted the cooperation of the Office of Education in a joint Labor Department and Health, Education, and Welfare Department back-to-school campaign for 1956. Factual information that showed the importance of education was compiled in a 9-page booklet. The Information Offices of both Departments worked to secure the collaboration of radio, television, press, and other media to get this information to boys and girls and to the general public.

Summer Job Programs

Young people are more and more anxious to use their summer vacations as a time to get work experience and to earn money for education and other needs, yet many communities need help in mobilizing their resources and getting community support for a job program to help these boys and girls. The Bureau therefore prepared and distributed 300 kits of materials on how to plan and conduct cooperative summer job programs for older school youth. Materials prepared especially for the kits included "Suggestions for Community Groups Planning Summer Job Programs" and "Suggestions for Suitable Jobs for Teen-Agers," which encouraged community groups to recognize the importance of child labor standards and of good work habits and good supervision in getting youth off to a sound start. The Bureau also gave advisory service to State and local organizations interested in summer jobs for youth and to writers seeking information about such community programs.

Child Labor Information

In order to help State labor departments and others seeking to hold or improve their State child labor laws, the Bureau prepared a kit of informational material on child labor laws and their effects. Suitable opportunities for boys and girls old enough to work and good child labor standards to protect younger children are opposite sides of the same coin.

Employment Certificates

Employment certificate systems are a means of exercising some supervision over the conditions of work for boys and girls. In line with its continuing responsibilities to assist State and local officials to improve employment certificate services to employers and to young workers, the Bureau issued a bulletin, *Employment Certificates Help You Help Youth*. The original order of 20,000 was exhausted in 6 weeks and demand has necessitated 2 additional printings of 10,000 each within the year.

The Bureau maintained its cooperation with 44 States and 3 jurisdictions for the use of State certificates as proof of age under the child labor provisions of the Fair Labor Standards Act. Nineteen States are not required by law to issue certificates for minors over 16, but do so as a result of agreements negotiated by the Bureau, as a service to employers and youth in their

States and to the Federal Government. In 4 States having no employment certificate systems, Federal certificates of age are issued by the Labor Department's Wage and Hour and Public Contracts Divisions. Without these proofs of age, enforcement of the Federal law would be much more difficult.

Improving Employment Conditions for Pinsetters

For the past 2 years, the Bureau has been working with organizations in the bowling industry to help them convince their members of the importance of better working conditions for the boys who set up pins. This year again an article on the subject was published in the *Bowling Proprietor* and reprints were sent to those cooperating with the Bureau in this effort. A membership opinion poll on conditions for pinsetters was conducted by the National League to Promote School Attendance, one of the groups cooperating with us that was much concerned about the effect on young pinsetters of the late hours, hard work, and unfavorable associations and surroundings in many establishments. Results indicate some improvement over the 2 years but much more work needs to be done.

Statistical Data on Child Labor and Youth Employment

Arrangements were continued with Federal statistical agencies to have significant data on employment and unemployment of minors collected and made available to the Bureau for the use of all with special interest in this field.

The Bureau brought up to date and published its current issue of the *Trend Tables*, which give yearly school enrollment and youth employment figures, and maintained its statistical series on employment and age certificates for minors based on reports from the States. Reports received from over 10,000 issuing officers on certificates issued during calendar year 1955 showed a 16-percent increase over the previous year.

The Bureau collected and analyzed 3,281 reports of accidents to young workers received from 28 States. While not complete, these reports are useful in developing hazardous occupations orders and in filling requests for information on conditions in various kinds of jobs.

Consultative Services and Cooperation

The Bureau participated in the work of a number of interagency committees and similar groups, including the Working Group of the President's Committee on Migratory Labor and the Interdepartmental Committee on Children and Youth and several of their subcommittees. Planning and staff service were provided by the Bureau for a conference of youth-serving organizations on ways of adapting their programs to serve migrant children with that of the Subcommittee on Children of Agricultural Migrants, sponsored by these two groups. Nine national youth-serving organizations

participated and shared information on objectives, activities, and methods of approach:

The Bureau Director chaired and Bureau staff serviced a departmental Committee on Youth Employment which reviewed the services the Department offers to youth through its various bureaus.

A statement on the relation between education and employment was prepared for the Senate Subcommittee on Juvenile Delinquency, Senate Judiciary Committee.

The Bureau gave services to 58 different national organizations and to many State and local agencies, organizations, and individuals interested in youth employment. The Bureau exchanged services with 50 Federal agencies and bureaus.

Occupational Safety and Health

An upturn in occupational injuries in 1955 reversing the downward trend of several preceding years led to increased efforts to correct the situation. To mobilize the voluntary efforts of leaders of American business, labor, government, insurance, educational institutions, private safety organizations, and others, the fifth and largest full-scale President's Conference on Occupational Safety was held in Washington, D. C., May 14-16, 1956. Its goal was to obtain application of conference recommendations at the workplaces where accidents occur. About 3,200 delegates heard President Eisenhower at the opening session.

Major addresses were also presented by the Secretary of Labor, the Secretary of Agriculture, the Governor of the State of Washington, the Chairman of the Atomic Energy Commission, and others. Clinics on State occupational safety, public employee safety, farm safety, and community safety programs were held. The conference closed with a report to President Eisenhower which embodied the major recommendations made by the clinics. For the first time, the Department of Agriculture and the farming community participated in this conference. Also for the first time, the interest of women's organizations and religious groups was obtained. All publicity media gave excellent cooperation.

As a follow-up on the conference, informal meetings were held with officials of the maritime industry from all parts of the United States to discuss safety problems in that industry, and with representatives of State labor departments, where safety training courses, laws and regulations, problems in construction, inspection techniques, and facilities available to the States were discussed.

In connection with the conference, President Eisenhower issued a statement designating May 13-19 as Job Safety Week. Following his lead, the Governors of 12 States issued proclamations for a Job Safety Week in their States, and the Federal Safety Council coordinated its No Accident Week to coincide with Job Safety Week.

The widespread interest in the conference and in Job Safety Week would indicate that many delegates intend to do something about initiating occupational safety programs in their communities.

The Bureau's further contribution to the prevention of needless work injuries included an interrelated program consisting of seven parts.

Safety Training

Organized courses in safety training are the keystone around which much of the Bureau's program is built. This is recognition that accidents are prevented by the man on the job, whether he is a factory inspector, a supervisor, a worker, or a union representative. Safety training courses are aimed at the particular group to which they are given—fundamentals of safety engineering for the factory inspector, supervisor's responsibility for the supervised, the union's role in accident prevention for the union official, and special courses based on the hazards of his own job for the worker. A breakdown of safety training activities is as follows:

Thirty-eight courses of safety training were given in 16 States in 1956. Personnel attending these courses were State factory inspectors and representatives of management and labor. Over 700 students were trained through these courses.

In addition, 23 training programs were given in 14 States and Territories to representatives of Federal agencies. The 781 persons attending these courses were Federal employees and service people representing almost all Government agencies and services, such as Army, Air Force, Navy, Coast Guard, Agriculture, Treasury, and Post Office. A substantial saving and drop in frequency rates was reported by many of the agencies participating.

Two training courses were conducted for about 40 union personnel. The demand for this type of training is increasing and plans to expand the scope of the program were developed.

Twenty-two training programs were conducted for stevedores and long-shoremen totaling 919 persons in this field.

In response to constant requests from State governments for a program designed to bring safety to State employees, five special training programs were given to the heads of State agencies, schools, and institutions. The States participating were Minnesota, Iowa, Maryland, Virginia, and Arkansas.

Special Industry Safety Programs

In order to supplement the inspection services of State labor departments, the Bureau has developed a special industry safety program plan through which State labor departments may provide concentrated services and safety materials to small plants in specific industries. Past experience with this program has proved that it is successful in reducing injury-frequency rates. States using this service were: New York, Pennsylvania, New Jersey, North Carolina, Maryland, and Idaho.

Federal and Maritime Service

Under the Federal Employees' Compensation Act and the Longshoremen's and Harbor Workers' Compensation Act, Federal establishments located throughout the United States and maritime operations located at the principal ports of the United States were visited by safety engineers for the purpose of promoting safety organizations and recommending correction of unsafe working conditions and practices.

A total of 279 Federal establishments in 73 different locations throughout the 21 States and Territories were visited. The purpose of these visits is not to inspect for safety regulations but to analyze the problem of accident prevention in the particular establishment, convince management of the need for meeting the problem, and point out specific means of solving it.

A total of 133 visits were made to stevedoring companies in 27 ports to discuss company programs and conditions observed in visiting 62 ships. In addition, 43 visits were made to shipping companies. Bureau engineers also made a total of 37 visits to maritime and shipping associations to cooperate with their safety personnel and to encourage the formation of safety bureaus in the ports which have no safety programs. Ten visits were made to compensation insurance carriers to point out specific problems and coordinate activities.

Longshore labor is pooled in each port, and a stevedoring company has very few permanent employees. Bureau engineers therefore work directly with the unions, seeking the cooperation of union officials with management in promoting safe practices. Visits were made to 36 local, regional, and international offices. Industrial talks were given before 9 groups of longshoremen in union halls with attendance ranging from 25 to 150 men. In addition, 11 meetings were held with the supervisory personnel of individual stevedoring companies.

Visits were made to 29 ship repair yards and small ship cleaning and scaling companies. A total of 145 recommendations were made. Similar assistance was given to companies constructing and operating drilling rigs on the Outer Continental Shelf.

Conferences were held with the New York Shipping Association and the Pacific Maritime Association on the proposed minimum standards for stevedoring which were drafted by Bureau engineers. The New York association adopted a large number of standards which strengthened their own code. The Pacific Maritime Association, whose code contained many of the proposed standards, adopted a few additional ones. Conferences were held with operators in the gulf area, and it is expected that adoption of standards in the gulf and other east coast ports will take place in the next year. The International Longshoremen's and Warehousemen's Union and the International Longshoremen's Association on the Pacific coast both accepted the suggested safe practices for longshoremen.

Federal Safety Council

During the fiscal year 1956, the following new field safety councils were chartered: Federal Safety Council of Europe; Federal Safety Council of Madison, Wis.; Federal Safety Council of Tacoma-Southwest Washington; and the Potomac Area Federal Safety Council. The Federal Safety Council of Europe has organized subcouncils for the following: United Kingdom, Germany (northern area), France, and North Africa.

To assure competent and impartial determination of the Federal agency winning the recently established President's award for the greatest progress in accident prevention during the year, the Secretary of Labor appointed three nationally known industrial leaders to serve as judges. The first award will be made in the fall of 1956.

The Tenth Annual Federal Safety Conference in Chicago on October 17-18, 1955, was attended by over 600 representatives at the opening session with Paul E. Gurske, chairman, presiding. The conference was held in conjunction with the 43d National Safety Congress. Also, during the year various meetings were held of the full council, the advisory board, the programs committee, and operating divisions and subcommittees.

In cooperation with the President's Committee for Traffic Safety, approximately 170,000 promotional pamphlets on Safe-Driving Day were distributed. Through the channels of the field councils, all field chairmen were provided with lists of S-D Day State directors, S-D Day flashes, and S-D Day fact sheets. Over 19,000 copies of other publications were also distributed.

Determination of Occupations Hazardous for Minors

Following the Bureau's program of keeping hazardous-occupations orders current with changing industrial conditions, an amendment to Hazardous-Occupations Order No. 7 was signed by the Secretary on August 12, 1955, and became effective August 31, 1955. The amendment permits minors between 16 and 18 years of age to ride on freight elevators when operated by an assigned operator.

A comprehensive investigation of the hazards to minors employed in the brick, tile, and related products industries was made and, following necessary legal procedures, a proposed Hazardous-Occupations Order No. 13 awaited approval by the Secretary as the year closed.

An investigation was made of the desirability of amending Hazardous-Occupations Order No. 6, to set an 18-year minimum age for employment in occupations involving exposure to radioactive substances. The Office of the Solicitor was asked to draft a proposed amendment to the order.

Work has begun on another investigation to determine occupations hazardous for minors. This investigation involves the operation of machines used in the plastic products industries. Plastic manufacturing plants in the Chicago and New York areas were visited to observe operating methods and to assess the hazards of the various machines.

Safety Code Development

Continued progress is reported in safety code development. The Bureau of Labor Standards is represented on 32 sectional committees and three standards boards of the American Standards Association. In addition the Bureau works closely with the International Association of Governmental Labor Officials which is represented on over 40 safety code committees with representatives from 14 States and the District of Columbia.

During the year one important new project was initiated—the establishment of standards covering nuclear energy. The Bureau and the International Association of Governmental Labor Officials are participating in the work of the American Standards Association in the correlation of all nuclear energy standards.

With the publication in April of the American Standards Safety Code for the Use, Care, and Protection of Abrasive Wheels, a long-range project of the Bureau of Labor Standards became a reality. This newest of American standards safety codes uses the so-called "informational method" in safety code presentation. The informational method, long advocated by the Bureau, is a way of presenting the technical requirements through the usual manner of code rules, but at the same time giving additional information about the rules.

Technical Services

More than 500 requests for technical consultation or information on safety were handled in the past year. These requests came from private industrial firms, State and Federal Government agencies, foreign governments, municipalities, labor unions, associations, and individuals. The areas covered in answering these inquiries included new and hazardous chemicals and other materials or processing equipment and processes, hazardous working environment, and development organization of control programs and activities.

Upon request, the Territory of Hawaii received review and consultation concerning the content of a proposed general safety code which they had developed. Consultative participation in activities of the Commission on Accidental Trauma of the Armed Forces Epidemiological Board was provided on the specific subjects of automobile crash research. Technical consultative participation in activities of the Citizens Advisory Council on Industrial Safety for the District of Columbia was requested, also participation as chairman of the Research Committee whose object is to map programs for paring the District's industrial accident rate.

A complete revision of former Special Bulletin No. 7, Suggested Standards for Industrial Safeguards, is undergoing preliminary review. This bulletin will cover basic theory and techniques of machine guarding and consist of approximately 100 pages.

Two chemical safety charts, one on "Trichloroethylene—Perchloroethylene," and one on "Sodium and Potassium Dichromates and Chromates—

Chromic Acid, Ammonium Dichromate," were published. There has been a continuing interest in these publications from industry, State and Federal agencies, and union organizations.

Bulletin No. 67 was revised. This bulletin is a basic safety text of 270 pages recognized nationally and internationally as a basic reference manual. The National Safety Council, among many other organizations, distributes it to all students taking their industrial safety training courses.

Over 70,000 copies of our bimonthly magazine Safety Standards were distributed last year. A popular series of articles on controlling chemical hazards was initiated in this magazine. This series brought greater reader response both from this country and elsewhere than any other articles ever published in the magazine. Among the industries requesting copies were steel, foundries, metalworking, electrical, chemical, drugs, and shoes.

Union Registration

The Division of Union Registration, which carries out the provisions of sections 9F and G of the Labor Management Relations Act, 1947, as amended, issued 23,341 cards of registration during the fiscal year ending June 30, 1956. Requests for additional information to complete registration were sent 3,943 unions. As of the end of the fiscal year, 38,524 unions had registered with the Department of Labor. During the year, 29,184 pieces of mail were received in the Division.

BUREAU OF LABOR STATISTICS

On the 10th of January 1900, the following was received from the Registrar of the General Land Office, Washington, D.C.:

"The following is a list of the lands which have been surveyed and patented to the United States by the General Land Office, since the 1st of January 1899, and which are now in the hands of the General Land Office for sale or lease."

The following is a list of the lands which have been surveyed and patented to the United States by the General Land Office, since the 1st of January 1899, and which are now in the hands of the General Land Office for sale or lease. The lands are listed in the following order: (1) Lands which have been surveyed and patented to the United States by the General Land Office, since the 1st of January 1899, and which are now in the hands of the General Land Office for sale or lease. (2) Lands which have been surveyed and patented to the United States by the General Land Office, since the 1st of January 1899, and which are now in the hands of the General Land Office for sale or lease. (3) Lands which have been surveyed and patented to the United States by the General Land Office, since the 1st of January 1899, and which are now in the hands of the General Land Office for sale or lease.

General Register

The following is a list of the lands which have been surveyed and patented to the United States by the General Land Office, since the 1st of January 1899, and which are now in the hands of the General Land Office for sale or lease. The lands are listed in the following order: (1) Lands which have been surveyed and patented to the United States by the General Land Office, since the 1st of January 1899, and which are now in the hands of the General Land Office for sale or lease. (2) Lands which have been surveyed and patented to the United States by the General Land Office, since the 1st of January 1899, and which are now in the hands of the General Land Office for sale or lease. (3) Lands which have been surveyed and patented to the United States by the General Land Office, since the 1st of January 1899, and which are now in the hands of the General Land Office for sale or lease.

BUREAU OF LABOR STATISTICS

Economic Trends

Fiscal year 1956 was marked with high levels of employment, remarkably stable prices throughout the most of the year, and increased earnings, both gross and real.

Employment

The year beginning July 1, 1955, was marked by expansion of employment to record levels. Total employment rose from 64 million in June 1955 to 66.5 million in June 1956. The number of farmworkers increased from 7.7 to 7.9 million from June 1955 to June 1956, and average farm employment increased from 6.5 million in the year ending June 1955 to 6.8 million in the year ending June 1956.

The civilian labor force increased by 2.7 million—much higher than the average annual increase since World War II—to a level of 69.4 million, with women accounting for 1.5 million of this growth. Unemployment increased slightly, from 2.7 to 2.9 million, and the unemployment rate from 4.0 to 4.2 percent, reflecting the increased participation of women, who usually experience a somewhat higher incidence of unemployment than men.

Nonfarm employment, as measured by the Bureau, rose from 50.2 million in June 1955 to 51.7 million in June 1956. Record levels were reached in the number of workers employed in contract construction, trade, services, and government. Manufacturing employment in general was at its second highest postwar year, exceeded only by the record year 1953. The number of workers in manufacturing increased by 230,000 over the year to a level of 16.8 million in June 1956. The most impressive gains in employment were registered by the machinery industries. Employment in the transportation equipment industry, however, declined over the year.

Prices

During the second half of 1955 and the first quarter of 1956, consumer prices in United States cities maintained the remarkable stability that had characterized the movement of prices throughout the preceding 2 years. Over this 9-month period, the Consumer Price Index varied within a narrow range of 0.4 percentage points, reflecting a balance of divergent trends in prices of its components. From June 1955 to March 1956, food prices declined 2.1 percent, reaching their lowest level of more than 5 years in

February, and prices of commodities other than foods increased slightly. On the other hand, rents and rates charged for consumer services continued their long-term upward trend, advancing 0.9 and 1.9 percent respectively.

From March through mid-1956, this pattern of price movements prevailed, except for the food component of the family market basket, which normally increases seasonally at that time of year. Unfavorable growing conditions in this country, and heavy export demand due to killing frosts in Europe, reduced supplies of most fruits and vegetables well below seasonal norms, accentuating the seasonal upswing in prices. From April to June, prices of fruits and vegetables advanced over 12 percent on the average and accounted for almost all of the increase in the average level of food prices over the entire 12-month period.

Coupled with continuing long-term upward trends in rents and costs of medical care, personal care, laundry, cleaning, transportation, and other consumer services, higher food prices advanced the general level of consumer prices to a record high in June, even though prices of commodities other than foods averaged significantly lower than they were in preceding years.

Use of the Consumer Price Index for wage escalation in new labor-management contracts initiated during the year, and the acceleration of price movements in early summer, focused attention on the index as a measure of inflationary pressures.

During the first half of fiscal year 1956, the Wholesale Price Index maintained the stability characteristic of commodity prices during the three preceding years. This stability, however, resulted from opposing price movements of agricultural and industrial products. Prices of farm products and foods continued the downward trend which started late in 1951, and prices of commodities other than farm products and foods advanced at a somewhat accelerated rate. From the end of 1955 to mid-1956, average primary market prices rose somewhat more than in the preceding periods, with the strengthening of agricultural prices, and returned approximately to their level of a year earlier.

The decline in prices of farm products in the second half of 1955, and their advance during the following 6 months reflected the strong influence of seasonal factors. Pressures of mounting supplies in the last half of 1955 were eased by the Government's announced policy for export of surplus commodities, combined with the effects of unfavorable weather conditions in this country and in Europe.

Sharp reductions in prices of meats and livestock, which reached their lowest level in about 10 years, accounted for much of the general price decline in 1955, and their recovery in the first half of 1956 contributed to the general upswing. Raw cotton prices also registered substantial gains in 1956.

Between July 1955 and July 1956, prices of commodities other than farm products and foods increased over 4 percent, reaching near-record levels in March. All major commodity groups, except rubber, textile products, and

apparel advanced in price. Metals and products of metal, lumber and wood products, and nonmetallic minerals led in this advance, reflecting the effects of the mid-1955 increase in steel prices and record construction activities.

In the second quarter of 1956, prices of metals and metal products fell, caused chiefly by nonferrous metals. This decline in metal prices, combined with lower prices for lumber, textiles and apparel, and rubber, halted the upward movement of the general price level as the period ended.

Wages and Industrial Relations

Notable developments occurred in the area of wages and industrial relations during the year ending June 30, 1956. On the whole, it was a year characterized by broad upward movements in rates of pay, a liberalization of various nonwage or "fringe" benefits, the introduction of supplementary unemployment insurance plans, an increase in the number of long-term collective bargaining contracts, and a rise in the level of strike activity, occasioned in part by several work stoppages of relatively long duration.

Wage increases resulting from major labor-management negotiations were typically larger in amount than those negotiated in the preceding year. One contributing factor was the new settlements or reopening of major contracts in the automobile and steel industries in the late spring or early summer of 1955. These settlements provided wage or wage and other adjustments somewhat higher than those typically negotiated in 1954 and early 1955. The concurrence of settlements in these basic industries, combined with a generally rising level of production and business activity, helped provide the backdrop for the wage negotiations of subsequent months.

Measured in terms of number of workers affected, the Bureau's data indicate that the most common wage increases negotiated by employers and unions in situations involving 1,000 or more workers ranged from 13 to 15 cents per hour in the 12-month period ending June 30, 1956, as against 5 to 7 cents per hour in the comparable preceding year. The rise in average hourly earnings of factory workers, exclusive of premium pay for overtime, was about 9 cents, or 5 percent, from July 1955 to July 1956. Wage levels, as measured by the Bureau of Labor Statistics indexes of earnings for four selected occupational groups, increased more during 1955 than in 1954, but a little less than during 1953. The 1955-56 surveys indicate that wage levels of women office workers increased an average of 4.7 percent, skilled men maintenance workers 5.2 percent, and unskilled men plant workers 5.9 percent, as compared with an increase of about 3.5 percent in earnings of these groups during 1954. The salaries of women industrial nurses increased 4.8 percent as compared with 4.5 percent in the preceding year.

Average hourly earnings increased from \$1.87 in June 1955 to \$1.97 in June 1956. Despite a decline in average weekly hours from 40.7 to 40.2, weekly earnings increased from \$76.11 to \$79.19. The purchasing power of the average factory worker's paycheck rose to record heights during this year.

Throughout the fiscal year the Bureau's file of approximately 5,000 significant collective bargaining agreements, maintained pursuant to the Labor Management Relations Act, 1947, reflected an increasing number of contracts negotiated for periods longer than the customary 1-year duration. A number of significant contracts—in autos, electrical manufacturing, metal mining, farm equipment, and in the summer of 1956, steel—were made for periods of several years. In most instances these long-term contracts provided interim annual or deferred wage increases of varying amounts. Some also called for adjustments based upon the movement of the Bureau's Consumer Price Index.

A not unusual concomitant development was a rise in strike activity. The number of work stoppages occurring in fiscal 1956 increased to slightly more than 4,100, as against less than 3,800 in fiscal 1955. The number of workers involved in these disputes was also somewhat higher and idleness totaled approximately 29,200,000 man-days, compared with 25,200,000 man-days in the preceding fiscal 1955 period.

Construction

Construction activity continued to climb to new record levels in fiscal year 1956, on top of the sharp rise which had taken place in the previous year. However, there was a marked difference between the two years in the forces which produced the gains. The 1954-55 advance of 13 percent was influenced largely by a dramatic increase in housing activity, much of it financed with low-down-payment and long-term mortgages in a generally easy money market. On the other hand, the 1955-56 rise of 7 percent came from increased expansion of business and community facilities, especially industrial plants. The fiscal 1956 rise in total construction activity occurred in spite of the fact that expenditures for housing, which have recently amounted to nearly one-third of all new construction outlays, showed no increase at all. In fact, the number of dwelling units started actually declined substantially during the year as credit grew progressively tighter.

Program Accomplishments

The Bureau continued to provide a variety of statistical series directed toward the measurement of economic trends. Although the data are concerned with topics such as the volume of industrial employment, earnings, consumer prices, work injuries, industrial relations, wage developments, and productivity, their value and use are by no means restricted to workers. Businessmen make abundant use of the Bureau's data for business decisions, and legislators rely heavily on the Bureau's material in considering proposed new legislation or modification of existing laws.

The following sections provide a summary of the Bureau's products with emphasis placed on developments occurring in fiscal year 1956.

Employment and Manpower

This program includes the monthly publication of data on nonagricultural employment, hours of work, and earnings for the Nation, each State, and more than 100 metropolitan areas. Quarterly, the Bureau reports on the number of women employed. Turnover figures, accessions and separations, are provided each month for manufacturing and mining.

There were a number of major developments in the Bureau's statistical program concerned with employment and manpower analysis during fiscal year 1956. These resulted in an increase in quantity and improvement in quality in the statistics on employment, hours of work, earnings, and labor turnover.

A new program of quality control was introduced and the first of a series of surveys of the accuracy of response on the employment and payroll questionnaire was undertaken. The study of response for a representative sample of reporting establishments in the manufacturing industries determined how correctly firms had been filling out the questionnaire mailed to them each month, and the extent to which replies had been based on payroll records. As a result of this and forthcoming surveys, the Bureau will be able to evaluate its statistics in this area and to refine definitions and concepts used where this is essential for greater accuracy.

In fiscal year 1956 the Bureau began the conversion of the national program of labor turnover statistics to a cooperative State-Federal program. Cooperative arrangements were established with 20 State agencies in the latter half of fiscal 1956. This program has the threefold objectives of reducing the burden of reporting on employers, improving the national statistics, and improving the publication of comparable turnover rates for important metropolitan areas. The States involved have been, for the past several years, collecting turnover data on their own account from the same firms from which the Bureau obtained data for national statistics. The new cooperative program will eliminate this duplication. At the same time the national sample is being expanded to cover more establishments and industries, and the States are preparing labor turnover series in accordance with uniform procedures and concepts furnished by the Bureau.

A completely new statistic, the number of overtime hours worked in American manufacturing industries, was added to the complex of economic indicators originating in the employment program. This information is now being collected from more than 40,000 manufacturing firms. It is being published monthly as a valuable, sensitive indicator of the reaction of industry to economic pressures toward expansion or contraction of production.

The responsibility for collection of monthly statistics on employment and payrolls from State and local governments was shifted from the Census Bureau, which had gathered the information quarterly, to the Bureau, making possible a strengthening of the current statistical program in this area.

The Bureau published, during fiscal year 1956, a revision of the de-seasonalized employment series, responsibility for which had previously been transferred from the Federal Reserve System. The new series brought minor revisions to seasonality patterns formerly used by the FRS as a result of the incorporation of more recent data, thus adding to the Bureau's knowledge of seasonal movements in industry.

A revision of the employment series to new benchmark levels, undertaken as a result of the normal annual review of BLS series, was also released during fiscal year 1956.

As a result of an increase in appropriations by the Congress, the Occupational Outlook Program of the Bureau was placed on a sustained basis in fiscal year 1956. Work began on a third edition of the Occupational Outlook Handbook, which will be completed and published in fiscal year 1957 and, according to present plans, biennially thereafter. In the intervals between issuance of revisions, basic research on employment trends will be conducted and bulletins in the Occupational Outlook Series will be issued. In order to provide a flow of information on current developments affecting occupational outlook, the program provides for a quarterly publication, which will be available to the public on a subscription basis.

In connection with research for the Occupational Outlook Handbook, the Bureau initiated a small continuing program of studies of long-range economic trends and outlook. In the course of these studies, the Bureau's staff cooperated with research organizations employed by industrial firms, universities, Government agencies, and foundations—all of which are engaged in long-range economic projections to meet their needs for planning, investment, development of policy with respect to water resources, education, and a variety of other purposes. The exchange of information, experience, and technical knowledge in the field of long-range economic projection was mutually beneficial, strengthening the programs and making the results more useful for all agencies involved.

During fiscal 1956, the Occupational Outlook research program was advanced further by the completion of actuarial tables of working life for women, which reflect the patterns of entrance into and withdrawal from the labor force associated with age, marital status, and child rearing. These tables are useful in the analysis of losses to various occupations resulting from withdrawal of women from the labor force. Ten bulletins were issued during the year in cooperation with the Veterans' Administration—one on the employment outlook in skilled electrical and electronic occupations, and a series of nine pamphlets on educational requirements for employment in the professional fields of chemistry, physics, biological science, geology, geophysics, statistics, sociology, economics, and actuarial science.

A major advance in knowledge of manpower and related problems in the area of scientific and engineering personnel was achieved in the completion of a comprehensive study for the National Science Foundation on "Science and Engineering in American Industry—Preliminary Report on a Survey of Research and Development Costs and Personnel in 1953-1954." This sur-

vey provides for the first time reliable estimates of total employment of engineering and scientific personnel in industry and of total volume of research and development activity. The study also provides data on the relationship between personnel and costs in each industry, and the sources of funds expended for research.

An expanded program of studies of unemployment was initiated in fiscal year 1956. This program was designed to provide information on the character and causes of unemployment which exists even during periods of generally favorable economic conditions. A major aspect of this program was the initiation, in cooperation with the Bureau of Employment Security and its affiliated State employment security agencies, of a monthly sample survey of the characteristics of persons receiving unemployment insurance benefits. The survey was based on a 1-percent sample of all unemployment insurance claimants under State unemployment insurance laws, and on the unemployment insurance programs for Federal workers and for veterans. The program was initiated in the summer of 1955 and the first data published were for January 1956. The program provides data monthly on such variables as age, sex, marital status, occupation, and industry of each insured unemployed worker and the duration of his unemployment. In addition to the regular monthly reports, the survey provides the basis for special studies of the unemployment experience of individuals and other aspects of unemployment. It thus makes possible analysis of the characteristics of the unemployed and provides a basis for development of programs to reduce or ameliorate unemployment. In this program the data are collected by the State employment security agencies through their local offices and are compiled by the Bureau of Employment Security. The Bureau of Labor Statistics is responsible for the tabulation of the data and the preparation of estimates. The two Bureaus cooperate in analysis and publication of the reports.

In order to gain further knowledge of the causes of unemployment, the Bureau initiated pilot studies of various aspects of unemployment in a few cities. It provided funds for a study by the University of Illinois of the employment and unemployment experience of workers laid off when a large plant closed down in Mount Vernon, Ill. The Bureau also supported a study by the school system of Providence, R. I., on the employment and unemployment experience of young people leaving school—both those graduating from high school and those dropping out before graduation. In Clarksburg, W. Va., with the cooperation of the West Virginia Department of Employment Security, the University of West Virginia, and the Clarksburg school system, a comprehensive study was initiated. In addition to studying the employment and unemployment experience of young people leaving school, this survey also reviewed the experience of workers covered by the old-age and survivors insurance and the unemployment insurance programs. The latter two studies made use of records of the two insurance systems; no new data were collected.

The Bureau also supported a study by the University of Michigan of cur-

rent employment and unemployment outlook for counselors in high schools and elementary schools, and a study by Columbia University of statistical problems in the analysis of entrance into and withdrawal from a selected number of professional and skilled occupations.

Over the year the Bureau engaged in a considerable amount of work on current manpower problems and the problems that could be anticipated under mobilization conditions. The Bureau continued pilot studies of technical problems in connection with the responsibility delegated to the Department of Labor by the Federal Civil Defense Administration for developing techniques of estimating the impact of a potential large-scale nuclear bombing attack on the United States upon the Nation's manpower resources in all critical occupations and industries. Members of the Bureau's staff participated in conferences and studies under the leadership of the Office of Defense Mobilization on such matters as problems of scientific and specialized personnel, manpower policy, military manpower resources, and Selective Service policies, and conservation of scarce critical skills. The staff also participated in Department of Labor activities on the development of the Department's List of Critical Occupations and Essential Activities, and in the development of the Department of Labor's program on skills of the work force.

Prices

The principal products provided by the price program are the monthly indexes of consumer prices, and prices at the primary (wholesale) market level. Consumer price indexes are released for the United States and the 5 largest cities each month, and indexes for 15 additional cities are issued quarterly. In addition, average retail prices of foods and fuels are released monthly for the United States and for 20 cities.

The basic operating program of the Division was continued in 1956. The Division was able to effect significant improvements in efficiency through the furtherance of its long-range program for the maximum utilization of electronic data processing. These improvements helped to offset higher operating costs and provided some resources for checking on the accuracy of the Consumer Price Index.

