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OFFICE OF NATIONAL RECOVERY ADMINISTRATION
DIVISION OF REVIEW

SHELTERED WORKSHOPS UNDER NRA

By
V. J. Clarke
and
Leo G. Cyr

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N.R.A. ORGANIZATION STUDIES SECTION
March, 1936

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F O R E W O R D

This study of Sheltered Workshops under NRA was prepared by Messrs. V. J. Clarke and Leo G. Cyr of the NRA Organization Studies Section, Mr. William W. Bardsley in charge.

The fact that certain charitable institutions (referred to as "Sheltered Workshops") whose industrial activities are for the purpose of providing remunerative employment for physically, mentally and socially handicapped workers, and not for profit, sold their products in competition with private industry, brought them within the purview of the National Recovery Administration. This report deals with the origin and objectives of such institutions and discusses the activities of the NRA in connection with them.

The Summary, immediately following the Table of Contents, sets forth the scope of the study, briefly summarizes the report and states certain conclusions. Statements of the methods followed in developing the report and with respect to further research are to be found in Appendix I.

At the back of the report will be found a brief statement of the studies undertaken by the Division of Review.

L. C. Marshall, Director
Division of Review

March 11, 1936

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SUMMARY

A "Sheltered Workshop" is defined as a charitable institution, or activities thereof, conducted not for profit but for the purpose of providing remunerative employment for physically, mentally and socially handicapped workers.

This study is a review of the experiences of the National Sheltered Workshop Committee created under the National Recovery Administration with respect to certain industrial activities of such institutions.

All of the Administrative orders pertaining to sheltered workshops and the National Sheltered Workshop Committee, including those dealing with the delegation of authority and the appointment of members to the Committee, are discussed, with the exception of Administrative Order X-111-3. (*) This Order terminated the National Sheltered Workshop Committee on December 20, 1935.

Particular pains have been taken to treat the origin and objectives of sheltered workshops in order to indicate their relative position and importance in the American industrial scheme. The designation "sheltered workshop" is comparatively little known, and the time and space devoted to this exposition seems warranted. It is pointed out that the activities of sheltered workshops came within the purview of the National Industrial Recovery Administration only incidentally but this brought to light the distinct identity of sheltered workshops and developed a method of cooperative procedure (through a National Committee), the benefits of which no authority on the subject will deny.

There are public and private workshops. They can be classified into two great systems, with much overlapping. These systems care for the tuberculous, crippled, aged, wayward, cardiac and blind and provide for the necessary physical, vocational and psychological rehabilitation.

The NRA activities applied to all private agencies, and to those public agencies which signified their desire to cooperate. Handicapped workers in private industry, as distinguished from those in sheltered workshops, were covered by Executive Order 6606-F, dated February 17, 1934.

The problem confronting the National Recovery Administration upon its inception was to do justice both to the labor standards for regularly employed workers being built up in Codes of Fair Competition, and equally to do justice to the handicapped workers in sheltered workshops.

The policy adopted in the beginning by the Administration was that charitable institutions in general were not covered by permanent codes, as they do not engage in industry or trade. However, when charitable institutions did engage in industry or trade (sheltered workshops came under this classification), even though not organized for profit, "they should sign the PRA, and they may come within the terms of permanent codes."

(*) Administrative Order X-111-3, December 20, 1935.
Appendix XIII

A recommendation of a special committee requested to study the sheltered workshop situation reads as follows:

"The Committee recommends the issuance of the following Executive Order enabling sheltered workshops to comply with the spirit and intent of the National Recovery Administration and to have the benefit of the Blue Eagle, without being required to conform with the various trade and industrial codes."

As a result of this recommendation the Administration issued Administrative Order X-9, (March 7, 1934) which might well be called the charter of sheltered workshops under NRA.

Administrative Order X-9 granted a conditional exemption to sheltered workshops on three conditions. This was not an agreement pursuant to Section 4 (a) of NIRA. It provided for the establishment of a National Sheltered Workshop Committee and for the use of an appropriate insignia. The Committee was named May 11, 1934, and the appropriate insignia designated.

Rules and regulations for the use of labels were formulated in Administrative Order X-59 (July 2, 1934), and revised in Administrative Order X-81 (September 1, 1934.).

The Ulman Committee, in accordance with the terms of Executive Order of October 12, 1934, conducted an investigation into the activities of sheltered workshops in the cotton garment field, and reported that the National Sheltered Workshop Committee was making a sincere and determined effort to administer, in such a way as to insure fair competition, the provisions of Administrative Order X-9, giving the sheltered workshops a special status.

Regardless of what may be said with respect to the success of the National Recovery Administration in its main objectives, it proved to be a most important milestone in the advancement of sheltered workshops. For the first time, the cause and problems of these institutions were accorded adequate representation in the industrial forum. For the first time, their aims and objectives were nationally promulgated in a manner which reached the ears of industrial and governmental leaders. For the first time, the leading, non-profit charitable systems of the country merged to find themselves identical in outline. For the first time their combined voices attracted the attention of the Federal Government, whereas they had separately been inaudible. For the first time, sheltered workshops impressed on authorities the distinctiveness of their identity, as apart from prison institutions. For the first time there existed a liaison between private industry and sheltered workshops, between government and sheltered workshops and between the sheltered workshops themselves. For the first time, a well-formulated program endorsed by the majority of institutions affected and executed by a central agency was put into effect in behalf of sheltered workshops.

The entire program as administered by the National Sheltered Workshop Committee spells an excellent beginning to an important task. A review of the Committee's achievements under the National Recovery Ad-

ministration compels the recommendation that the Committee, or its equivalent, be continued. If a new Act is proposed, it should embody specific provisions with respect to sheltered workshops which would provide for the administration thereof in the same manner as formerly effected pursuant to the powers delegated to the President. Assuming that the code system be used in a new Act, it is recommended that the above provisions establish a Sheltered Workshop Committee of the I.C.B.U.S. and exempt sheltered workshops from codes upon conditions similar to the following (as contained in Administrative Order X-9), ".....that any sheltered workshop in order to become entitled to such exemption shall sign a pledge that it will not:

- (1) employ minors under sixteen (16) years of age, except such as are there for instructional purposes as approved by a Regional Committee (hereinafter provided for).
- (2) engage in destructive price cutting or any other unfair method of competition.
- (3) wilfully hamper or retard the purposes of said Title of said Act; and that so far as possible will cooperate with the National Recovery Administration and will carry out the intent and spirit of said Title of said Act."

If the use of labels is approved for industries, it is recommended that it be so authorized with respect to sheltered workshops, subject to their compliance with the above conditions.

If no new legislation for industrial recovery is proposed it is recommended that measures be taken to continue the National Sheltered Workshop Committee, or its equivalent, under the supervision of the Federal Government, either as a separate agency or under and established department.

CHAPTER I

INTRODUCTION

I. ORIGIN

The handicapped members of society have not always received assistance from the able. Civilization in its evolution has entertained toward the deficient a series of attitudes which have ranged progressively from cruelty to the more humanitarian concept of constructive rehabilitation. One authority considers the ages of man as having evolved, with respect to the afflicted, six distinct moods, characterized by cruelty and elimination; indifference and neglect; pity and pauperism; charity and individual responsibility; social responsibility and experimentation and finally constructive rehabilitation. (*) The concept of "help to relieve" permeated the formative periods of social service. The modern trend, however, is more comprehensive; it seeks not only to give relief, but to rehabilitate where prevention has failed. It seeks to substitute self-help for dependency, thereby removing social discontent among the less fortunate.

The source of the present day philosophy of rehabilitation can be found in five distinct movements reaching from the post-Civil War period onward. The first was a movement known as the Charity Organization Societies which spread to this country from England in 1877, and had as its purpose the coordination of charitable endeavor. The growth of this effort was simultaneous with that in behalf of crippled children. In 1911, the first Workmen's Compensation Act was passed. The World War brought about the fourth factor to strengthen the trend - the reclamation of disabled veterans. Added impetus was lent by the growth of vocational education which became a national system in 1917 as a result of the passage of the Smith-Hughes Act.

Social work had begun to assume a scientific aspect and had become national as well as local in scope. Private and public effort provided not only immediate relief but permanently curative measures, such as medical attention, which in many cases was needed during long periods of physical, mental or social rehabilitation.

Empirical observation of discharged patients after periods of internement proved beyond a doubt that the transition from sick-bed to private industry was too great a gap to be bridged in one step. The salvage of human lives effected by proper treatment was undone by thrusting the patient into a competitive atmosphere in which he was unable to survive. The obvious problem was to provide the subject with employment suitable to his condition during a period of readjustment in his previous occupation, or during an adequate period of unremunerative training in a new occupation which he otherwise could not enjoy, or, in the case of the blind and aged, during the remainder of their lives where adequate rehabilitation for placement in private industry be impossible.

(*) "Disabled Persons, their Education and Rehabilitation," Oscar M. Sullivan, Introduction, Page IX, by C. A. Prosser.

Several solutions of the above problem have been attempted, such as the marketing of home products, underwriting of small businesses, the use of law-created advantages and sheltered employment. (*)

The solution with which this study is concerned is that of sheltered employment proffered to internes of charitable institutions in their work-shops set up for that purpose.

A. Definition.

A "sheltered workshop" is defined as a charitable institution, or activities thereof, conducted not for profit, but for the purpose or providing remunerative employment for physically, mentally or socially handicapped workers. (**)

B. Kinds.

It is possible to set forth sheltered workshops in two categories: public and private. In an effort to establish proper standards of efficiency in vocational rehabilitation, the Federal Government passed the Civilian Vocational Rehabilitation Act on June 2, 1920, (amended June 5, 1924) in which it agreed to make substantial financial contributions to its support. The Federal Government did not propose to organize or immediately direct vocational rehabilitation in the States, but simply sought to foster the movement therein. The administration of this Act became the duty of state boards for vocational education set up pursuant to the Vocational Educational Act of February 23, 1917, which were to cooperate with the Federal Board for Vocational Education. (***) As a result of the Federal Government's sponsorship, institutions were created in the several states, many of which took on the character of sheltered workshops. While these state institutions did not come within the purview of N.R.A. codes which made it unnecessary for them to avail themselves of the conditional exemption afforded by Administrative Order X-9, yet it was felt by the Sheltered Workshop Committee that they should be allowed to use the N.R.A. Sheltered Workshop label in order to prevent discrimination against them. (****) Many readily availed themselves of this opportunity.

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- (*) Disabled Persons, their Education and Rehabilitation, Pages 480-481
- (**) Administrative Order X-9, March 3, 1934. Appendix V
- (***) Bulletin No. 113, Federal Board for Vocational Education, Pages 42-43.
- (****) Minutes of National Sheltered Workshop Committee Meeting, July 12, 1934.

While the lines of demarcation between the several groups are not absolute, private as well as public institutions dispensing sheltered employment may be classified with respect to the types of afflicted which they serve. There are those for the crippled and disabled; the tuberculous; the blind; the wayward; and the aged. The majority of private agencies, though generally members of a national network, are local in scope rather than state or national. The kind of service rendered affords another classification though in the main the general aims of the various agencies are the same. The objectives of sheltered workshops will be taken up later.

As any combination of the above characteristics may be effected, it is obvious that the field is a very heterogeneous one.

Mr. Oscar Sullivan differentiates between the functions of the public and the private agencies. (*) It is his conviction that the nature of the services rendered by the two classes warrants the concurrent existence of both, the one acting as a complement to the other. According to Mr. Sullivan, the province of the public agency consists of: (1) providing authoritative leadership; (2) demonstrating the possibilities of rehabilitation in every place and as regards every type of case; (3) to give such services as are most feasible for a public agency up to the limit of its appropriation; and (4) conducting research that has a direct bearing upon the efficiency of the public work, or that involves the interpretation of the data collected by it in the regular course of administration.

The province of the private agency he describes as being (1) to secure publicity; (2) to promote legislation and seek to secure an increasing support for the public work; (3) to give all services not feasible for the public agency, or for which the public agency has no legal authorization or is financially unable to conduct; and (4) to conduct surveys and researches designed to disclose desirable extensions of the work, or of so intensive and protracted a nature as to make the public conduct of them subject to question.

C. Types of Trainees.

The weight of authority leans definitely towards the conclusion that to classify rehabilitants in a satisfactory manner borders on the impossible. "Each rehabilitation case

(*) "Disabled Persons, their Education and Rehabilitation", Pages 457-458.

presents its own physical, economic, training, and employment problem, and must be considered individually in the light of all factors affecting it for complete success of a rehabilitation program". (*) Looked at from the viewpoint of their outstanding deficiency, trainees in sheltered workshops may be divided, with much overlapping, into three groups: the mentally, socially or physically handicapped.

1. The Mentally Handicapped.

It is quite obvious at first blush that the insane suffering from any marked degree of lunacy do not fall within the province of the sheltered workshops. Nor are there workshops specializing in the rehabilitation of the mentally handicapped. The type of mental handicapped in which sheltered workshops are interested is that found in the wayward and in the aged - in those who have suffered, so to speak, more than their share of the "thousand natural shocks which flesh is heir to".

The Goodwill Industries which rehabilitate many aged persons throughout the country perhaps most nearly approach specialization in mental cases. Though it is the underlying hope of such institutions to afford their charges the greatest future placement, yet it is realized that due to age, the most for which they can hope is to provide panacea for lowered morale during the remainder of the worker's life. These industries effect three praiseworthy results simultaneously by employing handicapped persons in the salvage of waste, and the restored article is sold to the poor at low prices.

2. The Socially Handicapped.

The boundary between the realm of the socially handicapped and that of the mentally handicapped is not distinguishable on most fronts. Social handicap usually results from a complexity of considerations arising out of age or immorality. In such cases, the cause of rehabilitation is best served by mental occupation and new environment supplemented by the necessary vocational and moral guidance. The Houses of Good Shepherd, scattered throughout the country, well exemplify the fine type of work being carried on in behalf of the socially handicapped. Courts are wont to commit girls charged with immoral conduct to such institutions on a probationary sentence when it is felt that there is some possibility of reform.

(*) Annals of American Academy of Political and Social Science, Volume CXXIII, No. 212, Page 25.

3. The Physically Handicapped.

Under the Civilian Vocational Rehabilitation Act of 1920, disabilities are defined as any "physical defect or infirmity, whether congenital or acquired by accident, injury or disease". It is among the physically defective that sheltered workshouses find their most fertile field, both from the viewpoint of number and of possible rehabilitation. The crippled and disabled, the tuberculous, the wayward, the blind, the aged and the cardiac groups are afforded by sheltered employment an avenue to self-sufficiency which otherwise would be closed to them. These groups vary with respect to the seriousness of the affliction and the curative measures required.

An orthopedic surgeon, H. Winette Orr, classifies the crippled and disabled as follows. (*) Those suffering from - (1) fractures or joint injuries both simple and compound; (2) effect of infantile paralysis; (3) spine injuries; (4) joint inflammation (arthritis); (5) soft part injuries (muscle or nerve injuries, burns, etc.); (6) acute monarticular joint disease; (7) amputations.

