BLS and the economy: a centennial timetable

EDGAR WEINBERG

Celebration of the BLS Centennial affords an opportunity to review the growth and development of the Bureau's work in relation to changes in the American economy and society. Shifts in Bureau leadership, changes in objectives, and the evolution of programs following the Bureau's inception are narrated in a study to be published by the Bureau in 1985. In what follows, pertinent facts and dates are presented in a Timetable of History, a format of a long span of years. It is intended to present briefly the historical context in which the Bureau has developed.

The table presents events over the past 100 years under three headings: first, the commissioners and their terms of office, including the presidents who nominated them; second, major activities of the Bureau of Labor Statistics; and third, selected economic and historic milestones.

Among the major themes that emerge from this overview: increasing use of BLS programs in the administration of private and public stabilization programs, such as adjustment of incomes to consumer price changes, allocation of public funds for unemployment assistance, and the regulation of working conditions; the pursuit of economic stability through government intervention; the shift away from government action on the side of employers to a more neutral position in labor-management relations; and the persistence

and creativity of collective bargaining in dealing with problems of change.

In addition to the forthcoming historical study, the timetable draws on several other BLs publications for the sections on the Commissioners and Major Activities of the BLS: BLS Handbook of Methods, Vol. 1 (Bulletin 2134–1, 1982); Information Processing at BLS (Report 583, 1980); The Monthly Labor Review; and selected Bulletins. The Annual Reports of the Secretary of Labor, 1915–83, were also consulted. Other useful sources included: Ewan Clague, The Bureau of Labor Statistics (New York, Frederick A. Praeger, 1968) and Joseph W. Duncan and William C. Shelton, Revolution in United States Government Statistics, 1926–1976 (Washington, U.S. Government Printing Office, 1978).

The main sources for economic and historic milestones were: Richard B. Morris, ed., Encyclopedia of American History, Sixth Edition (New York, Harper and Row, 1982); Arthur M. Schlesinger, Jr., general editor, The Almanac of American History (New York, G. P. Putnam's Sons, 1983); Lawrence Urdang, ed., The Timetables of American History (New York, Simon and Schuster, Inc., 1981). The dates of business cycle turning points are from the article by Geoffrey H. Moore, "Business Cycles" in Douglas Greenwald, editor-in-chief, Encyclopedia of Economics (New York, McGraw-Hill Book Co., 1982) and the U.S. Department of Commerce's Business Cycle Digest.

Also consulted were Brief History of the American Labor Movement (BLS Bulletin 1000, 1976) and Harold S. Roberts, Robert's Dictionary of Industrial Relations (Washington, The Bureau of National Affairs, 1971).

Edgar Weinberg, a consulting economist, formerly was Deputy Assistant Commissioner, Office of Productivity and Technology. William T.Moye, of the Office of Publications, assisted in the preparation of this historical timetable.