In addition, the staff brought to completion the publication of the new Economic Sector Classification of the Wholesale Price Index. In this new series the wholesale prices contained in the regular monthly indexes have been combined in accordance with selected economic criteria to facilitate analysis of price behavior. The new indexes are now part of the regular monthly publication series.

General public acceptance of and reliance upon the Consumer Price Index and the Wholesale Price Index have been accompanied by increasing scrutiny and analysis of the data. The Bureau recognizes as its primary obligation the maintenance of the highest degree of accuracy and currency in the preparation of these indexes within the limits of its resources.

The Bureau inaugurated in fiscal 1955 special tabulations of a 1950 study of consumer expenditures, income, and savings. These tabulations were financed with funds granted by the Ford Foundation through the University of Pennsylvania (Wharton School). By the end of fiscal 1956, almost all tabulations planned for the study had been developed in preliminary draft. Ten summary volumes of data were published. Publication of these volumes attracted the widespread attention of market analysts and research workers in the social sciences. Tables of detailed information for eight additional volumes were in process of review, including one volume of detailed information about family food expenditures which was initiated in this period.

During this fiscal year the program was expanded to include additional summary tabulations of income, expenditures, and savings data for United States urban families. Extensive special files of machine cards containing selected items of information from the study were generated for the Wharton School. A research monograph covering survey methodology, analysis, and evaluation of data was prepared in draft by the Bureau and submitted to the Wharton School.

In addition to the work conducted under contract with the Wharton School, the Bureau prepared extensive special tabulations of the 1950 survey data for private organizations and governmental agencies, on the basis of reimbursement for costs involved. The publication of these special tabulations offered valuable information to the general public about the spending and savings patterns of consumers.

Wages and Industrial Relations

The Bureau regularly undertakes an extensive program of studies of current and long-term trends and developments relating to wages, collective bargaining, labor disputes, and industrial relations.

Wage Studies

The wage studies program embodies the compilation and analysis of occupational wage rates, wage distributions, and supplementary benefit practices. Some of the surveys are nationwide; others relate to labor markets.

The nationwide studies provide basic wage data for a selected number of occupations on a nationwide basis and, where feasible, by regions and localities. Earnings data are analyzed according to type of product or operation, size of establishment, size of community, method of wage payment, labor-management contract coverage, etc. Analyses are also made of fringe or related wage practices, such as extent and type of shift differentials, extent of paid vacations and sick leave, paid holiday provisions, prevalence of health, insurance, and pension plans, etc.

Nationwide studies were made during fiscal 1956 for industrial chemicals,

textile dyeing and finishing, fertilizer, and communications industries. Earnings data were obtained on a nonoccupational basis for scientific, industrial, and laboratory instruments and the flour and related products industries. Other wage surveys, also with an industry orientation, were focused upon the major cities or localities in which most of the industry was to be found. Studies of this nature were made for hotels, power laundries and dry cleaning, women's and misses' dresses, and machinery industries. Initial studies of the wages of hospital personnel were undertaken in Baltimore, Buffalo, Portland, and St. Louis to provide the groundwork for a broader program to be carried out in fiscal 1957 in this field.

Another series of wage surveys provides, for selected major labor markets, occupational earnings information on an all-industry basis and separately for major industrial groups, for office clerical, professional and technical, maintenance and power plant, and custodial and material movement jobs. Special analyses are also made of work schedules, fringe benefits or related wage practices, and intercity differences in occupational earnings.

In fiscal 1956 this series of community wage studies provided information for Atlanta, Chicago, Dallas, Denver, Detroit, Lawrence (Mass.), Los Angeles-Long Beach, Memphis, Milwaukee, Minneapolis-St. Paul, Newark-Jersey City, New Orleans, New York City, Philadelphia, Portland (Oreg.), Providence, St. Louis, and San Francisco-Oakland.

One of the oldest of the Bureau's statistical series reports changes in union wage scales for skilled craftsmen. These studies, made annually, provide union rates and standard hours for the construction, printing, local transit, and local trucking industries. In addition to a listing of the minimum wage and maximum schedules of hours agreed upon through collective bargaining between trade unions and employers for each craft reported in each city surveyed, the studies also include information on trends of union scales, scale increases, rate variations by type of work, city and regional variations, standard workweek, and insurance and pension plans. In addition, special quarterly surveys were made in the construction industry of union rates for 7 of the major crafts—bricklayers, carpenters, electricians, painters, plasterers, plumbers, and building laborers. Annual studies covered 52 cities with populations of 100,000 or more and the quarterly surveys extended to 100 cities.

In fiscal year 1956, the Bureau began a broad series of special surveys designed to measure the effects of the \$1 minimum wage which became applicable March 1, 1956. These studies will continue for several years. They involve for the most part studies of the movement of wages in about 12 industries and 10 localities for appropriate periods both before and after the higher Federal minimum wage became effective.

For the convenience and use of those who desire up-to-date information on major wage negotiations, the Bureau issues a monthly report, *Current Wage Developments*, which provides information on collective bargaining settlements involving 1,000 or more workers. The report lists the details of each individual settlement; quarterly and annual summaries of the

settlements are made regularly. During fiscal 1956, three special articles were prepared as byproducts of this program, "The 1955 Ford and General Motors Contracts", "Major Wage Developments, First Half 1955", and "Labor-Management Contract Settlements".

Another widely used series of reports are the wage chronologies which summarize changes in wages and related wage practices made by specific employers, usually through agreements reached as the result of collective bargaining. Supplements to each of the approximately 40 chronologies are issued whenever new settlements are reached. In fiscal 1956, supplements were issued for Ford, General Motors, Armour & Co., Swift & Co., Bituminous Coal Mines, United States Steel, Bethlehem Atlantic Shipyards, and the "Big Four" rubber companies.

Work Stoppages

This program provides information on and analysis of work stoppages. It provides data on the number of workers involved, and man-days lost by the stoppages.

In addition to the issuance of monthly estimates on the trend of work stoppages, the fiscal 1956 program included preparation of the annual bulletin analyzing 1955 strikes and special articles such as Work Stoppages in Construction, 1946-54; Strikes in the Steel Industry; Work Stoppages in the Bituminous Coal Mining Industry; and supplements to the report entitled "Work Stoppages: 'National Emergency' Disputes Under the Labor Management Relations (Taft-Hartley) Act."

Industrial Relations

Through this program, the Bureau provides analyses of collective bargaining agreements, employee benefit plans, union activities, and other special subjects in the field of industrial relations. The Bureau's file of labor-management agreements, available for public reference, was widely utilized by employers, unions, conciliators and others concerned with obtaining information on significant contract provisions.

A variety of industrial relations studies were published in fiscal 1956. Among these were analyses of various collective bargaining clauses, characteristics of union contracts, and digests of health, insurance, and pension plans. Among the reports issued were Collective Bargaining Clauses: Lay-off, Recall, and Work-Sharing Procedures; Collective Bargaining Activity in 1956—A Timetable of Expiration, Reopening and Wage Adjustments Provisions of Major Agreements; Characteristics of 1,700 Major Agreements; and Health, Insurance, and Pension Plans in Union Contracts. The biennial Directory of National and International Labor Unions in the United States, 1955, was issued, together with a supplement, entitled "Structure of the AFL-CIO." During the year the Bureau issued a summary of an extensive test study on employer expenditures for a selected group of nonwage supplements or so-called "fringe benefits." This report, Problems in Meas-

urement of Expenditures on Selected Items of Supplementary Employee Remuneration (BLS Bulletin No. 1186), provided helpful information on detailed and complicated technical problems involved in measuring employer expenditures for a group of 10 nonwage items, including vacations, holidays, insurance and pensions, and unemployment and old-age benefits.

Construction

As one of the most volatile and influential components of the economy, construction is watched carefully and reported upon regularly by the Bureau with the use of a wide variety of statistical measures. Basic among these are statistics which chart the volume of construction activity and which consist of monthly estimates of the dollar volume of new construction (prepared jointly with the Department of Commerce), and of Federal contract awards; the number of new nonfarm dwelling units started; and trends in the distribution of building construction, by type of building and location.

Attention was focused during fiscal year 1956 on the changing importance of the various segments of construction in the mounting volume of activity. The declining volume of new home building was of particular interest, since it had not been anticipated that the almost steady rise in construction of business facilities since 1954 could continue beyond the end of calendar year 1956. It was clear that the clue to what the future held was to be found in an analysis of the housing situation. The Bureau paid particular attention, therefore, to reviewing and improving its housing statistics, and to analyzing and reporting on trends in housing activity and related and underlying influences.

Because of the heavy reliance placed on the seasonally adjusted annual rate of private housing starts in analyzing the import of each month's gross housing estimate, an intensive review was made of the Bureau's seasonal adjustment. The seasonal index of private housing starts had been revised as late as 1954, but accumulation of 1954-55 data underlined some previous indications that housing activity had been showing less seasonal swing since 1951, so that relatively more housing is undertaken in late fall and winter and less in the spring and summer. After extensive statistical analysis, the seasonally adjusted annual rate series was revised from 1946, and a shifting base "interim" index was introduced. The first "interim" index, used to adjust data from 1954-56, has helped to analyze the pattern of housing activity during the critical 1955-56 period, much more accurately than would have been possible with the previous index.

In recognition of the vital need for information about area housing situations to provide necessary perspective for evaluating national averages, the Bureau developed and published housing starts information for the 50 leading metropolitan areas in home building for the first time during the past fiscal year. The data covering 1954 and 1955 appeared in *Construction Review* (September 1955 and August 1956 issues), which have been reprinted and widely distributed.

In addition, the Bureau's monthly publication, *New Dwelling Units Authorized by Local Building Permits*, continued to serve as a fund of current information about housing activity in local areas which issue building permits (about 7,000). The publication itself was expanded during fiscal 1956 to include about 300 additional permit reporting places. About 3,500 copies were distributed monthly, on request.

Considerable enlightenment on the housing situation nationally and for each of the four broad regions of the country was provided through the Bureau's surveys of the characteristics of new housing for which substantial financial support was furnished by private trade organizations and firms. Results of sample surveys undertaken in 1954 and 1955 were analyzed in two comprehensive articles published in *Construction Review* (February 1956) and in the *Monthly Labor Review* (July 1956). The surveys revealed important shifts in the size and price of new housing between 1954 and 1955, and the increasing emphasis on houses of moderate size. When studied along with available information on the rising proportion of middle-income families in recent years, the data suggested a broadening participation in home ownership among families of moderate means, and a rise in the standard of American housing.

Field work was completed on a more comprehensive study for 1956. The 1956 study covers detailed features of the new dwellings started, in addition to the basic structural characteristics and amenities included in the earlier surveys. The new study will provide, for the first time, information with which to evaluate sales price information realistically, by revealing the extent to which prices include the cost of expensive equipment and materials, quality finishes, and other features. Tabulation of this information with data on space and other basic amenities, will permit a more penetrating analysis than previously possible of the kind and quality of new housing, and the housing needs that are being served.

The 1954 expansion of the Bureau's series on building permit activity has produced many new avenues for studying trends in building construction—nonresidential as well as residential. Using 2 years of experience with the new building series (which now represents all permit-issuing places instead of only those in urban areas, as previously), the Bureau has developed a number of useful types of metropolitan area summaries. These summaries describe the volume and location of building activity, by type of building, in total metropolitan United States, and within each of 24 major metropolitan areas. They provide extensive information for labor and business market analysis, and for economic research. For the latter, they show how metropolitan areas are growing and changing, in terms of the central city-suburban location of new business, service, institutional, and residential structures.

One of the basic and continuing functions of the Bureau has been that of recording and reporting on the level and status of public construction, and particularly construction sponsored or aided by the Federal Government. In addition to its continuing duties in this area, the Bureau provided the

President's Special Assistant for Public Works Planning with technical help in developing an inventory and summary of planned Federal or federally aided public works. Staff of the Bureau also developed estimates of the manpower requirements represented by the Public Works Shelf. The study from which the estimates were derived provides a ready means of analyzing the extent and character of the employment potential of given projected programs, and the amount, location, and diversity of long-range plans.

Construction Review, the monthly periodical prepared jointly with the Department of Commerce, entered its second year of publication during 1955-56, and in June 1956 had about 5,000 subscribers. Through contributed articles, or articles solicited from other agencies, the Bureau provided a many-sided analysis of construction trends, influences affecting labor, and the volume and costs of construction.

Articles prepared by the Bureau during 1955-56 included, among others, the following: Work Stoppages in Construction, 1946-54; Prices of Building Materials, 1946-54; Work Injuries in Construction, 1948-54; Residential Rents, 1950-55; and Prices of Construction Machinery and Equipment, 1947-56. In addition, the Bureau sponsored articles on apprentice training in the building trades (prepared by the Bureau of Apprenticeship of the Department), and on the characteristics of FHA housing and the Voluntary Home Mortgage Credit Program (prepared in the Housing and Home Finance Agency). The Bureau also contributed the summaries of Federal legislation and regulations affecting construction, as well as the year-end review of construction in 1955, with special emphasis on an analysis of the influences surrounding the downtrend in housing activity in the latter half of the calendar year.

Problems of coordination of the Bureau's construction statistics program with related programs in other agencies, and the need for important revisions in basic construction series, led the Bureau to make a comprehensive review of its construction activities during fiscal year 1955-56. This review resulted in a summarization of objectives and long-range proposals, and included a history of the Bureau's construction program, and a review of the construction statistics compiled by other Federal agencies.

This summary was submitted to the Secretary's Program Planning and Review Committee, as the first in a recently inaugurated series of review sessions to study the adequacy and appropriateness of the statistical programs of the bureaus and offices of the Department. After discussion, and the introduction of revisions suggested by the committee, the Bureau's long-range proposals and their objectives were endorsed by the committee and the Department. The proposals will serve as a guide for future program development as resources permit.

Productivity

As the culmination of over 3 years of intensive work, the Bureau reported on Trends in Output per Man-Hour and Man-Hours per Unit of Output—

Manufacturing, 1939-53. This study represents the Bureau's first publication of productivity information for the manufacturing sector since 1942. It is unique in that it contains four estimates of productivity in manufacturing—two based on physical measures and two based on net value added. A similar report, *Trends in Output per Man-Hour, 1935-55, Selected Non-manufacturing Industries*, was published. A report on physical productivity in the steel industry was completed with publication expected early in fiscal year 1957.

A program was started to develop estimates of gross national product per man-hour for the total private economy, farm and nonfarm; the nonfarm sector will be further subdivided into manufacturing and other than manufacturing. During early stages of development, preliminary annual estimates, 1947-54 and the first half of 1955, were sent to the Council of Economic Advisers at its request. At the close of the fiscal year, these estimates and a report summarizing the results and describing methodology used, were nearing completion.

In order to provide estimates of manufacturing productivity for the period since 1953, the last year covered by the comprehensive report on this subject, a program was developed for the preparation of experimental interim indicators of productivity for the years 1954-55.

During the fiscal year, the Bureau's first program on automatic technology or automation was put into operation. Case studies were made of three major innovations in the automation field. Studies of automatic technology, *A Case Study of a Company Manufacturing Electronic Equipment*, and *The Introduction of an Electronic Computer in a Large Insurance Company*, were released. By the end of the fiscal year, over 2,300 copies of these reports had been requested by a broad range of users. A third study which relates to automation in a large bakery was well advanced toward publication. All pertinent technical publications and scientific literature in this field were carefully scrutinized on a regular basis and, as a byproduct of this work, a bibliography on automatic technology covering more than 360 listings was developed. Considerable work was done in preparing materials for the hearings on automation held by the Joint Economic Committee. In addition, the first two case studies and the report on manufacturing productivity, 1939-53, were included in the published hearings of the Joint Committee on Automation and Technological Change. During the entire year, while this modest program was under way, a very large degree of public interest was evidenced through inquiries directed to the Bureau and its work in this field.

As a part of the Department's program to give help to the senior citizens in the Nation, the Bureau undertook the highly difficult technical task of finding ways to measure the relationship between on-the-job performance and age of production workers. This wholly methodological study explored a wide range of measurement techniques and finally developed methods which are to be used in a broader scale survey during fiscal year 1957. In the course of these explorations, a number of plants in men's

shoes and men's clothing industries were visited to obtain relevant data and information pertaining to individual worker productivity, accident experience, and attendance and quit rates. By the end of the fiscal year, a full report describing the methodology developed and the preliminary findings from eight plants was well advanced. This report, *Job Performance and Age: A Study of Measurements*, will be published in fiscal year 1957.

Industrial Hazards

The annual injury-rate survey was further improved by expanding the coverage in several areas of public employment to permit publication of injury rates for those activities comparable to the rates available for private employment.

Extensive revisions in the annual injury survey report form were successfully introduced. These revisions provide for greater accuracy in the computation of injury severity rates as well as simplifying the preparation of the reports by the cooperating employers.

Detailed studies of injury occurrence and of accident causes were started in the logging and sawmill industries. The data collection in these studies will extend over 2 years and will yield four major reports.

All injury-rate survey operations in the Bureau were shifted to the new standards developed by the American Standards Association, effective January 1, 1955.

The Bureau issued the following formal survey reports during fiscal 1956:

1. Four quarterly injury-rate tabulations covering the experience of 135 manufacturing industries.
2. Estimates of the total volume of work injuries in the United States and of the resulting economic losses.
3. Annual injury rates for some 160 manufacturing and 50 nonmanufacturing industries for 1954.
4. A preliminary report on the incidence of injuries in hospital operations.
5. A report on the causes of circular-saw accidents.
6. A report on the incidence of work injuries in the canning and preserving industry.
7. A report on the incidence of work injuries in soft-drink bottling operations.

Special reports prepared during the year included:

1. Tabulations of annual injury-rate data by industry for their respective jurisdictions for California, Illinois, South Carolina, and Wisconsin.
2. Special tabulations of hospital injury data for the Departments of the Army, Navy, and Air Force, the Veterans' Administration, the Public Health Service, the Bureau of Indian Affairs, and the American Hospital Association.
3. Display charts showing injury rates and trends for the President's Conference on Occupational Safety. These were used as working materials in various meetings of the conference and in the conference report.
4. Various special compilations of data for the Bureau of Labor Standards.

The annual survey of work-injury rates was expanded to include two additional cooperating States—Florida and Virginia. Each of these

States completed their first canvass successfully and provided substantial improvement in the national survey coverage for their jurisdictions. Negotiations were started with the New Jersey Department of Labor and Industry with the objective of establishing a similar cooperative survey in that State in either fiscal 1957 or 1958.

Three States (Maryland, New Jersey, and Tennessee) and Puerto Rico requested and were given extensive technical assistance in planning injury and workmen's compensation statistics programs.

The Bureau also participated in the planning and operation of the President's Conference on Occupational Safety and the Interstate Conference on Labor Statistics, with responsibility for programming and conducting one session in each conference.

Foreign Labor Conditions

In the international field, the Bureau continued to prepare background data and analyses for departmental use, including papers concerning items on the agenda of the annual conference of the International Labor Organization. Several reports dealing with problems connected with the USSR were prepared for use by Labor Department delegates attending the conference. Analyses of basic problems arising in connection with tariff negotiations were prepared; and the Bureau participated in meetings of the Trade Agreements Committee, the Committee on Reciprocity Information, and the 1956 Fourth Round of Tariff Negotiations in Geneva.

In response to continuing requests from Government agencies, business firms, labor organizations, Members of Congress and the general public—and in order to increase the usefulness of research in the foreign labor field—two new publications were inaugurated. Issues of the Foreign Labor Information series, published at irregular intervals, consist of special studies on a wide range of foreign labor matters. Labor Developments Abroad provides a brief, factual, monthly roundup of recent labor events in foreign countries based on reports of the Foreign Service, information in the foreign and domestic press, and official Government publications.

During the period, the International Cooperation Administration (ICA) was provided with studies of labor conditions in countries where ICA has labor programs. Completed during fiscal 1956 were studies for Brazil, Chile, Egypt, France, Greece, Iceland, India, Indonesia, Iran, Italy, Japan, Lebanon, Pakistan, Philippines, South Korea, Thailand, and Turkey. The studies were designed to provide background information for the technical exchange and cooperation programs and specifically for the use of the ICA staff in Washington, for United States trade union and labor specialists assigned abroad, and for specialists in this country working with foreign participants in the programs. The studies were also widely distributed within United States Government agencies and, on a limited basis, to other interested groups. To remove the limitations on distribution to

the general public, arrangements were completed for reissuing some of the studies as part of the Foreign Labor Information series.

For the benefit of members of trade missions, prior to their departure to represent the United States at trade fairs abroad, the Division, for the first time, participated with United States Department of Commerce officials in briefing sessions on the general labor situation in the countries concerned.

In addition, the Bureau continued to provide information on a wide range of topics in the foreign labor field in response to individual requests from Members of Congress, government agencies, labor and business organizations, and the general public. These data included tabulations of earnings of workers in specified industries or occupations in foreign countries, as well as detailed analyses of industrial relations, the prevalence of fringe benefits, and trends in employment and unemployment.

The Bureau continued its participation in the field of international technical cooperation by planning and conducting programs for teams and individual trainees visiting the Bureau to obtain technical and general information on United States labor statistics and labor economics. Consultation in the statistical field for foreign governments requesting technical assistance continued. At the request of the Ministry of Labor in El Salvador, technical assistance was provided in establishing a comprehensive labor statistics program for that country.

The Bureau provided technical advice to various international organizations on a variety of statistical problems, and participated in the meeting of the Committee of Experts on International Classification of Occupational Classification at the request of the International Labor Office.

A bulletin, *Economic Forces in the U. S.*, prepared for the International Cooperation Administration to provide significant United States economic indicators for the use of foreign trainees and visitors to this country, proved to be an outstanding contribution and had wide distribution, not only to foreign visitors but to United States groups as well.

Bureauwide Activities

A small staff attached to the Office of the Commissioner is charged with the responsibility for analyzing interrelationships among the research projects carried on by the subject matter divisions of the Bureau, and between the results of research carried on in this and other agencies, in order to assist the Commissioner and other officials of the Department.

During this fiscal year, work was largely concentrated on current analyses of economic developments as they affect wage and salaried workers, the effects of foreign trade on employment and wages in the United States, changes in standards and levels of living of city workers since the 1930's, the situation of white collar workers, and an analysis of international differences in patterns of family consumption. A revision was undertaken

of a bulletin on Consumer Cooperatives in the United States, completed in the fiscal year 1954, and which is now out of print. In cooperation with the Division of Field Service, the Office prepared a Checklist of Regular BLS Statistical Series for States and Areas as of December 1955, with a brief description of each series.

During the year, by action of the Secretary of Labor, the Bureau of Labor Statistics was given the responsibility for improving the statistical standards of the Department. Under the provisions of this delegation, the technical staff of the Bureau of Labor Statistics has worked with technicians of the Wage and Hour and Public Contracts Divisions, the Bureau of Apprenticeship, the Bureau of Employment Security, and others in an effort to improve the quality of the statistical output of the Department and also to increase efficiency of operations.

The Bureau provided extensive services to industry, labor, and civic organizations, in part through the work of 5 regional offices which, in fiscal year 1956, participated in 137 conferences and meetings, in addition to informal discussions of services available in the BLS. At many of these gatherings exhibits were presented of available Bureau and Departmental materials which were useful to these organizations.

The Bureau held the 13th and 14th Interstate Conferences on Labor Statistics at Madison, Wis., in July 1955 and Amherst, Mass., in June 1956. Thirty-five States, Territories, and Provinces were represented in each of these conferences. The Wisconsin session emphasized manpower and employment, occupational outlook, and industrial accident statistics. The Amherst meeting gave primary attention to minimum wage, industrial relations, and accident statistics. There has been increasing interest in these Federal-State cooperative conferences, which have been effective in stimulating the development of labor statistics in the States and in the establishment of uniform procedures.

The Bureau edits and publishes the Monthly Labor Review. Outstanding among the 12 issues of this periodical published during the fiscal period was the special issue of December 1955 on labor in Puerto Rico, Alaska, and Hawaii. The Index for Volume 78 was also prepared during this period. Twenty-five reprints of Monthly Labor Review articles were issued in the 12 months.

After a lapse since August 5, 1953, the Bureau resumed responsibility for preparation of the Weekly Labor News Digest, a summary published for employees of the United States Government who deal with labor matters abroad. The first issue appeared June 4, 1956.

Two active committees, the Business Research Advisory Council and the Labor Research Advisory Council, advise with the Bureau on both program and technical matters.

The Business Research Advisory Council (prior to October 1955 designated as a "Committee") was organized in 1947. The members are appointed by the Commissioner for a 1-year term, after nominations have been made by the National Association of Manufacturers and the United States

Chamber of Commerce. The members serve as individuals rather than as representatives of the trade associations and individual firms by which they are employed. During 1956, the council was composed of 30 members who were qualified technicians in the fields in which the Bureau operates. They represented a cross-section of the various types of industrial establishments. The council met with the staff of the Bureau three times during fiscal 1956. Committees were active in the fields of construction, consumer and wholesale prices, foreign labor conditions, work-injury statistics, manpower and employment statistics, productivity and technological developments, and wages and industrial relations. Members of the committees are not necessarily members of the council. Appointments to the committees are made outside the membership of the council when persons with particular skills or knowledge in the areas under consideration are available to serve. During 1956 there were 35 members of the committees who were not members of the full council.

The Labor Research Advisory Council (prior to January 1956, designated as the Joint Labor Research Advisory Committee) was established in 1947 and, since January 1956, consists of 12 members of the research divisions of AFL-CIO and railway unions. Meetings of the council are called on the initiative of the Bureau or of the council itself. As in the past, all research directors are invited to attend regular meetings of the council, and are advised of actions and developments pertaining to the council. This advice is provided through minutes of the meetings of the council, and its regular committees, and through interim reports which have replaced the reports of the standing committee of the former JLRAC.

The council held two meetings during the fiscal year: January 18 and June 20. There were meetings of the wage, price, construction, manpower and employment, and productivity committees of the council during the course of the year. In addition, an ad hoc committee was established to work with the Bureau staff in setting up the survey of wages in retail trades.

The Bureau's appropriation from Congress for 1956 was \$6,407,000. This provided for 966 positions. In addition to its regular appropriation, the Bureau received from other sources \$629,811 for the preparation of special tabulations or reports.

BUREAU OF VETERANS' REEMPLOYMENT RIGHTS

The Bureau of Veterans' Reemployment Rights, a part of the Department of Labor, is responsible for the administration of the law which provides for the reemployment of veterans who have been discharged from the armed forces of the United States after having served honorably. The law provides that a veteran who has been discharged from the armed forces of the United States after having served honorably is entitled to be reinstated in the same position or a similar one, with the same seniority and pay, as if he had never been discharged. The law also provides that a veteran who has been discharged from the armed forces of the United States after having served honorably is entitled to be reinstated in the same position or a similar one, with the same seniority and pay, as if he had never been discharged.

BUREAU OF VETERANS' REEMPLOYMENT RIGHTS

The Bureau of Veterans' Reemployment Rights, a part of the Department of Labor, is responsible for the administration of the law which provides for the reemployment of veterans who have been discharged from the armed forces of the United States after having served honorably. The law provides that a veteran who has been discharged from the armed forces of the United States after having served honorably is entitled to be reinstated in the same position or a similar one, with the same seniority and pay, as if he had never been discharged. The law also provides that a veteran who has been discharged from the armed forces of the United States after having served honorably is entitled to be reinstated in the same position or a similar one, with the same seniority and pay, as if he had never been discharged.

Reserve Forces Act of 1933

The Reserve Forces Act of 1933, which was passed by the United States Congress, provided for the reemployment of veterans who had been discharged from the armed forces of the United States after having served honorably. The law provided that a veteran who had been discharged from the armed forces of the United States after having served honorably is entitled to be reinstated in the same position or a similar one, with the same seniority and pay, as if he had never been discharged.

The Department of Labor has announced that it will conduct a study of the employment of women in the United States. The study will be conducted by the Bureau of Labor Statistics, which is part of the Department of Labor. The study will be conducted in 1961 and will be the first of its kind. The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women. The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women. The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women.

The study will be conducted by the Bureau of Labor Statistics, which is part of the Department of Labor. The study will be conducted in 1961 and will be the first of its kind. The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women. The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women. The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women.

The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women. The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women. The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women.

The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women. The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women. The study will be conducted in order to determine the extent of the employment of women in the United States and to determine the reasons for the employment of women.

BUREAU OF VETERANS' REEMPLOYMENT RIGHTS

The Bureau of Veterans' Reemployment Rights continued to assist thousands of ex-servicemen, reservists, employers, and union locals on problems or disputes arising under the reemployment rights status. The paid personnel of the Bureau (48 administrative and secretarial employees in Washington and the field) handled 37,526 problems and negotiated settlements in 6,605 cases. One hundred and eight cases were referred to the Department of Justice for possible litigation. At the close of the year the Bureau had still pending in its field offices 6,536 requests for direct assistance.

Fiscal year 1956 was marked with several important developments which directly affected the operations of the Bureau. The Reserve Forces Act of 1955 was passed by the Congress to build up the Ready Reserve and make reserve training compulsory. It included a new reemployment rights program which increased the base of the Bureau's workload potential. The decision of the district and circuit courts in the *Christner v. Poudre Valley Cooperative* case pointed up the failure of the act to provide full protection for reservists for training duty, seriously jeopardizing the reemployment rights of that large group of reservists. The Congress corrected this in July 1956, by an amendment to the Universal Military Training and Service Act. The President's Commission on Veterans' Pensions surveyed the reemployment rights program and the operations of the Bureau. It recommended improvements and increased staff in order to serve all interested parties more effectively and on a long-range basis.

The Supreme Court decision in the *Diehl v. Lehigh Valley Railroad Company* case necessitated continuing negotiations and conferences on the problems of retroactive promotion and seniority which affected practically all major employers in the country. The Bureau's program of serving ex-servicemen at separation centers was continued and improved. It was formalized by the Air Force and the Navy along the same lines as it had been formalized and geared into the separation activities by the Department of the Army in 1955. The program objectives of the Bureau were approved by the Secretary and operations were geared to the successful attainment of the objectives.

Reserve Forces Act of 1955

The Bureau testified before the House Committee on Armed Services on a proposed "National Reserve Plan," the purpose of which was to build up the Ready Reserve and to require compulsory participation in annual

training periods and weekly drills. The law also permits persons in the younger age bracket to fulfill their military obligation by enlisting in the Ready Reserve, performing initial periods of 6 months' active duty for training, and thereafter participating annually in reserve training programs.

Persons performing 6 months' training duty are granted reemployment rights under section 262 (f) of the Reserve Forces Act of 1955. Under the provisions of this act, a 6-month trainee is entitled to reinstatement in his former position or to one of like seniority, status, and pay. He has 60 days in which to apply for reinstatement after release from active duty for training or from hospitalization continuing after release for 6 months. He is covered by the disability provisions and is protected against discharge except for cause for 6 months after restoration. All reservists performing 2-week training periods, weekly drills, and special school courses, are protected under section 9 (g) (3) of the Universal Military Training and Service Act. They are entitled to a leave of absence and reinstatement without reduction in seniority, status, and pay, except as such reduction may be made for all employees similarly situated. Application following these short tours of training duty must be made within 30 days after release from such training duty.

Passage of the Reserve Forces Act of 1955 raised a number of questions about the reemployment rights of members of the National Guard who were permitted to perform 6 months' active duty for training under the law. Heretofore, training performed by State guardsmen was not considered training in the Armed Forces of the United States for reemployment rights purposes. It was clear that guardsmen performing training under the 1955 act should be covered by the Federal reemployment statutes. A review of the Armed Forces Reserve Act of 1952 also raised a question as to their rights after performing 2 weeks' training in summer encampments. The question was referred to attorneys in the National Guard Bureau and the Office of the Solicitor of Labor. They determined that guardsmen performing either type of training were entitled to reemployment rights under section 9 (g) (3) of the Universal Military Training and Service Act.

The impact of the Reserve Forces Act of 1955 on the manpower of the Nation and the industrial relations policies of employers was quickly recognized. The Bureau, through its State reemployment rights committees, has been cooperating with the Department of Defense in clarifying the requirements of the law and promoting the acceptance of the reserve program by employers and labor organizations.

The Christner Case

On July 13, 1955, the Federal District Court for the District of Colorado in the case of *Christner v. Poudre Valley Cooperative*, 134 F. Supp. 115, decided that the court was without jurisdiction to enforce the reemployment rights accorded training duty reservists and rejectees under section 9 (g) (3) of the Universal Military Training and Service Act. The court was of the opinion that it was the intent of the Congress to do so but the enforcement pro-

visions of the law (sec. 9 (d)) failed to include reservists and rejectees. The decision was appealed to the Tenth Circuit Court of Appeals on June 18, 1956, and confirmed.