It was the unanimous opinion of specialists at a meeting of the Federal Board for Vocational Rehabilitation held at Colorado Springs, in 1920, that any individual who had had a definite clinically active, moderately advanced pulmonary tuberculosis, will have a permanent handicap in any occupation during the remainder of his life. (**) This may well apply to the more malignant cases among the wayward where there are likely to be recurrent outbreaks of disease.

Obviously, less hope can be entertained for the physical rehabilitation of the blind and the aged than for the various other classes. This in part accounts for the numerous institutions for the blind engaged in producing annually \$2,000,000 worth of goods and approximately one tenth (\$1,000,000) of this country's total output of brooms, as well as the many goodwill institutions engaging the aged in the restoration of old shoes and clothing for resale to the poor. In such cases, vocational rather than physical rehabilitation is stressed.

(*) Bulletin 93, Federal Board for Vocational Education, Page 83 and Sullivan's "Disabled Persons, Their Education and Rehabilitation." Page 376.

(**) Sullivan's "Disabled Persons, Their Education and Rehabilitation", Page 392.

It is stated by Ola G. Hylton of the University of Michigan Hospital, that

"heart disease is now the greatest single cause of death in the United States. . . . of all serious and ultimately fatal diseases, those of the heart are of the longest duration, and. . . . they cause the most persistent chronic handicap to self-support". (*)

The first step in the cardiac case is obviously medical examination to establish his precise status. Occupations of a sedentary nature are most suitable to the cardiac.

Though the sheltered workshops are well adapted to solving the problems of these various types of handicapped, their chief short-coming consists in their inability to accommodate all the crippled, the aged, the tuberculous, etc. Sheltered employment has not as yet been sufficiently promulgated as a system of charitable endeavor to command the required space and finances for its proper functioning. This is simply a matter of time.

II. OBJECTIVES.

The three outstanding objectives of sheltered workshops are the rehabilitation of workers, the provision of remunerative employment to the handicapped and the dispensing of vocational training rather than operation for profit.

A. Rehabilitation of Workers.

Rehabilitation, in the Civilian Vocational Rehabilitation Law of June 2, 1920, is construed to mean the rendering of a person disabled fit to engage in a remunerative occupation. There are two general aspects to rehabilitation: the physical and the vocational. They may be effected simultaneously, as neither is essentially repugnant to the other. Obviously, physical rehabilitation is accomplished wherever possible, and vocational rehabilitation wherever necessary. The former consists of "continued and complete medical and surgical treatment until the greatest possible restoration of the disabled parts have been secured." (**)

(*) Sullivan's "Disabled Persons, Their Education and Rehabilitation". Page 385.

(**) Harry B. Hock, "Industrial Medicine & Surgery", Page 776.

The latter consists in training a handicapped person along given lines suited to his infirmity under such conditions which will permit him to industrially convalesce to the point where he can survive in private industry.

Of the solutions applied to the handicapped person's problem, the sheltered workshop is the best suited to effectuate rehabilitation. It affords an ideal place for the union, in proper proportions, of treatment and training; it shields the rehabilitant by means of occupational therapy, from unfavorably psychological reactions brought about by idle convalescence, and it gives him the advantage of competent supervision.

The Altro Workshop of New York City illustrates the new hope held out to a class of afflicted, the tuberculous, by the increased interest shown in handicapped persons as a result of modern trends. Operations not requiring conditions unfavorable to tuberculous are selected.

B. Remunerative Employment.

Maintenance during physical or vocational restoration has been long recognized as one of the most serious obstacles to the proper rehabilitation of handicapped persons. Led by New Jersey in the early days of rehabilitation legislation, several states passed laws creating maintenance funds for the assistance of rehabilitants. Such measures have not been very effective. It is argued that maintenance funds are essentially the granting of relief and that therefore the whole service is branded with a stigma which will keep away deserving but self-respecting applicants. Furthermore, chronic paupers will seek training for the sole purpose of the accompanying subsistence, and all training cases would have a tendency to become maintenance cases. (*)

It can well be contended that the system of sheltered employment is as attractive to self-respecting rehabilitants as the maintenance fund is repugnant. An essential feature of the former is providing remunerative employment in an atmosphere conducive to physical recuperation and replete with facilities for industrial convalescence. Because the affected person thus has the opportunity to earn while learning, his morale is spared the shock of dependency superimposed on disability. He also earns while recuperating, which spares him from the physical distress with which he would be confronted in private industry.

Remunerative employment, in the early days of NRA, was understood to mean a living wage paid in the coin of the realm. The experience of the Administration had a broadening effect on this definition, to the extent that it has grown to mean a living

(*) Sullivan's "Disabled Persons, Their Education and Rehabilitation", Pages 311 - 317.

wage paid in the coin of the realm or its equivalent. Thus the Houses of Good Shepherd are brought within the definition of a sheltered workshop, for although their beneficiaries are not paid in money, they nevertheless receive its equivalent in lodging, food and training. This practice is in keeping with the character of the Good Shepherd institutions, which, although not emphasizing the penal aspects of their mission, yet more nearly resemble prisons than any other group classified as sheltered workshops.

C. Operation for Training and Not for Profit.

The most distinctive feature of the sheltered workshop is the fact that its primary purpose is never profit. Such an establishment may be restricted to a certain type of handicapped person, but its primary purpose is always that of providing such a group with a living wage and the proper working conditions. A sheltered workshop may be operated on as strict a production basis as any commercial enterprise, yet its primary purpose will be, not profit, but the welfare of the handicapped. Many establishments of sheltered employment resign themselves to operation without profit.

It has been said that rehabilitation has two aspects - the physical (including social and mental) and the vocational. In some institutions, either one or the other is stressed, but to be a sheltered workshop within the meaning of the definition, they must be conducted for physical or vocational training and not for profit.

The Institute for the Crippled and Disabled in New York City is an example of specialization in vocational training. Crippled and disabled persons are received after their disease has been arrested or the wound of amputation completely healed. The trade best suited to the particular disability is chosen after a survey of the case, and training is then given until the beneficiary has attained a degree of speed and accuracy which will insure gainful occupation in private industry. The Institute supports an agency which has as its purpose the placement in private industry of all rehabilitants who have been "graduated" from the Institute.

Colonel John H. Smith, (*) Director of the Institute points out that:

- "1. The crippled person is unemployable in any gainful occupation when the Institute receives him, or her.

(*) Letter to General Johnson, September 11, 1933.

- "2. As soon as the crippled person ... becomes employable placement is sought and obtained and the vacancy is filled by another unemployable cripple.
- "3. Where relief either in the shape of money, shelter, or food or clothing is needed, the Institute itself and with the assistance of other charitable organizations provide the same."

The Institute, founded in 1917, is an organization supported entirely by voluntary subscription and recognized by the Federal, state and city governments as such.

CHAPTER II

SCOPE OF STUDY

A. Definition.

"A person disabled" is defined in the Civilian Vocational Rehabilitation Law, approved June 2, 1920, as a person who, by reason of a physical defect or infirmity, whether congenital or acquired by accident, injury or disease, is, or may be expected to be, totally or partially incapacitated for remunerative occupation. (*) This definition falls short as a description of all handicapped workers inasmuch as it does not cover the mentally and socially afflicted. In delineation of the group in which this study is interested, handicapped persons may be defined as persons who by reason of mental, social or physical defect or infirmity, whether congenital or acquired by accident, injury or disease, are, or may be expected to be, totally or partially incapacitated for remunerative occupation. Further defining the limits of this study, distinction is made between those mentally, socially and physically handicapped persons described above employed in private industry and those employed in sheltered workshops. It is the latter group which constitutes the subject matter of this study.

B. In Private Industry.

There are at present no figures available on the number of handicapped workers employed in private industry. Suffice to say that the number is substantial and that the question early arose as to whether the minimum wage and maximum hour provisions of approved NRA codes would preclude those handicapped by physical or mental defect, age or other infirmity from their former opportunities of obtaining employment, not only in private industry but also in sheltered workshops.

1. Executive Order No. 6024-E

By way of clarification, the President issued on February 17, 1934, an Executive Order prescribing rules and regulations for the interpretation and application of part in labor provisions of codes of fair competition as they might affect handicapped workers in private industry. It was provided thereby that no provision of any code of fair competition, agreement, or license prescribed or issued pursuant to Title I of the National Industrial Recovery Act should be so construed or applied as to violate the following rules and regulations:

"1. A person whose earning capacity is limited because of age, physical or mental handicap, or other infirmity, may be employed on light work at a wage below the minimum established by a Code, if the employer obtains from the state authority, designated by the United States Department of Labor, a certificate authorizing such person's employment at such wages and for such hours as shall be stated in the certificate. Such authority shall be guided by the instructions of the United States Department of Labor in issuing certificates to such persons. Each _____

(*) Bulletin No. 113, Federal Board for Vocational Education. P. 43- 43. 9798

employer shall file monthly with the Code Authority a list of all such persons employed by him, showing the wages paid to, and the maximum hours of work for such employee.

"2. Any approval order of a Code of Fair Competition, agreement or licence heretofore approved, prescribed or issued pursuant to Title I of the National Industrial Recovery Act, if any necessity exists therefor in order to make these regulations effective, is hereby modified so as to permit and be conditional upon the full applications and operation of these regulations."

These regulations were to be effective immediately and thereupon become binding upon all industries and members thereof unless, and only to such extent as, prior to that date good cause to the contrary should be shown to the Administrator for Industrial Recovery, by any affected party or parties with reference to any trade, industry, or subdivision thereof.

2. Special Committee Report.

Upon entering into the investigation and conditions among the handicapped workers in sheltered workshops, in December 1933, the special committee appointed by the Administrator for that purpose decided that a similar investigation should also be made among the handicapped employed in private industry.

This task was undertaken in the early months of 1934. The problems which were repeatedly arising were investigated through the medium of a comprehensive questionnaire sent to all vocational rehabilitation supervisors, both state and district, to private placement agencies for the handicapped and to a selected list of social service agencies. Returns were received from sixty-six of these. Following receipt of the questionnaire, a field study was made in some of the localities which seemed to merit special attention, or where more specific information was obtainable.

After duly analyzing the answers and suggestions made pursuant to the questionnaire, the special committee made several recommendations. It suggested that the instructions governing the issuance of sub-standard certificates for employment of the handicapped be broadened as to allow more flexibility as to the percentage of of the minimum wage that may be paid. It objected to the limitation of the benefits of the sub-standard certificate to the handicapped who were at least seventy-five percent efficient, and recommended that industry be allowed to employ those who are not more than fifty percent efficient, if it so desires.

It was further recommended that code regulations which forbade homework should be so modified so as not to apply to home work for the seriously handicapped who are not able to go to a place of employment or adapt themselves to the conditions there.

The next and last important recommendation made was that the N.R.A. call to the attention of all coded industries the desirability of including as socially desirable measures for their codes, either in a mandatory way or as recommended practices, the following:

"a. Every employer should, whenever the nature of the disability or the individual personality does not negative such a step, rehire in suitable employment persons who have received permanent injuries in their employ.

"b. Employers should in the ordinary course of expansion fall back on an equal basis with other handicapped workers who have been in their employ within the past four years.

"c. Employers should endeavor to have a suitable proportion of handicapped workers, whether sub-standard or fully efficient, in the ranks of their employees in order to make certain of a fair distribution of opportunity to work. This proportion in all probability would be as large as two percent and might even be close to five percent. Failure of any given employer to follow the practice here suggested throws upon other employers in the same industry the whole burden of employing the proportion of handicapped workers that properly belong to that industry. Re-employment will not be successful and purchasing power will not be restored until substantially all of the employable population is taken up in gainful occupations."

C. Handicapped Workers in Sheltered Workshops.

It has been seen that the concern of the N.R.A. in handicapped workers in private industry gave rise to the issuance of Executive Order 6606-F, February 17, 1935, and to an investigation thereafter by the special committee appointed December 6, 1933.

The issuance of the above Executive Order and the report made by the Special committee on July 23, 1934, in no way ameliorated the lot of the handicapped worker in sheltered workshops. It is with measures taken by the N.R.A. in behalf of persons, who by reason of a physical, social or mental defect or infirmity, whether congenital or acquired, injury or disease, are totally or partially incapacitated for remunerative employment, and who have had the privilege of entering a charitable institution, conducted not for profit but for the purpose of providing remunerative employment for such persons, that this review is interested.

As has already been mentioned, many sheltered workshops did not come within the purview of permanent codes, due to the fact that they received financial aid from state, county or municipal funds. Such workshops were extended the privilege of using the NRA insignia and of working along with the President, so that those which accepted, properly came within the scope of the National Recovery Administration, and hence within the scope of this review.

CHAPTER III

SHELTERED WORKSHOPS UNDER THE N.R.A.

I. PROBLEM CONFRONTING N.R.A.

The high degree of regimentation finally attained under the National Recovery Administration beclouds realization in the retrospect of the many classification problems confronting the Administration on June 16, 1933. Whereas it was obvious to authorities that the scope of the Act was delimited in law by the boundaries of industrial activity, yet in the early days this was, at least in the mind of the average American citizen, a question. To whom does the NRA apply? Whom does it affect? The immensity of the undertaking staggered the mind of the average layman. Hundreds of letters a day were received in Washington from all over the country, asking if the NRA applied to housemaids, government employees, doctors, chiropractors, farm hands, schoolteachers, nurses, etc. Such queries were carefully tabulated and placed before the Administrator each week at his specific request as an item of information and importance. To these inquiries the reply was made that the Act was one for industrial recovery, and that therefore it has no jurisdiction over workers purely professional, domestic, agricultural or governmental.

A. Inclusion of Sheltered Workshops Under Code Provisions.

The problem was not so easily solved on all fronts, for although officials of the Recovery Administration realized that the Act and codes were legally confined to persons, firms, associations or corporation engaged in trade or industry, yet the question of fact was still a difficult one in borderline cases.

The line of demarcation between social and industrial activities was the scene of conflict with respect to the classification of hospitals and charitable and social institutions in general. Within the ranks of charitable or social institutions, a distinction had to be made between those which, in some phases of their undertaking, were not engaged in industrial activity, and those which were so engaged. The latter group could again be divided with respect to those which engaged in industrial activity for profit and those which did not carry on such activity primarily for profit. Finally, as the Act did not apply to federal, state, county or municipal activities, one further division had to be considered, namely, that between those charitable and social institutions receiving state, county or municipal aid and those which did not.

Sheltered workshops, as charitable institutions engaging in industrial activities appeared to fall within the jurisdiction of the National Industrial Recovery Act, and the Industrial codes, provided they were not in receipt of aid from governmental sources. (*)

(*) In cases where such aid was received, workshops could elect to come within the purview of NRA, as many did. This permission was granted by the National Sheltered Workshop Committee at its meeting on July 12, 1934.

B. Richberg's Interpretation of August 30, 1933.

The launching of the Blue Eagle drive on August first, 1933, gave renewed impetus to the need for determination of the status of various groups under the National Recovery Administration. The wave of enthusiasm which swept the country made it judicious for all establishments dealing in industrial commodities to proclaim themselves as supporters of the movement.