Terms of commissioners	Major BLS activities	Economic and historic milestones
CARROLL D. WRIGHT, 1885–89. Nominated by Chester A. Arthur.	1884. Bureau of Labor is established in the Department of the Interior. Officers appointed in 1885.	1884-85. Recession and wave of wage reductions spark strikes, especially on railroads.
	1886. Bureau publishes its first annual report, Industrial Depressions, with data on the United States, Great Britain, France, Belgium, and Germany.	1886. American Federation of Labor is orga- nized by 25 trade unions with Samuel Gom- pers as president. Violence in Chicago's Haymarket Square hurts 8-hour-day move- ment and sets back the Knights of Labor.
		1887. Congress establishes Interstate Commerce Commission to regulate railroad freight rates.
	1888. Bureau becomes Department of Labor, independent but without Cabinet status.	
CARROLL D. WRIGHT, 1889-93. Renominated by Grover Cleveland.		1889. Jane Addams and Ellen Gates Starr found Hull House in Chicago to experience, investigate, and improve conditions faced by immigrants. Cabinet-level Department of Agriculture is established.
		1890. United Mine Workers of America is established. Congress passes Sherman Antitrust Act.
	1891. Bureau begins surveys for Senate Finance (Aldrich) Committee study of imports and tariffs. Report published as Retail Prices and Wages (1892) and Wholesale Prices, Wages, and Transportation (1893).	
		1892. Recession begins, lasting 17 months before a short recovery. Violent confrontation erupts at Carnegie steel mill at Homestead, PA.
CARROLL D. WRIGHT, 1893-97. Renominated by Benjamin Harrison.	1893. Wright is appointed Superintendent of the Census.	
	1894. Bureau annual report, The Slums of Baltimore, Chicago, New York, and Philadelphia, includes data on crime, literacy, nativity, health, and crowding, as well as occupations and earnings.	1894. Federal troops break Pullman strike. President appoints investigating commission with Wright as chairman. "Coxey's Army" of unemployed march on Washington to demand a national public works program.
	1895. Bureau publishes first issue of the bimonthly Bulletin of the Department of Labor.	
		1896. Supreme Court declares "separate but equal" doctrine in <i>Plessy v. Ferguson</i> .
CARROLL D. WRIGHT, 1897-1901. Renominated by Grover Cleveland.	1897. Annual report, Work and Wages of Men, Women and Children, was authorized by Congress to answer the question, "Are women and children replacing men?"	1897. "Klondike Stampede" begins for Alaskan gold.
	1898. Annual report, Hand and Machine Labor, was authorized by Congress to determine if the introduction of machinery depressed wages or caused widespread unemployment.	1898. Erdman Act passed, providing mediation and conciliation in railroad disputes by the Commissioner of Labor and the chairman of the Interstate Commerce Commission. U.S. fights war with Spain. In peace treaty, Spain cedes the Philippines, Puerto Rico, and Guam.

Terms of commissioners	Major BLS activities	Economic and historic milestones
	1900. Law annexing Hawaii directs the Bureau to conduct periodic surveys of economic conditions.	1900. Business, labor, and civic leaders organize National Civic Federation to promote conciliation and arbitration between capital and labor.
CARROLL D. WRIGHT, 1901–05. Renominated by Theodore Roosevelt. Retired in 1905.		1901. Elbert H. Gary, financed by J. P. Morgan, buys out Carnegie interests and combines other firms to form the U.S. Steel Corp.
	1902. Bureau begins publication of the Wholesale Price Index with data covering 1890 to 1901.	1902. Strike by Pennsylvania anthracite coal miners sparks Presidential concern and establishment of Anthracite Coal Strike Commission, with Wright as recorder. Permanant Bureau of the Census is established, then transferred to the Department of Commerce and Labor in 1903.
	1903. President signs bill establishing the Department of Commerce and Labor, with the Bureau of Labor as a part. Bureau presents data from massive retail price and budget studies, beginning the series on retail price of food.	
	1904. Annual report, Wages and Hours of Labor, presents data on 519 occupations obtained from 3,475 establishments in 67 industries.	1904. Supreme Court declares unconstitutional maximum hours law for bakery workers (Lochner v. New York).
CHARLES P. NEILL, 1905-09. Nominated by Theodore Roosevelt.		
		1906. Upton Sinclair exposes conditions in Chicago meatpacking plants in <i>The Jungle</i> . The President sends Neill to investigate. American Association for Labor Legislation is founded.
	1907. Bureau begins investigation of working conditions experienced by women and children, resulting in a 19-volume study.	
	1908. Secretary assigns Bureau its first administrative duties, arising from the Federal Workmen's Compensation Act, the first such system to operate in this country.	1908. Supreme Court holds boycott by Danbury Hatters Union a restraint of trade prohibited under the Sherman Antitrust Act. Supreme Court also upholds Oregon 10-hour law for women in <i>Muller v. Oregon</i> , as defended in the "Brandeis brief."
CHARLES P. NEILL, 1909-13. Renominated by Theodore Roosevelt.	1910. Bureau publishes study of phosphorus poisoning, leading to the elimination of white phosphorus in the manufacture of matches.	1910. Strike at Bethlehem Steel is investigated by the Bureau, which then undertakes a study of conditions in the iron and steel industry.
		1911. Triangle Shirtwaist Co. destroyed by fire, causing the death of 146 workers and leading to establishment of the New York State Factory Investigating Commission.
CHARLES P. NEILL, 1913. Nominated by William H. Taft. Nominated by Woodrow Wilson. Resigned in 1913.	1912. Bureau publishes Accidents and Accident Prevention (Vol. IV of Report on Conditions of Employment in the Iron and Steel Industry), marking the birth of continuing annual series in the iron and steel industry.	1912. Congress creates Children's Bureau. Industrial Workers of the World leads successful strike at textile mills of Lawrence, ма. Вигеаи of Labor investigates.