These decisions left thousands of reservists returning from short tours of training duty without the protection of the Federal courts. Their orderly return to civilian employment, an important feature of the reserve training program, would be disrupted. Accordingly, an amendment to section 9 (d) of the Universal Military Training and Service Act was proposed by the Department of Labor to correct this oversight. This amendment gave reservists the right to seek enforcement of their reemployment rights in a Federal court if legal action is necessary.

President's Commission on Veterans' Pensions

The President's Commission on Veterans' Pensions made a thorough study of the reemployment rights program and the operations of the Bureau of Veterans' Reemployment Rights during the fiscal year. It found that the Bureau had been operating for a number of years on a short-range basis and with facilities that would provide only limited service to ex-servicemen, employers, labor organizations, and others. The Commission in its first report pointed out:

"Thus far, the reemployment rights program has operated on a short-range basis, without the facilities needed to provide uniform service in every State. It should now be reexamined in the light of the long-range prospect that Selective Service will continue indefinitely, with a continuous shifting of reservists and others between the labor force and the armed services.

"The Bureau of Veterans' Reemployment Rights is responsible for assuring that servicemen understand and obtain their rights, for assisting employers and labor organizations in resolving complex problems and for informational activities to assure acceptance by labor and management. To carry out this work the Bureau has made use of cooperating agencies and volunteers in a manner unique in the Federal Government. With a small headquarters staff and field offices in only 15 States, it has never had staff to train and supervise some 3,500 volunteer advisers as fully as the program's industrial relations problems require. As a result, shortcuts are used to achieve quantity production, often at the expense of quality; and the volunteer personnel make only part of the contribution they could make with more regular guidance and supervision.

"To put the program on a sound long-range basis and provide adequate service in States and areas which cannot be effectively served at present, more resources are needed."

The Diehl Case

The Supreme Court decision in the Case of *Diehl v. Lehigh Valley Railroad Company*, covered in the Secretary's Report of 1955, continued to have an

impact on Bureau operations in 1956. Industrial relations problems were encountered requiring a number of conferences with employers and labor organizations who were bringing their personnel policies into line with the Court's views on the promotion and seniority rights of ex-servicemen. Thousands of ex-servicemen are directly affected by this decision.

Serving Ex-Servicemen at Separation Centers

The referral procedure at separation centers adopted by the Army in 1955, and in substantially the same form by the Air Force and the Navy in 1956, has proved to be an effective device in preventing reemployment rights disputes from arising. The ex-serviceman is given an opportunity to request specific information about his rights on a simplified referral card that is addressed to the appropriate field office of the Bureau. It has been found that an ex-serviceman who has a clear understanding of his rights is less likely to be improperly reinstated upon his return from service. Several refinements of this procedure were explored at two separation centers in 1956 which give promise of further improving the service, not only to ex-servicemen but to employers who need information as to the extent of their obligations under the reemployment statutes.

Program Objectives

Working with the Secretary's Program Planning and Review Committee, the following program objectives for the Bureau were approved in 1956.

Overall Objectives

1. To assure reemployment and seniority protection for men and women who interrupt their civilian careers for training or service in the Armed Forces of the United States.
2. To aid all persons covered by the veterans' reemployment statutes in obtaining the reemployment rights and benefits to which they are entitled.
3. To assist employers, labor organizations, and other interested parties in resolving problems arising under reemployment rights statutes.

Specific Objectives

1. To administer the provisions of the Federal reemployment rights statutes so that—

(a) Eligible ex-servicemen and women who so desire are reemployed by their preservice employers on the seniority escalator with their proper positions, status, pay, and related benefits such as pensions, vacations, insurance, etc., and

(b) Eligible reservists performing training duty only and rejectees are reinstated in their positions without reduction in their seniority, status, or pay except as such reduction may be made for all employees similarly situated.

2. To have those with rights and obligations under the statutes work out problems so that controversies may be avoided and the need for govern-

mental assistance and litigation may be minimized, and where damages are involved, to achieve settlements between the parties without recourse to litigation.

3. To have all persons know their rights under the statutes and have those who desire reinstatement make application within the statutory time limits.

4. To provide information and referral service in practically every community through arrangements with cooperating State, Federal, and county agencies and to provide reemployment assistance through volunteer reemployment rights advisers.

5. To insure that no rights are lost or damages accrued as a result of delays by the Government in handling inquiries, problems, and cases.

Workload of the Bureau during fiscal 1956

Problems and cases carried over from previous fiscal year	11, 693
Problems and cases received	38, 974
Problems and cases handled to completion	44, 131
Problems and cases pending	6, 536
Cases carried over from previous year	3, 881
Problems transferred to case status	5, 330
Cases closed	6, 605
Cases pending at end of fiscal year	2, 606
Cases referred to Department of Justice	108

CONTRACTS DIVISIONS

CONTRACTS DIVISION

179

WAGE AND HOUR AND PUBLIC
CONTRACTS DIVISIONS

CONTENTS

	Page
I. Legislation.....	185
II. Organization and Operational Planning.....	186
III. Enforcement Activities.....	190
Investigation programing.....	190
Enforcement statistics.....	191
Minimum wage violations.....	192
Overtime pay violations.....	193
Child labor findings.....	194
Safety and health violations.....	201
Violations of other provisions.....	202
Payment of back wages.....	202
Ineligible listings under Public Contracts Act.	203
Legal actions.....	203
IV. Compliance Through Education.....	204
V. Administration.....	206
FAIR LABOR STANDARDS ACT	
Hours worked.....	207
Coverage.....	207
Agriculture.....	207
Overtime compensation.....	208
Exemptions.....	208
Learners, apprentices, and handicapped workers.....	210
Wage order program in Puerto Rico and the Virgin Islands.....	214
WALSH-HEALEY PUBLIC CONTRACTS ACT	
Wage determination program.....	216
Administrative activities.....	218
VI. Economic Effects of the Minimum Wage.....	219

TABLES

	Page
1. Investigation cases closed in nonagricultural establishments under the Fair Labor Standards and Public Contracts Acts, by basis for investigation, fiscal year 1956.	191
2. Violations disclosed by investigations in nonagricultural establishments under the Fair Labor Standards Act and the Public Contracts Act, fiscal year 1956.	192
3. Number of investigated establishments in violation of the child labor provisions of the Fair Labor Standards Act, and number of minors in investigated establishments employed in violation, by industry, fiscal year 1956.	195
4. Number of investigated establishments employing minors contrary to hazardous occupations orders issued under the Fair Labor Standards Act, fiscal year 1956.	198
5. Age and last school grade attended by children found working in agriculture, fiscal year 1956.	200
6. Violations disclosed by investigations in nonagricultural establishments under the Fair Labor Standards Act and the Public Contracts Act, by act, fiscal year 1956.	202
7. Back wages owed and back wages agreed to under the Fair Labor Standards and Public Contracts Acts, fiscal year 1956.	203
8. Number of learner certificates granted as requested, compared with the number of learner certificates granted with modifications of the original requests, fiscal year 1956.	211

APPENDIX TABLES

A. Distribution of minors found employed in nonagricultural establishments in violation of the child labor provisions of the Fair Labor Standards Act, by industry and age, fiscal year 1956.	221
B. Results of investigations under the Fair Labor Standards Act in agricultural establishments, primary investigations and reinvestigations, fiscal year 1956.	223
C. Farms visited and summary of findings of special child labor investigations in agriculture, by region and State, fiscal year 1956.	225

	Page
D. Monetary violations disclosed and back wages agreed to as a result of investigations in nonagricultural establishments under the Fair Labor Standards Act, during the period October 1942 through June 30, 1956, by fiscal year.....	227
E. Summary of findings in nonagricultural establishments investigated under the Fair Labor Standards and Public Contracts Acts, by region and State, fiscal year 1956.....	228
F. Violations disclosed by investigations in nonagricultural establishments under the Fair Labor Standards and Public Contracts Acts, by industry, fiscal year 1956:	
Part 1. Covered establishments and establishments in violation.....	230
Part 2. Back wages owed and employees underpaid.....	234
G. Violations disclosed by investigation in nonagricultural establishments under the Fair Labor Standards and Public Contracts Acts, by age of establishment and employee size, fiscal year 1956.....	238
H. Investigation cases closed in nonagricultural establishments under the Fair Labor Standards and Public Contracts Acts, by basis for investigation and violations disclosed, fiscal year 1956.....	239
I. Reasons for denial of requests for learner certificates, fiscal year 1956.....	239
J. Action taken on applications for learner certificates, by industry, fiscal year 1956.....	240
K. Learner certificates in effect on June 30, 1956, by industry....	241
L. Changes in minimum wage rates in Puerto Rico during fiscal year 1956.....	242
M. Changes in minimum wage rates in the Virgin Islands from November 26, 1951, to June 4, 1956.....	243
N. Minimum wage rates in Puerto Rico under the Fair Labor Standards Act.....	243
O. Wage order program for Puerto Rico and the Virgin Islands completed in fiscal year 1956.....	245
P. Number and value of unclassified contracts subject to the Walsh-Healey Public Contracts Act, by fiscal years 1937-56.	246
Q. Unclassified contracts awarded subject to the Walsh-Healey Public Contracts Act, classified by State of prime contractor, fiscal year 1956.....	246
R. Summary of minimum wage determinations applicable under the Walsh-Healey Public Contracts Act.....	247

I. Legislation

Early in the fiscal year, the Congress completed action on the bill increasing the Fair Labor Standards Act's minimum wage to \$1 an hour. On June 8, 1955, this bill had passed the Senate by a voice vote. A substantially similar bill passed the House on July 20. Differences in the two bills were adjusted and a conference report was approved on July 30. On August 12, the President approved the bill which became Public Law 381, 84th Congress, chapter 867, first session.

This act, entitled "Fair Labor Standards Amendments of 1955," increased the minimum wage to \$1 an hour, effective March 1, 1956. No changes were made in the coverage and exemption provisions of the act, nor in its overtime pay and child labor standards.

The amendments, however, substantially changed the procedures for establishing minimum wages in Puerto Rico and the Virgin Islands, as denoted on page 214 of this report.

Finally, the amendments required that the annual report to the Congress by the Secretary of Labor should contain an evaluation and appraisal of the minimum wages established by the act, together with any recommendations of the Secretary with respect to the law.

During the second session of the Congress, more bills extending coverage of the Fair Labor Standards Act were introduced in both Houses. Extension of coverage was recommended by President Eisenhower in his message on the state of the Union on January 5, 1956. During the session, hearings on extending coverage were held by both the House and Senate committees. The Senate hearings closed without any recommendation for the extension of coverage, as did the 2 days of House hearings, which were limited to a consideration of extending coverage to retail trade.

The House held hearings during the second session concerning the application of the Fair Labor Standards Act to American Samoa, Guam, Wake Island, the Canal Zone, and to military bases abroad. The problem of applying the act to such military bases had arisen as a result of the *Vermilya-Brown* decision of the United States Supreme Court in 1948, which held that the act applied in any area considered in the "sole power" of the United States. Bills were introduced in the House and Senate which would have provided for the setting of special minimum wages in Guam, Wake Island, American Samoa, and the Canal Zone by the Secretary of Labor, at a level adapted to the existing economic situation. These bills would have excluded other overseas possessions and cancelled any past liability.

The Senate Committee on Education and Labor on June 29, 1956, reported S. 3956, a bill which was limited to establishing, for American Samoa only, a procedure whereby the Secretary of Labor would, after a hearing, fix minimum wages, overtime, and child labor standards. This bill passed the Senate on July 11, with an amendment substituting an industry committee procedure for the fixing of minimum rates, in place of direct action by the Secretary. The bill retained the present child labor standards of the Fair Labor Standards Act in Samoa. On July 26, the House passed over a bill it had been considering and adopted the Senate bill. S. 3956 was approved by the President August 8.

This law provides for the establishment of special industry committees to set minimum wage rates for American Samoa under the provisions of the act applying to industry committees for Puerto Rico and the Virgin Islands. In addition, it authorizes the Secretary of Labor, after public hearings, to set special overtime variations and tolerances as economic conditions warrant. Overtime provisions are not applicable until minimum wage rates have become effective. The law also provides for relief from liability for any work performed in American Samoa prior to the establishment of minimum wage rates by industry committees.

In the course of deliberations by the Congress on this matter, members of the Committee on Education and Labor expressed recognition of the urgent need for further consideration of the problems of the other overseas areas and military bases in the near future.

II. Organization and Operational Planning

The Divisions' goal is to administer and enforce the Fair Labor Standards Act and Walsh-Healey Public Contracts Act promptly, vigorously, and fairly, so as to insure that employees receive the benefits and employers the protection to which these laws entitle them.

To improve their operations in the light of the responsibilities attendant on the Fair Labor Standards Act's new minimum rate, the Divisions during the past year directed their efforts to improving methods and procedures in all phases of operations.

Supplementing the national office in Washington, the Divisions have regional offices in the following cities—Boston, New York, Philadelphia, Birmingham, Cleveland, Chicago, Kansas City, Dallas, San Francisco, and Nashville; and offices in Puerto Rico, Hawaii, and Alaska. Under a cooperative agreement with North Carolina, there is an office in Raleigh. There are also field offices or itinerant stations in all the States.

Funds were provided for 283 new investigator positions and the necessary additional supervisory staff as well as for the opening of 29 additional field offices and 110 more itinerant stations. In the previous year, the Divisions' staff had included 494 investigator positions and there were 47 field offices and 111 itinerant stations. The locations of the new field offices and itiner-

ant stations were determined on the basis of data as to industries and areas most affected by the new minimum wage.

The greater dispersion of field offices and itinerant stations provides better service to employers and employees by making personnel more accessible for consultation, and thus affords a means for achieving better compliance in particular areas. It also cuts down travel expenses by the field staff.

Recruitment of new investigators began in January 1956 and continued through the fiscal year. They were given an intensive 2-month course of classroom and on-the-job training designed to equip them with knowledge of the laws and techniques necessary to the conduct of investigations.

Organizational changes and procedural innovations were instituted in the national office. Line authority and responsibility were made to flow directly from the Administrator or his Deputy to the component offices of the Divisions.

Each Assistant Administrator was authorized to serve in a dual capacity, both as operating head of his own office and as a member of the Administrator's staff, assisting and advising the Administrator's Office in its supervision of other offices, particularly those in the field.

To the existing three positions of Assistant Administrator, a fourth was added. The fourth position was a result of the reorganization of the former Office of Assistant Administrator for Wage Determinations, Regulations and Exemptions, Research and Statistics, into two offices—the Office of Wage Determinations, and the Office of Regulations and Research. As a result, the Divisions were able to engage in more studies, evaluations of results, and new projects.

An Assistant Administrator continues to head the Office of Enforcement, formerly the Office of Field Operations. Instead of reporting to this office, the regional offices now report directly to the Administrator's Office, as do the field representatives who survey field activities.

The Office of Planning and Management, also headed by an Assistant Administrator, was assigned new functions: (1) The coordination, promotion, and—as appropriate—implementation and direction of long-range planning, division-wide; (2) planning, setting up, and monitoring a regulated written communications system with particular reference to communications between the national office and the field; and (3) planning and providing a comprehensive full-time training program for the Divisions.

The Administrator was assigned two assistants, who function as staff advisers and assistants to him and the Deputy Administrator. One, on behalf of the Administrator's Office, specializes in the supervision of all field operations. This involves assuring coordination of national office relationships with the field; planning; expediting; overseeing the flow of communications; following up; and directing regular field inspection and liaison activities. The other specializes in and works with the Office of Regulations and Research, the Office of Special Minimum Wages, the Office of Planning and Management, and the Division of Information, and assures

coordination and contacts between the Divisions and other bureaus of the Department, particularly the Solicitor's Office.

Among the new, broad-scale projects designed to improve the Divisions' operations was the trying out of preliminary investigations by written questionnaire in one office in each region. The purpose of the simple questions asked the firm is to get enough facts to know whether investigation would be worthwhile. The replies will be used to make a better selection for assignment of investigations. If the procedure proves successful, it would afford the opportunity to visit more establishments and thus get more firms into compliance.

Planning was started on a sample survey which would determine the level of compliance throughout the United States. The survey is designed to find out what percentage of all employers are violating the law and to compare this with the percentage of violations found in current investigations.

Procedures were developed to test the feasibility of short-cut investigation techniques in certain types of cases. The objective is to minimize the amount of time spent by investigators in establishments which are in substantial compliance. If it is determined that such investigation procedures are appropriate, it will be possible to visit more establishments, thus assuring compliance in many more firms.

Improved methods were introduced in the planning of the enforcement programs through broader participation in the development of such plans by national and regional office officials and by focusing greater attention on the status of compliance as reported currently by Division personnel located throughout the country.

A study was undertaken on ways to break down statistics on violations in terms of level and significance of violations, and the currency of violations. Previously, figures had been grouped together in categories which were too broad to provide proper evaluation of violations and were not sufficient to distinguish between the minor and serious violations, between large-scale and limited violations, or between current and corrected violations, except in the most general terms.

The Divisions instituted a review in the national office, on a highly selective basis, of closed case files in order to check on and improve efficiency. Investigation supervisors were also instructed to reexamine once a year at least one investigation made by every investigator under their supervision. The purpose of such a program is twofold—to insure the uniform application of policy and procedures and to insure the competence of the personnel in applying these procedures to situations disclosed in investigations.

The 1955 amendments resulted in a substantially increased administrative task of a continuing nature concerning the wage order program for Puerto Rico and the Virgin Islands. Plans were made in preparation for the annual review of all minimum rates that would commence July 1, 1956. Additional staff members were hired to work on the program; training and

orientation of new employees were intensified; and staff organization was changed in readiness for the heavy schedule of committee proceedings that would take place during fiscal 1957. In addition, steps were taken to obtain additional office space in Puerto Rico for hearing and staff use, and a tentative schedule was prepared and released setting forth the minimum wage review program for the coming year.

To alleviate the employment problem faced by older unemployed workers with impaired earning ability, a procedure was inaugurated jointly with the Bureau of Employment Security, on a trial basis in one city. The procedure permits unemployed workers 65 years of age and over to make application on their own initiative for special-rate conditional certificates without reference to a specific employer or job, and to use the conditional certificate at their own discretion in applying for work. Results of the experiment have not as yet been appraised.

The Divisions adopted a new policy of notifying employees of their rights to back wages under the Fair Labor Standards Act. Section 16 (b) authorizes employees to sue for back pay and liquidated damages equal in amount to the back wages owed. Section 16 (c) authorizes the Secretary of Labor to sue for back pay on behalf of employees, in certain circumstances.

Under this policy, a regional director may use his discretion in notifying all employees in refusal-to-pay cases, whereas he previously could notify only the complainants or persons who requested specific information as to their rights. There are some limitations on the circumstances in which notification will be made. These limiting factors are confined primarily to the legal aspects of requests to sue which might result from notification. In accordance with instructions, the regions generally are proceeding with caution. It is too early to evaluate the results of the policy or of its effectiveness in the recovery of back wages due employees.

Participation in Operation Alert 1956

Beginning in the middle of May, many of the Divisions' employees devoted considerable time to preparing for Operation Alert 1956. These preparatory activities included making arrangements for regional relocation sites, making decisions as to the assumptions which would be used in conducting the 1956 exercises based on information, data, and directives received from the Office of Defense Mobilization and the Federal Civil Defense Administration, preparing the necessary problems to be tested during the alert period, and issuing instructions to the field and national office staff prior to the actual alert—July 20, 1956. A highly significant development was the emergency creation, in accord with departmental policy, of the Office of Wage Administration which comprises the following bureaus: Wage and Hour and Public Contracts Divisions, Bureau of Employees' Compensation, Bureau of Labor Standards, Bureau of Labor Statistics, and the Solicitor's Office.

III. Enforcement Activities

In anticipation of an increase in the minimum wage, the Divisions began to record wage-level information for every investigation started after April 1, 1955. Moreover, the Divisions canvassed investigation cases closed between July 1, 1953, and April 1, 1955, for data concerning the level of wages paid in that period so as to gain further information on the effects of the anticipated new minimum wage.

The intervening period between the signing of the bill by the President and the effective date of the new minimum wage afforded ample time for additional activities to prepare for the enforcement of the new minimum. In cooperation with the Bureau of Labor Statistics, low-wage areas were determined on a regional and industry basis.

From information obtained in these ways, it was possible to arrive at industry patterns of wages paid below \$1 an hour. The information was transmitted to the regions so that they could use it in revising their investigation programs for the last three quarters of fiscal year 1956 and in planning their programs for the next year.

Beginning September 1, 1955, investigation assignments were concentrated in industries and areas where it was known that employees were receiving less than \$1 an hour so that employers might be informed about the new rate and thus avoid inadvertent back-wage liabilities in the future.

Investigation Programming

The Divisions' latest estimates indicate that there are about 24 million wage and salary workers entitled to the benefits of the minimum wage provisions of the Fair Labor Standards Act. The increase in the statutory minimum meant direct pay increases for about 2 million of these workers who had been earning less than \$1 an hour.

The act applies to employees who are engaged in interstate commerce or in the production of goods for interstate commerce, including activities closely related and directly essential to such production. In addition to its minimum wage requirements, the law provides that not less than 1½ times the employee's regular rate be paid for all hours worked in excess of 40 a workweek, and prohibits the employment of minors under certain ages. There are specific exemptions from these requirements for employees in certain industries and occupations.

During the fiscal year, the Divisions investigated more than 33,000 of the 800,000 establishments which come within the scope of the act. Seven thousand of these establishments were investigated because past or present employees, competing firms, unions, relatives of employees, and other interested parties complained that these particular firms were not complying with the provisions of the Fair Labor Standards Act.

Almost 2,000 firms which were engaged in the manufacturing and furnishing of materials, supplies, articles or equipment on Government

contracts in excess of \$10,000 were investigated for compliance with the provisions of the Walsh-Healey Public Contracts Act. This law contains minimum wage provisions, requires payment of not less than 1½ times the employee's basic rate for all hours worked over 8 a day or 40 a workweek, restricts child labor, and has safety and health standards. It also prohibits the employment of homeworkers and prison labor on Government contracts.

TABLE 1.—*Investigation cases closed in nonagricultural establishments under the Fair Labor Standards and Public Contracts Acts, by basis for investigation, fiscal year 1956*

Basis for making investigation	Establishments investigated	
	Number	Percent
All investigations.....	33,148	100
Complaint priority.....	6,829	21
Public contracts priority.....	1,866	6
Other priority.....	4,362	13
Special child labor.....	62	-----
Selected.....	20,029	60

All but 12 of the firms investigated under the Public Contracts Act were investigated at the same time for compliance with the provisions of the Fair Labor Standards Act.

More than 4,000 establishments were scheduled and investigated on a priority basis because of legal requirements or specific information in the field offices that there was a high probability of violations of the Fair Labor Standards Act occurring in them. These included establishments which had been issued learner certificates, branches of multiunit firms in which violations had been found, reinvestigations scheduled because civil or criminal action was taken or recommended following a previous investigation, and other special investigations scheduled because of information from Government agencies, trade organizations, and other interested parties. Investigations primarily for determining compliance with the child labor provisions of the Fair Labor Standards Act were completed in 62 establishments in which the employees were not generally subject to the minimum wage and overtime pay provisions.

The largest proportion of investigations was scheduled on the basis of data recorded from previous investigations, general economic conditions, local wage practices, and industry practices. These data were analyzed to provide an indication of areas and industries in which noncompliance with the standards established by the laws was most likely to be found.

Enforcement Statistics

The more than 33,000 establishments investigated employed 1.6 million wage and salary workers whose conditions of employment are subject to the provisions of the Fair Labor Standards Act and, in some cases, the

Public Contracts Act. In more than 18,000 of these establishments, investigators found violations of one or more of the basic provisions of the acts—that is, the minimum wage, overtime pay and child labor provisions of either or both acts, and the safety and health provisions of the Public Contracts Act.

TABLE 2.—Violations disclosed by investigations in nonagricultural establishments under the Fair Labor Standards Act and the Public Contracts Act, fiscal year 1956

Item	Number
Estimated number of covered establishments.....	762,586
Estimated number of covered employees.....	23,976,000
Establishments investigated during fiscal year.....	33,148
Employees subject to minimum wage provisions.....	1,581,641
Establishments in violation of basic provisions ¹	18,461
Minimum wage provisions.....	4,468
Overtime provisions.....	15,484
Child labor provisions.....	2,974
Safety and health provisions.....	746
Establishments in violation of other provisions:	
Substantial recordkeeping ²	12,061
Falsification of records.....	567
Employment of homeworkers contrary to Fair Labor Standards Act regulations.....	155
Illegal discharge or discrimination.....	1
Employment of homeworkers on public contracts.....	2
Hot goods.....	2
Kickback.....	4

¹ Violations of basic provisions include minimum wage, overtime, and child labor provisions of either or both acts, and violations of the safety and health provisions of the Public Contracts Act.

² Substantial recordkeeping violations are those involving records so inadequate as to make impossible a determination from the records of compliance with minimum wage, overtime, and child labor provisions.

Minimum Wage Violations

Almost 28,000 covered employees were paid less than the legal minimum hourly wage rate required under either or both acts. Back wages due amounting to \$1.6 million resulted from such violations as willful underpayments, violations of certificates granted employers for employing learners at rates below the statutory minimum wage, and failure to count as work time compensable waiting, travel, washup time, and the like. The average amount of back wages owed was \$361 per establishment in violation, and \$58 per underpaid employee.

Examples of Minimum Wage Violations

The Divisions found workers who were paid very low wage rates. After a routine investigation, 14 employees of a cotton-ginning plant, some of whom were being paid only 30 cents an hour, received a total of \$650 in back wages in time for Christmas.

A southern firm engaged in commercial building construction voluntarily agreed to pay \$6,234 in back wages to 119 present and former employees who had received less than the minimum wage. One of these workers had been paid as little as 40 cents per hour in some workweeks. Some overtime violations were also involved.

A delivery messenger for a dental laboratory in Pennsylvania, who supported her 72-year-old mother on \$22 per week, received a 70-percent increase in pay to \$37.50 per week—or \$1 an hour—after an investigation

disclosed that her employer was violating the minimum wage provisions. Restitution payment of \$240 was enough to cover the debts her mother had incurred after losing her job as a theater matron when the theater closed. With the pay of the younger woman raised to the lawful minimum, she found she was now earning more than the previous combined pay of herself and her mother.

Overtime Pay Violations

Nine and one-half million dollars was owed to 97,000 covered workers who were not paid the correct amount of premium pay for the overtime hours they worked. Underpayments averaged \$612 per violating establishment and \$98 per underpaid employee. In addition to cases of willful disregard of the premium pay standards established under the laws, these violations resulted from failure to include the proper items in the regular wage rate when computing the overtime pay due, and from misapplication of exemptions. Other violations stemmed from employers paying less than the premium pay required for overtime hours worked and bookkeeping or clerical errors.

Examples of Overtime Pay Violations

Glaring instances of overtime pay violations can be accompanied by minimum wage violations as well. Employees who colored photographs in a Louisiana laboratory indicated that they sometimes worked up to 130 hours per week during rush seasons at rates as low as 25 cents an hour for inexperienced workers. They could put in such long hours because they would take their work home after leaving the shop. An investigation disclosed that \$10,046 in back wages was due 17 present and former employees, under the minimum wage and overtime pay provisions. The firm gave assurance of future compliance and started negotiations to pay the back wages owed.

A Missouri milling company, after being investigated for the third time, was taken to court and required to pay back wages of over \$1,650 to 14 workers. In addition to incurring overtime pay violations, the firm had discharged four employees for cooperating with an investigator and had obtained kickbacks from workers paid back wages found due during the earlier investigations. The employees were reinstated and paid wages for the time they had been unemployed. The firm was enjoined from future violations.

By hiding its interstate business in separate records, withholding information from investigators, and falsifying its records, an iron works in New Jersey attempted to avoid paying overtime to its employees. Criminal prosecution ensued. After having pleaded guilty, the employer tried to get kickbacks of back pay found to be due. The court fined the firm \$1,000 and ordered it to pay \$5,585 to 40 employees for back overtime pay.

Almost \$2,300 was paid to 17 employees engaged in open-pit coal-mining operations in Pennsylvania as the result of an investigation that had led to

criminal prosecution. The firm also paid a fine of \$2,000. It had not only paid straight time for overtime hours but had falsified its inadequate records.

During an investigation for violation of a hazardous occupations order which had resulted in painful injury to a 17-year-old worker, it was found that a West Virginia lumber firm was also violating the overtime pay and recordkeeping provisions. This company agreed to pay 17 employees a total of \$1,043 in back pay.

Large sums of money were paid out by some firms as back wages owed under the overtime pay provisions. A Pennsylvania construction company, which had not realized its workers were covered, paid over \$26,000 to 135 employees. A lumber business in Texas agreed to pay almost \$17,000 to 45 workers because of overtime pay and minimum wage violations. In Louisiana, a firm engaged in oilfield construction services voluntarily paid about \$9,500 to 42 employees.

Individual workers also received sizable amounts. When an ice plant in Georgia was found to owe more than \$11,000 to 11 employees, it agreed to pay almost \$4,000 to 3 of the men. In Maryland, 11 employees of a tire, battery, and recapping firm shared \$6,000 in back-wage payments.

Child Labor Findings Under Fair Labor Standards Act

As the 1955 amendments to the Fair Labor Standards Act did not change its child labor provisions, the 16-year minimum age for general employment, the 18-year minimum age for hazardous occupations, and the permission for employment of 14- and 15-year-old children, under certain conditions, remain in effect. These provisions apply to any employer who employs a minor in interstate or foreign commerce, or in the production of goods for such commerce, or to any producer, manufacturer, or dealer who ships goods or delivers goods for shipment in interstate or foreign commerce.

The child labor provisions of the Public Contracts Act apply to the holders of most types of contracts let by the Government for materials, supplies, articles, or equipment in amounts exceeding \$10,000. These provisions set a 16-year minimum age for boys and an 18-year minimum age for girls.

During the fiscal year, 4,831 minors in 2,953 nonagricultural establishments and 4,285 children on 1,910 farms were found working in violation of the child labor provisions of the Fair Labor Standards Act. There were 86 minors found working in 41 establishments contrary to the child labor provisions of the Public Contracts Act.

Nonagricultural Establishments

Of the 33,136 nonagricultural establishments investigated, 2,953 were in violation of the child labor provisions of the Fair Labor Standards Act. Table 3 shows that one or more establishments in each of the major industry groups were employing minors illegally.

In the manufacturing industry groups, the greatest number of plants violating the child labor provisions were sawmills, planing and plywood

TABLE 3.—Number of investigated establishments in violation of the child labor provisions of the Fair Labor Standards Act, and number of minors in investigated establishments employed in violation, by industry, fiscal year 1956

Industry group	Total number of investigated establishments	Number of establishments in violation of child labor provisions	Minors under 18 in investigated establishments		Number of minors employed in violation of child labor provisions
			Establishments employing minors	Number of minors employed	
Total, all industries.....	33,136	2,953	5,866	17,078	4,831
Manufacturing industries.....	17,370	1,802	3,972	13,080	3,062
Food and tobacco products.....	2,175	264	510	2,051	500
Meat products.....	376	59	91	226	94
Dairy products.....	228	31	56	131	56
Canning and preserving.....	372	46	130	1,008	94
Grain-mill products.....	194	19	28	61	26
Bakery products.....	229	31	57	187	65
Confectionery and related products.....	115	11	21	73	22
Bottled soft drinks.....	226	37	60	121	90
Manufactured ice.....	67	7	10	16	13
Miscellaneous food products.....	310	21	46	127	38
Tobacco manufactures.....	58	2	11	101	2
Textile, apparel, and leather products.....	4,449	309	1,161	5,319	521
Textile mills (except knitting mills).....	410	30	91	452	51
Knitting mills.....	380	19	112	547	37
Men's and boys' clothing.....	731	51	272	1,314	79
Women's and children's clothing.....	1,812	113	382	1,322	180
Miscellaneous apparel and accessories.....	240	15	54	173	25
Trimmings and embroideries.....	171	6	19	87	8
Miscellaneous fabricated textile products.....	289	27	55	133	42
Footwear (except rubber).....	197	28	112	1,032	63
Leather and leather products, n. e. c. 1.....	219	20	64	259	36
Lumber, furniture, and wood products.....	2,373	474	620	1,093	734
Logging camps and logging contractors.....	244	92	95	150	146
Sawmills, planing and plywood mills.....	1,178	258	287	452	397
Wooden containers.....	124	28	46	88	49
Fixtures and miscellaneous wood products, n. e. c. 1.....	390	44	73	140	72
Furniture.....	437	52	119	263	70
Paper, printing, publishing, etc.....	1,461	243	451	1,491	537
Pulp, paper, and paperboard mills.....	29	1	5	6	1
Converted paper products.....	349	40	97	273	69
Newspapers.....	121	43	61	440	169
Commercial printing.....	597	115	186	416	209
Periodicals, books, and miscellaneous trades.....	365	44	102	356	89
Chemicals, rubber, and related products.....	802	41	101	193	67
Drugs and medicines.....	63	4	15	32	5
Paints, varnishes, and colors.....	79	4	8	12	7
Fertilizers.....	36	4	5	8	6
Vegetable and animal oils and fats.....	55	5	6	8	7
Chemicals and allied products, n. e. c. 1.....	370	19	43	94	35
Products of petroleum and coal.....	96	1	7	10	2
Rubber products.....	103	4	17	29	5
Stone, clay, and glass products.....	499	37	79	136	61
Clay products and pottery.....	111	10	26	43	15
Cement, concrete, and plaster products.....	202	15	26	33	22
Glass, stone, and nonmetallic mineral products.....	186	12	27	60	24
Metal and related products.....	4,288	319	769	1,894	432
Primary metal industries.....	261	12	37	86	14
Fabricated metal products.....	1,717	128	283	551	172
Machinery.....	1,556	129	306	888	175
Transportation equipment.....	380	30	61	109	45
Ordnance and accessories.....	33	4	9	14	5
Instruments, photographic, optical, and jewelry.....	341	16	73	216	21

See footnote at end of table.