Many communications passed between charitable institutions and National Recovery Administration. Finally, on August 30, 1933, Donald R. Richberg, General Counsel for the NRA, formulated these various communications into a concise statement, (*) which though categorical on some points, was then considered the general policy of the Recovery Administration with respect to charitable institutions. Mr. Richberg stated as follows:

"In response to your inquiry I will try to clarify the interpretation of various communications which have emanated from the National Recovery Administration regarding the application of the National Industrial Recovery Act to hospitals, charitable or social welfare organizations.

"At the outset, let me stress that the President's Reemployment Agreement is a voluntary measure and may be signed by anyone who desires to sign it, including hospitals, charitable or social welfare organizations.

"So far as permanent codes are concerned, it is not expected that codes will cover hospitals, charitable or social welfare organizations in general, as they are not engaged in trade or industry. There is nothing to prevent any of these organizations from signing the President's Reemployment Agreement and conforming to its provisions. This does not mean, however, that subject to the following paragraph, they are under any compulsion to do so, other than that resulting from a desire to cooperate wherever appropriate and so far as possible with a general program of reemployment at shorter hours and higher wages.

"Whenever hospitals or social welfare organizations, even if not organized for profit, actually engage in a trade or industry, they should sign the President's Reemployment Agreement, and they may come within the terms of permanent codes.

"There is a procedure set up by which individual institutions that would incur unavoidable hardships may sign the President's Reemployment Agreement and obtain the Blue Eagle with the white stripe by conforming to procedure prescribed."

By reviewing that which transpired since the issuance of this letter, it can be seen that it did express the actual policy adopted by the National Recovery Administration with respect to those hospitals and social organizations not engaging in industry or trade.

(*) Letter dated August 30, 1933, from Donald R. Richberg to Allen T. Burgess, Executive Director of Community Chests and Councils, Inc., New York City.

The status of charitable organizations actually engaging in trade or industry, however, such as sheltered workshops, was left vague and variable:

"They should sign the President's Reemployment Agreement, and they may come within the permanent codes."

There was naturally no problem under the P.R.A., as no organization, regardless of its nature, was under any obligation to sign it. With respect to the status of sheltered workshops under permanent codes, however, a clearer definition of policy was necessary. In order more clearly to define its position, the Administration required a more comprehensive knowledge of sheltered workshops. To this end, a special committee was appointed on December 5, 1933.

C. Proposals by Sheltered Workshop Officials.

Prior to the formulation of the special committee, several constructive suggestions were made by outstanding officials of sheltered workshops. Colonel John F. Smith, Jr., Director of the Institute for the Cripple and Disabled (New York City) pointed out (*) that although charitable agencies (not being members of trade or industry) were not generally covered by permanent codes, it appeared that provisions were being inserted advertently and inadvertently, in certain codes which limited, restricted and even prohibited certain activities of such institutions. He cited provisions from the Commercial Printing, the Waste Material, and the Artificial Limb Manufacturing Codes. (**)

He stated further that the interests of profit making industries and those of charitable institutions were diametrically opposed, and that therefore, justice could not be done charitable institutions by placing their activities under the jurisdiction and administration of the trade associations submitting codes. The best solution lay, he continued, in cooperation between trade and industrial groups with charitable institutions in arriving at fair prices and practices for the several trades. To this end, he suggested the promulgation of an Executive Order, which in substance provided for:

- (a) exemption of sheltered workshops from minimum wage provisions of all codes;
- (b) exemption of sheltered workshops from any restrictive provisions in codes, such as provisions prohibiting discounts in sales to them, restricting them from selling goods to others, prohibiting them from giving discounts or giving away goods of the needy or any other prohibition affecting their free and full operation;

(*) Letter to General Johnson, dated September 11, 1933

(**) These provisions were not included in the above Codes as subsequently approved.

- (c) voluntary subscription by charitable institutions to the PRA provided wages and hours of the permanent staff and employees of such institutions were in accordance with the terms thereof.
- (d) appointment of a five-member Advisory Board for Charitable Institutions, one to be recommended by the Secretary of Commerce, one by the Secretary of Labor, and the remaining three to be chosen from among the leading executives of charitable institutions;
- (e) preparation, issuance and administration of rules and regulations governing only such of the activities of charitable institutions as involved their engaging in trade or industry -- such rules and regulations to include those governing fair price for the products manufactured or sold by such institutions. In arriving at fair prices, the Board was to take into consideration the fact that the products were manufactured by handicapped workers, and the consequent possibility that the product might not be the standard of the trade or industry. Likewise in arriving at such fair prices the Board was to confer with the Code Authority of the particular industry affected.
- (f) the application of the above mentioned provisions of this proposed Executive Order to only those charitable institutions which abide by the rules and regulations promulgated by the Board; otherwise their trade and industrial activities were to be governed, so far as WIRA was concerned, by the approved codes of the industries and trades involved.

Peter J. Salmon, Secretary of the Industrial Home for the Blind, Brooklyn, N. Y., speaking in behalf of four thousand blind industrial workers, declared that the products of these workers, as inmates of institutions which could not display the Blue Eagle, were being discriminated against.

He expressed the belief, as previously expressed by Colonel Smith, that the solution to the sheltered workshop's problem lay in the establishment of basic principles which would make it possible to work in cooperation with the various industries in which the blind engaged.

Mr. Salmon doubted that the institutions for the blind would generally undersell members of an industry, but if scattered cases of underselling should occur, they might as well be handled by the administration committee of the industry affected working in conjunction with the committee proposed for the organization for the blind.

He was of the opinion that to place the blind under the same restrictions as the seeing, would necessitate the discontinuance of the occupational group, which comprises a large proportion of the people in workshops. (*)

As a remedy of this situation, he proposed that the following provision be inserted in all codes governing the industries in which blind workers are used:

"To effectuate the purpose of the National Recovery Act in connection with Codes of Fair Competition, a committee is hereby created for the purpose of adjusting all matters arising out of the competition of the products of the blind as they affect this industry. This Committee shall confer with the Authority set up in this Code for the purpose of adjusting all problems and in particular shall by conference arrive at the lowest reasonable cost of the production of products of this Industry, and shall make rules and regulations insuring that the products of the blind will not be sold below the lowest reasonable cost of production of identical products in this industry, and shall have in respect to the blind the same authority as is vested in the authority created for this industry.

"The Committee shall be made up as follows:
Chairman of the Code Committee of the American Association of Workers for the Blind, President or his representative of the American Association of Workers for the Blind, and a representative from the American Foundation for the Blind.

"The minimum wages and maximum hours provisions shall not apply to institutions for the blind which comply with the rules and regulations of the above Committee."

D. Appointment of Special Committee.

The special committee was composed of Dr. Stanley P. Davies, Director of the Charity Organization Society, New York City, who acted as Chairman; Professor Frederick Woodward, of the University of Chicago, and Oscar Sullivan, President of the National Rehabilitation Association.

The purpose of the report to be made by the special committee was, as stated by Alvin Brown, NRA Assistant Administrator and Executive Officer:

"to see that assurance that we are doing justice both to the labor standards for regularly employed workers being built up in codes of fair competition, and equally to the handicapped and other special classes of workers." (**)

(*) Letter to John M. Keating from Peter J. Salmon, Dated October 9, 1933.

(**) Letter to Dr. Stanley P. Davies from Alvin Brown, dated December 5, 1933, in NRA Release No. 2093, December 5, 1933.

F. Report of The Special Committee (February 1, 1934)

After two months of investigation effected by means of questionnaires and personal visits, the special committee made its report. Replies to questionnaires came from sheltered workshops employing 5,014 people. Thirty-seven answers came from the Goodwill Industries group, and of the remainder, thirty-five came from institutions for the blind. The types of industries represented were as follows: (*)

Manufacturing: Brooms, Brushes, Mops, Clothing, and Fancy-work, Novelties, Toys, Woodwork, Weaving (Rugs, Mats, Basketry), Reed and Rattan Work, Mattress and Bedding, Furniture (reed), Hospital Supplies.

Repairing and Reconditioning: Furniture, Mattresses, etc., Clothing, Shoes, Misc., including waste material.

Printing, Bookbinding - Braille.
Fruit Raising, Poultry, Eggs.

The median wage paid by those reporting was \$10. per week. The highest weekly wage was from \$15. to \$17.99, and the lowest from \$5.00 to \$8.99. The weekly hours were thirty-seven and one-half, (37.5). There were five (5) establishments operated for forty-six (46) hours per week. In their methods of marketing, thirty-two (32) of the establishments sold at wholesale, fifty-three (53) of them had retail outlets, twenty-five (25) conducted special sales, fifteen (15) made house to house canvasses, and eighteen (18) used still other methods, mail orders, etc. Replies with respect to the effects of NIRA aligned themselves as follows: nine (9) called the effect harmful; four (4) listed benefits while the remaining thirty-seven (37) denoted fear of the ultimate effects but cited nothing specific.

The Committee was of the opinion that the above returns from the questionnaire unsupported by field inquiry would not be such as to warrant action looking toward special treatment. Field inquiry disclosed that those of the workshops which were suffering adverse effects were under a very genuine and very marked hardship. It also brought out that any of the establishments which had not thus far been affected had simply profited by the tolerance and charitable attitude of their trade competitors. The report continues as follows:

"The leaders in the field of sheltered employment were unanimous on two points. First, that the sheltered workshops, being operated with an entirely different purpose than private business, namely, the welfare of physically and mentally disabled persons and others handicapped by personality difficulties and

(*) NIRA Release No. 3307, dated February 18, 1934

social maladjustments, and not in any sense for private profit, cannot meet the full conditions of the NRA codes in the respective trades and industries in which they are engaged. The so-called wage given to their beneficiaries is often subsidized by donations even to produce the meager amounts that are paid. Payment of minimum wages would therefore be impossible. Even as to hours of work the application of the code provisions would be undesirable. Many of the handicapped, and in particular the blind, require longer to turn out products than do the physically efficient. Since the workers are in reality charitable beneficiaries collective bargaining would also be inapplicable. To put these workshops under the codes of the respective trades and industries in which they are engaged would subject them to conditions with which they could not comply and render it possible for competitors to put them out of business. Second, unless there is some way by which the sheltered workshops can secure the Blue Eagle they will be at a great disadvantage in marketing their products. Some of them are bidders for city, state and Federal contracts and will automatically be excluded unless members of the NRA. To the extent to which merchandising establishments and the general public insist upon the Blue Eagle, products of sheltered workshops not having the emblem would meet severe discrimination" (*)

As a result of this survey, the special committee recommended that an executive order, (**) which it had drafted, be issued enabling sheltered workshops to comply with the spirit and intent of the National Recovery Act and to have the benefit of the Blue Eagle, without being required to conform with the various trade and industrial codes.

II. SOLUTION OF THE PROBLEM

As a result of increased knowledge and of contact with the various groups dealing with the handicapped,

"NRA became conscious of the fact that there was a larger problem involved in those various handicapped groups engaged in industry than just the mere fact of their being a part of the industry itself. This was because these agencies were dealing with a large social problem and that their industrial program was only a phase of it and very often a small part of the larger program." (**).

(*) NRA Release No. 3307, dated February 18, 1934.

(**) Appendix No. I.

(***) Letter from Peter J. Salmon to Vernon J. Clarke, dated October 19, 1935.

At all events, the objectives of these charitable programs, undertaken long before the conception of NRA, were most commendable and founded on the same principles underlying the new Administration; hence, it naturally followed that NRA would do nothing to impede the progress being made in the industrial phases of these charitable undertakings.

A. Section 3(a) of N.I.R.A.

All agreements under Section 4 (c) of the Act were made on condition that such agreements were not designed to promote monopolies or to eliminate or oppress small enterprises and would not operate to discriminate against them, and would tend to effectuate the policy of the Act.

Though sheltered workshops would appear to be the type of industrial organization referred to in Section 4 (a) as being eligible to enter into an agreement with the President for the regulation of their industrial activities in accordance with the policy of the Act, yet it was recommended by the Legal Division of N.I.R.A.:

"That sheltered workshops be exempted from all requirements of codes which exceed those upon which the Order (X-9) can be conditioned. These can be substantially those contained in the proposed Executive Order". (*) This recommendation was accepted by the Administration, the result being that sheltered workshops were granted a conditional exemption under that part of paragraph 2 of Section 3 (a) of N.I.R.A., which gives the President the power to "provide such exceptions to and exemptions from the provisions of such codes, as the President in his discretion deems necessary to effectuate the policy herein declared". Such conditional exemption is to be distinguished from the agreements made pursuant to Section 4 (a) which were conditioned on the lack of monopolistic practices, lack of oppression of and discrimination against small enterprises and a tendency to effectuate the policy of Title I of the Act.

B. Issuance of Administrative Order X-9.

The recommendations made by the special committee in the issuance on March 3, 1934, of Administrative Order X-9 as a measure looking toward the proper adjustment of trades and industries in their competitive relation with sheltered workshops. By this Order, the Administrator for Industrial Recovery, pursuant to the authority vested in the President by Title I of the Act and delegated to the Administrator by Executive Order No. 6543-A (December 30, 1933), and others, exempted sheltered workshops from codes covering activities

(*) Code Record Section, Volume of Administrative Order X-9, Legal Division (Blackwell Smith) Memorandum, dated February 14, 1934 - NRA Files.

in which they were engaged on the condition that any sheltered workshop in order to become entitled to such exemption should sign a pledge (*) that it would not:-

1. employ minors under sixteen (16) years of age, except such as are there for instructional purpose as approved by a Regional Committee
2. engage in destructive price cutting or any other unfair method of competition, or
3. wilfully hamper or retard the purposes of said Title of Said Act; and that so far as possible it will cooperate with the National Recovery Administration and will carry out the intent and spirit of said title of said Act. (**)

This Order defined the status quo of sheltered workshops, which hitherto had been vaguely and variably described. Sheltered workshops were to sign a pledge to conduct their industrial activities according to the above mentioned conditions or be subject to the provisions of permanent codes. Compliance with the pledge entitled the institution to the use of appropriate insignia of the National Recovery Administration.

C. Appointment of the National Sheltered Workshop Committee.

In order to effect compliance with such pledges, Administrative Order X-9 provided for the appointment of a National Sheltered Workshop Committee of six (6) members, to be selected from the boards or administrative staffs of sheltered workshops and such other sources as might be deemed advisable. The term of service of each member was fixed at six months. Provision was made for the establishment of regional committees, but this was never done, as it was deemed unnecessary. The National Committee was to report to the Administrator for Industrial Recovery the disposition of all cases and, if satisfied that any sheltered workshop had violated its pledge and if unable to obtain satisfactory adjustment, should certify such case to the National Recovery Administration for revocation of the right to use the National Recovery Administration insignia and such other action as might be deemed advisable.

On May 11, 1934, the National Sheltered Workshop Committee was appointed by General Hugh S. Johnson. (***) The

(*) Appendix No. II

(**) Administrative Order X-9, March 5, 1934. Appendix No.V.

(***) Administrative Order X-23 dated May 11, 1934. Appendix VI.

following three members were appointed for the term of six months from that date:

Mr. Oscar N. Sullivan, President,
National Rehabilitation Association, Inc.,
311 State Office Building,
St. Paul, Minnesota.

Mr. Oliver A. Friedman, Director,
Milwaukee Goodwill Industries,
Milwaukee, Wisconsin.