Terms of commissioners	Major BLS activities	Economic and historic milestones
ROYAL MEEKER, 1913–17. Nominated by Woodrow Wilson, following a 3-month interim during which G. W. W. Hanger served as acting commissioner.	1913. Congress establishes the Cabinet-level Department of Labor, with the Bureau of Labor Statistics, Bureau of Immigration, Bureau of Naturalization, and the Children's Bureau.	 1913. Ford establishes moving assembly line system to mass produce <i>Model T's</i>. Sixteenth Amendment, income tax, is ratified. Federal Reserve System is established. 1914. Clayton Act, "Magna Carta of Labor," is
		enacted, exempting unions from Sherman Antitrust Act. Violent strike of coal miners in Ludlow, co. leads to Federal troops and the appointment of a Presidential Commission. World War I begins in Europe. Start of a 44-month business expansion.
	1915. Bureau publishes revised series on retail and wholesale prices, and a report, "The Making and Using of Index Numbers," by Wesley C. Mitchell (reprinted in 1921 in Bulletin 284). First survey of unemployment is conducted in New York City. First issue of Monthly Review is published (renamed Monthly Labor Review in 1918).	1915. La Follette Seaman's Act is passed reg- ulating conditions of employment of maritime workers. National Safety Council is founded.
	1916. Agreement is signed with New York State to collect data on factory employment, hours, and payrolls from employers. Bureau publishes national series on monthly basis.	1916. Four-year study of the status of labor-management relations and the causes of industrial unrest is released by the Commission on Industrial Relations. Adamson Act passed establishing 8-hour day on interstate rail-roads.
ROYAL MEEKER, 1917–20. Renominated by Woodrow Wilson. Resigned in 1920.	1917. Two year study begins on income and expenditures of urban wage earners and clerical workers to construct cost-of-living indexes (first published in 1919).	1917. United States enters war. Railroads are nationalized. Production is subjected to controls imposed by War Industries Board, Food Administration, and Fuel Administration. Supreme Court upholds "yellow-dog" contracts.
		1918. Business and labor leaders at President's Labor-Management Conference agree to maintain industrial peace for duration. The National War Labor Board is created to deal with disputes. U.S. Employment Service opens field offices. Armistice is signed in November.
		1919. President's Industrial Conference ends without agreement on right-to-organize. President establishes coal commission to arbitrate miners' strike.
		1920. 19th Amendment (women's suffrage) is ratified. Congress establishes Women's Bureau in the Department of Labor.
ETHELBERT STEWART, 1920-25. Recess appointment by Woodrow Wilson. Nominated by Warren G. Harding.	 1921. Bureau takes over series on building permits in major cities from U.S. Geological Survey. 1922. Bureau expands cooperative program with States in collecting employment statis- 	1921. President's Conference on Unemployment recommends local responsibility for unemployment relief. "Guesses" of unemployment range from 3.5 to 5 million.
	tics.	1923. Steel industry agrees to eliminate the 12-hour day, following pressure from the Harding Administration.
		1924. William Green becomes president of the AF of L. Restrictive immigration legislation is adopted.