TABLE 3.—Number of investigated establishments in violation of the child labor provisions of the Fair Labor Standards Act, and number of minors in investigated establishments employed in violation, by industry, fiscal year 1956—Continued

Industry group	Total number of investigated establishments	Number of establishments in violation of child labor provisions	Minors under 18 in investigated establishments		Number of minors employed in violation of child labor provisions
			Establishments employing minors	Number of minors employed	
Miscellaneous manufacturing industries.....	1,323	115	281	933	210
Toys, sporting and athletic goods.....	212	24	41	211	65
Costume jewelry and novelties.....	465	33	110	441	63
Miscellaneous manufacturing industries, n. e. c. ¹	646	58	130	281	82
Nonmanufacturing industries.....	15,766	1,151	1,894	3,998	1,769
Mining.....	1,472	134	147	219	202
Metal mining.....	108	8	8	11	11
Coal mining.....	510	27	27	28	28
Crude petroleum and natural gas.....	601	82	87	154	145
Nonmetallic mining and quarrying.....	253	17	25	26	18
Construction.....	1,838	98	130	184	135
Trade, food and farm products.....	1,854	173	255	491	306
Consumers' goods.....	661	75	98	190	129
Raw materials.....	284	31	39	86	52
Groceries, food, and tobacco products.....	889	62	112	161	85
Fish and sea foods.....	20	5	6	54	40
Trade (except food and farm products).....	4,889	393	658	1,366	589
Motor vehicles and equipment.....	472	57	81	114	78
Drugs, chemicals, and allied products.....	237	25	42	75	44
Dry goods and apparel.....	225	22	51	118	38
Petroleum and its products.....	260	4	13	15	4
Beer, wines, and liquors.....	186	7	9	12	10
Hardware, machinery, electrical goods, etc.....	1,621	114	196	265	140
Lumber and construction materials.....	382	33	42	57	48
Waste materials.....	550	43	58	83	59
Trade, n. e. c. ¹	956	88	166	627	168
Finance, insurance and real estate.....	1,616	23	171	566	25
Banking.....	875	16	102	247	18
Insurance.....	340	4	47	253	4
Real estate.....	123	1	3	4	1
Finance, n. e. c. ¹	278	2	19	62	2
Transportation, communication, and utilities.....	1,974	127	205	396	183
Railroads.....	5	1	1	1	1
Highway transportation and warehousing.....	1,270	87	120	199	117
Transportation and transportation services, n. e. c. ¹	241	12	24	45	26
Communication.....	352	23	52	122	30
Heat, light, power, and water.....	106	4	8	29	9
Miscellaneous industries, n. e. c. ¹	2,116	199	324	769	322
Agricultural and related services.....	493	72	84	200	98
Business services.....	856	72	148	427	146
Laundries, cleaning, and related services.....	38	7	11	16	9
Auto repair services and garages.....	42	3	4	4	3
Miscellaneous repair services, n. e. c. ¹	310	28	41	49	32
Motion pictures.....	41	2	3	4	3
Professional and related services.....	255	8	18	30	11
Nonmanufacturing industries, n. e. c. ¹	81	7	15	39	20
Agriculture, forestry, and fisheries.....	7	4	4	7	7
Agriculture.....	3	2	2	5	5
Forestry.....	4	2	2	2	2
Fisheries.....	4	2	2	2	2

¹ Not elsewhere classified.

mills, manufacturers of machinery and metal products, commercial printers, and women's and children's clothing factories.

Among nonmanufacturing industries, the groups with the largest numbers of firms employing oppressive child labor were those trading in hardware, machinery, etc., highway transportation and warehousing, and crude petroleum and natural gas.

There were 17,078 minors under 18 years of age found working in 5,866 of the establishments investigated. Of these minors, 4,831, or 28 percent, were employed illegally.

Of the 4,831 minors illegally employed, 363, or 8 percent, were under 14 years of age; 1,824, or 38 percent, were 14 or 15 years old; and 2,644 minors, or 54 percent, were 16 or 17 years old, employed in hazardous occupations. (See appendix table A.)

It is gratifying to note the improvement in compliance with respect to the employment of very young children. Although no child under 14 years of age may be legally employed, each year some children below this age have been found working in many different occupations in nonagricultural establishments. During the 1956 fiscal year, 363 children under 14 were found working, as against 429 in the preceding year and 498 in fiscal year 1954.

Occupations of Minors Illegally Employed—Of the 363 children under 14 found working unlawfully, 51 were engaged in jobs so dangerous that the Secretary of Labor had established an 18-year minimum age for employment in them. Twenty-seven children were working as helpers on motor vehicles, 22 were engaged in logging and sawmill work, and 2 were making wooden boxes by operating power-driven crosscut saws.

Other types of work done by children under 14 were "heading shrimp" and "shucking scallops" in fish processing plants, gate opening at livestock auctions, janitorial work in banks, factories, and offices, and homework on handbags, leather goods, and lace.

Children of 14 and 15 were found employed in a wide variety of occupations, some of which were prohibited for minors under 18 years of age because of the hazards involved. Jobs which these children were found doing included operating a guillotine paper cutter, operating a circular saw and metal shearing machines, driving a truck, and operating a power-driven punch press.

Other occupations in which 14- and 15-year-old children were engaged, although a 16-year minimum age is required, were spray painting, assembling metal files, packing tobacco, and operating sewing machines on ladies' coats. Children of these ages were also found working during school hours or longer hours than permitted by the act as delivery boys, telephone solicitors, and in direct-mailing office work.

Minors Working in Hazardous Occupations—In addition to the younger children noted above, 2,644 minors 16 or 17 years of age were found working in occupations prohibited to them under 12 hazardous occupations orders.

TABLE 4.—Number of investigated establishments employing minors contrary to hazardous occupations orders issued under the Fair Labor Standards Act, fiscal year 1956

Hazardous occupations orders violated	Number of establishments in violation	Number of minors involved
Total in violation of one or more hazardous occupations orders.....	¹ 1,960	-----
Explosives manufacturing occupations (Order No. 1).....	3	3
Motor vehicle occupations (Order No. 2).....	1,022	1,479
Coal mining occupations (Order No. 3).....	22	23
Logging and sawmilling occupations (Order No. 4).....	308	466
Woodworking machine occupations (Order No. 5).....	131	181
Occupations involving exposure to radioactive substances (Order No. 6).....	1	1
Hoisting machine occupations (Order No. 7).....	482	821
Metal-forming, punching, and shearing machine occupations (Order No. 8).....	93	118
Occupations in connection with mining, other than coal (Order No. 9).....	23	27
Slaughtering, meatpacking, and rendering plant occupations (Order No. 10).....	36	49
Power-driven bakery machine occupations (Order No. 11).....	13	21
Power-driven paper machine occupations (Order No. 12).....	99	165

¹ Represents an unduplicated count of the number of establishments in violation of one or more hazardous occupations orders.

As in previous years, the greatest number of establishments employing minors in violation of hazardous occupations orders were employing them contrary to Order No. 2 (motor vehicle occupations), Order No. 7 (hoisting machine occupations), and Order No. 4 (logging and sawmilling occupations).

The fact that the number of minors employed contrary to Order No. 2 and to Order No. 7 decreased considerably, while the number employed contrary to Order No. 4 remained approximately the same when compared with the statistics for the previous fiscal year, is probably due to changes in Orders No. 2 and No. 7 which became effective, respectively, on May 16, 1955, and September 1, 1955.

The investigation records show that in many instances where these protective orders have been violated, fatal or permanently disabling accidents have occurred.

A 17-year-old California boy employed as a driver's helper was driving his employer in the employer's car when he fell asleep at the wheel. Both the boy and his employer were killed. Another 17-year-old boy, in Oklahoma, was crushed to death when a 5-ton rock dump truck he was driving down a quarry road came too close to the edge of the quarry pit and rolled down the embankment, pinning him under the truck.

A 15-year-old boy employed as a receiving clerk in a Texas establishment was killed while operating a freight elevator. His head was wedged between the metal back of the elevator cage and the shaft wall. Two Massachusetts boys, both 16 years old, were hurt while working as elevator operators, one sustaining a severely injured back, the other fracturing his ankle.

A sawmill in North Carolina employed a 16-year-old boy as edgerman, tripper, dogger and yardman. While tripping logs, he was caught by the carriage and pulled through the saw, which severed his body.

A 17-year-old helper in a Delaware sheet-metal shop, while cutting a piece of metal with a power guillotine action blade, slipped and ran both hands under the knife, cutting off 4 fingers from each hand.

In a large New Jersey plant smelting and forming metal, a 15-year-old boy was employed to do spot welding and to operate an electrically operated shearing machine which cuts metal rods. The shearer was unguarded and a rod flew into the boy's face, causing a compound fracture of the jaw. A 15-year-old boy, employed as a porter by a Florida wholesale butcher, lost 2 fingers while cleaning a meat-grinding machine.

Agriculture

In 40 States and Puerto Rico, investigators found 4,285 children under 16 years of age working illegally during school hours on 1,910 of the 3,210 farms investigated. This is an increase of 134 minors over the 4,151 found in 1955, and an increase of 11 in the number of farms found employing children contrary to the act.

This increase in the number of farms in violation and the number of minors found illegally employed is due to the emphasis placed this year on making first-time investigations in areas where the Divisions had not previously carried on enforcement activities. Of the 3,210 farm investigations this year, 2,695 were first investigations and 515 were reinvestigations. Child labor violations were found on 1,762 farms investigated for the first time, and on only 148 farms which were reinvestigated, as shown in appendix table B. The small number of farms found in violation at the time they were reinvestigated indicates that the enforcement program is effective and does result in fewer children working during school hours.

Although investigations were made of a great variety of crops, including legumes, field crops, berries, vegetables, tree fruits and nuts, the greatest number of child labor violations were disclosed on farms where cotton was picked, where potatoes were gathered, and in orchards where prunes were harvested. On each of these three crops most of the unlawfully employed children were under 14 years of age. In the harvesting of prunes, a substantial proportion of the under-age children were 9 years old or younger.

Although the majority of unlawfully employed minors on farms are local children, there are still a substantial number who are migrants. The percent of migrant children, however, has been gradually decreasing from 43 percent in 1953 to 40 percent in 1956. The record of local and migrant children found working in 1956 is shown by State and age group in appendix table C.

Increased school attendance has become a byproduct of the enforcement activities in agriculture. A report from Texas is a good illustration. In a west Texas cotton district, a school with a normal attendance of 400 local pupils also enrolled 350 migrant children this year. In California, a farmer in a prune-growing region persuaded the small rural school officials to operate the school on a split-shift basis in order to accommodate all the children. The 28 local children attended school in the morning and the 34 migrant children in the afternoon.

In many areas farmers have learned that a sure way of keeping migrant children out of their fields during school hours is to make arrangements

with local school boards to have school buses pick up the children and take them to school. In some instances, the farmers have even paid for the bus and, when necessary, have paid the rental fee for books.

A survey, made by the Divisions, of age and last grade attended by 4,182 of the 4,285 children found working during school hours in agriculture showed 57 percent of these minors were in grades below normal for their age. The retardation was especially significant from age 11 through 15. It was 54 percent for 11-year-olds, 65 percent for those aged 13, and a high of 78 percent for boys and girls 15 years of age.

The details on ages and last grade attended by the total number of children are shown below, with the standard of measurement used, in table 5.

TABLE 5.—Age and last school grade attended by children found working in agriculture, fiscal year 1956¹

Age	Below normal grade for age ²			Last grade attended											
	Number	Percent	Total all grades	0	1	2	3	4	5	6	7	8	9	10	11
Total, all ages.....	2,384	57	4,182	70	261	391	484	625	674	643	467	317	177	67	6
6 years.....	0	0	77	22	44	11	0	0	0	0	0	0	0	0	0
7 years.....	12	9	135	12	62	51	10	0	0	0	0	0	0	0	0
8 years.....	74	29	257	5	69	103	64	16	0	0	0	0	0	0	0
9 years.....	119	39	308	1	31	87	99	64	17	9	0	0	0	0	0
10 years.....	179	45	394	4	19	46	110	125	72	17	1	0	0	0	0
11 years.....	259	54	484	4	10	35	78	132	131	81	12	1	0	0	0
12 years.....	327	60	548	3	7	17	44	105	151	142	65	12	2	0	0
13 years.....	396	65	613	5	4	16	22	76	120	153	131	71	13	2	0
14 years.....	465	71	656	6	9	10	26	60	94	129	131	115	67	9	0
15 years.....	553	78	710	8	6	15	31	47	89	112	127	118	95	56	6

¹ 103 minors were omitted for the following reasons: (a) 92 for whom no school information was available; (b) 11 because they were too young to be expected to have attended school.

² The figures between heavy lines in the table indicate normal school attainment for that age child. Based on the usual standard of measurement, developed by the U. S. Office of Education, 6 to 7 is considered normal for attendance in the 1st grade, 7 to 8 for the 2d grade, etc., with attendance of 1 grade each year.

When the grades last attended by local and migrant children were compared, the records showed that 62 percent of the migrants were in grades below normal for their ages, whereas 54 percent of the local children were retarded.

Girls as well as boys had accidents while working on farms during school hours. A 14-year-old girl was killed on a farm in Florida when she fell beneath the wheels of a tractor on which she was riding, and a 13-year-old Maryland boy also was killed when the tractor he was operating turned over. An Arizona girl, aged 14, caught the first and second fingers of her right hand in the chain sprocket of the lettuce planter she was riding and lost the tips of both fingers.

Twelve children under 16 who worked as cotton pickers on a Mississippi farm were injured when the truck transporting them to the fields was knocked off the highway and plunged to the bottom of a dry drainage ditch when another truck, carrying liquid asphalt, tried to pass. The accident

was horrible, according to the State trooper in charge, with children scattered over the highway in asphalt about 6 inches deep. The most seriously injured child had a ruptured spleen.

Child Labor Violations Under the Public Contracts Act

Of the 2,098 establishments investigated for compliance with the Public Contracts Act, 41 had violated the law's child labor provisions by employing 23 boys under 16 years of age and 63 girls 16 or 17 years old. In accordance with the provision in the law that renders an employer liable to the United States in the amount of \$10 for each day that each minor is "knowingly" employed in violation, \$19,441 was collected and deposited in the United States Treasury.

Proof of Age for Young Workers

In order to encourage legal employment of minors by employers subject to the child labor provisions of the acts, the Secretary of Labor has accepted as proof of age, work permits and age certificates issued under State law in 44 States, the District of Columbia, Hawaii, and Puerto Rico. These certificates, which show that the minors are old enough for the job they are to do, are generally issued by representatives of State labor or education departments or by local school officials. They are to be kept on file during the period of the minor's employment. In Alaska, special arrangements have been made for proof of age.

In Idaho, Mississippi, South Carolina, and Texas, Federal certificates for employment in interstate commerce are issued by the Divisions' representatives. A total of 10,282 such certificates were issued in these 4 States during the year. This is an increase of 1,532 certificates over the 8,750 issued in 1955. The increase took place in each of the 4 States and was especially significant in the ages of 16 and 17 years.

Safety and Health Violations

The objective of the Divisions' safety and health program is to assist establishments producing goods for the Federal Government to maintain safety and health conditions as required by the Public Contracts Act. During the year, 1,848 plants were investigated for safety and health conditions. Of this total, 746 establishments were found to have unsafe or unsanitary conditions. Some of the violating plants had inadequate machine guarding. In others, poor housekeeping created fire hazards. There were slippery floor surfaces and lack of guard rails on stairs and elevated platforms which presented serious fall hazards. Some workers were exposed to toxic substances that could cause occupational sickness. Insanitary personal conveniences such as toilets, washing, and eating facilities were also found.

In the majority of cases, management extended the fullest cooperation to correct these conditions when they were pointed out. For example, when the Divisions advised the management of one plant manufacturing precision

parts that an improvement in housekeeping would eliminate a fire hazard, the reaction was that better housekeeping would in addition induce employees to maintain the high quality of workmanship which the firm's products required.

Through the cooperative safety and health inspection plan with the Federal Bureau of Mines, the Divisions were able to correct unsafe conditions in those coal mines where the Federal Bureau of Mines does not have enforcement power. During the year, 93 mines producing coal for the Federal Government came within the Divisions' safety and health program. Many mines corrected unsafe conditions found. Operators took measures to see that miners would not be killed or injured by roof falls, the number one killer in coal mines. They cleared haulage ways, so that employees would not be crushed between walls and mine cars. Steps were taken to prevent fires or explosions due to lack of rock dusting, and to avoid the danger that workers might be electrocuted through faulty electrical equipment or maimed by unguarded cutter chains or other moving parts of mechanical equipment.

Violations of Other Provisions

In 12,000 establishments the records were so inadequate as to make it impossible to determine from them whether or not the establishments were complying with the minimum wage, overtime pay, or child labor provisions of the acts. In an additional 567 cases, falsification of records was disclosed. Other miscellaneous violations included homeworkers employed contrary to the Fair Labor Standards Act, and kickbacks of back wages paid to underpaid employees.

Investigations completed and violations disclosed under the Fair Labor Standards Act and Public Contracts Act are summarized separately in table 6.

TABLE 6.—Violations disclosed by investigations in nonagricultural establishments under the Fair Labor Standards Act and the Public Contracts Act, by act, fiscal year 1956

Item	Findings under Fair Labor Standards Act	Findings under Public Contracts Act
Covered establishments investigated.....	33,136	2,098
Establishments in violation of basic provisions.....	17,976	1,009
Number in violation of minimum wage provisions.....	4,442	56
Number in violation of overtime provisions.....	15,373	477
Number in violation of child labor provisions.....	2,953	41
Number in violation of safety and health provisions.....	(1)	746

¹ Not applicable.

Payment of Back Wages

Violations of the minimum wage and overtime pay provisions resulted in underpayments of more than \$11 million. Through conferences with employers, the Divisions were successful in obtaining agreements to pay over \$6 million in back wages to almost 75,000 employees.

TABLE 7.—*Back wages owed and back wages agreed to under the Fair Labor Standards and Public Contracts Acts, fiscal year 1956*

Item	Number or amount
Investigated establishments in violation of minimum wage and overtime provisions.....	16,777
Agreeing or ordered to pay back wages.....	13,596
Back wages found due.....	\$11,085,952
Back wages for overtime violation.....	\$9,473,050
Back wages for minimum wage violation.....	\$1,612,902
Back wages agreed to.....	\$6,051,909
Number of underpaid employees ¹	112,710
Under overtime provisions.....	97,082
Under minimum wage provisions.....	27,617
Employees for whom back wages were agreed to.....	74,762

¹ The total is an unduplicated count of underpaid employees under either or both provisions.

Detailed statistics on back wages owed annually and on investigations made and violations disclosed in nonagricultural establishments by year, by region and State, by industry, by age and size of establishment, and by basis for investigation are presented in appendix tables D through H.

Ineligible Listing Under Public Contracts Act

Through administrative hearing procedures, firms or persons that violate the minimum wage, overtime pay, safety and health, child labor or other provisions of the Public Contracts Act can be listed as ineligible to contract with any Federal agency for a period of 3 years, unless the Secretary of Labor rules otherwise.

Because of the serious nature of their violations, 6 firms and 10 persons in manufacturing, and 3 coal mines and 5 individuals connected with mining were listed as ineligible for 3 years.

Legal Actions

A total of 690 civil and criminal cases under the Fair Labor Standards Act and the Public Contracts Act were filed. Of the 579 civil actions filed, 551 were commenced under section 16 (c) or 17 of the Fair Labor Standards Act of section 2 of the Public Contracts Act, and 28 represented other civil actions. Criminal actions were instituted in 111 cases.

Proceedings under these acts were completed in 770 cases. A total of 618 injunctions were obtained, 501 by contest and 117 by consent, and 51 other civil actions were closed. Criminal actions under the Fair Labor Standards Act were completed in 101 cases, and convictions were obtained in 93 instances. There was 1 acquittal, and 7 cases were either dismissed or nolle prossed. In addition, Public Contracts Acts administrative proceedings were instituted in 29 cases, and 21 cases were completed during the year.

Fines totaling \$94,632 were imposed by the courts in the criminal cases, and \$1,056.57 in contempt proceedings. Back-wage payments were also made as follows: Criminal cases, \$153,377.96; civil cases, \$269,289.91; and contempt cases, \$18,919.29.

IV. Compliance Through Education

The Divisions undertook a major educational campaign to inform employers, employees, and the general public about the increase in the minimum wage and to remind them of the other requirements of the Fair Labor Standards Act. The program was begun well in advance of the new minimum's effective date, so that business and industry could prepare to make the necessary adjustments that would enable them to come into voluntary compliance by March 1.

Early in January, the Nation's 800,000 establishments with covered employees were sent a circular which called attention to the basic statutory provisions. Attached was the poster which all covered firms must display and a coupon on which the employer could send his own questions to the Divisions. Tens of thousands of firms took advantage of this means to obtain answers to their problems. Also distributed was a "payroll marker," designed to show management how to figure the regular rate of employees in instances where the effective date of the new minimum would not coincide with the first day of the employer's own workweek.

Fourteen illustrated pamphlets, written in layman's language, were prepared. The most comprehensive one was the Handy Reference Guide to the Fair Labor Standards Act, which outlined the application of the law in simple terms. Among the other leaflets were those dealing with such matters as how to compute overtime pay, how to keep time and payroll records, and what constitutes hours worked. Explanations of how to apply some of the major exemptions, such as those for retail establishments, agriculture, and "white collar" employees, were presented in concise language. Several pamphlets dealt exclusively with the child labor provisions. Also published was the first digest of the Public Contracts Act, and answers to some of the most frequently asked questions concerning that law.

The great number of requests received for these publications attests to their suitability for those general informational purposes where the usual recipient would find unnecessary the thorough discussions and analyses contained in the Divisions' official interpretative bulletins and regulations.

To call the attention of management in major industries to the amended law, the Divisions wrote articles on the application of the statutory provisions to specific businesses and elicited the cooperation of editors who published them in leading trade magazines. These articles were so favorably received by employers that many trade associations, including those for banks, garment manufacturers, textiles, and newspapers, reproduced them for their individual members.

Small illustrated posters referring to the new \$1 rate were placed in post offices throughout the Nation and on various Federal, State, and local government office bulletin boards, as well as in chamber of commerce offices and union halls.

Radio, television, and the press enthusiastically supported the Divisions' efforts. A kit of informational materials containing radio scripts, spot announcements, and TV slides won ready acceptance. The hundreds of radio broadcasts and television shows using these materials resulted in an immediate flow of requests to the Divisions for more information, as did the press releases which appeared in daily, weekly, and labor papers. The use of an educational insert in the classified advertising section of newspapers, stressing the minimum wage, was an eminently successful technique in bringing the statutory provisions to the notice of both prospective employers and employees.

Public interest in the amended law was reflected in the requests for speakers which the Divisions received from many types of employer and employee groups, civic and trade organizations, conventions, and service clubs. Regional directors or their representatives reported that their talks were well received and evoked many questions from the audiences.

Wage-Hour officials took part in meetings with veterans' organizations, service clubs, civic societies, and local chambers of commerce. At the request of the United States Chamber of Commerce, the Divisions developed a standardized format for conducting formal clinics which the national chamber desired to sponsor in cooperation with local chambers and the Divisions' representatives.

Although the major stress in informational activities was placed on the new minimum wage, the Divisions continued or expanded other educational programs that had been devised to meet problems of a recurring nature.

For instance, announcements of locally awarded contracts under the Walsh-Healey Act continued to be given newspapers as an aid to business firms. In this way, the needs of contractors who might want to employ subcontractors became known at the community level. Some of the Divisions' offices reported that businessmen called with newspaper clippings in hand asking for more details about how to go about getting Government work.

Press releases giving the names of former employees of firms that had been found to owe these unlocated workers back pay resulted in more than 1,000 men and women receiving the back wages owed them.

A new pattern release concerning criminal prosecutions in Davis-Bacon Act cases was prepared and distributed to regional directors. Other releases which had been used in publicizing various kinds of litigation were revised.

Improvements were made in the program to acquaint more farmers with the 16-year age minimum that applies to farmwork during school hours. A special effort was made to work with groups that have direct relationships with farmers. The United States Sugar Beet Association and the Grange cooperated in distributing the Divisions' publications on child labor in agriculture, and many State agencies also gave these publications to local

growers. The Farm Placement Service sent child labor pamphlets to 48 State offices of the United States Employment Service.

Educational agencies furthered the Divisions' efforts. The United States Office of Education distributed the Divisions' bulletin on the child labor requirements to their coordinators in the 48 States, and many schools throughout the country requested the child labor pamphlets.

As in previous years, there was a summer drive which pointed out the kinds of jobs in which children may be lawfully employed, and a fall program emphasizing the role of the child labor provisions in turning children toward school. Radio scripts, press releases, official speakers, and posters for post office bulletin boards were utilized in these campaigns.

The National Association of Educational Broadcasters cooperated by stressing the requirements of the child labor provisions during the summer vacation. The Divisions prepared a kit containing spot announcements, radio scripts, fact sheets, and child labor publications to assist the association in disseminating information through its radio-TV network.

Previously established contacts with various Indian reservations were maintained. For example, child labor pamphlets were sent to each teacher and each tribal council at Indian agencies in North Dakota. These officials are making efforts to see that Indian children attend school even when they leave the reservation with their parents who work as migratory farm laborers.

Many farmers and crew leaders were found to be taking positive steps to comply with the child labor provisions. In California, a growers' association sent one of the Divisions' pamphlets to all its members. A labor contractor in the same State told an investigator that he patrolled the fields every 15 minutes to make sure no child under 16 slipped into them to work. In Ohio, a large canning company advised growers to obtain work permits for all minors under 18 years of age.

The Divisions participated in departmental committees on migratory labor and youth employment and had an active role with the President's Committee on Migratory Labor and the Interdepartmental Committee on Children and Youth.

V. Administration

FAIR LABOR STANDARDS ACT

The amendment to the minimum wage provisions made it necessary to review all regulations, interpretative bulletins, and public statements of policy for conformance to the new \$1-an-hour minimum rate. All sections which made reference to the former 75-cents-an-hour minimum wage or which contained examples based on hourly rates of less than \$1 were revised.

In making this review, consideration was also given to the need for more extensive revisions of a number of the bulletins to reflect changes in interpretation and policy which had developed since they were issued. Some of them had not been brought fully up to date for several years. Since

changes could not be completed in all cases by the effective date of the amendment, March 1, 1956, it was planned to undertake overall revision of these bulletins as soon as time would permit. The ones completed by the end of the year are discussed below.

Hours Worked

The first bulletin to be brought up to date was the revised interpretative bulletin, Part 785, on hours worked, which was issued in December 1955. This bulletin deals with the determination of working time for which employees must be paid in accordance with the act's minimum wage and overtime pay provisions. The new bulletin explains the proper counting and recording of hours worked in many situations where there have been difficult problems. It contains a discussion of time spent in travel under various circumstances, including travel away from home on the employer's business. It also deals with the problem of time spent in training courses, with special consideration for types of employee training which have become increasingly important because of the shortage of trained and qualified workers in many critical industries. Other problems discussed in the bulletin include the question of rest periods customarily provided during the workday in most industries; time spent in receiving medical attention and in the adjustment of grievances; and the working time of employees on duty for extended periods during which they are given an opportunity for sleep and other personal activities.

Coverage

A new bulletin on the coverage of the act in the construction industry was completed,¹ to supplement the interpretative bulletin on general coverage. In general, the act's provisions apply to construction projects for the maintenance, repair, reconstruction, improvement, replacement, enlargement, or extension of an instrumentality of interstate commerce or a facility for the production of goods for interstate commerce. The bulletin explains that coverage extends to all construction, including construction of new buildings or facilities, which is physically or functionally integrated or closely identified with an existing instrumentality of interstate commerce or facility of production for such commerce. The bulletin also discusses at some length the coverage of employees who produce goods and materials for use in covered construction activities, or who produce electricity or fuel for use in the operation of instrumentalities of commerce.

Agriculture

Interpretative bulletin part, 780-A, was issued in May. This bulletin contains the interpretation of what constitutes "agriculture" for purposes of the minimum wage and overtime exemption in section 13 (a) (6) of the act and the child labor exemption in section 13 (c), as well as the scope and meaning of the terms used in section 13 (a) (6) relating to irrigation activities.

¹ Published in the Federal Register July 20, 1956, as subpart B of part 776 on the general coverage of the act.

Overtime Compensation

Supplemental Unemployment Benefit Plans

A new development in employee compensation this year was the adoption of supplemental unemployment benefit plans in union agreements. These plans are designed to give unemployment benefits, in addition to those provided by State unemployment laws, to laid-off employees. Beginning in December, when the Ford Motor Co. plan was adopted by agreement with the United Automobile Workers, the establishment of these plans became a major objective of collective bargaining.

One of the problems raised in connection with these plans is whether the employer's contribution must be included in the regular rate on which overtime pay is computed under the Fair Labor Standards Act and the Walsh-Healey Public Contracts Act. An employer is permitted to disregard his contributions to such a plan in computing the compensation due his employees under the acts' provisions, if it qualifies as a bona fide employee benefit plan within the requirements of section 7 (d) (4) of the Fair Labor Standards Act. The law does not require that such plans be submitted to the Divisions for approval. However, many employers wish to have the Administrator's opinion as assurance that the plans will not result in violation of the act. Typically, the final adoption of such a plan is made provisional on the Administrator's approval. Over 100 supplemental unemployment benefit plans were submitted to the Divisions for analysis and were approved during the year.

Basic Rate

Regulations, part 548, on the use of "basic" rates for computing overtime pay, were issued to become effective in September 1955. Section 7 (f) (3) of the Fair Labor Standards Act permits the use of such a basic rate if it is "substantially equivalent" to the "regular rate" on which overtime pay is ordinarily computed, as provided in regulations which the Administrator is authorized to issue under this section. The use of such basic rates will simplify bookkeeping and payroll computations for many employers. For example, they are allowed to use the employee's average hourly earnings for a semimonthly pay period instead of the weekly average, or to disregard certain small payments in addition to regular wages, where such payments have only a minor effect on the amount of overtime pay. An explanatory bulletin on the regulations was also issued.

Exemptions

Retail and Related Exemptions

An exemption from the minimum wage and overtime pay provisions applies to the employees of a retail or service establishment which makes more

than 50 percent of its sales of goods or services within the State, if 75 percent or more of its sales are recognized as retail sales and are not for resale. In the case of an establishment which makes or processes the goods it sells, certain additional tests must be met if the exemption is to apply to the manufacturing or processing employees. One of these tests is that the establishment must be recognized in the industry as a retail establishment.

A determination on the application of the exemption to ice manufacturers and dealers was issued. It defines those sales and establishments which are recognized as retail in the industry. A determination for firms engaged in the sale of automobiles, trucks and automotive parts, accessories, and repair services was also completed and ready for publication at the year's end.²

Seasonal Industries Exemption

Industries found by the Administrator to be seasonal in nature are provided a partial exemption from the overtime pay requirements for 14 weeks a year, during which time and one-half need be paid only for hours over 12 a day or 56 a week.

Following a public hearing on whether existing seasonal determinations that apply to the citrus industry in Florida should be revoked, it was determined that canning, packing, and processing operations on the fresh fruit remain within the exemption. The exemption for the dehydration of citrus pulp and waste was revoked.

A determination made in 1940 that the cleaning and preparing of certain grass and forage seed crops is seasonal was brought up to date by adding certain other seeds. The amendment was made without a public hearing, under the shortened procedure provided in the Divisions' regulations after a *prima facie* case is shown.

Executive, Administrative and Professional Exemption

Public hearings were held on whether changes should be made in the level of salaries required for the exemption of executive, administrative, and professional employees from the statutory pay provisions.

Under the present regulations, executive employees must be paid not less than \$55 a week on a salary basis, and administrative and professional employees at least \$75 a week on a salary or fee basis. In Puerto Rico and the Virgin Islands, the corresponding tests are \$30 a week for executives and \$200 a month for administrative and professional employees. The regulations also contain special provisions for such employees who are paid \$100 a week or more.