Mr. Peter J. Salmon, Secretary,
Industrial Home for the Blind,
520 Gates Avenue,
Brooklyn, New York.

and the following three members for the term of three months from that date:

Col. John N. Smith, Jr., Director,
Institute for Crippled and Disabled,
400 First Avenue,
New York, N. Y.

Mr. Edward Hockhauser, President and Executive
Secretary;

Altro Workshops,
1021 Jennings Street,
Bronx, New York:

Father John O'Grady,
Secretary of the National Conference of
Catholic Charities,
Washington, D. C.

On August 9, 1934, the last three mentioned appointees were reappointed for a period of six months. (*)

On June 14, 1934, the National Sheltered Workshop Committee, assembled in regular meeting, appointed Miss Effie Lee Moore as Executive Secretary to the National Sheltered Workshop Committee. Miss Moore served in this capacity until the time the Committee was dismissed without additional compensation to that which she received as Executive Assistant to Acting Division Administrator, Linton Collins, Public Agencies Division.

The Administrative Order (X-28) appointing the Committee also provided that Sheltered Workshops desiring to enjoy the exemption granted by Administrative Order X-9, must pledge

(*) Administrative Order X-73 dated August 9, 1934 Appendix No. VIII.

themselves to comply with the conditions upon which the exemption was granted that the Blue Eagle, covered by Design Pattern No. 90793 1/3, being thus reproduced on the insignia issued under the President's Recmployment Agreement, would constitute the appropriate insignia, substituting, however, the distinctive words "S. W. Permit No. _____" for "Member" and retaining the letters "U.S.", and the words "We Do Our Part" below the said Blue Eagle. The number was to be assigned to each sheltered workshop by the National Sheltered Workshop Committee, provided the said sheltered workshop had signed the pledge mentioned above. This insignia was to appear on all products made by sheltered workshops where they entered into competition with similar goods privately manufactured under codes, except that, if sold by a sheltered workshop or other charitable institution, no insignia was necessary. (*)

In addition to signing the pledge of fair competition, sheltered workshops were required to complete a questionnaire prepared by the Committee, calling for information regarding number, type and age distribution of handicapped workers, finished products or services sold, amount of operating income and expense, and average hours worked by individual handicapped workers, as well as wages paid.

D. Authorization of National Sheltered Workshop Committee to Issue Labels.

Within two months after its appointment, that is, on July 2, 1934, the National Sheltered Workshop Committee was authorized by General Johnson, in Administrative Order X-59 (**) to print and issue the NRA insignia as described in X-28. The Committee was also charged with the duty of determining whether institutions applying for exemption granted in X-9 (***) or for NRA insignia described in X-28 were or were not "a sheltered workshop" within the meaning of this term as it was used in Administrative Order X-9. This decision was subject to "retification or disapproval" by the NRA; pending such action, a favorable decision by the Committee was considered as making the institution eligible for labels. An institution might continue to use NRA insignia and labels so long as it complied with the conditions stated in the Pledge. It was required that U.S.A. labels be placed on all products made by sheltered workshops where similar goods privately manufactured were required by an applicable code to bear the insignia issued under that code. Articles and products bearing the sheltered workshop NRA insignia might be dealt in without violating the Retail Code. No other

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- (*) Administrative Order X-33, dated May 11, 1934
Appendix No. VI.
 - (**) Appendix No. VII.
 - (***) Appendix No. V.

label was required except in certain cases, namely, where the title to the products did not reside in the sheltered workshops, or where additional processing was performed on the article bought from the sheltered workshop. In such cases, labels were to be attached only if the titleholder or the processor had a certificate from the code authority to which such person was subject in the production of a given article. These certificates were to be made available by all code authorities to members of their respective industries so long as said members complied with the provisions of their respective Codes in all matters except those within the management of the sheltered workshops. The National Sheltered Workshop Committee was made the judge, and not the code authorities, in the question of whether or not an institution was a bona fide sheltered workshop or was complying with the "Pledge of Cooperation and Fair Competition". No code authority, therefore, was to refuse on the basis of its own opinion on the above question, a certificate to an applicant dealing with a given institution. In cases, however, where the code authority believed that its applicant member had violated a part of the code which did not come within the purview of the sheltered workshop, the code authority might refuse to grant a certificate, subject to the approval of the Administration.

E. Administrative Order X-81.

On September 1, 1934, Administrative Order X-81 (*) was issued striking out paragraphs one to fourteen inclusive of Administrative Order X-59, and substituting new paragraphs amendatory and supplemental to those rescinded. The new Order emphasized the exclusiveness of the Committee's power to issue labels to sheltered workshops (Paragraph 1). The Committee continued in its duty of determining whether institutions applying for exemption granted in X-9 or for NRA insignia described in X-28, were or were not a "sheltered workshop" within the meaning of this term as it was used in X-9 (Paragraph 2). The application of the exemption granted in X-9 was restricted to those institutions which had been determined to be sheltered workshops by the Committee, such determination being subject to the ratification or disapproval of the Administration, pending the issuance of which the Committee's determination would remain in effect (Paragraph 3). The purchase, manufacture, transfer and dealing in labels issued to sheltered workshops were made subject to rules and regulations provided in the case of labels issued by code authorities so far as such rules and regulations were applicable (Paragraph 4). Before being allowed to use labels, a sheltered workshop must have been determined to be a sheltered workshop and must have signed and complied with the provisions of the Pledge of Cooperation (Paragraph 5). Competitors of sheltered workshops were given the right to complain to the

(*) Appendix No. IX.

Committee concerning the violation of conditions of the pledge by a sheltered workshop (Paragraph 6). If a violation were proved, the Committee should suspend the issuance of labels to such violator (Paragraph 7). Articles and products bearing the sheltered workshop WPA insignia might be dealt in without violating the Retail Code. No other label was required except in certain cases, namely, where the title to the products did not reside in the sheltered workshop, or where additional processing was performed on the article bought from the sheltered workshop. In such cases, labels were to be attached only if the titleholder or the processor had a certificate from the code authority, to which such person was subject in the production of a given article (Paragraphs 8, 9 and 10). These certificates were to be made available by all code authorities to members of their respective industries so long as said member complied with the provisions of their respective codes in all matters except those within the management of sheltered workshops (Paragraph 11). The procedure for the issuance, cancellation, or suspension of certificates was to correspond as nearly as possible to the procedure for the issuance, cancellation or suspension of labels bearing WPA insignia to members of a given industry. The code authority was forbidden to deny any certificate upon the ground that the applicant member was dealing with an institution which was not entitled as a sheltered workshop to the exemption heretofore granted by Administrative Order X-9, or upon the ground that such institution was not complying with its pledge (Paragraph 12). All complaints with reference to, and all applications for, certificates were to be handled by the executive secretary of the Committee (Paragraph 13).

F. Administration and Use of Identification Labels.

At an early informal conference held on May 16, 1934, the National Sheltered Workshop Committee opened the question whether or not a special label should be used on products manufactured by sheltered workshops, or whether an effort should be made to obtain labels of individual industries. The former course was finally adopted. In this connection, it was pointed out by the Research and Planning Division that the following codes were affected by sheltered workshop products: Cotton Garment; Laundry; Underwear and Allied Products; Graphic Arts; Art Needlework; Millinery (wholesale and retail); Florist; Broom, Wet Mop; Mattress Renovating; Toys; Basketry; Macramé Weaving; Powder Puff; Baby and Doll Blankets; Leather; Paper; Cellophane; Embroidery; Woodwork; Furniture Renovating; Paper Excelsior; Willow Furniture; Shoe Rebuilding; Beauty Shop; Jewelry Manufacturing; Piano Tuning; Scrap Iron; Nonferrous Scrap Metals; and Waste Materials. (*)

Prior to the signing of Administrative Order X-59, and as a result of objections raised by the Cotton Garment Code Authority to the issuance of a questionnaire and a pledge of cooperation by the Sheltered Workshop Committee, a meeting was held in New York City on June 9, 1934. The objections entertained were allayed by Major R. S. Paddock, Executive Director of the Cotton Garment Code Authority, to be due to competition with the Houses of Good Shepherd. The desire of these institutions to cooperate was expressed by Mr. John O'Grady, but he added that the Code Authority refused to give this group labels. Thereupon, Mr. Truehoff was appointed by Major Paddock to negotiate with Father O'Grady with reference to labels. As a result of this conference, The Cotton Garment Code Authority agreed to remove its objection to the pledge and to the questionnaire which the National Sheltered Workshop Committee proposed to send out. (**)

On September 8th, 1934, the National Recovery Administration announced the designation of fifty-two institutions qualifying as sheltered workshops. Less than one month later, on October 2nd, ninety-three additional workshops were designated, (***) making the total one hundred and forty-five. By October 26, 1934, the total had risen to one hundred and sixty-one. (****) The number of officially recognized sheltered workshops had, on the eve of the Schechter Decision by the United States Supreme Court, May 27, 1935, mounted to two hundred and eighty-three.

A regular meeting of the Committee took place on September 18, 1934, and action was taken with respect to labels for workshops manufacturing garments of various kinds.

(*) Minutes of Meeting of National Sheltered Workshop Committee, May 16, 1934.

(**) Sheltered Workshop Files; Public Agencies Division, Industry Section 5, Letter to Linton M. Collins, signed by Major Paddock and National Sheltered Workshop Committee--NRA files.

(***) NIA Release No. 3054 dated October 2, 1934.

(****) NRA Release No. 3469 dated October 26, 1934.

G. Normal Production Agreement During Strikes.

On October 2, 1934, the National Sheltered Workshop Committee, representing approximately 200 institutions and 25,000 mentally or physically handicapped workers, agreed that sheltered workshops doing contract work for manufacturers involved in labor disputes would not increase their production during strikes to more than their average normal production for a comparable period, and would deal only with the manufacturers with whom they dealt at the beginning of the disputes. (*)

H. Fair Selling Price Resolution.

A resolution was also adopted relative to the cost and selling price of sheltered workshop products, to the effect that inasmuch as sheltered workshops are non-profit organizations engaged in training handicapped people whose earning capacity was small, it was the opinion of the Committee that any relief paid or wages in excess of wages actually earned should not be considered a part of the cost of manufacturing said products when determining a fair selling price. Furthermore, that when establishing selling prices, sheltered workshops were requested to give consideration not only to quality of workmanship and material, but also to direct cost of raw material, earned wages and other direct and indirect costs which constitute a part of the cost of manufacturing sheltered workshop products, except that the prices of products manufactured and sold to meet relief needs might be established in accordance with the economic abilities of the persons to whom they were sold. (**)

On October 26, 1934, a statement was issued by the National Sheltered Workshop Committee distinguishing between sheltered workshops and prison workshops. The former were described as representing the charitable activities of large numbers of persons who are engaged in the work of reclaiming the socially and physically handicapped persons.

I. Ulman Committee Report on Sheltered Workshops.

By the latter part of 1934, the desire of sheltered workshop officials to impress on the public mind the difference between sheltered workshops and prison labor gave rise to the issuance of a statement by the Sheltered Workshop Committee setting forth the same. (***)

In accordance with the terms of the Executive Order of October 12, 1934, which had promoted the promulgation of the above mentioned statement, the Ulman Committee was appointed to make the two studies regarding competition between products of the Cotton Garment Industry and the products of sheltered workshops, and between products of the industry and those of prison labor. The National Industrial Recovery Board, on November 5, 1934, named Judge Joseph W. Ulman, of Baltimore, Maryland, Frank Tannenbaum of Washington, D. C., and W. Jett Lauck, of Baltimore, Maryland, as members of the Committee. James P. Davis, of the National

(*) NRA Release No. 8054 dated October 2, 1934.

(**) NRA Release No. 8469 dated October 26, 1934.

(***) NRA Release No. 8469 dated October 26, 1934.

Recovery Administration, was made Executive Secretary.

Based on an analysis of the questionnaires filled in by sheltered workshops engaged in the production of cotton garments either for sale or on contract basis, it was found by the Ulmer Committee that only about thirty such accredited shops are engaged in work of this kind, and that the total value of all cotton garment production of these shops including contract work was, in 1933, only about half a million dollars.

From testimony received from witnesses representing the various interests, at a hearing held in Washington on November 13, 1934, the Committee found that the National Sheltered Workshop Committee was making a sincere and determined effort to administer Administrative Order X-9 in such a way as to insure fair competition.

Furthermore, in view of the fact that the difficulties between the cotton garment manufacturers and sheltered workshops seemed about to be solved, the Committee recommended that no action be taken at that time with respect to said situation. It was recommended that authorities closely supervise the activities of workshops in order to prevent them from abusing the privileges accorded them. Finally, the Committee encouraged the continuance and strengthening of the ties of cooperation between sheltered workshops and cotton garment authorities. (*)

On November 19, 1934, Administrative Order X-111 was approved appointing Oscar F. Sullivan, Oliver A. Friedman and Peter J. Salmon for a term of six months from that date to succeed themselves as members of the National Sheltered Workshop Committee. (**)

J. Administrative Order X-111-1

On February 9, 1935, it was deemed advisable in the light of past experience, to amend and modify the terms of past orders to the extent that a term or tenure of office be provided for members of such committee; that it be left to the discretion of the Committee whether or not Regional Sheltered Workshop Committees should be established; and that there be prescribed a procedure to be followed as to the hearing of complaints of violation of pledges of fair competition signed by sheltered workshops and the suspension or withdrawal of labels to and denial of the right to exhibit the insignia of the NIA by such sheltered workshops. Through the medium of Administrative Order X-111-1 (**), Administrative Order X-9 (3/3/34) was amended and modified to provide that:

- I. The term and tenure of office of the members of the National Sheltered Workshop Committee should be at the will and pleasure of the National Industrial Recovery Board.

(*) Minutes of Sheltered Workshop Committee Meeting, dated December 17, 1934.

(**) Administrative Order X-111, Appendix No. X.

(***) Appendix No. XI.

- II. Administrative Orders X-28 (5/11/34), X-73 (8/9/34) and X-111 (11/13/34) were modified to provide that persons named in such orders as members of the National Sheltered Workshop Committee, i.e.,

Col. John H. Smith, Jr.

Mr. Edward Hochhauser

Fr. John O'Grady

Peter J. Salmon

Oliver A. Friedman

Oscar H. Sullivan.

were appointed as members of such Committee to and including June 15, 1935, or until such time as might be subsequently ordered by the National Industrial Recovery Board.

- III. Administrative Orders N-3, N-23, and Section 7 of N-81, were amended and modified to provide that the National Sheltered Workshop Committee, subject to the approval of the National Recovery Board, was authorized to establish and appoint the members of National Sheltered Workshop Committees; that the National Sheltered Workshop Committee would notify a sheltered workshop of any complaint that it had violated any provision of its Pledge of Cooperation and Fair Competition, or any rule or regulation adopted pursuant to N.R.A. in order that it might have an opportunity to be heard. If there seemed to be sufficient evidence of violation to justify such action, the National Sheltered Workshop Committee should suspend the issuance of labels thereto. In reviewing the case, the N.R.A. had the power to overrule the decision and to restore to the sheltered workshop the right to use labels. No publicity was to be given an alleged violation until an adjustment had been made or until the National Industrial Recovery Board had acted on the case.