Terms of commissioners	Major BLS activities	Economic and historic milestones
ETHELBERT STEWART, 1925–29. Renominated by Calvin Coollidge.		
	1926. First annual indexes of labor productivity are issued for autos, steel, and other selected industries. First edition of <i>Handbook of American Trade Unions</i> is published. American Statistical Association Committee reports on Employment Statistics for the United States.	1926. Railway Labor Act is enacted requiring employers to bargain collectively. Ford announces 8-hour day, 5-day week.
	1928. Bureau publishes History of Wages in the United States from Colonial Times. Congress appropriates \$100,000 to support expanded work in employment statistics.	
ETHELBERT STEWART, 1929–32. Renominated by Herbert Hoover. Retired in 1932 because of age. Charles A. Baldwin served as acting commissioner.	1929. Series on labor turnover in manufactur- ing is taken over from Metropolitan Life Insur- ance Co.	1929. Prices on New York Stock Exchange collapse. Great Depression begins.
	1930. President Hoover establishes Advisory Committee on Employment Statistics.	1930. Tariffs are raised substantially, by Hawley-Smoot Act. Bureau of Census conducts census of unemployment, April 1930.
	1931. Bureau publishes special reports on unemployment benefit plans in the United States and abroad.	1931. Congress passes Davis-Bacon Act requiring prevailing wages on Federal construction.
		1932. Norris-LaGuardia Act is enacted, restricting Federal antiunion injunctions and outlawing "yellow-dog" contracts. Wisconsin adopts first unemployment insurance law. Reconstruction Finance Corp. is set up for emergency financing of banks, insurance, and other failing companies. Bonus march on Washington is dispersed.
ISADOR LUBIN, 1933-38. After recess appointment by Franklin D. Roosevelt, nominated in 1934.	1933. BLS is designated agent to collect wage and hour data for formulating NRA codes. Average hourly earnings and average weekly hours are published for the first time by industry and for total manufacturing.	1933. Unemployment is estimated at 25 percent. Congress enacts recovery and relief legislation, and establishes Tennessee Valley Authority. U.S. Employment Service is reorganized under Wagner-Peyser Act. National Industrial Recovery Act sparks union organizing drive.
	1934. Congress appropriates money for new survey of income and expenditures towards revision of the cost-of-living index, the first since its introduction.	1934. New Deal legislation is enacted including Home Owners Loan Act, Securities Exchange Act, National Housing Act. Division (later Bureau) of Labor Standards is established in Labor Department to assist States. U.S. membership in ILO is approved.
:	1935. Study of company unions is conducted by newly organized Industrial Relations Division. Bureau establishes Machine Tabulation Division to centralize data processing.	1935. Social Security Act and National Labor Relations Act are enacted into law. Committee for (later Congress of) Industrial Organizations is formed, with John L. Lewis as chairman, to organize mass production industries. Work Projects Administration (WPA) is created.
`		1936. Public Contract Act (Walsh-Healey) is enacted.

Terms of commissioners	Major BLS activities	Economic and historic milestones
		1937. Sit-down strikes in auto, rubber, steel, textiles, and other industries. United Auto Workers is recognized by General Motors; Steelworkers by U.S. Steel.
ISADOR LUBIN, 1938–42. Renominated by Franklin D. Roosevelt. After Lubin's assignment to the White House in 1940, the Bureau was supervised by A. Ford Hinrichs who served as acting commissioner.	1938. Commissioner plays leading role in organizing investigation of industrial concentration by the Temporary National Economic Committee of Congress, with the Bureau conducting several special studies.	1938. Fair Labor Standards Act is passed.
		1939. World War II begins in Europe. Regular transatlantic air service is inaugurated. Congress extends Social Security Act to provide survivors benefits.
	1940. BLs introduces revised cost-of-living index, now released monthly. Congressional resolution authorizes continuing studies of labor productivity by new Division of Productivity and Technological Development. Occupational Outlook Service is established.	1940. First peacetime draft is introduced.
		1941. Lend-lease is started. U.S. enters the war in December. AFL and CIO give no-strike pledge for duration. President creates Committee on Fair Employment Practices by executive order.
ISADOR LUBIN, 1942–46. Renominated by Franklin D. Roosevelt. Resigned in 1946.	1942. Regional offices are set up to serve emergency agencies. what sample survey of labor force is transferred to the Census Bureau.	1942. Little Steel formula allowing 15-percent cost-of-living raise is adopted.
		1943. Withholding of income taxes started. Government temporarily takes over railroads and coal mines to end strikes.
		1944. Servicemen's Readjustment Act (GI Bill) providing education, homeownership, small business, and other benefits is passed.
	1945. Bureau renames cost-of-living index, "Consumers' Price Index for Moderate Income Families in Large Cities." Foreign Labor Problems Branch is organized for assistance to other countries in improving labor statistics. Expansion of employment statistics to provide State estimates is begun in regional offices.	1945. End of World War II.
Ewan Clague, 1946-50. Nominated by Harry S Truman.		1946. Wave of strikes breaks out as wartime wage and salary controls end. Employment Act is passed committing government to promote "maximum employment and purchasing power" and creating the Council of Economic Advisors.
	1947. First meetings of the Labor Research Advisory Committee and the Business Research Advisory Committee, appointed by the Commissioner, are held. Report, 1950 Full Employment Patterns, based on input-output, is published.	1947. Congress passes National Labor Relations Act (Taft-Hartley) over President's veto. Independent Federal Mediation and Conciliation Service is set up, with "preventive mediation" role.