Testimony presented at the hearings and written statements filed later were under consideration at the year's end.

² Published in the Federal Register July 7, 1956, as section 779.36 of part 779 on retail and service establishment and related exemptions.

Learners, Apprentices, and Handicapped Workers

The new minimum wage led to heightened activity concerning the act's section 14, which provides that learners, apprentices, messengers, and handicapped workers may be employed under special certificates at rates less than the statutory minimum rate, to the extent necessary to prevent the curtailment of opportunities for employment. Conditions for the employment of such workers are set forth in the Administrator's regulations.

Learners

It was necessary to revise the special minimum rates provided for learners under all supplemental industry learner regulations, and to develop appropriate revised learner standards for miscellaneous industries in which learner certificates are issued pursuant to the general learner regulations, part 522.

This program was effected through a series of informal conferences with interested parties in each of the seven industries for which supplemental regulations have been issued, as well as in certain of the miscellaneous industries.

The resulting amendments provided for increases in learner rates bearing about the same relationship to the new statutory minimum as did the learner rates established in 1950 under the 75-cent statutory minimum which became effective January 25, 1950. Under the supplemental industry regulations the following revised hourly learner rates were established: Apparel industry, women's apparel division, 80 cents and 85 cents, and all other divisions, 75 cents and 80 cents; knitted wear industry, 85 cents; glove industry, work glove division, 77½ cents and 85 cents, and all other divisions, 80 cents and 90 cents; hosiery industry, full-fashioned branch, 85 cents and 92½ cents, and seamless branch, 80 cents and 87½ cents; shoe manufacturing industry, 87 cents and 93 cents; cigar industry, 80 cents and 87½ cents; independent telephone industry, 80 cents and 90 cents in exchanges of less than 3,000 stations, and 85 cents and 95 cents in exchanges of 3,000 or more stations. In the miscellaneous industries, the learner standards adopted and uniformly applied to all plants in each industry provided for learner rates ranging from 80 cents to 90 cents an hour.

Action on Learner Applications

The volume of applications requesting certificates authorizing the employment of learners at rates below the statutory minimum was less than anticipated under the new \$1-an-hour statutory minimum and less than the volume received in 1950 when the 75-cent statutory minimum became effective.

A total of 3,985 learner applications were received. Final action was taken on 3,861³ of them, with 3,582 certificates issued and 652 applications

³ In some instances, a single application may result in the issuance of more than one certificate.

denied or withdrawn.⁴ As of the end of the fiscal year, a total of 3,342 certificates were in effect in 3,089 plants, authorizing a maximum of 57,788 learners at any one time. This represented a considerable increase in the utilization of the learner exemption under the amended statutory minimum, but less than that experienced initially under the 75-cent statutory minimum, as follows:

	As of June 30, 1956	As of June 30, 1955	As of June 30, 1950
Number of plants with certificates.....	3,089	1,059	4,713
Number of certificates in effect.....	3,342	1,128	4,966
Maximum number of learners authorized at any one time.....	57,788	20,857	73,351

The apparel industry continued to predominate in the utilization of certificates, accounting for slightly over 50 percent of the total number. The Philadelphia, Birmingham, and Nashville regions also continue to lead in the number of certificates in effect, accounting for 49 percent of the national total. For details of the action taken on applications received during the fiscal year and of the certificates in effect on June 30, 1956, see appendix tables J and K. Slightly over half of all certificates issued entailed modification of the original requests made in the applications. The greatest proportion of these modifications (61 percent) involved a reduction in the number of learners requested, and a second substantial proportion (23 percent) involved denial of special minimum rates for learners in one or more of the occupations requested.

TABLE 8.—*Number of learner certificates granted as requested compared with the number of learner certificates granted with modifications of the original requests, fiscal year, 1956*

Number of applications upon which action was taken.....	3,861
Applications denied or withdrawn.....	652
Applications resulting in certificates.....	3,209
	<i>Number Percent</i>
Certificates issued—all industries.....	3,582 100
Certificates issued as requested.....	1,747 49
Certificates issued, requests modified.....	1,835 51

Type of Modifications:¹

Expansion certificate issued, number of learners reduced.....	272
Expansion certificate requested, normal labor turnover certificate issued.....	125
Normal Labor Turnover certificate issued, number of learners reduced.....	1,085
Certificate issued, other occupations denied.....	558
Certificate issued, learner rate increased.....	167
Certificate issued, learning period reduced.....	108
Certificate issued, learners on specific products not authorized.....	102
Total.....	2,417

¹ Types of modifications may exceed the number of requests modified since more than one modification may be given on the basis of one certificate.

⁴ See appendix table I for a summary of the reasons for denial of certificates.

Student-Learners and Student-Workers in Vocational Training

A total of 625 certificates, each authorizing the employment of a student-learner at special minimum rates, were issued. These certificates provide for the part-time employment training of young students, typically high-school students in their senior year, supplemented by and integrated with school instruction directly related to the job. In addition, effective March 1, 1956, students pursuing bona fide vocational training programs which had been approved prior to that date by school officials and which provided for rates of at least 75 cents per hour were permitted to continue such employment for the remainder of the school year without special certification. A total of 31 certificates authorizing the employment of student-workers were also issued to Seventh-Day Adventist educational institutions, which provide opportunities for employment to needy students in school-operated shops in order to assist them in defraying expenses.

Certificates were denied or applications withdrawn in 225 instances.

Apprentices

Effective March 1, 1956, apprentices employed prior to that date under registered apprenticeship agreements and veterans employed under approved apprentice training programs at 75 cents or more per hour were permitted to continue employment under such agreements without special certification. In addition, 241 apprentice certificates were issued during the fiscal year. Of these, 118 authorized the employment of apprentices at special rates in Puerto Rico.

Handicapped Workers

Certification of Handicapped Workers in Regular Commercial Industry

The number of applications from employers for special rate certificates for their older and otherwise handicapped workers rose sharply following the advent of the \$1-an-hour minimum wage. Comparative figures for certificates issued handicapped workers in regular industry from fiscal 1950 through 1956 are:

1956	4,513
1955	1,865
1954	2,253
1953	2,826
1952	3,660
1951	4,704
1950	6,349

Roughly, one-half the applications in fiscal 1956 listed "age" as the disability. Actually this factor was usually complicated by either disabling health conditions or by the workers' inability, in later life, to adjust to new and unfamiliar lines of work brought about by technological changes. This latter situation was particularly noticeable among the Tampa, Fla., hand cigar workers for whom some 525 certificates were issued, 420 of which

were for workers 50 years of age and over. Many certificated workers were well over 70.

Although scattered applications were received from some 78 different commercial industries, 49 percent of all certificates were issued for workers in 4—namely, hosiery mills, men's and boys' clothing, women's and children's clothing, and hand cigars.

In previous years, certificates for maintenance workers constituted slightly over one-third of the total number of certificates issued. Current fiscal figures show 3,513 (78 percent) were issued for production workers, as against 864 for maintenance workers. Of the production workers employed under special certificates, women outnumbered men 3 to 1.

Certificate rates generally reflected increases in the wage rates paid workers in the various industries. Of the 4,513 certificates issued, 3,092 carried rates of not less than 75 cents, with 400 carrying rates of 90 cents or better. Production workers employed under special certificates generally work at piece rates. Under the terms of the certificate they are required to be paid the same piece rates as are paid nonhandicapped workers. The rate set in the certificate is a base hourly rate, below which the worker may not be paid. The certificate rate for a worker paid at time rates reflects the actual wage paid him.

The Older Unemployed Worker.—Unemployed workers 65 years of age and over are finding it increasingly difficult to secure jobs in regular industry. This condition is particularly pronounced among workers in the unskilled and semiskilled groups. Experience shows that an employer will make application for a special-rate certificate for an employee who is "going downhill" in his earning ability, especially if the worker is a long-time employee. Seldom will an employer make the effort required to secure a special-rate certificate for an aged worker not in his employ even though he may have a job suited to the unemployed person's impaired earning ability. An experiment that was developed to meet this problem is discussed on page 189.

Certification of Handicapped Workers in Non-profit Sheltered Workshops

In addition to the handicapped workers employed under certificates in regular industry, 308 sheltered workshops, providing employment as of the time of their application, to some 17,645 handicapped workers, were certificated in fiscal 1956. That these figures constitute an impressive growth over the previous years is evidenced by the following comparison:

Year	Workshops	Handicapped workers	Year	Workshops	Handicapped workers
1956.....	308	17,645	1952.....	201	(1)
1955.....	262	15,237	1951.....	181	(1)
1954.....	247	13,191	1950.....	149	(1)
1953.....	231	(1)			

¹ Figures not available.

Sheltered workshops are non-profit organizations which, in addition to other services, provide remunerative employment to handicapped persons

who, because of their disabilities, are unable temporarily or permanently to secure and hold jobs in regular competitive industry. A single workshop certificate covers all the shop's handicapped workers who are unable to earn the statutory minimum wage.

The foregoing figures show only the number of handicapped workers employed as of the application date. Workshop officials estimate that over 70,000 handicapped workers were employed in these workshops during the year. The more effective rehabilitation techniques of the past 2 or 3 years coupled with the campaign of the President's Committee on Employment of the Physically Handicapped have enabled workshops to channel increasing numbers of their workers into regular industry.

The Advisory Committee on Sheltered Workshops, which is composed of representatives of workshops, labor, management, and the general public, continued its functions throughout the year of advising the Administrator of the more important advances in the field of rehabilitation that had a bearing on workshop certification procedures under the acts and in making recommendations concerning the administration of these laws as they relate to non-profit workshops.

Consultation Service:—An important continuing function throughout the year has been that of providing consultant service to various local and national governmental and nongovernmental organizations which provide rehabilitation services to handicapped persons. The work includes participating in special related conferences of national scope, forum discussions, and sectional meetings. This educational approach has materially helped in securing a high degree of compliance with the provisions of the acts and in improving working conditions for handicapped workers in non-profit workshops.

Wage Order Program in Puerto Rico and the Virgin Islands

The Fair Labor Standards Act contains special provisions for the establishment of minimum wages for industries in Puerto Rico and the Virgin Islands upon the recommendation of tripartite industry committees. These provisions were first enacted in 1940, after it had become apparent that many industries in those Islands were unable to adjust to the minimum wage standards established for the mainland.

The 1955 amendments made substantial changes in the procedures for the setting of minimum wage rates for the Islands. Commencing July 1, 1956, minimum wage rates for these areas are to be reviewed by industry committees at least once each fiscal year.

In addition, the authority of the Secretary of Labor to approve or disapprove minimum wages recommended by industry committees was eliminated. The act now requires that an industry committee file a report with the Secretary, containing its findings of fact and recommendations. The Secretary must publish these recommendations in the Federal Register and provide by order that they become effective upon the expiration of 15

days from the date of publication. The amendments require that due notice and opportunity shall be given for hearings before industry committees, eliminating hearings before the Secretary of Labor or his authorized representative. The provisions for court review of wage orders were modified in accordance with the new procedure. These sections of the new law became effective August 12, 1955, the date the President approved the amendments.

Pursuant to these provisions and to the statutory mandate that Island rates be raised to the \$1 minimum as rapidly as economically feasible, the Administrator convened 5 industry committees for Puerto Rico and 1 committee for the Virgin Islands during the 1956 fiscal year. A total of 19 wage orders giving effect to industry committee recommendations were made effective. These wage orders involved 52 separate minimum wage rates for industries in Puerto Rico and 10 separate rates for industries in the Virgin Islands. Appendix tables L and M show the new and former minimum wage rates for all industries in Puerto Rico and the Virgin Islands, for which wage orders were issued during the year.

Industry Committees Nos. 17-A through 17-E for Puerto Rico were convened in July and early August 1955, prior to the enactment of the 1955 amendments. These committees were reconvened during August and September, to give additional consideration to their tentative recommendations in the light of the 1955 amendments.

Industry Committees Nos. 18-A through 18-D for Puerto Rico convened in November and December 1955, Committees Nos. 19-A through 19-D convened in January 1956, and Committees Nos. 20-A, 20-B and 20-C convened in February and March 1956. The findings of fact and recommendations of each of these committees were received and wage orders were issued shortly thereafter, putting the recommended rates into effect.

During the latter part of June 1956, Industry Committee No. 21 for Puerto Rico convened to review minimum wages for the sugar industry. The committee recommendation of 90 cents an hour was made in July 1956 and that rate will become effective early in fiscal 1957.

Industry Committee No. 3 for the Virgin Islands convened in March and April 1956 to consider minimum wages for all the Islands' industries. The committee recommendations were received and a single wage order was issued giving effect to all the recommended wage rates.

For a list of all minimum wage rates in effect in Puerto Rico at the end of fiscal 1956 and for a list of the industries in Puerto Rico and the Virgin Islands considered by industry committees during the year, see appendix tables N and O.

In December 1955, the regulations applicable to the employment of homeworkers in the needle trades in Puerto Rico were revised not only to incorporate changes in existing piece rates but also to add rates for new operations which had become important, to change the reporting procedures so as to clarify the responsibility of contractors and subcontractors, and to aid efficient enforcement. In November 1955 a piece-rate revision became

effective under the regulations governing the employment of homeworkers in Puerto Rico in industries other than needlework.

A comprehensive revision was made in the regulations governing the wage order procedure for Puerto Rico and the Virgin Islands, not only to accord with the changes required by the 1955 amendments but also to simplify and expedite the committees' hearings.

In June 1956 the Commonwealth of Puerto Rico enacted the Minimum Wage Act of Puerto Rico, which provides, in some instances, for the establishment of minimum wages equal to or above the existing rates for industries in Puerto Rico subject to the Fair Labor Standards Act, as well as increased rates for some industries engaged in local commerce. This act also provides that minimum wage rates for all industries shall be reviewed at least once every two years by tripartite minimum wage committees. There will be a need to evaluate the effect of the Commonwealth act on the administration of the Federal wage order program.

WALSH-HEALEY PUBLIC CONTRACTS ACT

More than 30,000 contracts were reported to the Divisions in fiscal 1956 by the various contracting agencies of the Government as being subject to the Public Contracts Act. The aggregate value of these contracts was in excess of \$6 billion (see appendix tables P and Q). These figures do not include contracts which are confidential or secret. The substantial Government purchases subject to the act emphasize the importance of the law and indicate that many of the Nation's production workers benefit from its provisions.

Wage Determination Program

Section 1 (b) of the Public Contracts Act authorizes the Secretary of Labor to determine prevailing minimum wages to be paid on contracts subject to the statute. The Secretary has made such determinations for 46 industries. (See appendix table R.) Unclassified contracts for products of these industries during the year exceeded \$3 billion, or slightly more than half of all unclassified awards.

During the course of the 1956 fiscal year, the Secretary of Labor issued 5 final determinations. Two determinations, for office machines and for bituminous coal, were the first ever made for these industries. The Secretary found a prevailing minimum wage of \$1.10 for office machines, with the determination becoming effective on June 18, 1956. For bituminous coal, the determination, effective November 25, 1955, recognized 22 coal districts and made separate findings on prevailing minimum wages for each district, the highest rate found being \$2.346. Approximately four-fifths of the coal produced for the Government comes from districts for which the Secretary determined the prevailing minimum hourly wage to be \$2.245.

Rates for three industries were revised upward. The new determination for the paper and pulp industry, which became effective on December 5,

1955, found a minimum of 99 cents an hour for the paper bag branch and \$1.115 an hour for other products. The revised determination for the envelope industry, also effective on December 5, required a minimum hourly wage of \$1.08. Effective May 7, 1956, the amended determination for the photographic and blueprinting equipment and supplies industry established a minimum wage of \$1.18 an hour.

In addition, the Secretary proposed an industrywide prevailing minimum wage of \$1.26 an hour for the electric lamp industry, with learners permitted for 3 months at not less than \$1.20.⁵

Under section 10 of the act, determinations of prevailing minimum wages are made "on the record after opportunity for a hearing." A hearing for the battery industry was held October 18 and 19.⁶ A hearing for the scientific, industrial and laboratory instruments industry convened on April 16 and continued through April 19, at which time the hearing was recessed until May 24, with the concluding session on May 28. Another hearing covered 36 industries or portions of industries which had some rates in the determinations below the \$1 minimum effective under the Fair Labor Standards Act on March 1, 1956; this hearing was held on February 29.⁷

Typically, the first step in a wage determination proceeding is the convening of labor-management panel conferences, to explore the problems in the industry and to work out plans for obtaining the necessary wage data for wage determination purposes. Such panel conferences were held in five industries: Flour milling, drugs and medicines, industrial chemicals, paints and varnishes, and soap.

At the beginning of the year, two determinations of the Secretary—one for the textile industry, the other for the woolen and worsted industry—were under temporary injunction. In addition, a temporary injunction was issued by the Federal District Court for the District of Columbia on November 22, 1955, against the Secretary's determination for the bituminous coal industry. Each of these injunctions applied only to those companies which filed bonds for the contracts on which they were engaged.

On December 1, 1955, the United States Court of Appeals for the District of Columbia Circuit handed down its decision, reversing an earlier decision by the District Court, and sustaining the Secretary's determination of prevailing minimum wages for the cotton, silk, and synthetic textile branch of the textile industry (*Covington Mills, et al. v. Mitchell*). Subsequently, on February 7, Judge Youngdahl of the Federal District Court for the District of Columbia upheld the Secretary's determination of \$1.20 for the broad-woven goods, yarn and thread branch of the woolen and worsted industry and for pressed felt (*Allendale Co., et al. v. Mitchell*). The com-

⁵ The final decision, issued in July, became effective on August 20.

⁶ The Secretary's proposed determination for the battery industry was issued on August 16, 1956; the proposal would establish minimum hourly rates of \$1.08 for dry batteries, \$1.35 for lead-acid storage batteries, and \$1.34 for other batteries.

⁷ The Secretary's final determination of \$1 an hour for these 36 industries or portions thereof was issued on September 7, 1956.

panies concerned petitioned the United States Supreme Court for writs of certiorari in connection with both the Circuit Court decision in the *Covington* case and the District Court decision in the *Allendale* case. The Supreme Court denied the petition in the *Covington* case in March and refused to reconsider its action in May 1956. The Supreme Court denied the petition in the *Allendale* case in April. On May 23, 1956, Judge Letts of the District Court for the District of Columbia upheld the Secretary's determination for the bituminous coal industry and dissolved the temporary injunction (*Central Pennsylvania Open Pit Mining Assn. v. Mitchell*).

In connection with these court actions, members of the staff of the Divisions assisted the Office of the Solicitor in the analysis and preparation of economic materials.

Administrative Activities

Two partial exceptions from the requirements of the Public Contracts Act were issued by the Secretary of Labor. One of these concerns air carriers on contracts under the Civil Air Fleet Program. This exception was published in the Federal Register on September 21, 1955. The action permitted air carriers subject to title II of the Railway Labor Act to enter into contracts subject to the Public Contracts Act and in furtherance of the Civil Reserve Fleet Program, even though they are not manufacturers or regular dealers. This exception also exempted airline employees from the minimum wage and overtime pay requirements of the Public Contracts Act. The Secretary's decision emphasized that the exemption did not affect liabilities of suppliers of the airlines on such contracts and required the airlines to notify their suppliers accordingly.

The second exception permitted certain types of coal sellers to bid on Government contracts although they did not qualify as regular dealers or manufacturers. It became effective on April 19, 1956. The exception permitted companies to bid and receive Government contracts subject to the act if: (a) They regularly buy and sell coal on their own account in lots of not less than a cargo or railroad carload; or (b) they are authorized by one or more persons engaged in mining coal to negotiate and conclude contracts for the furnishing of coal in cargo or railroad carload lots. The exception attached a number of conditions: The seller should notify the mines that the Public Contracts Act is applicable; apart from the liability of the mines the seller is liable for observance in the mines of all labor standards provided by the act; and the seller should notify the contracting agency that he accepts the contract upon the terms and conditions included in the exception.

In making the exception, the Secretary noted that unless special provision were made, "the effect * * * would be the practical exclusion of the small mine operator from a share in the business of supplying the Government needs."

A new interpretation of the term "day" under the act was announced during the year. This new definition provides that the first day of the

workweek begins at the same hour as the workweek itself, and successive workdays during the workweek begin at the same time each calendar day. Under the earlier interpretation, the workday started at the beginning of the shift or when the employee began to work or reported for work.

The continued high level of Government purchases subject to the act resulted in many inquiries concerning its provisions. Contracting agencies and individual companies continued to direct to the Divisions numerous requests for rulings on such matters as whether certain firms were qualified "manufacturers" or "regular dealers" as required by section 1 (a) of the act, and as defined in the regulations issued under the law.

The Divisions also replied to many inquiries concerning the applicability of the act to certain types of secondary contractors and their employees. Where the prime contractor uses another firm to perform work which is customarily done in the industry, such a secondary contractor is subject to the act.

Other activities included the answering of inquiries as to which prevailing minimum wage determination, if any, is applicable to a particular contract. Such inquiries were received from bidders, contractors, contracting agencies, and employees.

VI. Economic Effects of the Minimum Wage

A comprehensive program for determining the economic effects of the \$1 minimum wage was initiated, in compliance with the 1955 amendments' requirement that the minimum wage be evaluated annually. The previous attempt to obtain a substantial body of empirical data on the effects of minimum wages (after the 75-cent rate was put into effect in January 1950) had yielded some information on the immediate impact but little on the longer-range effects. This was because the outbreak of war in Korea and the subsequent rise in economic activity obscured the effects of the minimum wage.

The planned program comprises a study of economic indicators, industry surveys, locality surveys, a wage distribution study, case studies of heavily affected plants, and followups of complaints of adverse effects. While the Divisions have overall responsibility for the study of minimum wage effects, various phases of the program represent a joint venture of the Divisions and the Bureau of Labor Statistics.

The Bureau of Labor Statistics is conducting three types of wage studies to measure impact—industry studies, a wage distribution study, and locality studies. The first phase of the industry and locality studies covers pay periods shortly before and after March 1, 1956, while data for a year later will be collected in the second phase of the study. Much of the field collection work for the first phase of these studies was completed at the end of the fiscal year, but the data had not been tabulated or analyzed.

The 12 industries selected for the program of studies are confined to geographical areas where the minimum wage is expected to have a substantial impact. These industries—canning, cigars, dress shirts, fertilizer, footwear, processed waste, raw sugar, sawmills, seamless hosiery, tobacco stemming, wooden containers, and work shirts—are for the most part limited to the South. The general plan is to collect data which will show wage distributions, selected wage practices, and general wage changes in a sample of plants for each of the industries.

The ten locality surveys are designed to appraise both the short and long-run effects of the minimum wage on the community wage structure, including direct effects on wages of covered workers previously earning less than \$1 an hour, indirect effects on wages of covered workers earning \$1 or more, and effects on wages of noncovered workers. Ten relatively small communities are the subjects of the studies. In the Northeast, Burlington, Vt., Millville, N. J., and the Sunbury-Shamokin-Mount Carmel area of Pennsylvania have been selected. The seven other localities are in the South—Athens and Dalton, Ga.; Dothan, Ala.; Fort Smith, Ark.; Hickory, N. C.; Meridian, Miss.; and Spartanburg, S. C.

Planning for the wage distribution study—a mail questionnaire survey—had been completed at the end of the year, but data collection had not been started. This study will show the distributions of production workers by straight-time hourly earnings as of April 1956. The manufacturing groups being studied are food, textiles, apparel, furniture, and leather and leather products.

The study of economic indicators designed to measure the overall effects on the economy of the \$1 minimum had just been started at the end of the fiscal year. Secondary data on trends in employment, wages, hours, prices, labor turnover, and other pertinent factors were being analyzed with a view to determine whether the effect of the minimum wage was sufficiently marked to be reflected in the overall economic indicators. Preliminary data for March and April failed to show any unusual change in trend which could be attributed to the new minimum wage.

The followups of complaints of adverse effects were well under way at the close of the fiscal year. Approximately 400 allegations of layoffs attributed to the higher minimum wage were being followed up by the field staff. These followup visits were in the nature of case studies in which the Wage-Hour interviewers attempted to ascertain the facts, such as whether or not there actually were layoffs, and the actions which the employer may have undertaken to offset the impact of the minimum wage.

The other major study in the program, case studies of approximately 300 plants heavily affected by the \$1 minimum wage, is planned for the 1958 fiscal year. Detailed information will be obtained on the methods of adjustment adopted by these plants, such as new machinery, price changes or changes in product, and any change in practices in hiring, training, and retention of personnel.

APPENDIX TABLE A.—Distribution of minors found employed in nonagricultural establishments in violation of the child labor provisions of the Fair Labor Standards Act, by industry and age, fiscal year 1956

Industry group	Total number of minors	Age of minors						
		16-17	14-15	13	12	11	10	9 Under 9
Total, all industries.....	4,831	2,644	1,824	173	82	45	28	12
Manufacturing industries.....	3,062	1,750	1,107	91	48	30	14	8
Food and tobacco products.....	500	249	227	15	7	1	1	
Meat products.....	94	64	28	2				
Dairy products.....	56	30	26					
Canning and preserving.....	94	12	74	4	4			
Grain-mill products.....	26	17	9					
Bakery products.....	65	36	22	5	1		1	
Confectionery and related products.....	22	9	12	1				
Bottled soft drinks.....	90	53	34	2	1			
Manufactured ice.....	13	10	3					
Miscellaneous food products.....	38	17	18	1	1	1		
Tobacco manufactures.....	2	1	1					
Textile, apparel, and leather products.....	521	301	176	7	8	9	8	3
Textile mills (except knitting mills).....	51	32	14		1		1	2
Knitting mills.....	37	31	5	1				
Men's and boys' clothing.....	79	49	28	1	1			
Women's and children's clothing.....	180	96	80		2			
Miscellaneous apparel and accessories.....	25	10	11	1		3		
Trimmings and embroideries.....	8	5	3					
Miscellaneous fabricated textile products.....	42	14	18		1	2	3	
Footwear (except rubber).....	63	46	8	3		1	2	3
Leather and leather products, n. e. c. ¹	36	18	9	1	3	1	2	1
Lumber, furniture, and wood products.....	734	522	168	19	15	4	3	2
Logging camps and logging contractors.....	146	87	46	6	4	1	1	
Sawmills, planing, and plywood mills.....	397	291	81	9	11	1	2	
Wooden containers.....	49	31	14	2		2		
Fixtures and miscellaneous wood products.....	72	59	11	2				
Furniture.....	70	54	16					
Paper, printing, publishing, etc.....	537	271	227	20	10	7		1
Pulp, paper, and paperboard mills.....	1	1						
Converted paper products.....	69	48	10	4	1	5		
Newspapers.....	169	66	97	3	2	1		
Commercial printing.....	209	105	83	12	7	1		
Periodicals, books, and miscellaneous trades.....	89	51	37	1				
Chemicals, rubber, and related products.....	67	31	33	3				
Drugs and medicines.....	5	2	3					
Paints, varnishes, and colors.....	7	5	1	1				
Fertilizers.....	6	2	2	2				
Vegetable and animal oils and fats.....	7	5	2					
Chemicals and allied products, n. e. c. ¹	35	15	20					
Products of petroleum, and coal.....	2	2						
Rubber products.....	5		5					
Stone, clay, and glass products.....	61	40	21					
Clay products and pottery.....	15	4	11					
Cement, concrete, and plaster products.....	22	17	5					
Glass, stone, and nonmetallic mineral products.....	24	19	5					
Metal and related products.....	432	236	172	12	5	4	2	1
Primary metal industries.....	14	6	6	2				
Fabricated metal products.....	172	107	56	3	2	2	1	
Machinery.....	175	88	78	4	3	1	1	
Transportation equipment.....	45	25	20					
Ordnance and accessories.....	5	2	2	1				
Instruments, photographic, optical, and jewelry.....	21	8	10	2		1		

See footnote at end of table.

APPENDIX TABLE A.—*Distribution of minors found employed in nonagricultural establishments in violation of the child labor provisions of the Fair Labor Standards Act, by industry and age, fiscal year 1956—Continued*

Industry group	Total number of minors	Age of minors							
		16-17	14-15	13	12	11	10	9	Under 9
Miscellaneous manufacturing industries.....	210	100	83	15	3	5	-----	1	3
Toys, sporting, and athletic goods.....	65	34	18	8	3	2	-----	-----	-----
Costume jewelry and novelties.....	63	18	33	5	-----	3	-----	1	3
Miscellaneous manufacturing industries, n. e. c. ¹	82	48	32	2	-----	-----	-----	-----	-----
Nonmanufacturing industries.....	1,769	894	717	82	34	15	14	4	9
Mining.....	202	158	43	1	-----	-----	-----	-----	-----
Metal mining.....	11	9	2	-----	-----	-----	-----	-----	-----
Coal mining.....	28	23	5	-----	-----	-----	-----	-----	-----
Crude petroleum and natural gas.....	145	111	33	1	-----	-----	-----	-----	-----
Nonmetallic mining and quarrying.....	18	15	3	-----	-----	-----	-----	-----	-----
Construction.....	135	80	52	1	-----	1	1	-----	-----
Trade: Food and farm products.....	306	105	149	28	17	2	1	-----	4
Consumers' goods.....	129	42	68	12	1	2	1	-----	3
Raw materials.....	52	13	26	8	4	-----	-----	-----	1
Groceries, food, and tobacco products.....	85	49	34	2	-----	-----	-----	-----	-----
Fish and sea foods.....	40	1	21	6	12	-----	-----	-----	-----
Trade (except food and farm products).....	589	332	216	19	3	5	5	4	5
Motor vehicles and equipment.....	78	52	24	1	-----	-----	1	-----	-----
Drugs, chemicals, and allied products.....	44	25	15	3	1	-----	-----	-----	-----
Dry goods and apparel.....	38	12	25	1	-----	-----	-----	-----	-----
Petroleum and its products.....	4	1	3	-----	-----	-----	-----	-----	-----
Beer, wines, and liquors.....	10	7	1	2	-----	-----	-----	-----	-----
Hardware, machinery, electrical goods, etc.....	140	82	51	6	-----	1	-----	-----	-----
Lumber and construction materials.....	48	31	15	1	-----	1	-----	-----	-----
Waste materials.....	59	39	15	3	-----	1	-----	1	-----
Trade, n. e. c. ¹	168	83	67	2	2	2	4	3	5
Finance, insurance, and real estate.....	25	5	17	1	2	-----	-----	-----	-----
Banking.....	18	4	11	1	2	-----	-----	-----	-----
Insurance.....	4	-----	4	-----	-----	-----	-----	-----	-----
Real estate.....	1	1	-----	-----	-----	-----	-----	-----	-----
Finance, n. e. c. ¹	2	-----	2	-----	-----	-----	-----	-----	-----
Transportation, communication, and utilities.....	183	97	71	5	3	3	4	-----	-----
Railroads.....	1	-----	1	-----	-----	-----	-----	-----	-----
Highway transportation and warehousing.....	117	80	34	-----	-----	-----	3	-----	-----
Transportation and transportation services, n. e. c. ¹	26	6	14	2	1	2	1	-----	-----
Communication.....	30	5	19	3	2	1	-----	-----	-----
Heat, light, power, and water.....	9	6	3	-----	-----	-----	-----	-----	-----
Miscellaneous industries, n. e. c. ¹	322	113	167	26	9	4	3	-----	-----
Agricultural and related services.....	98	52	38	1	3	2	2	-----	-----
Business services.....	146	32	86	20	6	1	1	-----	-----
Laundries, cleaning, and related services.....	9	3	5	1	-----	-----	-----	-----	-----
Automobile repair services, and garages.....	3	2	0	1	-----	-----	-----	-----	-----
Miscellaneous repair services, n. e. c. ¹	32	16	16	-----	-----	-----	-----	-----	-----
Motion pictures.....	3	3	-----	-----	-----	-----	-----	-----	-----
Professional and related services.....	11	2	9	-----	-----	-----	-----	-----	-----
Nonmanufacturing industries, n. e. c. ¹	20	3	13	3	-----	1	-----	-----	-----
Agriculture, forestry, and fisheries.....	7	4	2	1	-----	-----	-----	-----	-----
Agriculture.....	-----	-----	-----	-----	-----	-----	-----	-----	-----
Forestry.....	5	4	0	1	-----	-----	-----	-----	-----
Fisheries.....	2	-----	2	-----	-----	-----	-----	-----	-----

¹ Not elsewhere classified.