- IV. All other provisions of Administrative Orders X-9 and X-81 dealing with the procedure to be followed by the National Sheltered Workshop Committee and the IPA in cases of alleged violation of the Pledge of Cooperation and Fair Competition signed by a sheltered workshop were revoked and cancelled by this Order. (X-111-1).

On June 17, 1935, Administrative Order X-111-2 (*) was signed by Acting Administrator James L. O'Neill, appointing the following members to succeed themselves and, pursuant to Administrative Order X-111-1, to continue in office until further order of the Administrator:

(*) Appendix to XII.

Col. John N. Smith, Jr.,

Edward Hochhauser,

Rt. Rev. Msgr. John O'Grady,

Peter J. Salmon,

Oliver A. Friedman,

Oscar N. Sullivan

The functions of the Committee were described as being to develop and administer a program which would result in the continuance of the benefits which had heretofore accrued to sheltered workshops and to competing industries as a result of the National Industrial Recovery Act and the activities of the National Sheltered Workshop Committee.

III. EVALUATION

Charitable institutions upon the inception of N.R.A. were of the opinion that the N.R.A. was not primarily intended for them. Colonel John N. Smith stated in a letter to General Johnson:

"The purposes of charitable institutions are identical with those of the National Industrial Recovery Act. This was apparently the view of both the President and Congress since no provisions were inserted in the legislation regarding such institutions. The need for the measure now being undertaken by the National Recovery Administration was not occasioned by the acts of charitable institutions. They maintained no sweat-shops nor cut-throat competition. They placed no one in the ranks of the unemployed. To the contrary, on them was placed the burden of caring for those cast out of employment by trade and industry." (*)

Though the activities of charitable institutions were in no way responsible for the passage of recovery legislation, it was obvious that while private industry was readjusting itself in its new setting, the rights of charitable institutions in the industrial field had to be safeguarded and represented by competent authorities. Someone had to look out for the interest of miscellaneous groups on the fringe of private industry, lest the forces revolutionizing it engulf them to their great detriment. Sheltered workshop officials from the very beginning, expressed their willingness to cooperate with the Administration.

The method of cooperation selected was the establishment of the National Sheltered Workshop Committee, and there is much evidence to attest to the fact that its efforts have been most successful. The six members, originally appointed for temporary periods, were made permanent members of the Committee because of their competency and efficacy.

(*) Letter from John N. Smith, Jr., to General Johnson, dated September 11, 1933.

Through this Committee, were brought together agencies dealing with the blind, crippled, tubercular, cardiac, wayward and the aged. Mr. Peter J. Salmon, Secretary for the Industrial Home for the Blind, Brooklyn, New York, states: (*)

"As a member of the National Sheltered Workshop Committee, fully familiar with the results obtained thus far, I can say frankly that there is nothing which has been done hitherto that approaches in value the bringing together these various groups dealing with the handicapped in a common meeting ground provided by the Federal Government. It was the first time in history that such a group was brought together to develop an industry program for the benefit of the handicapped. That this is true might be easily gleaned from the fact that there were no definite statistics (**) available regarding any of these groups and only wild guesses could be obtained as to just who they were and the extent of their operations and program. The National Sheltered Workshop Committee has found that basically the problems confronting all those dealing with the handicapped were very much the same. It was a question largely of an educational program both within and without the agencies dealing with the handicapped.

"After a year and a half of work by the National Sheltered Workshop Committee, it is hard to realize why our groups had not been brought together before, but of course there was no vehicle or no urgent need. Both of these were supplied by M.R.A. Since the Committee commenced its work, it has been able to formulate a program, the chief points of which are the following:

1. Bringing closer together the various agencies doing work for the handicapped.
2. Interpreting the work of these agencies to the various code authorities and particularly to the governmental agencies and the public.
3. Segregation of the problem of the handicapped from that of the prison group.
4. Effective work in a more intelligent approach to the difficult problem of marketing.
5. Adjustment made on complaints and in every instance of such complaints a favorable outcome of the problem was arrived at.
6. Statistical information hitherto unavailable was obtained from the various agencies dealing with handicapped regarding the extent of their industrial program, extent of

(*) Letter to Vernon J. Clarke, dated October 10, 1935.

(**) Appendix No. III.

plant, type of handicapped persons served, and many other items of vital interest to a well rounded program."

The National Sheltered Workshop Committee had as its purpose the coordination, under governmental supervision and guidance, of the activities of charitable institutions and for the first time in the history of organized charity in America, brought together in a common endeavor diversified programs of work which were apportioned equitable to the benefit of the respective charitable institutions. Markets were secured for standard products made in accordance with fair trade practices and sold in fair competition with products made and sold by private industry, thereby greatly contributing to the rehabilitation of the handicapped workers and at the same time reducing relief unemployment.

For the first time, a central source of reliable information was open to private industry and the public from which could be learned the purposes and methods of sheltered workshops. Data with reference to the number, location, production, output, etc., of sheltered workshops became available through the efforts of the Committee. Checks on unscrupulous contractors of the sweatshop type were effected as well as the elimination of dumping of products on the open market at prices below which the scrupulous part of industry could manufacture and market similar products.

The relief rolls of the nation have been relieved by the activities of sheltered workshops of supporting forty-two thousand (42,000) handicapped workers, clients or trainees being currently served. The annual turnover of the two hundred and seventy-nine (279) charitable institutions (*) which have volunteered to cooperate with the Administration is one hundred and twenty thousand (120,000).

The mutual satisfaction and effective collaboration prevalent during the life of the Committee in its relation with Administration officials is ample proof that the most desirable and effective method to administer and coordinate all efforts in behalf of the handicapped is through a competent committee which is representative of all types of institutions concerned, and guided under government supervision, by a well formulated plan. The present Committee has such a plan in its marketing program which will require physical facilities for two hundred and fifty thousand (250,000) handicapped persons, if it is approved. (**)

It is therefore recommended that any contemplated legislation, executive orders, or other action in connection with the future continuance of the aims and purposes of the National Industrial Recovery Act give careful consideration to the cause and problems of charitable institutions, in order that regression to the status quo prevalent prior to the establishment of the Committee be avoided, and the continuance of the present progress be possible.

(*) Appendix No. IV.

(**) It is worthy of note that every member of the Committee rendered his services gratis, being reimbursed only to the extent of expenses incurred.

CHAPTER IV

CONCLUSIONS

Regardless of what may be said with respect to the success of the National Recovery Administration in its main objectives, it proved to be a most important milestone in the advancement of sheltered workshops. For the first time, the cause and problems of these institutions were accorded adequate representation in the industrial forum. For the first time, their aims and objectives were nationally promulgated in a manner which reached the ears of industrial and governmental leaders. For the first time, the leading non-profit charitable systems of the country merged to find themselves identical in outline. For the first time, their combined voices attracted the attention of the Federal Government, whereas they had separately been inaudible. For the first time, sheltered workshops impressed on authorities the distinctiveness of their identity, as apart from prison institutions. For the first time, there existed a liaison between private industry and sheltered workshops, between the sheltered workshops themselves. For the first time, a well-formulated program, endorsed by the majority of institutions affected and executed by a central agency was put into effect in behalf of sheltered workshops.

The entire program as administered by the National Sheltered Workshop Committee spells an excellent beginning to an important task. A review of the Committee's achievements under the National Recovery Administration compels the recommendation that the Committee, or its equivalent, be continued. If a new Act is proposed, it should embody specific provisions with respect to sheltered workshops which would provide for the administration thereof in the same manner as formerly effected pursuant to the powers delegated to the President. Assuming that the code system be used in a new Act, it is recommended that the above provisions establish a Sheltered Workshop Committee of six members and exempt sheltered workshops from codes upon conditions similar to the following (as contained in Administrative Order X-9), ".....that any sheltered workshop in order to become entitled to such exemption shall sign a pledge that it will not:

- (1) employ minors under sixteen (16) years of age, except such as are there for instructional purposes as approved by a Regional Committee (hereinafter provided for).
- (2) engage in destructive price cutting or any other unfair method of competition.
- (3) wilfully hamper or retard the purposes of said Title of said Act; and that so far as possible will cooperate with the National Recovery Administration and will carry out the intent and spirit of said Title of said Act."

If the use of labels is approved for all industries, it is recommended that it be so authorized with respect to sheltered workshops, subject to their compliance with the above conditions.

If no new legislation for industrial recovery is proposed, it is recommended that measures be taken to continue the National Sheltered Workshop Committee, or its equivalent, under the supervision of the Federal Government, either as a separate agency or under an established department.

APPENDIX I

METHOD OF TREATMENT

This study was developed by the following method: First, a preliminary review of the sheltered workshop files of the Public Agencies Division of NRA was made, after which a tentative outline for the guidance in developing a study was prepared.

Secondly, considerable time was devoted to examining and assembling data necessary for this study. In addition to securing such information as was available from current files of the National Recovery Administration on sheltered workshops, the books and bulletins referred to in the Source of Materials attached to this Appendix were received.

After assembling the material and information believed necessary in the preparation of this report, the authors then prepared a preliminary draft which was submitted to the Director of the Division of Review, December 9, 1935. Finally the report was revised to its present form with the objective of relating in a way particularly adapted to the possible needs of future legislation, the accomplishments and opinions of leaders in the sheltered workshop field. The revised outline for this study is attached to this report as a part of the Appendix.

FUTURE RESEARCH

If in the future industrial legislation is contemplated which would affect the operations of sheltered workshops, it would seem desirable that a complete review of the activities of these institutions with respect to their manufacturing and processing operations as well as the disposition of their products should be made.

Detailed information with respect to the competition of products of sheltered workshops entering the public market with similar products manufactured by industry for profit can be secured by re-examining the national sheltered workshop files of the National Recovery Administration.

SHELTERED WORKSHOPS UNDER NRA

Revised Outline

- I. Introduction
 - I. Origin
 - A. Definition
 - B. Kinds
 - C. Types
 - 1. The Mentally Handicapped
 - 2. The Socially Handicapped
 - 3. The Physically Handicapped
 - II. Objectives
 - A. Rehabilitation of Workers
 - B. Remunerative Employment
 - C. Operation for Training and Not for Profit.

- II. Scope of Study
 - I. Handicapped Workers.
 - A. Definition
 - B. In private Industry
 - 1. Executive Order No. 6606-F
 - 2. Special Committee Report.
 - C. Handicapped Workers in Sheltered Workshops
- III. Sheltered Workshops Under the N.R.A.
 - I. Problem Confronting N.R.A.
 - A. Inclusion of Sheltered Workshops Under Code Provisions
 - B. Richberg's Interpretation of August 30, 1933.
 - C. Proposals by Sheltered Workshop Officials
 - D. Appointment of Special Committee
 - E. Report of the Special Committee (February 1, 1934)
 - II. Solution of the Problem
 - A. Section 3(a) of N.R.A.
 - B. Issuance of Administrative Order X-9
 - C. Appointment of National Sheltered Workshop Committee
 - D. Authorization of National Sheltered Workshop Committee to Issue Labels.
 - E. Administrative Order X-81
 - F. Administration and Use of Identification Labels
 - G. Normal Production Agreement During Strikes
 - H. Fair Selling Price Resolution
 - I. Ulman Committee Report on Sheltered Workshops
 - J. Administrative Order X-111-1
 - III. Evaluation.
 - A. Justification of Continuance of the National Sheltered Workshop Committee
- IV. IV. Conclusions

SOURCE OF MATERIALS

"Disabled Persons, their Education and Rehabilitation", by
Oscar M. Sullivan and Kenneth O. Shortum. The
Century Co., New York and London. 1926.

"Sheltered Employment for the Tuberculous in the United States,"
by National Tubercular Association. New York, 1927.
Technical Series No. 7.

"Civilian Vocational Rehabilitation Series", Federal Board of
Vocational Rehabilitation, Bulletins Nos. 57, 64,
70, 72, 76, 77, 80, 93, 96, 104, 110, 113, 120.

Sheltered Workshops Files, Public Agencies Unit, Industry
Section 5.

National Recovery Administration Central Files.

Code Record Section Documents.

Minutes of Meetings of National Sheltered Workshop Committee.

Volumes of Codes of Fair Competition, U. S. Government Printing Office, Washington, 1934.

National Recovery Administration Press Releases.

PROPOSED EXECUTIVE ORDER GOVERNING
RELATIONSHIPS OF SHELTERED WORKSHOPS
TO THE NATIONAL RECOVERY ADMINISTRATION

"No provision in any code of any industry heretofore or hereafter approved shall be construed to apply to sheltered workshops as herein defined. A sheltered workshop, however, may become a member of the National Recovery Administration by signing a pledge that it will not employ minors under 16 years of age, except such as are there for instructional purposes as approved by regional committee, that it will not engage in destructive price-cutting or any other practice which is classed as unfair competition, that it will not wilfully hamper or retard the purposes of the National Industrial Recovery Act, and that so far as possible it will cooperate with the National Recovery Administration and will carry out the intent and spirit of the National Industrial Recovery Act.

"For the purpose of enforcing pledges the National Recovery Administration will appoint a National Committee of six members. The membership of the Committee shall be rotating and shall be selected from the boards or administrative staffs of sheltered workshops. Except at the time of appointment of the initial committee when three members will be appointed for a term of three months and three members for a term of six months, the term of service of each member shall be for a period of six months. No member shall be eligible for reappointment until six months from the expiration of any term of service on the Committee. The National Committee shall supervise the establishment of Regional Committees, the members of which shall be selected by the sheltered workshops in the region from their boards or administrative officers and approved by the National Committee. The sheltered workshops will be expected to report any case of non-compliance to the Regional Committee. The Regional Committee shall hear all complaints of alleged non-compliance and shall endeavor to make satisfactory adjustments. Cases in which the Regional Committee is not able to make satisfactory adjustments shall be referred for appropriate action to the National Committee. The National Committee, if satisfied that a sheltered workshop has violated its pledge, may in its discretion revoke the membership of such workshop in the National Recovery Administration.

"A sheltered workshop is defined for purposes of this order as a charitable institution, or an activity of a charitable institution, conducted not for profit, for the purpose of providing remunerative employment for physically, mentally, or socially handicapped workers.

APPENDIX II

SHELTERED WORKSHOPS

PLEDGE

OF

CO-OPERATION AND FAIR COMPETITION

The _____,
 being a charitable institution or activity of a charitable institution,
 and not being conducted for profit, but being conducted for the pur-
 pose of providing remunerative employment or rehabilitating activity
 for physically, mentally, or socially handicapped workers, and so
 coming within the meaning of "Sheltered Workshop" as defined in the
 Order of the Administrator for Industrial Recovery, dated March 3, 1934,
 hereby agrees, promises, and pledges that it will not:

(1) Employ minors under sixteen years of age except such
 as are there for instructional purposes and employment being
 approved by the "Regional Sheltered Workshop Committee" of
 this region;

(2) Engage in destructive price cutting or any other unfair
 method of competition;

(3) Wilfully hamper or retard the purposes of Title I, of the
 Act of Congress of June 16, 1933;

(4) And that so far as possible the _____
 _____ will cooperate with the
 National Recovery Administration created under the aforesaid Act,
 and will carry out the intent and spirit of Title I of said Act.