Terms of commissioners	Major BLS activities	Economic and historic milestones
	1948. Bureau publishes first City Worker's Family Budget.	1948. First major contract with cost-of-living adjustment based on cPI is signed by General Motors and UAW. European Recovery Plan (Marshall Plan) is launched.
	1949. First edition of the Occupational Outlook Handbook is published. All States are now cooperating with Bureau's cooperative employment statistics program.	
EWAN CLAGUE, 1950-54. Renominated by Harry S Truman.	1051	1950. Korean conflict begins.
	1951. Bureau introduces interim adjustments to the Consumer Price Index to prepare for wartime pressures and stabilization uses.	
	1953. Bureau introduces revised Consumer Price Index.	1953. Armistice negotiated in Korea.
	1954. BLS, Census, and Bureau of Employment Security establish procedure to release a unified monthly statement on the employment-unemployment situation. Bureau launches Federal-State cooperative program to collect statistics of labor turnover. First Interstate Conference on Labor Statistics is held.	1954. Supreme Court declares school segregation a violation of equal protection clause of Constitution.
Ewan CLAGUE, 1955-59. Renominated by Dwight D. Eisenhower, after almost a year interim, during which Aryness J. Wickens served as acting commissioner.		1955. AFL and CIO are merged, with George Meany as President. uaw-Ford agreement provides supplementary unemployment benefit plan financed by the employer.
	1958. Bureau installs first generation electronic computer (івм 650).	1958. Welfare and Pension Plan Disclosure Act, requiring financial reports on health, pension, and supplementary unemployment benefits, is passed.
Ewan Clague, 1959-63. Renominated by Dwight D. Eisenhower.	1959. Full program and financial responsibility for "Monthly Report on the Labor Force" is assigned to Bureau; data collection, to Census. Bureau publishes its first estimates of real output per man-hour in the private economy using the constant dollar gross national product.	1959. Labor-Management Reporting and Disclosure Act is adopted. Joint plans for job security and improvements are negotiated at the Kaiser Steel and Armour Co.
	1960. First Professional, Administrative, Technical and Clerical pay survey is conducted.	
	1961. Report of Price Statistics (Stigler) Review Committee is issued. Bureau sets firm release dates a full year in advance following criticism in 1960 election.	1961. Beginning of record 106-month business expansion. President's Advisory Committee on Labor-Management Policy is appointed to deal with trade, tax, and related issues.
	1962. Committee to Appraise Employment and Unemployment Statistics (Gordon) reports its findings supporting Bureau's integrity and recommending improvements.	1962. Guideposts for noninflationary wage and price decisions based on productivity are proclaimed by Council of Economic Advisers. Manpower Development and Training Act is passed. Federal Salary Reform Act is adopted, linking salaries to those paid in private industry as surveyed by the Bureau.