APPENDIX TABLE B.—*Results of investigations under the Fair Labor Standards Act in agricultural establishments, primary investigations and reinvestigations, fiscal year 1956*

Region and State	All investigations		Primary investigations		Reinvestigations	
	Estab- lishments investi- gated	Estab- lishments in vio- lation	Estab- lishments investi- gated	Estab- lishments in vio- lation	Estab- lishments investi- gated	Estab- lishments in vio- lation
United States.....	3,210	1,910	2,695	1,762	515	148
I. Boston.....	45	29	40	24	5	5
Maine.....	43	27	39	23	4	4
Massachusetts.....	1	1			1	1
Vermont.....	1	1	1	1		
II. New York City.....	142	39	115	30	27	9
New Jersey.....	75	38	54	29	21	9
New York.....	67	1	61	1	6	0
III. Philadelphia.....	95	33	75	24	20	9
Delaware.....	17	8	13	6	4	2
Maryland.....	36	9	25	5	11	4
Pennsylvania.....	42	16	37	13	5	3
IV. Birmingham.....	671	527	603	516	68	11
Alabama.....	363	301	322	297	41	4
Florida.....	14	13	13	12	1	1
Georgia.....	138	133	132	132	6	1
Mississippi.....	108	35	91	33	17	2
South Carolina.....	48	45	45	42	3	3
V. Cleveland.....	110	43	67	33	43	10
Michigan.....	15	10	5	5	10	5
Ohio.....	95	33	62	28	33	5
VI. Chicago.....	369	77	253	62	116	15
Illinois.....	121	31	88	25	33	6
Indiana.....	128	17	88	13	40	4
Minnesota.....	69	20	40	16	29	4
Wisconsin.....	51	9	37	8	14	1
VII. Kansas City.....	128	55	86	40	42	15
Colorado.....	42	24	30	19	12	5
Iowa.....	2	0	2	0		
Missouri.....	1	1	1	1		
Nebraska.....	70	23	44	15	26	8
North Dakota.....	13	7	9	5	4	2
VIII. Dallas.....	709	679	652	646	57	33
Arkansas.....	72	70	68	68	4	2
Louisiana.....	44	39	38	38	6	1
New Mexico.....	19	19	18	18	1	1
Oklahoma.....	52	48	46	46	6	2
Texas.....	522	503	482	476	40	27

APPENDIX TABLE B.—*Results of investigations under the Fair Labor Standards Act in agricultural establishments, primary investigations and reinvestigations, fiscal year 1956—Continued*

Region and State	All investigations		Primary investigations		Reinvestigations	
	Estab- lishments investi- gated	Estab- lishments in vio- lation	Estab- lishments investi- gated	Estab- lishments in vio- lation	Estab- lishments investi- gated	Estab- lishments in vio- lation
IX, San Francisco	492	213	428	195	64	18
Arizona.....	16	2	12	1	4	1
California.....	269	124	228	110	41	14
Idaho.....	8	8	8	8	—	—
Montana.....	10	1	7	1	3	0
Nevada.....	13	6	9	6	4	0
Oregon.....	57	16	45	13	12	3
Utah.....	25	17	25	17	—	—
Washington.....	94	39	94	39	—	—
X, Nashville	264	140	224	125	40	15
Kentucky.....	75	6	56	5	19	1
Tennessee.....	62	26	54	24	8	2
Virginia.....	127	108	114	96	13	12
West Virginia.....	—	—	—	—	—	—
San Juan, P. R.....	28	1	28	1	—	—
Other Offices: Hawaii.....	14	0	13	0	1	0
Raleigh: North Carolina.....	143	74	111	66	32	8

APPENDIX TABLE C.—*Farms visited and summary of findings of special child labor investigations in agriculture, by region and state, fiscal year 1956*

Region and State	Farms visited, no violations found ¹	Farms in violation of child labor provisions	Minors under 16 employed in violation			
			Local labor		Nonlocal labor	
			Under 14	14-15	Under 14	14-15
United States.....	1,459	1,910	1,648	916	1,230	491
I. Boston.....	16	29	10	5	40	17
Connecticut.....						
Maine.....		27	10	4	38	17
Massachusetts.....		1			2	
New Hampshire.....						
Rhode Island.....						
Vermont.....		1		1		
II. New York City.....	103	39	2	3	55	17
New Jersey.....		38	1	3	55	16
New York.....		1	1			1
III. Philadelphia.....	109	33	21	25	18	3
Delaware.....		8	7	6	2	
Maryland.....		9	3	8	10	2
Pennsylvania.....		16	11	11	6	1
IV. Birmingham.....	144	527	719	217	7	1
Alabama.....		301	275	96		
Florida.....		13	32	11	2	
Georgia.....		133	231	75	3	
Mississippi.....		35	67	18	2	1
South Carolina.....		45	114	17		
V. Cleveland.....	67	43		2	55	38
Michigan.....		10			19	5
Ohio.....		33		2	36	33
VI. Chicago.....	292	77	10	16	94	76
Illinois.....		31	3	3	31	31
Indiana.....		17		1	32	11
Minnesota.....		20	2	3	18	24
Wisconsin.....		9	5	9	13	10
VII. Kansas City.....	140	55	10	21	31	38
Colorado.....		24	6	10	13	16
Iowa.....						
Kansas.....		1		1		
Missouri.....		23	4	9	8	14
Nebraska.....		7		1	10	8
North Dakota.....						
South Dakota.....						
Wyoming.....						
VIII. Dallas.....	61	679	418	409	404	134
Arkansas.....		70	140	54	10	9
Louisiana.....		39	43	16		
New Mexico.....		19	6	12	5	4
Oklahoma.....		48	9	5	77	21
Texas.....		503	220	322	312	100
IX. San Francisco.....	279	213	55	84	471	144
Arizona.....		2		1	5	1
California.....		124	43	28	403	107
Idaho.....		8		1	7	6
Montana.....		1			7	3
Nevada.....		6	2	2	7	1
Oregon.....		16	2	5	13	11
Utah.....		17	6	2	21	10
Washington.....		39	2	45	8	5

See footnote at end of table.

APPENDIX TABLE C.—Farms visited and summary of findings of special child labor investigations in agriculture, by region and state, fiscal year 1956—Continued

Region and State	Farms visited, no violations found ¹	Farms in violation of child labor provisions	Minors under 16 employed in violation			
			Local labor		Nonlocal labor	
			Under 14	14-15	Under 14	14-15
X. Nashville.....	124	140	202	82	52	23
Kentucky.....		6	9	5		
Tennessee.....		26	52	21	8	2
Virginia.....		108	141	56	44	21
West Virginia.....						
San Juan.....	27	1	1	1		
Puerto Rico.....		1	1	1		
Virgin Islands.....						
Other Offices.....	28	0	0	0		
Alaska.....						
District of Columbia.....						
Hawaii.....						
Raleigh: North Carolina.....	69	74	200	51	3	

¹ Includes 159 child labor visits on farms which did not have any hired labor or covered employees; distribution by State not available.

APPENDIX TABLE D.—*Monetary violations disclosed and back wages agreed to as a result of investigations in nonagricultural establishments under the Fair Labor Standards Act, during the period October 1938 through June 30, 1956, and under the Public Contracts Act during the period October 1942 through June 30, 1956, by fiscal year*

Fiscal year	Number of establishments investigated	In violation of the minimum wage and overtime provisions			Back wages agreed to			
		Number of establishments	Employees underpaid	Back wages owed	Number of establishments	Employees	Amount	Average amount per establishment
All years, total.....	685,884	338,077	(1)	(1)	263,083	3,786,146	\$162,458,262	\$618
1939.....	402	167	(1)	(1)	161	3,514	51,898	322
1940.....	3,861	2,386	(1)	(1)	2,297	70,233	1,714,494	746
1941.....	53,248	23,496	(1)	(1)	20,142	379,984	11,540,889	573
1942.....	74,914	39,910	(1)	(1)	28,916	578,545	20,920,956	724
1943.....	61,170	29,328	(1)	(1)	19,701	389,467	16,824,021	854
1944.....	54,431	24,840	(1)	(1)	20,622	534,422	18,620,369	903
1945.....	44,271	22,257	(1)	(1)	19,064	442,516	15,824,377	830
1946.....	43,832	21,051	364,721	\$21,623,799	17,082	271,478	18,390,826	782
1947.....	40,360	19,760	311,236	18,575,149	14,952	212,256	8,894,186	593
1948.....	30,063	15,320	184,365	10,757,914	9,582	102,794	4,256,761	444
1949.....	31,916	17,368	186,310	12,186,857	10,780	210,333	4,270,085	399
1950.....	25,881	12,435	130,872	9,594,828	8,931	95,604	4,081,193	457
1951.....	31,869	16,898	139,038	11,262,961	14,215	144,792	6,696,995	469
1952.....	39,109	20,377	208,078	15,683,892	17,055	114,770	8,467,698	496
1953.....	38,649	20,853	193,111	16,524,967	16,221	85,049	8,282,043	511
1954.....	39,430	18,779	141,368	13,774,248	14,498	81,330	6,485,545	447
1955.....	39,330	19,395	128,794	12,181,077	13,310	74,762	6,165,117	403
1956.....	33,148	16,777	112,710	11,685,952	13,596	74,762	6,051,909	445

1 Not available. 2 Estimated.

APPENDIX TABLE E.—Summary of findings in nonagricultural establishments investigated under the Fair Labor Standards and Public Contracts Acts, by region and state, fiscal year 1956

Region and State	Investigated establishments		Establishments in violation of basic provisions ¹					Employees under-paid			Back wages owed			Back wages agreed to		
	Num-ber	Number of covered employ-ees	Total	Min-imum wage	Over-time	Child labor	Safety and health	Min-imum wage and over-time	Over-time	Total	Minimum wage	Overtime	Estab-lish-ments	Amount	Em-ploy-ees	
I. United States																
I. Boston	33, 148	1, 581, 641	18, 461	4, 468	15, 484	2, 974	746	112, 710	27, 617	97, 082	\$11, 085, 952	\$1, 612, 902	\$0, 473, 050	13, 596	\$6, 051, 909	74, 762
Connecticut	2, 507	145, 816	1, 218	194	1, 014	263	29	6, 243	1, 157	5, 381	594, 822	51, 455	543, 367	855	320, 459	4, 093
Maine	545	34, 459	248	24	215	39	1	1, 059	53	1, 044	107, 730	4, 378	103, 352	177	51, 161	777
Massachusetts	325	12, 935	172	58	147	26	0	1, 450	447	1, 146	75, 151	12, 777	62, 374	116	31, 843	660
New Hampshire	907	65, 677	483	61	391	137	18	2, 583	364	2, 275	300, 768	16, 412	284, 356	347	176, 505	1, 769
Rhode Island	210	12, 734	112	10	85	29	5	371	107	267	30, 268	4, 257	26, 011	72	12, 837	302
Vermont	345	13, 634	135	27	114	27	4	515	116	431	57, 202	11, 453	45, 749	88	32, 718	379
	175	6, 377	68	14	62	5	1	265	70	218	23, 703	2, 178	21, 525	55	15, 395	176
II. New York City																
II. New York City	6, 009	279, 451	2, 879	487	2, 551	254	63	13, 022	1, 902	11, 535	1, 086, 811	89, 514	997, 297	2, 289	606, 361	8, 851
New Jersey	950	73, 490	538	76	458	112	15	3, 043	336	2, 806	262, 249	18, 972	243, 277	411	146, 975	1, 811
New York	5, 059	205, 961	2, 341	411	2, 093	142	48	9, 979	1, 566	8, 729	824, 562	70, 542	754, 020	1, 878	459, 386	7, 040
III. Philadelphia																
III. Philadelphia	2, 694	170, 225	1, 437	320	1, 212	220	38	9, 573	1, 883	8, 147	1, 000, 723	114, 420	886, 303	1, 072	563, 186	6, 821
Delaware	84	4, 493	31	7	28	6	0	309	17	299	19, 756	427	19, 329	24	5, 466	93
Maryland	495	28, 009	290	55	211	34	31	2, 224	651	1, 717	203, 072	40, 174	162, 898	187	115, 705	1, 446
Pennsylvania	2, 115	137, 723	1, 146	258	973	180	7	7, 040	1, 215	6, 131	777, 895	73, 819	704, 076	861	442, 015	5, 282
IV. Birmingham																
IV. Birmingham	2, 365	128, 491	1, 610	585	1, 271	344	80	12, 664	4, 874	10, 071	1, 191, 144	279, 319	911, 825	1, 130	639, 154	7, 767
Alabama	571	33, 784	324	133	246	74	22	2, 592	1, 225	2, 116	228, 118	75, 903	162, 215	198	92, 815	1, 173
Florida	670	21, 296	554	165	435	177	23	4, 407	1, 099	3, 787	397, 577	50, 896	346, 681	403	228, 752	2, 700
Georgia	532	32, 071	377	143	321	82	19	3, 398	1, 602	2, 392	327, 224	85, 242	241, 982	290	201, 837	2, 322
Mississippi	276	22, 022	175	74	120	45	8	1, 102	478	869	104, 988	32, 830	72, 158	113	65, 694	851
South Carolina	216	19, 348	180	70	149	16	8	1, 165	470	907	133, 237	34, 448	98, 789	126	50, 056	721
V. Cleveland																
V. Cleveland	2, 590	140, 946	1, 387	214	1, 086	245	160	6, 230	820	5, 733	663, 863	41, 819	622, 044	941	403, 766	4, 343
Michigan	912	50, 472	491	86	449	24	23	2, 538	218	2, 418	234, 850	10, 246	224, 604	412	142, 126	1, 895
Ohio	1, 678	90, 474	896	128	637	221	137	3, 692	602	3, 315	429, 013	31, 573	397, 440	529	261, 630	2, 448
VI. Chicago																
VI. Chicago	3, 518	213, 928	1, 751	226	1, 417	328	115	7, 108	1, 047	6, 340	713, 000	54, 054	638, 946	1, 187	515, 716	5, 206
Illinois	1, 568	110, 388	854	100	645	170	110	3, 102	579	2, 649	303, 761	23, 378	280, 413	545	219, 791	2, 185
Indiana	600	40, 183	305	39	264	56	0	1, 248	137	1, 172	147, 831	12, 273	135, 658	225	103, 000	918

Minnesota.....	643	26,482	307	54	259	57	3	1,117	169	993	141,787	12,516	129,271	213	102,126	788
Wisconsin.....	707	36,875	285	33	249	45	2	1,641	162	1,526	119,491	5,887	113,604	204	90,799	1,315
VII. Kansas City.....	2,928	76,737	1,335	273	1,170	172	28	6,135	1,035	5,799	707,465	84,062	623,403	1,070	381,751	3,820
Colorado.....	242	5,672	109	18	98	13	1	852	98	705	90,167	16,357	73,810	73	36,174	463
Iowa.....	508	15,017	194	42	168	20	2	748	120	103	91,543	11,943	79,600	155	53,432	461
Kansas.....	368	6,540	188	28	174	24	0	1,114	86	1,098	127,353	9,944	117,409	151	73,399	661
Missouri.....	1,440	37,513	642	141	550	74	22	5,514	614	2,355	270,214	38,394	231,820	531	163,067	1,692
Nebraska.....	1,193	8,811	104	27	91	16	3	483	92	438	76,303	5,400	70,903	82	26,714	304
North Dakota.....	41	630	27	4	25	4	0	127	18	260	15,891	6,022	14,869	28	11,980	89
South Dakota.....	104	1,948	59	10	52	10	0	268	11	260	32,020	817	31,203	45	13,725	123
Wyoming.....	32	586	12	3	12	1	0	29	6	25	4,004	285	3,719	10	3,310	27
VIII. Dallas.....	3,768	104,855	2,991	906	2,557	582	108	21,362	6,167	18,837	2,347,353	467,358	1,879,995	2,198	1,270,105	13,738
Arkansas.....	521	18,498	418	172	314	157	0	2,237	1,184	1,466	210,143	82,290	127,853	303	123,114	1,685
Louisiana.....	747	24,472	611	170	536	182	17	4,496	1,628	4,407	627,192	110,172	517,020	432	337,934	3,228
New Mexico.....	296	2,732	133	27	114	14	7	714	77	1,092	62,997	3,450	59,547	94	33,941	487
Oklahoma.....	492	10,128	384	100	334	54	14	2,075	450	1,924	207,241	34,536	172,705	308	150,333	1,689
Texas.....	1,802	49,005	1,445	388	1,259	275	70	10,900	2,628	10,043	1,239,780	236,910	1,002,870	1,056	624,783	6,749
IX. San Francisco.....	2,832	118,127	1,568	235	1,426	245	53	11,798	898	11,427	1,291,899	46,658	1,245,241	1,191	620,373	7,080
Arizona.....	125	2,970	67	10	60	5	0	485	43	461	49,634	724	48,910	49	43,039	390
California.....	1,654	75,001	862	119	796	124	51	8,013	569	7,747	898,978	24,447	874,531	698	400,241	4,460
Idaho.....	139	5,563	70	1	95	9	1	233	14	152	52,154	798	51,354	51	23,009	280
Montana.....	53	1,443	39	3	27	5	0	233	9	229	20,822	141	20,681	18	4,919	112
Nevada.....	66	1,445	32	4	31	4	0	251	8	228	26,192	2,570	23,622	22	4,912	112
Oregon.....	302	12,441	187	23	162	37	0	878	80	898	90,146	3,574	86,572	143	64,992	709
Utah.....	102	2,874	61	17	53	10	0	389	39	367	33,166	2,882	30,284	37	11,497	188
Washington.....	401	16,724	259	48	232	51	1	1,119	156	1,075	111,099	11,622	99,487	203	64,704	829
X. Nashville.....	2,078	94,553	1,410	604	1,083	292	43	8,718	3,110	7,047	847,087	239,552	607,535	938	376,277	5,293
Kentucky.....	484	20,807	326	160	264	65	12	2,338	778	2,031	262,355	52,856	199,499	212	79,923	1,297
Tennessee.....	738	35,705	471	206	315	74	23	2,738	1,251	1,937	295,566	113,574	181,992	294	116,526	1,905
Virginia.....	649	23,405	499	199	405	134	6	2,602	775	2,288	292,049	60,750	171,319	369	142,134	1,518
West Virginia.....	207	14,546	114	39	99	19	2	1,020	306	811	97,097	12,372	84,725	72	37,693	533
San Juan.....	610	33,522	274	228	177	1	3	5,464	3,465	3,420	152,355	78,197	74,158	232	125,963	4,837
Puerto Rico.....	592	33,393	296	224	171	1	1	5,443	3,450	3,402	151,693	77,773	73,890	224	125,271	4,816
Virgin Islands.....	18	129	8	4	6	0	2	21	15	18	692	424	268	8	692	21
Other Offices.....	444	9,247	194	58	175	6	2	1,450	165	1,377	256,742	16,697	240,045	153	91,804	767
Alaska.....	21	322	13	3	13	2	1	111	9	111	37,395	4,514	32,881	9	18,119	52
District of Columbia.....	265	6,720	100	27	94	4	0	825	86	778	184,972	5,706	149,266	67	32,312	288
Hawaii.....	158	2,205	81	28	68	0	1	514	70	488	64,375	6,477	57,898	77	41,373	427
Raleigh: North Carolina.....	805	65,743	407	138	345	22	24	2,943	1,094	2,298	232,688	49,797	182,891	345	137,004	2,146

¹ Violations of the basic provisions include minimum wage, overtime, and child labor violations of either or both acts, and violation of the safety and health provisions of the Public Contracts Act.

APPENDIX TABLE F.—Violations disclosed by investigation in nonagricultural establishments under the Fair Labor Standards and Public Contracts Acts, by industry, fiscal year 1956

PART 1. COVERED ESTABLISHMENTS AND ESTABLISHMENTS IN VIOLATION

Industry group	Estimated number of covered establishments	Establishments Investigated		Establishments in violation of basic provisions ¹			
		Number	Percent of estimated establishments	Total	Minimum wage	Overtime	Child labor
Total, all industries	762,586	33,148	4	18,461	4,468	15,484	2,974
Manufacturing industries	255,742	17,376	7	9,216	2,151	7,411	1,822
Food and tobacco products	34,082	2,176	6	1,312	364	1,122	265
Meat products	4,105	376	9	259	67	226	59
Dairy products	4,568	229	5	122	51	95	31
Canning and preserving	2,673	372	14	213	51	161	46
Grain-mill products	3,576	194	5	114	31	101	19
Bakery products	5,468	229	156	139	30	139	31
Confectionary and related products		115		67	15	60	11
Bottled soft drinks		226		148	57	136	37
Manufactured ice	12,869	67	6	45	20	42	7
Miscellaneous food products		310		164	32	141	22
Tobacco manufactures	843	58	7	24	10	21	2
Textile, apparel, and leather products	45,948	4,449	10	2,226	793	1,684	314
Textile mills (except knitting mills)	5,068	410	7	211	32	181	32
Knitting mills	3,269	380	12	155	55	116	19
Men's and boys' clothing	5,549	731	13	374	178	248	52
Women's and children's clothing		1,812		944	372	720	114
Miscellaneous apparel and accessories		240		95	44	62	15
Trimings and embroideries	25,910	171	10	72	20	58	6
Miscellaneous fabricated textile products		289		148	42	113	28
Footwear (except rubber)	1,467	197	13	113	20	96	28
Leather and leather products, n. e. c. ²	3,785	219	6	114	30	90	20
Lumber, furniture and wood products	41,748	2,374	6	1,494	361	1,183	476
Lumber							
Furniture							
Logging camps and logging contractors	2,177	244	11	197	64	124	92
Sawmills, planing, and plywood mills	26,247	1,178	4	755	213	611	258
Wooden containers		124		78	17	65	29
Fixtures and miscellaneous wood products, n. e. c. ³		391		211	31	173	45
Furniture	13,324	437	7	253	36	210	52

Paper, printing, publishing, etc.

Pulp, paper, and paperboard mills	1,044	29	3	13	1	12	243
Converted paper products	3,734	349	9	187	23	150	1
Newspapers	5,773	121	2	85	25	69	43
Commercial printing	12,474	597	5	303	82	222	115
Periodicals, books, and miscellaneous trades	9,888	365	4	146	19	112	44
Chemicals, rubber, and related products	14,270	802	6	390	71	317	41
Drugs and medicines		63		24	6	20	4
Paints, varnishes, and colors		79		30	3	30	4
Fertilizers		36	5	27	12	26	4
Vegetable and animal oils and fats	11,483	55		36	5	32	5
Chemicals and allied products, n. e. c.		370		151	29	114	19
Products of petroleum and coal	1,684	96	6	61	6	51	1
Rubber products	1,103	103	9	51	10	44	4
Stone, clay, and glass products	10,911	500	5	275	51	247	37
Clay products and pottery		111		63	13	56	10
Cement, concrete, and plaster products		202	5	122	19	115	15
Glass, stone, and nonmetallic mineral products	10,911	187		90	19	76	12
Metal and related products	95,334	4,290	7	2,153	223	1,779	330
Primary metal industries		261	4	121	12	106	12
Fabricated metal products	5,809	1,718	9	825	84	694	129
Machinery	19,255	1,557	6	798	70	631	136
Transportation equipment	26,053	380	8	232	31	200	31
Trucks, automobiles, and other motor vehicles	4,494	33	21	24	2	15	4
Ordnance and accessories	160	341	10	153	24	133	18
Instruments, photographic, optical, and jewelry	3,473						
Miscellaneous manufacturing industries	16,536	1,324	8	632	138	514	116
Toys, sporting, and athletic goods		212		119	31	90	24
Costume jewelry and novelties	16,536	465	8	193	60	160	33
Miscellaneous manufacturing industries, n. e. c.		647		320	47	264	59
Nonmanufacturing industries	506,844	15,772	3	9,245	2,317	8,073	1,152
Mining	40,736	1,472	4	1,003	198	845	134
Metal mining		108	7	65	8	60	8
Coal mining	1,500	510	6	353	89	253	27
Crude petroleum and natural gas	7,885	601	2	424	68	379	82
Nonmetallic mining and quarrying	27,152	258	6	161	33	150	17
Construction	4,169						
Construction	28,814	1,840	6	1,153	109	1,094	98
Trade: Food and farm products	40,740	1,855	5	1,085	347	902	173
Consumers, goods		601	5	396	125	327	75
Raw materials	13,293	284	5	190	72	157	31
Groceries, food, and tobacco products	5,600	800	4	87	148	410	62
Fish and sea foods	21,847	20		12	2	8	3

See footnotes at end of table.

APPENDIX TABLE F.—Violations disclosed by investigation in nonagricultural establishments under the Fair Labor Standards and Public Contracts Acts, by industry, fiscal year 1956—Continued

PART 1. COVERED ESTABLISHMENTS AND ESTABLISHMENTS IN VIOLATION

Industry group	Estimated number of covered establishments	Establishments investigated		Establishments in violation of basic provisions ¹			
		Number	Percent of estimated covered establishments	Total	Minimum wage	Overtime	Child labor
Trade (except food and farm products)	142,133	4,892	3	2,763	572	2,460	394
Motor vehicles and equipment	14,839	472	3	313	58	280	57
Drugs, chemicals and allied products	5,987	237	4	113	34	95	25
Dry goods and apparel	11,756	225	2	117	28	98	22
Petroleum and its products	20,596	261	1	154	33	139	4
Beer, wines, and liquors	6,594	186	3	85	20	76	7
Hardware, machinery, electrical goods, etc.	45,541	1,621	4	924	132	858	115
Lumber and construction materials	6,570	1,382	6	237	39	210	33
Waste materials	6,231	550	9	306	107	296	43
Trade, n. e. c.	24,019	958	4	514	121	438	88
Finance, insurance, and real estate	93,142	1,616	2	755	286	643	23
Banking	16,815	875	5	416	173	337	16
Insurance	47,623	340	1	148	52	128	4
Real estate	7,184	123	2	65	33	60	1
Finances, n. e. c.	21,570	278	1	126	28	118	2

Transportation, communication, and utilities.....							
	83,757	1,974	2	1,154	319	995	127
Railroads.....	5			3	2		1
Highway transportation and warehousing.....	1,270		2	703	191	591	87
Transportation and transportation services, n. e. c. ²	241		3	161	42	144	12
Communication.....	10,592		3	239	77	215	23
Heat, light, power, and water.....	7,495		1	48	7	45	4
Miscellaneous industries, n. e. c. ²	77,522	2,116	3	1,325	424	1,132	199
Agricultural and related services.....	1,317	493	37	402	178	331	72
Business services.....	40,570	856	2	465	154	384	72
Laundries, cleaning, and related services.....	1,528	38	7	23	5	17	7
Auto repair services and garages.....	1,338	42	3	31	4	31	3
Miscellaneous repair services, n. e. c. ²	4,064	310	8	178	36	160	28
Motion pictures.....	905	41	5	113	3	11	3
Professional and related services.....	20,987	285	1	160	21	153	8
Nonmanufacturing industries, n. e. c. ²	7,481	81	1	53	22	46	7
Forestry and fisheries.....		7		7	2	2	4
Forestry.....		3		3	1		2
Fisheries.....		4		4	1	2	2

¹ Violations of basic provisions include minimum wage, overtime, and child labor provisions of either or both acts, and violations of safety and health provisions of the Public Contracts Act.

² Not elsewhere classified

PART 2. BACK WAGES OWED AND EMPLOYEES UNDERPAID

Industry group	Estimated number of covered employees	Covered employees in establishments investigated		Back wages owed			Employees underpaid			Back wages agreed to	
		Number	Percent of employees covered	Establishments in violation of minimum wage and overtime	Amount		Total	Minimum wage	Over-time	Number of establishments	Amount
					Total	Minimum wage					
Total, all industries	23,976,000	1,581,641	7	16,777	\$11,085,952	\$1,612,902	112,710	27,617	97,082	13,596	\$6,051,000
Manufacturing industries	15,448,000	1,206,233	8	8,101	4,788,435	765,885	56,079	17,111	45,968	6,632	2,574,906
Food and tobacco products	1,530,000	123,987	8	1,200	1,123,714	185,818	11,370	3,456	9,337	914	479,787
Meat products	15,935	15,935	239	239	192,555	28,988	1,861	619	1,428	180	106,851
Dairy products	6,427	6,427	111	111	130,709	27,194	1,014	283	838	84	73,504
Canning and preserving	46,092	46,092	182	182	325,904	35,733	4,793	1,397	3,676	144	59,440
Grain-mill products	8,612	8,612	104	104	74,218	14,217	549	136	500	184	48,842
Bakery products	17,705	17,705	141	141	134,122	10,222	994	230	927	183	53,826
Confectionery and related products	7,992	7,992	63	63	25,218	4,349	393	181	365	53	20,771
Bottled soft drinks	2,475	2,475	140	140	100,892	66,132	568	276	495	110	40,608
Bottled ice cream	1,461	1,461	44	44	81,609	25,211	399	196	358	32	35,682
Miscellaneous food products	14,844	14,844	152	152	40,479	4,284	538	98	560	125	34,434
Tobacco manufacturers	8,533	8,533	24	24	9,098	970	201	40	190	19	5,829
Textile, apparel, and leather products	2,654,000	382,509	14	2,071	785,556	215,763	14,121	7,572	8,416	1,769	451,224
Textile mills (except knitting mills)	46,579	46,579	189	189	99,050	5,944	983	201	891	162	59,630
Knitting mills	41,414	41,414	143	143	59,206	8,684	1,008	639	501	124	38,404
Men's and boys' clothing	11,635	11,635	349	349	121,898	41,023	2,782	1,869	1,162	300	86,915
Women's and children's clothing	107,130	107,130	865	865	271,955	76,751	5,697	3,031	3,781	780	152,831
Misc. apparel and accessories	18,020	18,020	96	96	23,305	2,287	870	596	336	73	15,324
Trimings and embroideries	5,152	5,152	66	66	10,419	2,559	234	57	184	54	8,963
Miscellaneous fabricated textile products	11,320	11,320	136	136	70,593	28,499	42,074	764	328	114	32,402
Footwear (except rubber)	30,441	30,441	99	99	83,633	35,460	1,252	735	1,009	84	32,946
Leather and leather products, n. e. c.	10,818	10,818	105	105	39,614	7,626	550	116	456	78	23,809
Lumber, furniture, and wood products	987,000	87,949	9	1,238	894,568	144,248	8,961	2,461	8,269	964	433,606
Logging camps and logging contractors	4,595	4,595	128	128	174,402	29,885	1,217	554	1,086	61	27,312
Sawmills, planing, and plywood mills	40,514	40,514	642	642	431,640	96,563	5,042	1,548	4,653	515	258,579
Wooden containers	4,693	4,693	67	67	42,804	2,191	503	90	479	52	19,189

Figures and miscellaneous wood products, n. e. c.1	10,474	183	85,981	5,334	80,647	813	92	777	153	49,187	623
Furniture	27,673	218	109,735	11,275	98,460	1,384	177	1,274	183	79,839	1,155
Paper, printing, publishing, etc.	84,667	606	283,286	45,704	237,582	2,465	570	2,120	505	192,695	1,782
Pulp, paper, and paperboard mills	13,532	12	5,680	1,040	4,620	34	4	32	8	3,497	20
Converted paper products	29,866	135	51,523	10,537	40,986	597	177	444	131	37,419	419
Newspapers	4,661	74	79,679	11,253	68,426	469	102	432	48	37,298	243
Commercial printing	14,564	248	109,322	19,737	89,585	1,012	222	880	215	83,767	803
Periodicals, books, and miscellaneous trades	22,044	117	37,102	3,137	33,965	353	65	322	103	30,714	297
Chemicals, rubber, and related products	56,354	335	186,607	26,066	160,541	1,852	393	1,649	266	120,519	1,321
Drugs and medicines	5,803	21	2,895	263	2,572	56	19	50	20	2,719	45
Paints, varnishes, and colors	2,151	32	10,915	1,508	9,407	90	19	72	26	8,487	78
Fertilizers	1,357	27	20,781	5,314	15,467	219	63	204	22	11,710	130
Vegetable and animal oils and fats	1,143	32	32,937	3,157	29,800	216	11	212	22	27,535	159
Chemicals and allied products, n. e. c.1	26,691	125	46,726	11,557	35,169	571	162	463	69	28,856	397
Products of petroleum and coal	7,064	51	44,451	1,698	42,753	388	24	384	44	36,047	356
Rubber products	12,145	47	27,942	2,569	25,373	312	65	264	36	13,165	156
Stone, clay, and glass products	30,042	255	206,084	24,669	181,415	1,828	301	1,762	207	117,388	1,340
Stone products and pottery	10,741	60	44,945	8,097	36,848	533	118	505	53	33,240	439
Cement, concrete, and plaster products	6,477	116	90,511	6,571	83,940	745	72	717	92	53,762	502
Glass, stone, and nonmetallic mineral products	12,824	79	70,628	10,001	60,627	550	111	540	62	30,386	399
Metal and related products	385,964	1,826	1,043,363	59,831	983,532	12,104	1,000	11,598	1,534	632,150	8,515
Primary metal industries	40,248	108	45,517	3,079	42,438	800	87	748	92	30,381	551
Fabricated metal products	111,495	713	434,415	23,561	410,854	4,718	486	4,494	591	236,030	2,935
Machinery	167,339	646	310,145	21,576	288,569	3,941	238	3,827	553	210,044	3,127
Transportation equipment	34,621	204	176,613	6,544	170,069	1,798	80	1,773	170	110,109	1,240
Ordnance and accessories	8,616	16	2,196	62	2,134	46	2	45	15	1,146	43
Instruments, photographic, optical, and jewelry	23,045	139	74,477	5,007	69,468	801	115	716	111	44,420	569
Miscellaneous manufacturing industries	54,761	570	235,257	63,786	171,471	3,378	1,388	2,447	473	147,627	2,526
Toys, sporting, and athletic goods	12,734	109	51,403	17,347	34,056	870	414	475	87	31,943	553
Costume jewelry and novelties	16,170	178	80,238	28,367	51,871	1,033	438	660	136	46,734	695
Miscellaneous manufacturing industries, n. e. c.1	25,857	283	103,616	18,072	85,544	1,475	536	1,312	250	68,940	1,178
Nonmanufacturing industries	375,408	8,676	\$6,327,517	\$847,017	\$5,480,500	56,631	10,506	51,484	6,964	\$3,476,913	37,129

See footnote at end of table.