By _____

Dated: _____

4828 Commerce Building,
Washington, D. C.

Dear

I am pleased to advise you that, based upon your Pledge of Cooperation and Fair Competition, and completed questionnaire, the National Sheltered Workshop Committee has approved your institution as a "Sheltered Workshop", entitled to conditional exemptions. This removes your workshop from the jurisdiction of the Code Authority to this Committee.

We are authorized to issue labels or stickers which may be used in place of those issued by a Code Authority. Our labels have all the values of the Code Authority emblem.

If you make garments of any kind, may we have your assistance in computing the number of labels that will be required for the Sheltered Workshops? We would appreciate an estimate (this of necessity will be an approximation and cannot be an exact figure to which you are committing yourself) of the number of garments you will manufacture during the next six months.

These Sheltered Workshop labels may be purchased for \$1.50 per thousand labels, but not more than a three months' supply may be ordered at a time. Your order with check made out to "Treasurer, National Sheltered Workshops Committee" should be mailed to Executive Secretary, National Sheltered Workshops Committee, Room 4828, Commerce Building, Washington, D. C.

If your shop is doing contract work on garments or any other type of merchandise; that is, if a manufacturer sends you materials, cut or in bulk, which you make up or assemble and return to him, it is necessary for the manufacturer to write his Code Authority for a Certificate of Compliance, if he is in good standing. The workshop is not authorized to work for a manufacturer or use any labels on his merchandise until a certificate has been issued. The letter, requesting a certificate, should give the name and address of the workshop, as well as that of the manufacturer; a copy of this letter should be mailed to me. If there is any delay in the Code Authority issuing a certificate, we will be glad to follow it up, but it is important that we receive the copy of the manufacturer's letter promptly.

A commercial manufacturer of garments is required to use labels which he purchases from his Code Authority on all garments which he manufactures. If your workshop acts as his contractor the sheltered workshop may use our sheltered workshop label, which saves the manufacturer the price of code labels, which incidentally is higher than our labels. The cost of this sheltered workshop label is therefore to be refunded by the manufacturer who should be billed for all labels used on his garments at your cost price, namely \$1.50 per thousand.

Your cooperation and suggestions will be appreciated. Will you please acknowledge the receipt of this letter.

Sincerely,

National Sheltered Workshop Committee

By _____
Executive Secretary

4828 Commerce Bldg.,
Washington, D. C.

Suggested forms for application for labels, and for certificate of compliance for your manufacturer, are hereto attached.

-- oOo --

Address

Date

Executive Secretary,
National Sheltered Workshop Committee,
Room 4828 Commerce Building,
Washington, D. C.

Dear Madam:-

Please send us _____ thousand labels, which we estimate will be a _____ month's supply, and will be used in accordance with your instructions. Check at the rate of \$1.50 per thousand, and made payable to the order of Treasurer, National Sheltered Workshop Committee, is enclosed.

Name of Institution

Address

Address

Date

From

Code Authority

To

National Sheltered Workshop Committee,
Room 4828 Commerce Building,
Washington, D. C.

We have this date issued to the manufacturer listed below a certificate of compliance under the provisions of Administrative Order X-81. The Sheltered Workshop with whom the manufacturer is doing business is also listed below.

Manufacturer

Sheltered Workshop

(Signature of Code Authority)

- oOo -

Address

Date

To

Code Authority

From

Name of Manufacturer

Under the provisions of Administrative Order X-81, I hereby apply for a Certificate of Compliance in order that the Sheltered Workshop listed below may manufacture, process or assemble goods for me.

Sheltered Workshop

Address

(Signature of Manufacturer)

Address

Date

From

Code Authority

To

Member of Industry (or
Manufacturer)

This is to certify that _____

_____ is a member of the _____

Industry and is complying with the Code of Fair Competition for
said Industry.

This certificate is issued in accordance with
Administrative Order X-81, upon your application to do business
with _____

(Sheltered Workshop)

Code Authority

By _____

APPENDIX III

CONFIDENTIAL GOVERNMENT REPORT

THE NATIONAL RECOVERY ADMINISTRATION

Washington, D. C.

* * * * *

SPECIAL REPORT ON SHELTERED WORK SHOPS

In accordance with Sections 5a and 6a of the National Industrial Recovery Act you are requested and required to fill out the following schedule. The information is being requested by the National Recovery Administration in order to obtain an adequate factual basis for the proper administration of special privileges, including a special label, granted to Sheltered Work Shops. Reports must be made for all Sheltered Work Shops. A separate report is required for each Shop and each branch thereof.

Answer all the inquiries in detail, supplying estimates if records are not available. The report should be returned promptly, in the enclosed envelope, requiring no postage, to the Executive Secretary of the National Sheltered Work Shop Committee, National Recovery Administration, Washington, D. C. The additional schedule is for retention in your files.

This report will be available only to sworn employees of the Bureau of the Census, the Bureau of Labor Statistics, and the National Recovery Administration. Any summary statistics which may be compiled from this and other similar reports and published will be grouped according to the usual Census rules, so that it will be impossible for any one to identify your figures or separate them out of the aggregate.

Hugh S. Johnson

Administrator

=====

THIS IS TO CERTIFY that the information contained in this report is correct and complete to the best of my knowledge and belief.

Date _____

(Signature of person supply the information)

(Official title)

=====

INQUIRY I - GENERAL

1. Legal Name of Local Organization _____

2. Location of Local Organization _____
(State) (County)

(City, town or village) (Street Address)

3. Date Local Organization was established _____

4. Name and address of National Organization or Affiliated Group (if any)

5. Size, type, and condition of building _____

6. Number, type, and age of machines _____

7. Is work let on a contract or other basis to other organizations (not branches or affiliated organizations)? _____. If so, give (Yes or No)

names and addresses of such organizations and the conditions and control under which the work is done. (Give this information on the reverse side of this page.)

8. If this report covers the central office, list controlled (local) organizations on the reverse side of this page.

9. Principal raw materials used (specify whether new, used, second-hand, or waste materials). _____

(List in order of importance)

10. Check (x) the principal methods of obtaining raw materials

- a. Purchase of new materials.....
- b. Solicitation of donations of new materials.....
- c. Purchase of used, second-hand, or waste materials...
- d. Solicitation of donations of used, second-hand, or waste materials.....
- e. Others (specify).....

11. Principal products or services sold (specify whether new, used, second-hand, or waste materials are sold) _____

(List in order of importance)

12. Check (x) the method of selling used to dispose of products and services.
- a. Outside salesmen:
 - i. Sheltered or handicapped workers.....
 - ii. Others.....
 - b. Retail stores operated in conjunction with work-shop:
 - i. Primarily by sheltered or handicapped workers....
 - ii. Primarily by others.....
 - c. Retail stores or departments of stores operated as independent sales outlets.....
 - d. Work sold on a contract basis.....
13. Check (x) the principal classes of purchasers to whom products are sold:
- a. Wholesalers.....
 - b. Retailers.....
 - c. Consumers.....
 - d. Others (specify).....
14. For what types of institutions or businesses, if any, is work done on a contract basis? _____
15. Check (x) the disposal of profits (if any) from the operation of the workshop covered by this report.
- a. Reinvested to extend to workshop facilities.....
 - b. Given to parent organization.....
 - c. Used for social service activities (other than sheltered workshops).....
 - d. Used for religious activities.....
 - e. Others (specify).....
16. Check (x) the principal needs of handicapped or sheltered workers which are supplied
- a. Livelihood.....
 - b. Mental Therapy.....
 - c. Physical Therapy.....
 - d. Vocational.....
 - e. Others (specify).....

INQUIRY II - EMPLOYMENT, 1933

Report each person only once according to the most applicable classification
 Number of different persons in the specified age
 groups who were employed in the production of goods
 and services for sale during 1933

	Under 16		16 to 39.9		40 to 59.9		60 and over		Age Unknown		Total
	Fe-		Fe-		Fe-		Fe-		Fe-		
	Male	male	Male	male	Male	male	Male	male	Male	male	
1. Number physically handicapped:											
a. Aged.....											
b. Blind.....											
c. Deaf and dumb.....											
d. Orthopedic.....											
e. Others.....											
2. Number mentally handicapped.....											
3. Number socially handicapped.....											
a. Committed under court order.....											
b. Penal-discharge.....											
c. Others.....											
4. Number not handicapped and engaged in production work.....	XXXX	XXXXX	XXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX
5. All other persons employed.....	XXXXX	XXXX	XXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX
TOTAL NUMBER	XXXXX	XXXX	XXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX

- 6. Number of persons (covered under Items 1, 2 and 3 above) requiring permanent sheltered work.....
- 7. Average length of employment of persons (covered under Items 1, 2 and 3 above) who do not require permanent sheltered work.....

INQUIRY III - HOURS AND WAGES, 1933

- 1. Sheltered or handicapped workers employed in the work-shop:
 - a. Average number employed.....
 - b. Average wages paid per worker per week.....
 - c. Average hours worked per worker per week.....
 - d. Average hours worked per worker per day.....
- 2. Sheltered or handicapped workers doing work at home:
 - a. Average number employed.....
 - b. Average wages paid per worker per week.....
- 3. Basis upon which wages were paid (hourly rate, weekly rate, piece work rate, etc.).....

INQUIRY IV - INCOME AND EXPENSES, 1933

Give your best estimates of the items requested below. Write "none when appropriate"

-
- 1. Operating Expenses of Sheltered Work-shop:
 - a. Cost of purchased materials used.....
 - b. Wages paid to sheltered or handicapped workers
 - c. Wages paid to other production workers.....
 - d. Maintenance (board, lodging, clothing, etc.) for sheltered or handicapped workers.....
 - e. Other operating expenses.....
- 2. Administrative Expenses:
 - a. Administrative salaries.....
 - b. Other administrative expenses.....
- 3. Operating Income:
 - a. Total selling value of products produced.....
 - b. Total receipts for work done on a contract or contract labor basis.....
 - c. Other operating income.....
- 4. Other Income:
 - a. Endowments.....
 - b. Collection of donations.....
 - c. Charitable organizations.....
 - d. Parent Organizations.....
 - e. State or Governmental subsidies.....
 - f. Estimated value of new materials received as donations.....
 - g. Estimated value of used, second-hand, and waste materials received as donations.....
 - h. Other income.....
- 5. Net profit or loss on operation of work-shop.....

=====
REMARKS:

APPENDIX IV

Approved Sheltered Workshops
December 17, 1934

Alabama Assn. for the Blind, Inc., 4244- 3rd Ave., So., Birmingham, Ala.
 Birmingham Goodwill Industries, Inc., 324 S. 19th St., Birmingham, Ala.
 Salvation Army, 1518- 5th Ave., North, Birmingham, Ala.
 Little Rock Goodwill Industries, 1207 W. 7th St., Little Rock, Arkansas
 Good Shepherd Convent, 1125 Mulvern Ave., Hot Springs, Arkansas
 Salvation Army Industrial Home, 706 E. Washington St., Phoenix, Arizona
 Assistance League of So. California, 1301 N. Western Ave., Hollywood, Cal.
 Goodwill Industries of San Francisco, 913-13 Howard St., San Francisco, Cal.
 Goodwill Industry of So. Cal., 899 Third St., San Bernadino, Cal.
 Goodwill Industries of So. Cal., 342 N. Main St., Los Angeles, Cal.
 Goodwill Industries of San Diego, 402-24 Fifth Ave., San Diego, Cal.
 Goodwill Industries of Cen. Cal., 1113-6th St., Sacramento, Cal.
 San Francisco Assn. for the Blind, 1097 Howard St., San Francisco, Cal.
 Salvation Army Industrial Home, 730 M St., Fresno, Cal.
 Salvation Army Industrial Home, 376 Harrison St., San Francisco, Cal.
 Salvation Army Woodyard, 876 Harrison St., San Francisco, Cal.
 Salvation Army Social Service Dept., 28-34 N. Delacey St., Pasadena, Cal.
 Salvation Army Social Service Center, 573 S. Market St., San Jose, Cal.
 Salvation Army Industrial Home, 214 N. Sycamore St., Santa Ana, Cal.
 Salvation Army Men's Social Service Cen., 508 L St., Sacramento, Cal.
 Salvation Army Industrial Home, 735-2nd Ave., San Diego, Cal.
 Salvation Army Men's Social Service Dept., 160 S. Stoddard, San Bernardino, Cal.
 Salvation Army, 227 S. California St., Stockton, Cal.
 Salvation Army Social Service Dept., 1370 Alamitos Ave., Long Beach, Cal.
 Salvation Army Industrial, 366- 6th St., Oakland, Cal.
 Salvation Army Men's Social Service, 127-130 Weller St., Los Angeles, Cal.
 Adult Blind Home & Assn. for the Blind, 710 Kalamath St., Denver, Col.
 Goodwill Industries of Denver, 1130-31st St., Denver, Colorado
 Half Way House, Inc., 12 E. Boulder St., Colorado Springs, Colorado
 Colorado Industrial Workshop for the Blind, 618 E. Arizona St., Denver, Col.
 Goodwill Industries of Grand Junction, 1021 S. 5th St., Grand Junction, Col.
 The Pueblo Goodwill Industries, 115 S. Albany St., Pueblo, Colorado
 Salvation Army Industrial Store, 223 S. Union Ave., Pueblo, Colorado
 The Salvation Army, 15 E. Cucharras St., Colorado Springs, Colorado
 Convent of the Good Shepherd, Le. Ave. & Colorado Blvd., Denver, Colorado
 Denver Salvation Army Industrial Dept., 1200-08 Larimer St., Denver, Col.
 Bridgeport Christian Union, Inc., 786 Main St., Bridgeport, Conn.
 Conn. Institute for the Blind, Ridge Road, Hartford, Conn.
 Fairfield Co. Goodwill Industries, Inc., 10 Commerce St., Norwalk, Conn.
 House of the Good Shepherd, 170 Sisson Ave., Hartford, Conn.
 New Haven Goodwill Industries, Inc., 60 Beach St., New Haven, Conn.
 Salvation Army Industrial Home, 19 Edwards St., Hartford, Conn.
 Salvation Army Social Service Center, 243 Main St., New London, Conn.
 Salvation Army, 362 Exchange St., New Haven, Conn.
 Goodwill Industries, Inc., 214-216 Walnut St., Wilmington, Delaware
 The Delaware Commission for the Blind, 305-7 W. 8th St., Wilmington, Del.
 Salvation Army Social Service Center, SE Cor. 2nd & French St., Wil., Del.
 Columbia Polytechnic Institute for the Blind, 1808 H St., NW, Washington, D.C.
 Salvation Army Industrial Home, 102 Constitution Ave., Washington, D. C.