Terms of commissioners	Major BLS activities	Economic and historic milestones
EWAN CLAGUE, 1963-65. Renominated by John F. Kennedy. Retired in 1965.	1964. New series of studies of collective bargaining agreements including prevalence of different provisions is begun (Bulletins 1425–1–20). Revised CPI is published, based on 1960–61 survey of consumer expenditures.	1964. "War on Poverty" is declared in Economic Opportunity Act, providing work, education, and loan programs for the disadvantaged. Title VII of the Civil Rights Act bars discrimination in hiring, employment, and apprenticeship.
АRTHUR M. Ross , 1965–68. Nominated by Lyndon B. Johnson. Resigned in 1968.		1965. United States sends troops to South Vietnam.
Johnson, Nesigned III 1900.		1966. Report of the National Commission on Technology, Automation, and Economic Prog- ress is issued after 2-year study. Health In- surance of the Aged and Disabled (Medicare) is enacted.
	1967. Bureau is reorganized (1966–67) following study by management consultants. Data collection and processing are centralized.	
		1968. Age Discrimination in Employment Act covering persons 40 to 65 is approved.
GEOFFREY H. MOORE, 1969–73. Nominated by Richard M. Nixon after 8-month interim during which Ben Burdetsky served as acting commissioner. Resigned in 1973.	1969. Bureau publishes employment projections based on National Industry-Occupational matrix, for use in developing State and local projections. Experimental job openings and labor turnover survey is started (ended in 1974).	1969. Two astronauts walk on the moon. Mine Safety and Health and Blacklung Acts are approved.
		1970. The Occupational Safety and Health Act of 1970 is enacted. Secretary of Labor assigns Bureau broad responsibility for safety and health statistics.
		1970. Recession with sharp price rise ends long expansion.
	1971. Joint Economic Committee starts monthly hearings on employment situation with Commissioner and staff.	1971. Ninety-day wage and price freeze is imposed. Pay Board and Price Commission are set up (ended in 1974).
	1972. Technical responsibility for developing concepts and methods for States to use in estimating unemployment rates is assigned to the Bureau. Consumer Expenditure Survey now conducted by Census for the Bureau, is shifted from annual to quarterly basis.	
Julius Shiskin, 1973-77. Nominated by Richard M. Nixon, following a 4-month interim during which Ben Burdetsky served as acting commissioner.	1973. Federal Government Productivity Measurement Program is authorized on a continuing basis.	1973. Comprehensive Employment and Training Act (CETA) is passed to consolidate training programs, with funds allocated by formula using BLS unemployment figures.
		1974. CPI rises a record 12 percent following the 1973 oil embargo and worldwide food crisis. President Ford calls "summit conference" to plan fight against inflation.
	1975. U1-U7 array of unemployment measures first appears. Bureau adopts third generation computer system.	1975. U.S. withdraws from Indo-China. Unemployment peaks in May (9.2 percent) during the steepest recession since World War II. First automatic adjustments pegged to the CPI are made in social security benefits.

Terms of commissioners	Major BLS activities	Economic and historic milestones
	1976. Bureau publishes initial Employment Cost Index as measure of change in the price of purchased labor services. Bureau also begins the first comprehensive revision of the Wholesale Price Index (renamed the Producer Price Index).	1976. U.S. celebrates its 200th birthday.
Julius Shiskin, 1977–78. Renominated by Jimmy Carter but dies in office.		1977. Department of Energy is established.
but dies in office.	1978. Bureau issues the revised CPI series, the new CPI-U for all urban consumers and the traditional CPI-W for wage-earners and clerical workers.	1978. Full Employment and Balanced Growth Act establishes policy goals. Airline deregula- tion is approved.
JANET L. NORWOOD, 1979-83. Nominated by Jimmy Carter.	1979. Bureau launches Continuing Consumer Expenditure Survey. National Commission on Employment and Unemployment Statistics (Levitan) issues report, as does the National Academy of Sciences Panel to Review Productivity Statistics (Rees).	1979. Congress establishes Department of Education separate from the Department of Health and Human Services. Administration and AFL—CIO sign "national accord" on economic policies. Congress guarantees loans to Chrysler Corp.
	1980. Bureau publishes five experimental measures of homeownership, including the so-called CPI-X1 or "rental equivalence" measure. Expert Committee on Family Budget Revisions makes its report.	1980. CPI reaches peak (13.5 percent) in series of double-digit annual increases, led by oil price rise.
		1981. Economic Recovery Tax Act reduces income and corporate taxes and provides for automatic adjustment of tax brackets based on the CPI in 1984 tax year. Strike by air traffic controllers ends with dismissals.
·	1982. In appropriations reductions, 19 programs are cut or reduced, including labor turnover, family budgets, and analysis of labor-management agreements and the union directory.	1982. Job Training and Partnership Act passed to replace сета. Recession causes highest unemployment rates since 1941 (10.7 percent). Antitrust suit against атат settled, with breakup of "Ma Bell" ordered. U.S. drops 13-year antitrust suit against івм.
JANET L. NORWOOD, 1983—. Renominated by Ronald Reagan.	1983. Bureau publishes first measures of multifactor productivity (Bulletin 2178), and introduces rental equivalence measure for homeowners' costs in the CPI—U. It also starts new revision program for the CPI and accepts managerial responsibility for Federal/State labor market information programs.	1983. Annual inflation rate, as measured by the CPI, reaches lowest level (3.0 percent) in over 10 years.