PART 2. BACK WAGES OWED AND EMPLOYEES UNPAID—Continued

Industry group	Estimated number of covered employees	Covered em- ployees in investigated establishments		Back wages owed			Employees underpaid			Back wages agreed to		
		Number	Percent of em- ployees	Estab- lish- ments in violation of mini- mum wage and overtime	Amount		Total	Mini- mum wage	Over- time	Number of estab- lish- ments	Amount	Em- ployees
					Total	Minimum wage						
Mining.....	747,000	44,561	6	871	\$967,483	\$98,292	\$869,191	7,753	1,066	639	\$464,237	4,392
Metal mining.....		3,087		61	52,922	1,976	50,946	685	23	43	28,232	478
Coal mining.....		20,865		271	266,976	33,420	233,556	2,660	424	187	111,046	1,375
Crude petroleum and natural gas.....		13,679		388	456,641	41,080	415,561	3,168	512	296	230,719	1,839
Nonmetallic mining and quarrying.....		6,980		151	190,944	17,335	173,609	1,240	107	113	94,240	710
Construction.....	614,000	70,974	12	1,118	1,053,301	56,675	996,626	12,378	819	919	617,877	8,580
Trade, food and farm products.....	1,923,000	30,597	2	1,009	694,782	106,955	587,827	5,726	1,521	813	405,277	3,929
Consumers' goods.....		9,779		372	315,229	60,136	255,093	2,723	793	292	187,748	1,796
Raw materials.....		6,095		173	87,160	14,435	72,725	1,177	276	156	63,969	888
Groceries, food and tobacco products.....		14,641		456	287,741	32,345	255,396	1,797	448	361	152,781	1,229
Fish and sea foods.....		82		8	2,652	39	2,613	29	4	4	779	16
Trade, except food and farm products.....		82,020		2,593	1,561,012	199,430	1,361,582	11,809	2,283	2,126	945,854	7,778
Motor vehicles and equipment.....		6,134		287	189,404	18,788	170,616	1,088	214	229	132,545	795
Drugs, chemicals, and allied products.....		3,838		104	57,916	11,393	46,523	433	136	83	39,133	309
Dry goods and apparel.....		3,396		106	56,780	9,310	47,470	474	132	85	24,397	272
Petroleum and its products.....		7,194		149	123,968	14,230	109,738	506	85	129	62,545	374
Beer, wines, and liquors.....		1,964		82	23,898	2,480	21,418	205	42	71	15,823	164
Hardware, machinery, electrical goods, etc.....		21,453		883	454,201	23,565	424,636	3,553	356	729	276,029	2,447
Lumber and construction materials.....		6,712		223	170,428	9,340	161,088	1,340	169	188	129,142	919
Waste materials.....		7,369		287	198,514	59,643	138,871	1,360	377	212	97,685	839
Trade, n. e. c. i.....		23,960		472	285,873	44,681	241,192	2,850	772	400	168,555	1,659
Finance, insurance and real estate.....	1,048,000	43,844	4	746	260,999	45,600	215,399	3,392	635	657	185,945	2,601
Banking.....		18,970		412	110,185	18,555	91,630	1,837	346	385	88,146	1,432
Insurance.....		18,574		146	63,867	15,580	48,287	614	130	123	41,499	401
Real estate.....		1,883		64	31,038	5,613	25,425	304	90	51	18,052	185
Finance, n. e. c. i.....		4,417		124	55,909	5,852	50,057	637	69	98	36,985	485

APPENDIX TABLE G.—Violations disclosed by investigation in nonagricultural establishments under the Fair Labor Standards and Public Contracts Acts by age of establishment and employee size, fiscal year 1956

Age of establishment and employee size	Number of establishments in violation				
	Number of establishments investigated	Basic provisions ¹	Minimum wage provisions	Overtime provisions	Child labor provisions
All establishments.....	33, 148	18, 461	4, 468	15, 484	2, 974
1-3 employees.....	2, 613	1, 455	515	1, 113	240
4-7 employees.....	5, 706	3, 031	875	2, 523	474
8-19 employees.....	9, 700	5, 291	1, 329	4, 536	848
20-49 employees.....	7, 595	4, 283	918	3, 664	699
50-199 employees.....	5, 753	3, 360	660	2, 832	543
200 or more employees.....	1, 781	1, 041	171	816	170
New establishments ²	5, 084	3, 277	899	2, 761	537
1-3 employees.....	674	432	144	317	75
4-7 employees.....	1, 168	731	223	617	129
8-19 employees.....	1, 563	1, 011	258	872	162
20-49 employees.....	1, 008	675	158	581	109
50-199 employees.....	570	373	107	317	57
200 or more employees.....	101	64	9	57	5
Old establishments.....	28, 064	15, 184	3, 469	12, 723	2, 437
1-3 employees.....	1, 939	1, 032	371	796	165
4-7 employees.....	4, 538	2, 300	652	1, 906	345
8-19 employees.....	8, 137	4, 280	1, 071	3, 664	686
20-49 employees.....	6, 587	3, 608	760	3, 083	590
50-199 employees.....	5, 183	2, 987	553	2, 515	486
200 or more employees.....	1, 680	977	162	759	165

¹ Violations of the basic provisions include minimum wage, overtime, and child labor violations of either or both acts and violations of the safety and health provisions of the Public Contracts Act.

² An establishment is considered to be new if it has not previously been investigated and it commenced operations or had a change in ownership within 3 years of the date of investigation.

APPENDIX TABLE H.—*Investigation cases closed in nonagricultural establishments under the Fair Labor Standards and Public Contracts Acts, by basis for investigation and violations disclosed, fiscal year 1956*

Basis for making investigation and violations disclosed	Number
All investigations:	
Establishments investigated.....	33,148
Establishments in violation of basic provisions ¹	18,461
Establishments in violation of minimum wage provisions.....	4,468
Establishments in violation of overtime provisions.....	15,484
Establishments in violation of child labor provisions.....	2,974
Complaint priority:	
Establishments investigated.....	6,829
Establishments in violation of basic provisions ¹	5,516
Establishments in violation of minimum wage provisions.....	2,042
Establishments in violation of overtime provisions.....	4,758
Establishments in violation of child labor provisions.....	794
Public Contracts priority:	
Establishments investigated.....	1,866
Establishments in violation of basic provisions ¹	1,052
Establishments in violation of minimum wage provisions.....	82
Establishments in violation of overtime provisions.....	709
Establishments in violation of child labor provisions.....	109
Other priority:	
Establishments investigated.....	4,362
Establishments in violation of basic provisions ¹	2,553
Establishments in violation of minimum wage provisions.....	676
Establishments in violation of overtime provisions.....	1,983
Establishments in violation of child labor provisions.....	591
Special child labor:	
Establishments investigated.....	62
Establishments in violation of basic provisions ¹	38
Establishments in violation of minimum wage provisions.....	2
Establishments in violation of overtime provisions.....	6
Establishments in violation of child labor provisions.....	35
Selected:	
Establishments investigated.....	20,029
Establishments in violation of basic provisions ¹	9,302
Establishments in violation of minimum wage provisions.....	1,666
Establishments in violation of overtime provisions.....	8,028
Establishments in violation of child labor provisions.....	1,445

¹ Violations of basic provisions include minimum wage, overtime, and child labor violations of either or both acts, and violations of the safety and health provisions of the Public Contracts Act.

APPENDIX TABLE I.—*Reasons for denial of requests for learners certificate, fiscal year 1956* ¹

	All industries		Industries covered by special industry learner regulations		Industries not covered by special industry learner regulations	
	Number	Percent	Number	Percent	Number	Percent
Total number of denials.....	464	100	197	100	267	100
Experienced workers available.....	85	18	70	36	15	6
Industrywide denial.....	119	25	17	9	102	39
High wage structures.....	60	13	8	4	52	19
Serious violation of previous learner certificate.....	7	2	6	3	1	(²)
Unskilled occupation or learning period too short.....	72	16	4	2	68	26
Apprenticeable occupation.....	1	(²)	0	0	1	(²)
Skill acquired prior to employment.....	9	2	0	0	9	3
Other reasons.....	111	24	92	46	19	7

¹ Does not include 166 applications that were withdrawn or 22 certificates that were canceled.

² Less than 0.5 percent.

APPENDIX TABLE J.—Action taken on applications for learner certificates, by industry, fiscal year 1956

Industry	Pend- ing July 1, 1955 ²	Received during period ²	Action taken on applications				Applica- tions pending as of June 30, 1956 ¹
			Applica- tions denied or with- drawn	Certificates granted ¹			
				Total	Normal labor turn- over	Expan- sion	
<i>Total, all industries</i>	59	3,985	652	3,582	3,067	515	142
<i>Industries covered by special indus- try learner regulations, total</i>	58	3,169	358	3,051	2,650	401	99
Apparel industry, total.....	47	2,121	233	2,058	1,789	269	66
Single pants, shirts, and allied gar- ments.....			76	948	804	144	
Women's apparel.....			129	989	880	109	
Sportswear and other odd outer- wear.....			21	94	81	13	
Rainwear.....			4	9	9	0	
Robes.....			1	15	13	2	
Leather and sheep-lined clothing.....			2	3	2	1	
Hosiery.....	4	273	25	273	228	45	11
Full-fashioned.....			11	84	77	7	
Seamless.....			14	189	151	38	
Knitted wear.....	6	288	24	302	251	51	9
Gloves and mittens.....		135	18	117	105	12	4
Leather.....			2	13	11	2	
Knit fabric.....			3	12	12	0	
Knitted.....			2	10	10	0	
Work gloves.....			11	82	72	10	
Independent telephone.....	0	66	6	58	58	0	2
Cigar.....	1	38	4	40	33	7	2
Shoe manufacturing.....	0	248	48	203	186	17	5
Industries not covered by special indus- try learner regulations, total.....	1	712	283	410	381	29	42
Food and kindred products.....			28	40	40	0	
Textile mill products (except hosi- ery and knitwear).....			73	60	53	7	
Miscellaneous apparel.....			23	156	151	5	
Leather products.....			13	39	36	3	
Electrical machinery, equipment, and supplies.....			26	18	12	6	
Miscellaneous manufacturing sup- plies.....			41	39	37	2	
Other industries, total.....			79	58	52	6	
Offices Outside Continental United States and total.....	0	104	11	121	36	85	1
Puerto Rico.....		91	10	108	29	79	1
Virgin Islands.....		4	0	5	0	5	
Hawaii.....		9	1	8	7	1	

¹ The number of certificates issued may exceed the number of applications received since more than 1 certificate may be issued on the basis of 1 application.

² Detailed industry breakdown not available.

APPENDIX TABLE K.—*Learner certificates in effect on June 30, 1956, by industry*

Industry	Number of plants holding certificates	Number of certificates in effect	Maximum number of learners authorized at any one time		
			Total	Normal labor turnover	Expansion
Total, all industries.....	3,089	3,342	57,788	45,482	12,306
Industries covered by special industry learner regulations, total.....	2,650	2,884	49,922	40,460	9,462
Apparel industry, total.....	1,792	1,942	34,432	28,032	6,400
Single pants, shirts, and allied garments.....	812	886	19,845	15,950	3,895
Women's apparel.....	875	939	12,924	10,884	2,040
Sportswear and other odd outerwear.....	84	92	1,376	981	395
Rainwear.....	8	8	68	68	0
Robes.....	10	13	193	138	55
Leather and sheep-lined clothing.....	3	4	26	11	15
Hosiery.....	238	267	3,858	2,772	1,086
Full-fashioned.....	81	87	1,078	943	135
Seamless.....	157	180	2,780	1,829	951
Knitted wear.....	235	274	3,418	2,508	910
Gloves and mittens.....	106	113	1,332	1,156	176
Leather.....	12	14	108	87	21
Knit fabric.....	11	12	175	175	0
Knitted.....	9	10	112	112	0
Work gloves.....	74	77	937	782	155
Independent telephone.....	58	58	120	120	0
Cigar.....	32	33	1,197	1,182	15
Shoe manufacturing.....	189	197	5,565	4,690	875
Industries not covered by special industry learner regulations, total.....	374	393	6,326	4,743	1,583
Food and kindred products.....	39	39	317	317	0
Textile mill products (except hosiery and knitwear).....	56	59	520	343	177
Miscellaneous apparel.....	142	159	2,692	2,392	210
Leather products.....	35	36	376	336	40
Electrical machinery, equipment and supplies.....	12	17	1,634	609	1,025
Miscellaneous manufacturing industries.....	36	36	347	310	37
Other industries, total.....	54	56	530	436	94
Offices outside continental United States, total.....	65	65	1,540	279	1,261
Puerto Rico.....	55	55	1,448	250	1,198
Virgin Islands.....	3	3	55	0	55
Hawaii.....	7	7	37	29	8

APPENDIX TABLE L.—Changes in minimum wage rates in Puerto Rico during fiscal year 1956

Industry and division or classification	Rate (cents per hour)		Effective date of increase
	July 1, 1955	June 30, 1956	
Alcoholic beverage and industrial alcohol:			
Malt beverage division	53	75	Oct. 6, 1955
General division	60	75	Do.
Artificial flower	43	50	Apr. 16, 1956
Clay and clay products:			
Handmade art pottery classification	40	30	Dec. 31, 1955
Vitreous and semivitreous china food utensils classification	40	46	Do.
Structural clay and miscellaneous clay products classification	40	75	Do.
Communications, utilities, and miscellaneous transportation industries:			
Gas utility division	65	75	Oct. 20, 1955
Radio broadcasting division	55	65	Do.
Telephone division	70	75	Do.
Television broadcasting division	75	75	Do.
Corsets, brassieres, and allied garments	55	70	Mar. 5, 1956
Electrical, instrument, and related manufacturing industries:			
Lens and thermometer division	45	60	Sept. 12, 1955
Resistance-type household appliance division	45	65	Do.
General division	30, 45, 58	70	Do.
Food and related products:			
Citron brining division	35	40	Oct. 20, 1955
General division	30, 35, 42½	45	Do.
Hooked rug:			
Hand-hooked rug classification	33	43	Jan. 20, 1956
Single-needle machine-hooked rug classification	40	48	Do.
Multiple-needle machine classification	40	65	Do.
Hosiery:			
Women's full-fashioned hosiery classification	50	62½	Apr. 19, 1956
Women's seamless hosiery classification	50	57½	Do.
Men's and children's hosiery and women's anklets classification	50	55	Do.
Men's and boys' clothing and related products:			
Hat and cap classification	55	60	Apr. 30, 1956
Necktie classification	55	60	Do.
Suits, coats, and jackets classification	55	60	Do.
General classification	47½	55	Do.
Metal hair accessories	75	53	Mar. 5, 1956
Needlework and fabricated textile products:			
Corde and bonnaz embroidery and corde handbag division	36	51	July 25, 1955
Silk, rayon, and nylon underwear division:			
Hand-sewing operations	21	26	Oct. 6, 1955
Other operations	34	48	Do.
Suits, coats, skirts, fur garments, and related products division	21, 30, 45	55	Do.
Miscellaneous apparel products division	21, 30	47½	Do.
General division:			
Hand-embroidery operations	21	35	Do.
Other operations	30	45	Do.
Plastic products:			
Sprayer and vaporizer division	45	75	July 25, 19
Wall tile, dinnerware, and phonograph records division	45	60	Do.
General division	30-45	53	Do.
Shoe manufacturing and related products	40	46	Mar. 15, 1956
Stone, glass, and related products:			
Concrete block and tile classification	50	75	Jan. 20, 1956
Concrete pipe classification	60	1.00	Mar. 1, 1956
Glass and glass products classification	60	1.00	Do.
Hot asphaltic plant mix classification	75	1.00	Do.
Misc classification	42	50	Jan. 1, 1956
Ready-mixed concrete classification	50	85	Mar. 1, 1956
General classification	42, 50	60	Jan. 20, 1956
Textile and textile products:			
Mattress and pillow classification	75	90	Mar. 5, 1956
General classification	37½, 40, 42½	50	Do.
Tobacco:			
Puerto Rican cigar filler tobacco	31, 36	35	Nov. 28, 1955
Processing division	31	50	Oct. 20, 1955
Wholesaling, warehousing, and other distribution:			
Agent, broker, sales branch, mail order, and petroleum bulk station classification	65	1.00	Mar. 1, 1956
Drugs and chemicals, electrical goods, and machinery and equipment classification	65	90	Do.
Warehousing and grocery wholesaling classification	65	75	Jan. 20, 1956
General classification	65	80	Mar. 1, 1956

APPENDIX TABLE M.—*Changes in minimum wage rates in the Virgin Islands from Nov. 26, 1951, to June 4, 1956*

Industry and branch	Rate (cents per hour)	
	Nov. 26, 1951 ¹	June 4, 1956 ¹
Alcoholic beverages and industrial alcohol industry.....	40, 45	50
Banking, real estate, accounting and insurance, wholesale distribution, trucking, construction and communications industry.....	40, 45, 50	65
Bay rum and other toilet preparations industry.....	40	60
Button and buckle industry.....	40, 45	55
Fruit and vegetable packing and farm product assembling and meat packing industry.....	30, 37	40
Handmade art linen and straw goods industry:		
Hand-sewing operations on art linen.....	20	20
Hand-sewing and hand-weaving operations on straw goods.....	15	15
Other operations.....	35	40
Shipping, transportation, ship and boat building industry.....	35, 45, 50	80
Miscellaneous industries.....	40, 45, 50	50

¹ This is the effective date of wage order for all rates listed in this column.

APPENDIX TABLE N.—*Minimum wage rates in Puerto Rico under the Fair Labor Standards Act*

Industry and division or classification	Cents per hour	Effective date of wage order
Alcoholic beverage and industrial alcohol:		
Malt beverage division.....	75	Oct. 6, 1955
General division.....	75	Do.
Artificial flower.....	50	Apr. 16, 1956
Banking, insurance, and finance.....	75	July 13, 1953
Button, buckle, and jewelry:		
Button and buckle (other than pearl, leather, or fabric) and bead division.....	48	June 8, 1953
Costume jewelry general division.....	36	Jan. 4, 1954
Costume jewelry hair ornament division.....	50	Do.
Leather and fabric button and buckle division.....	53	Dec. 6, 1954
Metal expansion watch band division.....	60	June 8, 1953
Pearl button and buckle division.....	54	Sept. 14, 1953
Precious jewelry division.....	55	June 8, 1953
Rosary and native jewelry division.....	33	Do.
Cement.....	75	July 13, 1953
Chemical, petroleum, and related products industries:		
Fertilizer division.....	75	July 14, 1952
Hormones, antibiotics, and related products division.....	75	Do.
General division.....	51	Do.
Clay and clay products:		
Handmade art pottery classification.....	30	Dec. 31, 1955
Vitreous and semivitreous china food utensils classification.....	46	Do.
Structural clay and miscellaneous clay products classification.....	75	Do.
Communications, utilities, and miscellaneous transportation industries:		
Airline division.....	75	May 5, 1952
Cable and radiotelephone division.....	75	Do.
Gas utility division.....	75	Oct. 20, 1955
Radio broadcasting division.....	65	Do.
Telephone division.....	75	Do.
Television broadcasting division.....	75	Do.
Tourist bureau and ticket agency division.....	75	May 5, 1952
Miscellaneous division.....	75	Do.
Construction, business service, motion picture, and miscellaneous industries:		
Business service and miscellaneous industries division.....	65	Aug. 11, 1952
Construction division.....	50	Do.
Motion-pictures division.....	55	Do.
Corsets, brassieres, and allied garments.....	70	Mar. 5, 1956
Decorations and party favors.....	30	Aug. 13, 1951
Electrical, instrument, and related manufacturing industries:		
Lens and thermometer division.....	60	Sept. 12, 1955
Resistance-type household appliance division.....	65	Do.
General division.....	70	Do.
Food and related products:		
Citron brining division.....	40	Oct. 20, 1955
General division.....	45	Do.
Handicraft products.....	26	Apr. 16, 1951
Hooked rug:		
Hand-hooked rug classification.....	43	Jan. 20, 1956
Single-needle machine-hooked rug classification.....	48	Do.
Multiple-needle machine classification.....	65	Do.

APPENDIX TABLE N.—*Minimum wage rates in Puerto Rico under the Fair Labor Standards Act—Continued*

Industry and division or classification	Cents per hour	Effective date of wage order
Hosiery:		
Women's full-fashioned hosiery classification	62½	Apr. 19, 1956
Women's seamless hosiery classification	57½	Do.
Men's and children's hosiery and women's anklets classification	55	Do.
Jewel cutting and polishing:		
Gem stone division	50	Nov. 19, 1951
Industrial jewel division	42½	Jan. 28, 1952
Leather, leather goods, and related products:		
Hide curing division	65	Sept. 14, 1953
Leather tanning and processing division	40	Do.
Small leather goods, baseball, and softball division	32	Do.
General division	40	Do.
Lumber and wood products:		
Furniture, woodenware, and miscellaneous wood products division	38	Aug. 11, 1952
Lumber and millwork division	42	Do.
Men's and boys' clothing and related products:		
Hat and cap classification	60	Apr. 30, 1956
Necktie classification	60	Do.
Suits, coats, and jackets classification	60	Do.
General classification	55	Do.
Metal hair accessories	53	Mar. 5, 1956
Metal, machinery, transportation equipment, and allied industries:		
Dry dock division	75	Nov. 30, 1953
Fabricated wire products, steel spring, and slide fastener division	65	June 27, 1955
General division	75	Do.
Needlework and fabricated textile products:		
Art linen and needlepoint division		June 6, 1955
Hand-sewing operations	22½	
Other operations	40	
Blouse, dress, and neckwear division		Do.
Hand-sewing operations	35	
Other operations	45	
Children's and dolls' wear division		Do.
Hand-sewing operations	35	
Other operations	40	
Corde and bonnaz embroidery and corde handbag division	51	July 25, 1955
Cotton underwear and infants' underwear division		June 6, 1955
Hand-sewing operations	22½	
Other operations	40	
Crochet beading, bullion embroidery, machine embroidered lace, insignia, and chevron division	47½	Do.
Crocheted hats and infants' bootie division		Do.
Hand-sewing operations	35	
Other operations	45	
Crocheted slipper division	45	Do.
Dungarees, slacks, and related products division	47½	Do.
Fabric glove division		Do.
Hand-sewing operations	22½	
Machine operations and any operations known to the industry as cutting, laying off, sizing, banding, and boxing	57½	
Other operations	40	
Handkerchief and square scarf division		Do.
Hand-sewing operations	22½	
Other operations	40	
Hat body division	57½	Do.
Infants' wear division		Do.
Hand-sewing operations	25	
Other operations	40	
Knit glove division	40	Do.
Leather glove division		Do.
Hand-sewing operations	30	
Machine operations and any operations known to the industry as cutting, laying off, sizing, banding, and boxing	57½	
Other operations	40	
Silk, rayon, and nylon underwear division		Oct. 6, 1955
Hand-sewing operations	26	
Other operations	48	
Suits, coats, skirts, fur garments, and related products division	55	Do.
Sweater and bathing suit division	50	June 6, 1955
Miscellaneous apparel products division	47½	Oct. 6, 1955
General division		Do.
Hand-embroidery operations	35	
Other operations	45	
Paper, paper products, printing, publishing, and related industries:		
Daily newspaper division	60	Dec. 10, 1951
Paper bag division	45	Do.
Paperboard division	40	Do.
Paper box division	55	Do.
General division	40	Do.

APPENDIX TABLE N.—*Minimum wage rates in Puerto Rico under the Fair Labor Standards Act—Continued*

Industry and division or classification	Cents per hour	Effective date of wage order
Plastic products:		
Sprayer and vaporizer division	75	July 25, 1955
Wall tile, dinnerware, and phonograph records division	60	Do.
General division	53	Do.
Railroad, railway express, and property motor transport:		
Railroad division	33	May 4, 1953
Railway express and property motor transport division	60	Do.
Rubber, straw, hair, and related products:		
Rubber products division	60	Oct. 13, 1952
Straw, hair, and related products division	37	July 20, 1953
Shipping	75	July 24, 1950
Shoe manufacturing and related products	46	Mar. 5, 1956
Stone, glass, and related products:		
Concrete block and tile classification	75	Jan. 20, 1956
Concrete pipe classification	1.00	Mar. 1, 1956
Glass and glass products classification	1.00	Do.
Hot asphaltic plant mix classification	1.00	Do.
Mica classification	50	Jan. 20, 1956
Ready-mixed concrete classification	85	Mar. 1, 1956
General classification	60	Jan. 20, 1956
Sugar manufacturing	75	Mar. 2, 1953
Textile and textile products:		
Mattress and pillow classification	90	Mar. 5, 1956
General classification	50	Do.
Tobacco:		
Puerto Rican cigar filler tobacco processing division	35	Nov. 28, 1955
General division	50	Oct. 20, 1955
Wholesaling, warehousing, and other distribution:		
Agent, broker, sales branch, mail order, and petroleum bulk station classification	1.00	Mar. 1, 1956
Drugs and chemicals, electrical goods, and machinery and equipment classification	90	Do.
Warehousing and grocery wholesaling classification	75	Jan. 20, 1956
General classification	80	Mar. 1, 1956

APPENDIX TABLE O.—*Wage order program for Puerto Rico and the Virgin Islands completed in fiscal year 1956*

Industry committee No.	Industry considered	Hearing date
Puerto Rico:		
17-A	Needlework and fabricated textile products (silk, rayon, and nylon underwear and miscellaneous divisions).	July 11, 1955
17-B	Alcoholic beverage and industrial alcohol	July 18, 1955
17-C	Food and related products	July 20, 1955
17-D	Tobacco	July 26, 1955
17-E	Communications, utilities, and miscellaneous transportation (telephone, gas utility, radio broadcasting and television broadcasting divisions).	Aug. 3, 1955
17-A ¹	Needlework and fabricated textile products (silk, rayon, and nylon underwear and miscellaneous divisions).	Aug. 29, 1955
17-B ¹	Alcoholic beverage and industrial alcohol	Sept. 1, 1955
17-C ¹	Food and related products	Sept. 14, 1955
17-D ¹	Tobacco	Sept. 6, 1955
17-E ¹	Communications, utilities, and miscellaneous transportation (telephone, gas utility, radio broadcasting and television broadcasting divisions).	Sept. 10, 1955
18-A	Clay and clay products	Nov. 21, 1955
18-B	Stone, glass, and related products	Nov. 26, 1955
18-C	Wholesaling, warehousing, and other distribution	Dec. 6, 1955
18-D	Hooked rug	Dec. 8, 1955
19-A	Corsets, brassieres, and allied garments	Jan. 9, 1956
19-B	Textile and textile products	Jan. 17, 1956
19-C	Shoe manufacturing and related products	Jan. 23, 1956
19-D	Metal hair accessories	Jan. 30, 1956
20-A	Men's and boys' clothing and related products	Feb. 20, 1956
20-B	Hosiery	Mar. 1, 1956
20-C	Artificial flower	Mar. 6, 1956
21 ²	Sugar manufacturing	June 25, 1956
Virgin Islands: 3	All industries	Mar. 26, 1956

¹ Rehearing.

² In progress at end of fiscal year.

APPENDIX TABLE P.—*Number and value of unclassified contracts subject to the Walsh-Healey Public Contracts Act, by fiscal years 1937-56*

Fiscal year	Number of contracts	Value (in thousands)	Fiscal year	Number of contracts	Value (in thousands)
Total, all years.....	853,890	\$181,083,953	1946.....	35,366	\$5,224,234
1937 (9 months).....	3,223	177,789	1947.....	19,303	1,656,595
1938.....	5,158	294,953	1948.....	21,413	2,360,105
1939.....	6,396	528,393	1949.....	27,393	3,696,280
1940.....	9,324	799,733	1950.....	22,349	2,784,325
1941.....	24,333	5,085,694	1951.....	57,493	10,422,848
1942.....	59,536	15,867,769	1952.....	65,475	10,978,395
1943.....	101,224	30,935,632	1953.....	54,210	10,978,817
1944.....	98,167	30,216,662	1954.....	44,081	7,932,035
1945.....	135,260	28,798,335	1955.....	33,270	6,383,855
			1956.....	30,916	6,051,504

APPENDIX TABLE Q.—*Unclassified contracts awarded subject to the Walsh-Healey Public Contracts Act, classified by State of prime contractor, fiscal year 1956*

Region and State	Number of contracts ¹	Amount ² (add 000)	Region and State	Number of contracts ¹	Amount ² (add 000)
United States.....	30,916	\$6,051,504	VII. Kansas City.....	1,241	\$486,610
I. Boston.....	2,250	331,893	Colorado.....	223	15,459
Connecticut.....	799	154,688	Iowa.....	148	42,702
Maine.....	44	2,954	Kansas.....	239	310,118
Massachusetts.....	1,234	159,548	Missouri.....	547	114,179
New Hampshire.....	50	8,071	Nebraska.....	47	2,694
Rhode Island.....	95	5,767	North Dakota.....	6	214
Vermont.....	28	865	South Dakota.....	9	395
II. New York City.....	8,167	1,394,498	Wyoming.....	22	849
New Jersey.....	2,048	464,245	VIII. Dallas.....	915	178,991
New York.....	6,119	935,253	Arkansas.....	43	2,620
III. Philadelphia.....	3,414	414,375	Louisiana.....	162	7,440
Delaware.....	148	13,008	New Mexico.....	47	2,457
Maryland.....	715	153,845	Oklahoma.....	121	54,561
Pennsylvania.....	2,551	247,522	Texas.....	542	111,913
IV. Birmingham.....	791	173,856	IX. San Francisco.....	5,045	1,438,970
Alabama.....	163	15,105	Arizona.....	46	7,514
Florida.....	272	11,802	California.....	3,921	1,000,284
Georgia.....	252	136,174	Idaho.....	20	1,107
Mississippi.....	45	2,902	Montana.....	23	2,039
South Carolina.....	59	7,873	Nevada.....	2	27
V. Cleveland.....	3,152	837,508	Oregon.....	290	11,370
Michigan.....	1,101	519,574	Utah.....	123	8,477
Ohio.....	2,051	317,934	Washington.....	620	408,152
VI. Chicago.....	3,304	520,903	X. Nashville.....	1,111	117,323
Illinois.....	1,991	218,594	Kentucky.....	247	33,906
Indiana.....	528	190,957	Tennessee.....	415	41,114
Minnesota.....	312	30,272	Virginia.....	373	33,542
Wisconsin.....	473	81,080	West Virginia.....	76	8,761
			San Juan.....	18	701
			Puerto Rico.....	17	658
			Virgin Islands.....	1	43
			Other Offices.....	1,331	141,904
			Alaska.....	28	6,946
			District of Columbia.....	1,242	132,467
			Hawaii.....	61	2,491
			Raleigh, N. C.....	177	8,972

¹ Includes contracts for which no value was reported on the notice of award; some of these contracts may not be covered by the act.

² For statistical purposes, the amount included for indefinite-amount contracts indicating only an upper limit (e. g., "not to exceed \$50,000") is that limit; contracts for "more than \$10,000" are coded \$10,000; and no value is included for those contracts reported as "indefinite" or for which no value is shown.