Florida School for Deaf & Blind, St. Augustine, Florida
Salvation Army, 118 Clay St., Jacksonville, Florida
Atlanta Community Shop, Inc., 364 A Jones Ave., NW, Atlanta, Georgia
Salvation Army, 345 Luckie St., Atlanta, Ga.
Salvation Army Industrial Home, 382 E. Vineyard St., Honolulu, Hawaii
Angel Guardian Orphanage, 2001 Devon Ave., Chicago, Ill.
Chicago Lighthouse for the Blind, 3823 W. Cermak Road, Chicago, Illinois
Goodwill Industries of Chicago, 1841 Congress St., Chicago, Illinois
House of the Good Shepherd, 1126 Grace St., Chicago, Illinois
Home of the Good Shepherd, 517 Faraday St., Peoria, Illinois
Industrial Workshops of Chicago, 933 W. Jackson Blvd., Chicago, Illinois
Vocational Society for Sluit-Ins, 700 N. Michigan Ave., Chicago, Illinois
Board of Industrial Aid for the Blind, 576 W. 30th St., Indianapolis, Ind.
Calumet Goodwill Industries, Inc., 130 State St., Hammond, Indiana
Goodwill Industries of Fletcher Place, 702 Fletcher Ave., Indianapolis, Ind.
House of Good Shepherd, 111 W. Raymond St., Indianapolis, Ind.
Wabash Valley Goodwill Industries, 126 N. 5th St., Terre Haute, Ind.
Convent of the Good Shepherd, 2325 Court St., Sioux City, Iowa
Sioux City Goodwill Industries, 312 Wall St., S., Sioux City, Iowa
Convent of the Good Shepherd, 2214 Bank St., Louisville, Kentucky
House of the Good Shepherd, 938 Highland Ave., Ft. Thomas, Kentucky
Kentucky Farm For the Blind (Anchorage, RR#2) Widdletown, Kentucky
Kentucky Workshop for the Adult Blind, 2007 Frankfort Ave., Louisville, Ky.
Louisville Goodwill Industries, 210-18 S. 8th St., Jefferson, Kentucky
Salvation Army Industrial Home, 330 E. Chestnut St., Louisville, Ky.
House of the Good Shepherd, Broad & Bienville Sts., New Orleans, La.
Lighthouse for the Blind, 743 Camp St., New Orleans, Louisiana
Salvation Army, 2911 Magazine St., New Orleans, La.
Shreveport Goodwill Industries, 1708 Texas Ave., Shreveport, La.
Biddeford-Saco Goodwill Industries, 251 Main St., Biddeford, Maine
Portland Goodwill Industries, Inc., 131 Middle St., Portland, Maine
Baltimore Goodwill Industries, Inc., 1716 E. Pratt St., Baltimore, Md.
Salvation Army Industrial Home, 925 S. Fremont Ave., Baltimore, Md.
Convent of the Good Shepherd, Wilbraham Road, Springfield, Mass.
Central New England Sanatorium, Miles Road, Rutland, Mass.
Cooperative Workrooms, Inc., 36 Washington, Boston, Mass.
Goodwill Industries, Haverhill Branch, Merrimack Valley, 14 Essex St.,
Haverhill, Mass.
Goodwill Industry, Amesbury Branch, Merrimack Valley, Friend St.,
Amesbury, Mass.
Lowell Goodwill Industries, Inc., 85 French St., Lowell, Mass.
Goodwill Industries, Lawrence Branch, Mer. Valley, 119 Essex St., Lawr., Mass.
House of the Good Shepherd, 841 Huntington Ave., Boston, Mass.
Morgan Memorial Cooperative Industries & Stores, 89 Shawmut Ave., Boston, Mass.
Perkins Institution for the Blind, 549 E. 4th St., S. Boston, Mass.
Salvation Army Industrial Home, 25 Emery St., Springfield, Mass.
Salvation Army Industrial Home for men, 87 Vernon St., Roxbury, Mass.
Salvation Army Industrial Home, 29 Charles St., Worcester, Mass.
Salvation Army, 252 Crescent St., Brockton, Mass.
Springfield Goodwill Industries, 139 Lyman St., Springfield, Mass.
Workshop for the Blind, Cambridge, Mass.
Workshop for the Blind, 418 Second St., Fall River, Mass.
Convent of the Good Shepherd, Villa Maria, 1315 Walker Ave., Grand Rapids,
Mich.

Detroit League for the Handicapped, 316 E. Jefferson Ave., Detroit, Mich.
Flint Goodwill Industries, 1127 Leith St., Flint, Michigan.
Convent of the Good Shepherd, 2350 Fort St. West, Detroit, Mich.
Goodwill Industries of Detroit, 970 Monroe, Detroit, Mich.
Goodwill Industries of Saginaw, 709 Tuscola, Saginaw, Mich.
Mich. Employment Inst. for Blind, 934 Noughton Ave., Saginaw, Mich.
Duluth Goodwill Industries, 1750 W. Superior St., Duluth, Minnesota,
House of the Good Shepherd, 951 Blair St., St. Paul, Minnesota
Minneapolis Goodwill Industries, 415-15 Washington Ave., Minneapolis, Minn.
Minnesota Assn. for Crippled Children, 302 Lodgeon Bldg., Minneapolis, Minn.
Mutual Aid Blind Assn. of St. Paul, 145 W. 4th St., St. Paul, Minnesota
St. Paul Goodwill Industries, 1208 W. 4th St., St. Paul, Minn.
The Salvation Army, 64 E. Hennepin St., Minneapolis, Minn.
Victor Broom Shop, 2835 Nicollet Ave., Minneapolis, Minn.
Convent of the Good Shepherd, 3801 Gravois Ave., St. Louis, Mo.
Goodwill Industries of Greater Kansas City, 1915 Main St., Kansas City, Mo.
House of the Good Shepherd, 6734 Troost Ave., Kansas City, Missouri
Illinois Goodwill Industries, Inc., 1270 N. 15th St., St. Louis, Mo.
Missouri Goodwill Industries, Inc., 717 Feltz St., St. Joseph, Mo.
St. Louis Broom Shop for the Blind, 2302 Washington Ave., St. Louis, Mo.
Occupational Therapy Workshop, 4567 Scott Ave., St. Louis, Mo.
Springfield Mo. Assn. for the Blind, 640 E. Brower St., Springfield, Mo.
Salvation Army Industrial Home, 205-209 S. Main St., Butte, Montana
House of the Good Shepherd, 40th & James St., Omaha, Nebraska
Lincoln-Lancaster Co. Goodwill Industries, 1010 Q St., Lincoln, Nebraska
Nebraska Goodwill Industries, Inc., 206 N. 16th St., Omaha, Nebraska
Collier Foundation for the Care & Training of Girls, Rest Hill, Wickatunk,
New Jersey
Goodwill Home & Rescue Mission, 34-42 Eagles St., Newark, N. J.
Goodwill Industries of N. J., 574 Jersey Ave., Jersey City, N. J.
Our Lady of Grace Training School, 126 Sussex Ave., Morristown, N. J.
Salvation Army Industrial Home, 12 N. Ohio Ave., Atlantic City, N. J.
Salvation Army Men's Social Service Center, 72 Tichenor St., Newark, N. J.
Salvation Army Industrial Home, 248 Erie St., Jersey City, N. J.
Salvation Army, 200 West St., Camden, N. J.
Salvation Army Industrial Home, 513 Parry St., Trenton, N. J.
Salvation Army, Main St., Hackensack, N. J.
Salvation Army Industrial Home, 42 Mill St., Paterson, N. J.
Albany Assn. of the Blind, Inc., 203 State St., Albany, New York
Altro Workshops, Inc., 1021 Jennings St., New York, N. Y.
Junior League Shop of Rochester, 240 East Ave., Rochester, N. Y.
Rehabilitation Clinic, 28 East 21st St., New York, N. Y.
Assn. for the Blind of Rochester, 435 Monroe Ave., Rochester, N. Y.
Blind Industrial Workers Assn. of NYC, Inc., 1072 Bergen St., Borough
of Brooklyn
Buffalo Assn. for the Blind, 180 Goodell St., Buffalo, N. Y.
Buffalo Goodwill Industries, Inc., 372 Michigan Ave., Buffalo, N. Y.
Central Assn. for the Blind, Inc., 32 Bank Place, Utica, N. Y.
Elmira Assn. for the Blind, 717 Lake St., Elmira, N. Y.
Goodwill Industries of New York, 254 W. 124th St., New York, N. Y.
Goodwill Industries of Brooklyn, Inc., 360 DeKalb Ave., Brooklyn, N. Y.
House of the Good Shepherd, "Villa Loretta", Peekskill, N. Y.
House of the Good Shepherd, 257 Tomkinson Ave., Brooklyn, N. Y.
House of the Good Shepherd, 1225 Peoples Ave., Troy, N. Y.

Institute for the Crippled & Disabled, 400 First Ave., New York, N. Y.
New York Assn. for the Blind, 111 E. 59th St., New York, N. Y.
New York Assn. for the Blind, 378 E. 85th St., New York, N. Y.
N. Y. Guild for Jewish Blind, 172 E. 96th St., New York, N. Y.
The Livingston Press (Potts Memorial Hospital, Inc.) Livingston, N. Y.
St. Germaine's Home, Mt. St. Florence, Marle Ave., Peekskill, N. Y.
Prov. Convent of the Good Shepherd, St. Germaine's Home, Peekskill, N. Y.
Syracuse Assn. of Workers for the Blind, 505 Catherine St., Syracuse, N. Y.
The Industrial Home for the Blind, 520 Gates Ave., Brooklyn, N. Y.
The New York Catholic Protectory, 1900 E. Tremont Ave., New York, N. Y.
Troy City Mission-Goodwill Industries, 155-157 River St., Troy, N. Y.
Salvation Army Industrial Home, 965-967 Albany St., Schenectady, N. Y.
Salvation Army, 112 Exchange St., Rochester, N. Y.
Salvation Army Industrial Home, 12 Genesee St., Utica, N. Y.
The Salvation Army, 1109-1115 S. State St., Syracuse, N. Y.
Salvation Army Industrial Home, 224 Tompkins St., Stapleton (S.I.) New York
Salvation Army, 63 Liberty St., Albany, N. Y.
Salvation Army Social Service Center, 536-540 W. 46th St., New York, N. Y.
Salvation Army Industrial Home, 111 Front St., Hamstead, N. Y.
The Salvation Army Social Service Center, 1-3 Grove St., Mt. Vernon, N. Y.
Salvation Army Men's Social Service Inst., 97 Seneca St., Buffalo, N. Y.
Salvation Army Industrial Home, 28 Ashland Place, Brooklyn, N. Y.
Salvation Army Industrial Home, 6 State St., Binghamton, N. Y.
Salvation Army Industrial Home, 4109 Park Ave., New York, N. Y.
Goodwill Industries, Inc., 727 E. 5th St., Winston-Salem, North Carolina
Guilford Co. Assn. for the Blind, Inc., 210 E. Sycamore St., Greensboro,
North Carolina
Assn. for the Crippled & Disabled, 2233 E. 55th St., Cleveland, Ohio
Cincinnati Goodwill Industry, 9th & Freeman, Cincinnati, Ohio
Cincinnati Assn. for Welfare of the Blind, 1548 Central Parkway, Cincin-
nati, Ohio
Christ Mission-Reclamation Service, 330 E. Boardman St., Youngstown, Ohio
Clovernook Home for the Blind, Mt. Healthy, Ohio
Dayton Goodwill Industries, 501 E. Fifth St., Dayton, Ohio
Goodwill Industries of Cleveland, 2415 E. 9th St., Cleveland, Ohio
Goodwill Industries of Akron, 119 N. Howard St., Akron, Ohio
Goodwill Industries of Toledo, 614 Jackson St., Toledo, Ohio
Goodwill Industry, 4 Hazlett Court, Zanesville, Ohio
Lorain Goodwill Industries, 1745 Elyria Ave., Lorain, Ohio
Ohio Commission for the Blind, Oak St. at 9th, Columbus, Ohio
Prov. Convent of the Good Shepherd, N. Bend Rd., Elmwood, P.O. Carthage, O.
Salvation Army, 500 Cherry Ave., SE, Canton, Ohio
The Salvation Army, 1514 Freeman Ave., Cincinnati, Ohio
House of the Good Shepherd, Broad & Sandusky Sts., Columbus, Ohio
Cleveland Society for the Blind, 2275 E. 55th St., Cleveland, Ohio
Salvation Army Industrial Home, 403 E. Main St., Springfield, Ohio
Salvation Army Industrial Home, 2179 E. 55th St., Cleveland, Ohio
Social Service Dept. Salvation Army, 650 S. Main St., Dayton, Ohio
Salvation Army Industrial Home, 27 John R St., Toledo, Ohio
Salvation Army Social Service, 54 N. Howard St., Akron, Ohio
Salvation Army Industrial Home, 584-594 S. High St., Columbus, Ohio
Salvation Army Industrial Home, 254 E. Federal St., Youngstown, Ohio
Youngstown Society for Blind & Disabled, 608 Dollar Bank Bldg., Youngs-
town, Ohio

Greater Tulsa Goodwill Industries, 1915 S. Phoenix St., Tulsa, Oklahoma
Salvation Army Men's Social Service Center, 315-325 Broadway, Oklahoma City
Goodwill Industries of Oregon, 1729 NE 6th Ave., Portland, Oregon
House of the Good Shepherd, 597 N. Tamm St., Portland, Oregon
Salvation Army Industrial, 212 St Union, Portland, Oregon
Goodwill Industries of Penna., 1427 Catherine St., Philadelphia, Pa.
House of the Good Shepherd, Clarks Summit, Pa.
House of the Good Shepherd, Chew & Penn Sts., Philadelphia, Pa.
House of the Good Shepherd, 35th St. & Fairmount Ave., Philadelphia, Pa.
House of the Good Shepherd, Marymount-on-Schuylkill, Reading, Pa.
Troy Hill Laundry (Good Shepherd) 161st Lowrie St., Pittsburgh, Pa.
Penn. Assn. for the Blind, Lackawanna Br., 717-19-21 Mulberry St.,
Scranton, Pa.
Penn. Working Home for Blind Men, 36th St. & Lancaster Ave., Phila., Pa.
Penn. Assn. for Blind, Dauphin Co. Br., 108 N. Second St., Harrisburg, Pa.
Pittsburgh Assn. for I. of Poor, 428 Duquesne Way, Pittsburgh, Pa.
Penn. Br. of the Shut-In Society, 2100 Arch St., Philadelphia, Pa.
Salvation Army Industrial Home, 4637 Plummer St., Pittsburgh, Pa.
Salvation Army Industrial Home, 1824 Parrish St., Philadelphia, Pa.
Salvation Army Industrial Home, 1514 Nixon St., Pittsburgh, Pa.
Salvation Army Industrial Home, 165 Hazle St., Wilkes-Barre, Pa.
Salvation Army Industrial Home, 427 Penn. Ave., Scranton, Pa.
Salvation Army, 410 W. 5th Ave., McKeesport, Pa.
Salvation Army Industrial Home, 1422 Fifth Ave., Altoona, Penn.
Philadelphia School of Occupational Therapy, 419 S. 19th St., Philadelphia,
Pennsylvania
Salvation Army Industrial Home, 1501 Sassafras St., Erie, Pa.
House of the Good Shepherd, 180 Eaton St., Providence, Rhode Island
Salvation Army Industrial Home, 485-5-7 S. Main St., Providence, R. I.
Salvation Army (Central Falls, R. I.) Industrial Home, 25 Central St.
Association for the Blind of S. C. Box 2, Confederate Ave., Columbia, S.C.
Chattanooga Goodwill Industries, 1415 Market St., Chattanooga, Tennessee
Memphis Goodwill Industries, 675 N. 2nd St., Memphis, Tenn.
Tenn. Commission for the Blind, 42nd & Charlotte Aves., Nashville, Tenn.
Convent of Our Lady of Clarity of Refuge (Home Steam Laundry) Rt. 8, Box
359 Dallas, Texas
Convent of the Good Shepherd, 1410 Richmond Ave., Houston, Texas
Goodwill Industries of Dallas, 2527 Elm St., Dallas, Texas
Monastery of Our Lady of Charity, 1906 Montana St., San Antonio, Texas
Salvation Army Industrial Home, 1724 N. Akard, Dallas, Texas
Salvation Army Industrial Home, 1405 Commerce St., Ft. Worth, Texas
Salvation Army Industrial Home, 915 McKee St., Houston, Texas
Salvation Army, 311 E. Commerce St., San Antonio, Texas
Salvation Army, 137 E. First St. S., Salt Lake City, Utah
Goodwill Industry & Gospel Mission, Inc., 27 & 29 E. Norfolk Ave., Roanoke,
Virginia
Norfolk Goodwill Industries, Inc., 306-308 Bank St., Norfolk, Virginia
Richmond Goodwill Industries, 1814 E. Grace St., Richmond, Virginia.
Salvation Army, 506 E. Leigh St., Richmond, Virginia
Therapeutic Workshop of the Junior League of Richmond, Inc., 1001 E. Clay
St., Richmond, Virginia
Grays Harbor Goodwill Industries, 922 E. Veron St., Aberdeen, Washington
House of the Good Shepherd, N. 50th & Sunnyside Ave., Seattle, Washington
House of the Good Shepherd, 4819 N. Lidgerwood, St., Spokane, Washington