APPENDIX TABLE R.—Summary of minimum wage determinations applicable under the Walsh-Healey Public Contracts Act

Title of industry and effective date of determination	Effective date of latest amendment	Minimum hourly wage rate		Employees (other than handicapped) permitted at subminimum rates ²
		Amount ¹	Area	
Aircraft manufacturing, ³ May 7, 1942	July 8, 1950	\$1.05	All States and District of Columbia	Employees (other than handicapped) permitted at subminimum rates ²
Aviation textile products manufacturing, Dec. 11, 1942	Jan. 25, 1950	.75	do	Apprentices, ⁴ Learners, ⁵
Bituminous coal (including lignite), Nov. 25, 1955	Nov. 25, 1955	2.245 2.245 2.245 2.245 (*) 2.245 2.245 2.245 2.09 2.245 2.28 1.40 2.015 2.09 2.296 2.296 2.296 2.236 2.32 2.32 2.226 2.346 2.235 .75	All States and District of Columbia 1—Eastern Pennsylvania 2—Western Pennsylvania 3—Northern West Virginia 4—Ohio 5—Michigan 6—Pennsylvania 7—Southern No. 1. 8—Southern No. 2. 9—West Kentucky. 10—Illinois 11—Indiana 12—Iowa 13—Southeastern 14—Arkansas-Oklahoma 15—Southwestern 16—Northern Colorado 17—Southern Colorado 18—New Mexico 19—Wyoming 20—Utah 21—North Dakota-South Dakota 22—Montana 23—Washington All States and District of Columbia	Auxiliary workers ⁶ are exempted from the de-termination.
Cement, Mar. 2, 1940	Jan. 25, 1950	.95	Maryland, Virginia, North Carolina, South Carolina, Tennessee, Arkansas, Mississippi, Alabama, Georgia, Florida, and District of Columbia.	Learners. ⁵
Chemical and related products, Apr. 28, 1942:	Jan. 23, 1951			Beginners ⁷ at not more than 5 cents an hour below the applicable minimum wages for not longer than 320 hours.
(a) Industrial and refined basic chemical products branch.		1.15 .85	All remaining States All States and District of Columbia	Do. Do.
(b) Cleaning and polishing preparations, insecticides and fungicides, and miscellaneous chemicals branch.	do	1.40	do	Do. ⁷
(c) Bone black, carbon black and lamp black branch.	do	.75	do	Learners. ⁵
Cotton garment and allied industries, ³ Aug. 2, 1937.	Jan. 25, 1950			Apprentices. ⁵
Dental goods and equipment manufacturing, Sept. 23, 1941:	May 11, 1951	.90 .75	do do	Apprentices. ⁵
(a) Durable goods branch.				
(b) Consumable goods branch.				

See footnotes at end of table.

APPENDIX TABLE R.—Summary of minimum wage determinations applicable under the Walsh-Healey Public Contracts Act—Continued

Title of industry and effective date of determination	Effective date of latest amendment	Minimum hourly wage rate		Employees (other than handicapped) permitted at subminimum rates ²
		Amount ¹	Area	
Die casting manufacturing, Apr. 5, 1941	Jan. 25, 1950	\$0.75	All States and District of Columbia	Learners ³ apprentices; ³
Dimension granite, Jan. 15, 1938	do.	.75	do.	Learners. ³
Drug, medicine and toilet preparations and cosmetics ³ Sept. 19, 1941:	Feb. 17, 1952	.93	do.	Beginners ² may be employed for a period of 4 weeks or 160 hours at 80 cents per hour.
(a) Drug and medicine branch	do.	.85	do.	Beginners ² \$1.02 an hour for no more than 480 hours, but not less than the piece rates paid to experienced workers in the same plant and occupation.
(b) Toilet preparations and cosmetics branch	Dec. 5, 1955	1.08	do.	Learners. ³
Envelope, May 12, 1938				Do.
Evaporated milk, Nov. 3, 1941	Jan. 25, 1950	.75	do.	Do.
Fertilizer, Sept. 12, 1939	do.	.75	do.	Do.
Fireworks, Oct. 15, 1938	do.	.75	do.	Do.
Furniture manufacturing, May 13, 1939:	Dec. 6, 1954	.75	do.	Learners, ³ apprentices. ³
(a) Metal furniture branch	Jan. 25, 1950	.75	do.	Learners. ³
(b) Public seating branch	do.	.75	do.	Auxiliary workers, ⁶ \$1.185.
(c) Wood furniture branch	do.	.75	do.	Apprentices during first 6 months, \$1.185.
Gloves and mittens, ² Jan. 16, 1943	do.	.75	do.	
Handkerchief, Jan. 26, 1938	do.	.75	do.	
Iron and steel, May 27, 1940	Aug. 27, 1949	1.23	Connecticut, Delaware, District of Columbia, Illinois (except the area in and about East St. Louis, Ill.), Indiana, Kentucky, Maine, Maryland, Massachusetts, Michigan, New Hampshire, New Jersey, New York, Ohio, Pennsylvania, Rhode Island, Vermont, Wisconsin, West Virginia, Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming.	
		1.19	Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, South Dakota, and the area in and about East St. Louis, Ill.	Auxiliary workers, ⁶ \$1.145.
		1.085	Alabama, Arkansas, Florida, Georgia, Louisiana, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, and Virginia.	Apprentices during first 6 months, \$1.145.
Knitting, knitwear and woven underwear, ³ Apr. 20, 1943.	Jan. 25, 1950	.75	All States and District of Columbia	Auxiliary workers, ⁶ \$1.04.
Leather manufacturing, Dec. 17, 1941:	do.	.75	do.	Apprentices during first 6 months, \$1.04.
(a) Tanning, currying and finishing of leather	do.	.75	do.	Learners, ³ apprentices. ³
(b) Welting and power transmission belting	do.	.75	do.	Learners. ³

Luggage, leather goods, belts, and women's hand- bag, ³ Apr. 20, 1943.	do.	.75	do.	Learners, ³ apprentices. ³
Men's hat and cap, Aug. 2, 1937:	do.	.85	do.	Auxiliary workers, ⁶ 75 cents an hour.
(a) Cap and cloth hat branch.	do.	.75	do.	Do. ³
(b) Fur felt hat branch.	do.	.75	do.	Learners, ³ apprentices. ³
Men's neckwear, Aug. 2, 1937.	do.	.75	do.	Beginners or probationary workers ⁷ may be
Metal business furniture and storage equipment, ³ Dec. 6, 1954.	Dec. 6, 1954	1.10	do.	employed for a period of 6 weeks, or 240 hours
				at \$1 an hour. Apprentices. ⁹
				Apprentices. ¹⁰
Office machines, June 18, 1956.	June 18, 1956	1.10	do.	
Paint and varnish, Nov. 6, 1941.	Feb. 17, 1952	.80	Alabama, Arkansas, Florida, Georgia, Louisi- ana, Mississippi, North Carolina, Okla- homa, South Carolina, Tennessee, Texas, and Virginia.	
		1.05	All remaining States and District of Columbia.	Beginners or probationary workers ⁷ may be
				employed for 480 hours at \$1 an hour arrived
				at either on a time or piece-rate basis.
Paper and pulp, Oct. 15, 1939:	Dec. 5, 1955	1.115	All States and District of Columbia.	Beginners (probationary workers) ⁷ at not
(a) All products <i>except</i> paper bag branch.	do.	.99	do.	lower than \$1.065 per hour (<i>except</i> in paper
(b) Paper bag branch.	do.	1.18	do.	bag branch) and not lower than 94 cents per
		.835	do.	hour in the paper bag branch.
Photographic and blueprinting equipment and supplies, Aug. 14, 1939.	May 7, 1956			Apprentices. ¹⁰
Pressed and blown glass and glassware, ³ July 12, 1938.	Aug. 10, 1949			Beginners, ⁷ 78½ cents an hour, but not less
				than the piece rates paid to other workers
				in the same plant and occupation.
Rainwear, ³ Dec. 4, 1942.	Jan. 25, 1950	.75	do.	Learners. ³
Scientific, industrial and laboratory instruments, Sept. 24, 1941.	do.	.75	do.	Learners, ³ apprentices. ³
Seamless hosiery, Aug. 2, 1937.	do.	.75	do.	Learners. ³
Shoe manufacturing and allied industries, ³ July 11, 1942.	do.	.75	do.	Learners, ³ apprentices. ³
Small arms ammunition, explosives, and related products industry, Oct. 19, 1939:				
(a) Small arms ammunition branch.	Apr. 20, 1952	1.05	do.	Beginners or probationary workers ⁷ may be
				employed for 320 hours at \$1.01 an hour
				arrived at either on a time or piece-rate basis.
(b) Explosives branch.	do.	1.20	do.	Apprentices. ⁴
				Beginners or probationary workers ⁷ may be
				employed for 320 hours at \$1.15 an hour
				arrived at either on a time or piece-rate basis.
				Apprentices may be employed at wages
				below \$1.20 an hour if their employment
				conforms to the standards of the Federal
				Committee on Apprenticeship, except that
				no apprentice may be employed at a rate
				lower than \$1 an hour.

See footnotes at end of table.

APPENDIX TABLE R.—Summary of minimum wage determinations applicable under the Walsh-Healey Public Contracts Act—Continued

Title of industry and effective date of determination	Effective date of latest amendment	Minimum hourly wage rate		Employees (other than handicapped) permitted at subminimum rates ²
		Amount ¹	Area	
(c) Blasting and detonating caps branch.....	Apr. 20, 1952	\$1.12	All States and District of Columbia.....	Beginners or probationary workers ⁷ may be employed for 320 hours at \$1.06 an hour arrived at either on a time or piece-rate basis. Apprentices may be employed at wages below \$1.12 an hour if their employment conforms to the standards of the Federal Committee on Apprenticeship, except that no apprentice may be employed at a rate lower than 75 cents an hour.
Soap, Aug. 14, 1939.....	Feb. 25, 1950	.95	do.....	Learners, ⁸ apprentices. ⁹
Specialty accounting supply manufacturing, Aug. 9, 1939.....	Jan. 25, 1950	.75	do.....	Learners. ⁸
Structural clay products, Jan. 10, 1941.....	do.....	.75	do.....	Apprentices. ⁹ Beginners or probationary workers ⁷ may be employed for 480 hours at wages below 90 cents an hour but not below 75 cents an hour arrived at either on a time or piece-rate basis, provided, the total number of employees so classified does not exceed 10 percent of the total number of employees in any one establishment in any given payroll or work week.
Surgical instruments and apparatus, Sept. 23, 1941.....	Feb. 17, 1952	.90	do.....	Learners. ⁸
Tag, Oct. 31, 1938.....	Jan. 25, 1950	.75	do.....	Learners. ⁸
Textile, ³ Dec. 17, 1941: (a) Cotton, silk, and synthetic textile branch.....	Feb. 21, 1953	1.00	do.....	Learners, ¹¹ 92 cents an hour for not longer than 240 hours, not to exceed 3 percent of total number of employees in specified occupations except when authorized by certification.
(b) All other products of the textile industry.....	do.....	.87	do.....	Learners, ¹¹ 89 cents an hour for not longer than 240 hours, not to exceed 3 percent of total number of employees in specified occupations except when authorized by certification.
Tobacco, May 2, 1939.....	Jan. 25, 1950	.75	do.....	Learners. ⁸
Uniform and clothing, Feb. 25, 1941: (a) Suit and coat branch.....	do.....	.85	do.....	Auxiliary workers, ⁶ 75 cents, learners. ³
(b) Heavy outerwear branch ³	do.....	.85	do.....	Do.....
(c) Wool trousers branch ³	do.....	.75	do.....	Learners. ³

Vitreous or vitrified china, May 19, 1938.	do.	.75	do.	Do.
Wool carpet and rug, Oct. 15, 1938.	do.	.75	do.	Do.
Woolen and worsted, May 14, 1949:				
(a) Broad-woven goods, yarn, and thread	May 7, 1954	1.20		Learners and beginners, ¹² \$1.05 an hour, but not less than the piece rates paid to other workers in the same plant and occupation for not longer than 320 hours.
(b) All other products of the woolen and worsted industry.	do.	1.05		Learners and beginners, ¹² 90 cents an hour, but not less than the piece rates paid to other workers in the same plant and occupation for not longer than 320 hours.

* No determination.

¹ All rates below \$1 per hour except for the scientific, industrial and laboratory instruments industry became \$1 per hour by amendment effective Oct. 7, 1953.

² Handicapped workers permitted at subminimum rates if certified in accordance with the standards and procedures set forth in regulations, parts 524 and 525 of the Fair Labor Standards Act.

³ Some of the products covered by this determination were previously under a determination of another title.

⁴ Apprentices may be employed at wages below \$1.05 if their employment conforms to the standards of the Federal Committee on Apprenticeship, except that no apprentice may be employed at a rate lower than 75 cents an hour.

⁵ May be employed only under certificates issued in accordance with the standards and procedures set forth in regulations, parts 521 and 522 of the Fair Labor Standards Act.

⁶ Auxiliary occupations are defined in the determination.

⁷ Beginners and/or probationary workers are defined in the determination.

⁸ Apprentices may be employed at wages below 90 cents an hour if their employment

conforms to the standards of the Federal Committee on Apprenticeship, except that no apprentice may be employed at a rate lower than 75 cents an hour.

⁹ Apprentices may be employed at rates below the established minimum wage in the industry if their employment conforms with the standards adopted by the Bureau of Apprenticeship, U. S. Department of Labor, except that no apprentice may be employed at less than 90 cents an hour.

¹⁰ Apprentices may be employed below the minimum hourly wages required by the minimum wage determination under the Public Contracts Act, as follows: (1) At hourly wage rates below \$1 under certificates issued under sec. 14 of the Fair Labor Standards Act; and (2) at higher wage rates under apprentice agreements recorded as meeting the standards or fundamentals of the U. S. Bureau of Apprenticeship or of a State agency recognized by that Bureau.

¹¹ Learners may be employed in the occupations of machine operating, machine tending, machine fixing, and jobs immediately incidental thereto.

¹² A learner or beginner for the purpose of this determination is a person who has had less than 320 hours experience in this industry.

WOMEN'S BUREAU

WOMEN'S BUREAU

WOMEN'S BUREAU

The Women's Bureau was established in the Department of Labor by act of Congress in 1920 to promote the welfare of women workers, increase their efficiency, advance their opportunities for employment, and report on matters relating to their welfare. Since then, the number of women workers has nearly tripled (from 8 to 22 million) while the civilian labor force as a whole has increased by less than 80 percent. The contribution of women workers to the economy has also increased, as their numbers, their educational level, their skills, and their experience have advanced.

To meet this changing situation, the Women's Bureau has continually developed new emphases and new forms of service in order to fulfill its basic responsibilities. The Women's Affairs Program, instituted by Secretary of Labor James P. Mitchell in the fall of 1954, gave increased recognition to women workers by utilizing more fully for their benefit the services, not only of the Women's Bureau, but of other bureaus in the Department. The Director of the Women's Bureau was appointed Assistant to the Secretary of Labor for Women's Affairs, with responsibility for helping to develop and coordinate departmental programs relating to women workers. The enlarged program is designed to treat women workers as an integral part of the labor force and to give them consideration in all planning which affects them either as workers or as citizens.

The implementation of the objectives of the Women's Affairs Program and progress toward achieving them were discussed with the Secretary of Labor and top Department officials in April 1956. The program was explained to representatives of 27 national organizations of women at an all-day meeting in Washington in May; and there was general discussion of ways in which the women's organizations and the Women's Bureau could cooperate to advance the status of women at national, regional, and local levels. It was suggested that similar conferences be held in the future, regional as well as national.

Trends in Women's Employment

The number of women in the labor force, estimated at 20.8 million in June 1955, had risen to 22.3 million by June 1956, topping all previous records. Close to one-third of all workers (32 percent) were women.

The proportion of women in the older age groups who remain in or re-enter the labor force continues to increase. In 1940, only a fifth of the women 35 years of age and over were workers; now over a third of such

women are in the labor force. And, the relative increase for women 45 to 54 years of age has been even greater.

On the other hand, the proportion of younger women (18 to 34 years) who are working has declined from 40.3 to 38.6 percent between 1940 and 1956.

Age	1956	1955	1950	1945	1940
Women workers, 35 years and over.....	35.3	33.7	30.4	31.5	21.9
35 to 44 years.....	42.5	41.2	38.2	40.7	29.4
45 to 54 years.....	44.6	42.9	37.1	36.9	24.5
55 to 64 years.....	36.6	32.5	27.6	27.5	18.0
65 years and over.....	11.1	11.2	9.7	9.6	6.9
Women workers, 18 to 34 years.....	38.6	38.2	38.1	47.9	40.3

Source: U. S. Department of Commerce, Bureau of the Census.

Nearly 37 percent of all women 14 years of age and over were in the labor force in June 1956. Participation was highest at ages 18 to 24 years and again at ages 35 to 54 years; it was lower for the age group 25 to 34 years (when women are most likely to have young children needing constant care). The average (median) age of women workers continued its upward trend; by April 1956 it was 39.5 years, an increase of 5.2 years in a decade.

Clerical occupations continued to lead all others as a field for employment of women. By major occupation group, the number of employed women in April 1956 was as follows:

Occupation	Number	Percent distribution
Total.....	20,272,000	100
Clerical workers.....	6,104,000	30
Operatives.....	3,548,000	18
Service workers (except household).....	2,597,000	13
Professional workers.....	2,125,000	10
Private household workers.....	2,111,000	10
Sales workers.....	1,480,000	7
Farmers, farm laborers.....	1,031,000	5
Managers, officials, proprietors.....	932,000	5
Craftswomen.....	253,000	1
Laborers (except farm).....	93,000	-----

Source: U. S. Department of Commerce, Bureau of Census, Current Population Reports, May 1956, P-57, No. 166.

Salient facts as to occupations, industry groups, age, and marital status of women workers and their earnings, income, education, and vocational training are given in the 1956 Handbook on Women Workers. Revised biennially, this handbook also includes information on standards for the employment of women, and up-to-date summaries of State laws affecting both women's employment and their civil and political status.

Activities at the Community Level

In line with the intent of the Women's Affairs Program, Bureau activities were increasingly geared to community needs.

Jobs for Mature Women

As a feature of the Department's Older Worker Program, pilot Earning Opportunities Forums were held with the cooperation of the Bureau of Employment Security in Baltimore, Md., and Boston, Mass. Sponsored and organized locally by State labor departments and a wide variety of local organizations, these 1-day forums were attended by employers, placement workers, and mature women interested in employment. Materials distributed at the forums included two leaflets issued by the Bureau during the year: *What a Community Can Do To Train Mature Women for Jobs*; and *Memo on Job Finding for the Mature Woman*.

To enable other communities to utilize this experience, a leaflet was prepared on *How To Conduct an Earning Opportunities Forum in Your Community*.

The need for training programs for older women is shown by the response to a bulletin released in the summer of 1955, "Training Mature Women for Employment," which tells the story of 23 local training programs. Some 10,000 copies were distributed.

Teacher Shortage Project

The effort to provide additional qualified teachers through accelerated training programs for mature college graduates, initiated by the Bureau in 1954 at a conference cosponsored by the Women's Bureau and the United States Office of Education, was continued and expanded. Advisory assistance was given to women's organizations interested in initiating local programs, and nearly 300 individual letters were written in response to inquiries about the project. More than 60,000 copies of the leaflet *New Teachers for the Nation's Children* were distributed.

Further publicity was given to the idea through articles published in *Changing Times*, the *Ladies' Home Journal*, *Woman's Day*, the *Saturday Evening Post*, *Better Schools*, and *Student Life*. A number of college and university alumni magazines printed special articles prepared in the Bureau and many others reproduced a briefer article.

For Women's Groups and Students

An important continuing service of the Bureau is assistance to women's and civic groups, student associations, and other State and local organizations on programs for improvement of labor law standards and women's civil and political status.

In response to a special request from officials of Girls' State and Girls' Nation, the Women's Bureau prepared brief outlines of State labor laws affecting women and of State family and property laws in several States. These were used at Girls' State conferences in Arizona, Massachusetts, Nebraska, and Oregon in the spring of 1956 with such effectiveness that the Bureau planned to prepare similar summaries for other States.

Skills of Women Workers

With the employment of women at an all-time peak, Bureau studies were focused on occupations offering careers to women workers with special skills and training as a part of the Department's program on the skills of the work force.

Accountants

A new bulletin, *Employment Opportunities for Women in Professional Accounting*, was released in the fall of 1955 and by the end of June nearly 12,500 copies had been distributed. An active demand for trained accountants and auditors, whether men or women, was reported in this bulletin.

Mathematicians and Statisticians

In view of the acute shortage of qualified mathematicians and statisticians and the greatly increased demand for programmers to work with electronic calculators, the Bureau made a study of opportunities for women in this rapidly developing field and of the need for increasing the potential supply of women with degrees in mathematics or statistics. This report, planned for publication late in 1956, supersedes an earlier report issued in 1948.

Beauty Operators

A bulletin on opportunities for women in beauty service occupations was prepared for release during the summer of 1956. It shows that beauty service offers employment opportunities in cities of all sizes for well-trained women, whatever their marital status, age, or race. Beauty service is a field where part-time employment can usually be arranged and where a woman with business experience can establish her own shop with a moderate amount of capital. The bulletin summarizes State requirements for the education, training, minimum age, and licensing of beauty operators.

Other Shortage Occupations

A survey of women engineers, made in cooperation with the Society of Women Engineers, was completed. A brief report was published in the *Monthly Labor Review* (May 1956). Preliminary plans were made for a broad survey of nurses' wages, hours, and working conditions, to be carried out in cooperation with the Bureau of Labor Statistics.

Vocational Counseling Materials

In addition to its recent bulletins on engineering, accounting, and beauty service, the Bureau continued to distribute some 20 earlier bulletins describing employment opportunities for women in social work, home economics, and health service occupations. Especially in demand were the bulletins on physical therapists, professional nurses, practical nurses, medical technologists, and X-ray technicians, with distribution totaling over 17,000 copies during the year.

Nationwide publicity was given to a booklet, *Careers for Women in the Armed Forces*, prepared by the Women's Bureau in cooperation with the

Department of Defense, and released in October at a joint press conference by the Director of the Women's Bureau and the Defense Advisory Committee on Women in the Services. This booklet, which contains information for students and counselors on opportunities for women in all four branches of the Armed Forces, provided material for a number of broadcasts and feature articles.

A representative sample of women college graduates of 1955 was surveyed to obtain information on how many were employed, how many studying, how many married, and on the relation of their occupations to their starting salaries and fields of study. The survey was planned and carried out by the Women's Bureau and the Women's Section of the National Vocational Guidance Association with the cooperation of 108 women's and coeducational colleges and universities. The findings show that 80 percent of the women graduates of June 1955 were employed in early 1956; of the employed graduates, three-fifths were teaching.

Improvement of Standards Through Legislation

As one of its major continuing programs the Women's Bureau advises on the improvement of standards for women through legislation, especially proposals relating to State laws on equal pay and minimum wages. Laws insuring equal rates to women for comparable work have obtained the broad support of women's civic groups and unions, many of which requested basic materials and technical advisory services. The administration of State minimum wage laws through the periodic revision of industry wage orders has always been of major concern to the Bureau due to the employment of large numbers of women in trade and service occupations not covered by the Federal Fair Labor Standards Act.

Equal Pay

New stimulus was given to the equal-pay movement by President Eisenhower's state of the Union message in January 1956, which called for enactment of Federal equal-pay legislation. The Department of Labor included Federal equal-pay legislation in its 1956 legislative program, and the Women's Bureau participated with other bureaus of the Department in preparing 2-year budget estimates for enforcement of a Federal equal-pay program.

Extensive work was done in preparing technical and background materials relating to equal pay to be made available for the use of interested groups. In view of the adoption of equal-pay laws in three States (Arkansas, Colorado, and Oregon) during 1955, the Bureau also brought up to date and reissued its Equal-Pay Primer; a digest of State equal-pay laws; and a map showing the 16 States which, with Alaska, have enacted equal-pay laws.

Congress reached adjournment without taking action on equal pay. In June, however, increased union support came from the AFL-CIO, whose

executive council, at a meeting held in Washington, D. C., endorsed Federal legislation to provide equal pay for comparable work for men and women.

Minimum Wage

The new pamphlet *Minimum Wage and the Woman Worker* summarizes briefly the State minimum wage situation as of July 1, 1955, and supplies background information for use in study groups and classroom discussions. With the inclusion of three new laws enacted in the spring of 1955 (in Idaho, New Mexico, and Wyoming) the minimum wage roster then stood at 29 States, the District of Columbia, Alaska, Hawaii, and Puerto Rico.

In 1956, few State legislatures were in session and no increase took place in the number of minimum wage States. Puerto Rico reorganized its minimum wage system in a comprehensive act which repealed two previous laws, established statutory rates, and set up a wage board with prescribed powers. Amendments raising statutory rates were adopted in Massachusetts, New Hampshire, and Hawaii, and a statutory rate was adopted in Rhode Island for the first time. Wage orders providing for increased minimum wage rates in various industries became effective in the District of Columbia, Massachusetts, New Jersey, Oregon, Utah, and Puerto Rico.

A Bureau representative supplied technical aid to the Ohio Department of Industrial Relations in organizing the report of its retail trade survey, and to the New Jersey State Wage and Hour Bureau in analyzing and preparing the report of its minimum wage survey. At the request of the New Jersey State Department of Labor, the Consumers League, and other State organizations, the Bureau also assisted in the preparation of the technical briefs filed in court cases challenging the laundry and hospital wage orders. In both cases the decision was favorable to the State Department of Labor. Technical assistance was given on request in connection with proposed surveys, cost-of-living studies, wage orders, and legislative amendments in Colorado, Minnesota, Rhode Island, and the District of Columbia.

The Bureau's *State Minimum-Wage-Order Provisions Affecting Working Conditions* was brought up to date (through June 1, 1955). In addition, a selective compilation was issued of State mercantile and retail trade orders and pertinent provisions in State minimum wage laws, as of December 1955.

Legal Status of Women

A new edition of the *United States Summary of the Legal Status of Women* (Bulletin 157) was completed and sent to the printer, superseding the 1951 edition. This report outlines the situation of women under State law with respect to property, family, and political relationships.

Various aspects of women's status under State law were reviewed in an article prepared for publication in the 1956-57 edition of *The Book of the States*, published by the Council of State Governments, which also contained charts summarizing marriage and divorce laws for all States.

International Cooperation

The Women's Bureau participated in the Department's program of International Labor Affairs and assisted a large number of women leaders visiting the United States under various sponsorships or on their own initiative, by helping to plan their programs and by providing information and materials.

Women Leaders From France and Italy

The programs of 67 French and Italian women brought to this country through a joint project of the Women's Bureau and the Foreign Operations Administration (the predecessor of the International Cooperation Administration) were concluded during the summer of 1955.

In July, evaluation sessions were held. One session was attended by officials of the Department, the ICA, and cooperating women's organizations, as well as members of the press.

The project then entered a new phase, carried on in Europe by the returning women leaders, and in this country through follow-up work by the Women's Bureau and the women's organizations. The Bureau suggested, in a memorandum to United States information officers in France and Italy, the program areas in which individual women were best equipped to speak and write, and also issued a detailed report on the project which was distributed in the United States to local sponsors, Government agencies, and cooperating groups. In 1956, the Bureau Director met with some of the women community leaders in Paris and found that they were discussing "Operation American Home" on radio and television, in newspaper and magazine articles, and in speeches before key women's organizations and community forums.

International Educational Exchange Service

The Women's Bureau participated in the International Educational Exchange Service of the Department of State by helping to plan itineraries and programs for 63 women exchangees from 20 countries and by securing local sponsors for them in various cities throughout the United States. Washington programs were arranged by the Bureau, and staff members gave them information on the economic and legal status of women in the United States and on the work of the Bureau.

Future exchange programs for women leaders, areas where there is gravest need for such programs, and methods of expanding the present exchange program to include more women were discussed by the Bureau Director with top officials of the State Department, United States delegates to international organizations, and representatives of leading national organizations of women.

United Nations

In preparation for the tenth session of the Status of Women Commission held in Geneva, Switzerland, in March, Bureau officials prepared technical reports on women's status in the United States for use by the United States delegate. They participated with Department of State officials in preparation of the United States position papers, draft resolutions, and supporting statements. A Bureau staff member attended the session as adviser to the United States delegate.

For publication in the United Nations Yearbook on Human Rights, extensive materials on State and Federal legislative action affecting women in the calendar years 1954 and 1955 were prepared and sent to the Department of State.

International Labor Organization

The Women's Bureau Director attended the International Labor Conference in Geneva in June 1956 as an adviser to the United States Government delegates, and served on the committee considering the weekly day of rest.

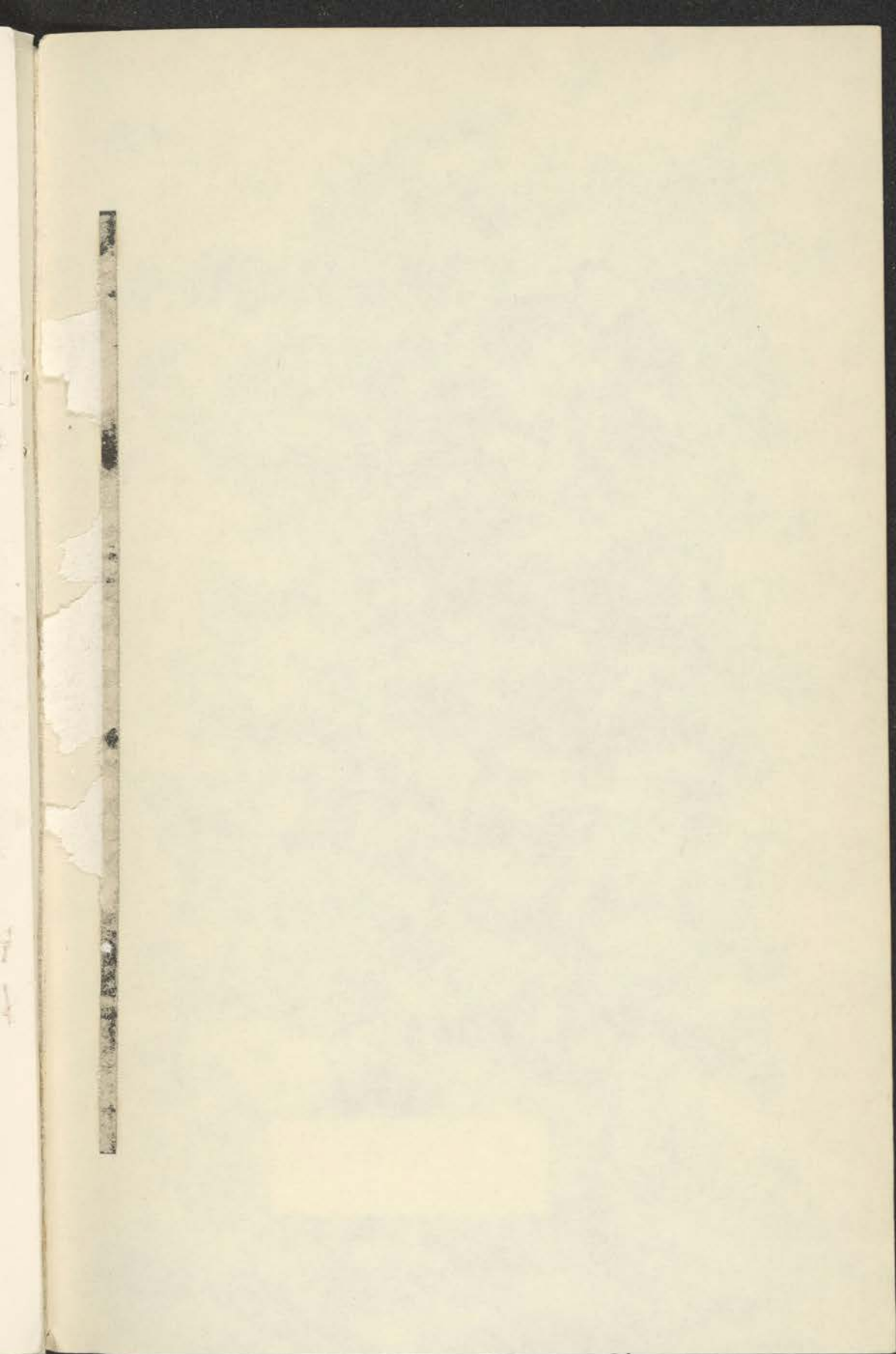
At the request of the ILO, comprehensive reports were prepared on United States experience on equal pay pursuant to the adoption by the International Labor Conference in 1951 of the Convention and Recommendation on equal remuneration for work of equal value. Other materials prepared by the Bureau dealt with State provisions for weekly rest and plant facilities, and the draft United States position paper for use of the United States delegation at Geneva.

Recommendations were drafted for the agenda of the Committee of Experts on Women's Employment, scheduled to meet in Geneva during November 1956, with the Assistant to the Secretary of Labor for Women's Affairs representing the United States.

Relationships With the Public

The extent to which the Women's Bureau is successful in promoting the welfare of women workers depends on public understanding of and interest in its objectives. A brochure, *Programs and Services of the Women's Bureau*, issued in January 1956, describes the Bureau's services available to employers, unions, and individuals; schools, colleges, and employment offices; State labor departments; and national and international organizations. Through the Women's Affairs Program of the Department closer reciprocal relationships have been established both with other Government agencies whose programs affect women workers, such as the Bureau of Old-

Age and Survivors Insurance, and with nongovernment agencies, such as the National Manpower Council at Columbia University and the Scientific Manpower Commission in Washington. In reaching the public, the Women's Affairs Program utilized the various channels of building understanding and good will established by the Women's Bureau in the past, such as conferences, speeches, exhibits, field visits, press interviews, radio and television programs, publication of reports and popular leaflets, and the preparation of news releases and articles for newspapers and magazines.



SAN DIEGO PUBLIC LIBRARY



3 1336 05750 2891