Seattle Goodwill Industries, 1400 Lane St., Seattle, Washington
Tacoma Goodwill Industries, 2356 Tacoma Ave., Tacoma, Washington
Salvation Army Industrial Home, 30 W. Riverside Ave., Spokane, Wash.
Salvation Army Industrial, 109 S. 13th St., Tacoma, Washington
Salvation Army Industrial Home, 914 Virginia St., Seattle, Wash.
Good Shepherd Home, 918 Porlier St., Green Bay, Wisconsin
House of the Good Shepherd, 89th & Blue Mound Road, Wauwatosa, Wisc.
Milwaukee Goodwill Industries, 900 S. Fifth St., Milwaukee, Wisconsin

Sheltered Workshops approved by the
Committee since Dec. 17, 1934.

Brooklyn A.I.C.P. - 401 State St., Brooklyn, N. Y.
House of Good Shepherd, Kenwick, Helena, Montana
Charity Organization Woodyard, 516 W. 28th St., New York
House of the Good Shepherd (Colored Girls) Calverton Road and Franklin
Street, Baltimore, Md.
State Association for the Blind, 31 School St., Concord, N. H.
House of the Good Shepherd, E. 30th and Carnegie, Cleveland, Ohio
Junior League of Honolulu, Inc., Pensacola St., Honolulu, T. H.
The Spaulding School (Spaulding School) 1628 Washington Blvd., Chicago, Ill.
Penn. Assn. for the Blind, Inc., 308-16 S. Craig St. Pittsburgh, Pa.
St. Xavier's Manual Technical Institute for Boys, Box 179, Elm Grove,
New Wheeling, W. Va.
Maplewood Academy, 700 Main St., Hutchinson, Minn.
Presbyterian Orphans Home, Barium Springs, N. C.
Evansville Assn. for the Blind, 621-623 Ingle St., Evansville, Ind.
The Bureau for the Handicapped, 9 Thomas St., Providence, R. I.

APPENDIX V

O R D E R

GRANTING SHELTERED WORKSHOPS CONDITIONAL EXEMPTION

FROM
CODES OF FAIR COMPETITION

Administrator's Order No. X-9

It appearing to me that charitable institutions or activities thereof conducted not for profit, but for the purpose of providing remunerative employment for physically, mentally or socially handicapped workers, which institutions and activities are herein referred to as "sheltered workshops", are entitled to a conditional exemption from codes of fair competition approved under Title I of the National Industrial Recovery Act covering activities in which they are engaged, and that such an exemption as herein granted is in furtherance of the public interest and will tend to effectuate the policies of said Title of said Act;

Pursuant to authority vested in me under said Title of said Act by Executive Orders of the President of the United States, including Executive Order No. 6445-A, dated December 30, 1933, it is hereby ordered that sheltered workshops subject to such codes be and they are hereby exempted therefrom; on the condition, however, that any sheltered workshop in order to become entitled to such exemption shall sign a pledge that it will not: (1) employ minors under sixteen (16) years of age, except such as are there for instructional purposes as approved by a Regional Committee (hereinafter provided for), (2) engage in destructive price cutting or any other unfair method of competition, (3) wilfully hamper or retard the purposes of said Title of said Act; and that so far as possible it will cooperate with the National Recovery Administration and will carry out the intent and spirit of said Title of said Act.

Any sheltered workshop who signs and complies with such a pledge shall, while so complying, be entitled to use any appropriate insignia of the National Recovery Administration. For the purpose of effecting compliance with such pledges the National Recovery Administration will appoint a National Sheltered Workshop Committee of six (6) members, to be selected from the boards or administrative staffs of sheltered workshops and such other sources as may be deemed advisable. Except at the time of appointment of the initial committee when three members will be appointed for a term of three months and three members for a term of six months, the term of service of each member shall be for a period of six months. Said National Committee shall supervise the establishment of Regional Sheltered Workshop Committees, the members of which shall be selected by the sheltered workshops in the region and approved by said National Committee. Each such Regional Committee shall hear all complaints of alleged non-compliance and shall endeavor to make satisfactory adjustments. Cases in which the Regional Committee is not able to make satisfactory adjustments shall be referred for appropriate action to said National Committee. Said National Committee shall report to the Administrator for Industrial Recovery the disposition of all cases and, if

satisfied that any sheltered workshop has violated its pledge and if unable to obtain satisfactory adjustment, shall certify the full record in such case to the National Recovery Administration for revocation of the right to use the National Recovery Administration insignia and such other action as may seem advisable.

This Order shall not become effective for a period of thirty (30) days in order that consideration may be given to the objections thereto, if any, of interested parties. At the expiration of such period this Order shall become effective unless I, by my further order, otherwise determine.

Frank S. Johnson
Administrator for Industrial Recovery

Washington, D. C.

March 5, 1934.

APPENDIX VI

ORDER

APPOINTING NATIONAL SHELTERED WORKSHOPS COMMITTEE

AND

PROVIDING FOR THE DESIGN AND USE OF
AN APPROPRIATE INSIGNIA AND SPECIFY-
ING THE FORM OF PLEDGE TO BE SIGNED
BY NATIONAL SHELTERED WORKSHOPS.

ORDER NO. H-38

WHEREAS on March 3, 1934, in Order No. X-9, I, Hugh S. Johnson, Administrator for Industrial Recovery, defined "Sheltered Workshops", and granted to them conditional exemption from Codes of Fair Competition; and likewise provided for the appointment of a Committee of six to be known as the "National Sheltered Workshop Committee", specifying the duties of such committee;

NOW, THEREFORE, acting under the powers conferred on the President of the United States by Title I of the Act of June 16, 1933, pursuant to authority vested in me by Executive Orders of the President of the United States, including Executive Order No. 6545-A, dated December 30, 1933, and supplementing the aforesaid Order X-9, I hereby APPOINT as members of the "National Sheltered Workshop Committee" for the term of six months from this date:

Mr. Oscar M. Sullivan, President,
National Rehabilitation Association, Inc.,
211 State Office Building,
St. Paul, Minnesota

Mr. Oliver A. Friedman, Director,
Milwaukee Good Will Industries,
Milwaukee, Wisconsin

Mr. Peter J. Salmon, Secretary,
Industrial Home for the Blind,
520 Gates Avenue, Brooklyn, N. Y.

And I APPOINT as members of the "National Workshop Committee" for the term of three months from this date:

Col. John M. Smith, Jr., Director,
Institute for Crippled & Disabled,
400 First Avenue, New York, N. Y.

Mr. Edward Hochhauser, President and Executive,
Altro Workshops,
1021 Jennings Street,
Bronx, New York.

Father John O'Grady,
Secretary of the National Conference of Catholic Charities,
Washington, D. C.

And I hereby direct that the attached form of pledge be printed, distributed to and signed by the "Sheltered Workshops" desiring to avail themselves of the exemption granted in the aforesaid Order No. X-9.

And I further direct that the "National Sheltered Workshop Committee" shall forthwith designate the several geographical regions of the United States which are mentioned in paragraph three of the said Order No. X-9, and shall call for the immediate selection of the members of the several "Regional Sheltered Workshop Committee" by the "Sheltered Workshops" in each region desiring to avail themselves of the exemption from Codes of Fair Competition heretofore provided for in the said Order No. X-9.

WHEREAS, in the said Order No. X-9, it is provided that "any sheltered workshop who signs and complies with such a pledge shall, while so complying, be entitled to use any appropriate insignia of the National Recovery Administration", I now decide that the aforesaid "appropriate insignia" shall consist of the Blue Eagle, the same which is covered by Design Patent No. 90793 1/2, being that reproduced on the insignia issued under the President's Reemployment Agreement, with the letters "N. R. A." above the said Blue Eagle, however without the word "Member", with the letters "U. S.," and with the words "We do our part" below the said Blue Eagle, followed by "S. T. Permit No. _____," the number to be assigned to each "Sheltered Workshop" by the "National Sheltered Workshop Committee", provided the said "Sheltered Workshop" has signed the Pledge mentioned herein.

And this insignia shall appear upon all products made by such "Sheltered Workshop", where similar goods privately manufactured or made are required by an applicable Code to bear the insignia issued under that Code, except that such goods, if sold by a "Sheltered Workshop", or other charitable institution, need not bear such insignia.

/s/ Hugh S. Johnson

Administrator for Industrial Recovery

May 11, 1934

Approval recommended:

/s/ Linton M. Collins

Acting Division Administrator

Washington, D. C.

9798

May 11, 1934

APPENDIX VII

ORDER

AUTHORIZING THE NATIONAL SHELTERED WORKSHOP
COMMITTEE TO ISSUE THE N.R.A. INSIGNIA

Administrative Order No. X-59

That the National Sheltered Workshop Committee on May 31, 1934, submitted an application requesting the Administrator for Industrial Recovery to issue an Order authorizing the Committee to print and issue the already described "appropriate insignia" heretofore granted to "Sheltered Workshops."

And Whereas, a questionnaire entitled "Special Report on Sheltered Workshop" has been issued together with the "Sheltered Workshops Pledge of Cooperation and Fair Competition."

The Division Administrator having rendered his report upon this application and it appearing to me that the grant of such power and authority is in furtherance of the public interest and would tend to effectuate the policies of Title I of the National Industrial Recovery Act:

Pursuant to authority vested in me under Title I of said Act by Executive Orders of the President of the United States, including Executive Order No. 3541-0, dated December 20, 1933, and otherwise, I now
ORDER:

1. The National Sheltered Workshop Committee, acting through its chairman, secretary, or other agent duly appointed by the said Committee, is authorized to print and issue the N.R.A. insignia heretofore described in Administrative Order No. X-58; and, when the insignia is reproduced by stamping or upon labels and stickers, is authorized to charge not more than an amount necessary to cover the cost of said reproductions and the reasonable cost of the administration and supervision of the use thereof;

2. It shall be the duty of the Committee, acting through its chairman, secretary, or other agent duly appointed by said Committee, to examine the above mentioned questionnaire when it is returned, and upon the basis of the information furnished in reply to the questionnaire, together with any further information which the Committee deems essential to determine that the particular institution applying for the exemption granted in Administrative Order No. X-9 is, or is not, a "Sheltered Workshop" within the meaning of this term as it is used in Administrative Order No. X-9.

3. When the Committee has determined that a particular institution is a "Sheltered Workshop" as defined in Administrative Order No. X-9, its decision, together with the reply to the questionnaire and the other information upon which the decision is based, shall be forwarded forthwith to the National Recovery Administration for ratification or disapproval.

4. The decision of the Committee shall be operative pending the action of the National Recovery Administration, and if the decision has held the particular institution to be a "Sheltered Workshop", and if the

particular institution has signed and returned the "Sheltered Workshops Pledge of Cooperation and Fair Competition", the Committee may forthwith issue to the institution the N.R.A. insignia reproduced upon placards or labels;

5. When the National Recovery Administration has approved the determination of the Committee that a particular institution is a "Sheltered Workshop" or has reversed the Committee and so determined, a certificate in proper form shall be issued to such institution to evidence its character as a "Sheltered Workshop."

6. A "Sheltered Workshop" may continue to display the N.R.A. insignia or to use the N.R.A. insignia upon labels so long as it is complying with the conditions stated in the Pledge;

7. Labels bearing this N.R.A. insignia issued to a "Sheltered Workshop" must be placed upon all products made by "Sheltered Workshops" where similar goods privately manufactured or made are required by an applicable Code to bear the insignia issued under that Code;

8. Articles and products bearing this N.R.A. insignia may be purchased, sold, or exchanged by retailers, who in so doing will not violate Section 2, Article IX of the Code of Fair Competition for the Retail Trade; and no Code of Fair Competition heretofore or hereafter approved shall be construed or interpreted to require any other N.R.A. label or insignia upon articles and products bearing an N.R.A. label or insignia issued under the authority granted in this Order;

9. Provided, however, that in all cases where the "Sheltered Workshop" does not have title to the articles or products this N.R.A. insignia shall not be placed on such articles or products unless the person having title to such articles or products holds a certificate from the Code Authority of any Code of Fair Competition to which such person is subject in the production of such article or product;

10. And also, provided, that where a person subject to a Code of Fair Competition does further manufacturing work upon an article or product purchased from a "Sheltered Workshop", no "Sheltered Workshop" shall place their N.R.A. insignia upon such articles or products unless the person by whom the product will be finished holds a certificate from the Code Authority of any Code of Fair Competition to which such person is subject in performing such work.

11. The certificate required under certain conditions by the two preceding paragraphs shall be issued to all members of an industry subject to the Code by the Code Authority so long as the applicant member is complying with the provisions of the Code in all matters except those within the management of the "Sheltered Workshop";

12. No Code Authority shall refuse the certificate mentioned in the preceding paragraph upon the ground that the applicant member is dealing with an institution which is not entitled as a "Sheltered Workshop" to the exemption heretofore granted in Administrative Order No. X-9 or upon the ground that such institution is not complying with the "Pledge of Cooperation and Fair Competition", the National Sheltered Workshop Committee

having been heretofore authorized to decide such questions.

13. Whenever the Code Authority shall have cause to believe that a member holding or applying for a certificate has violated the provisions of the Code in any matter except those matters within the management of the "Sheltered Workshop" it shall give due notice of the charge against him and shall afford adequate opportunity to be heard. A substantial record of all hearings shall be made. If after such hearings, in the judgment of the Code Authority there is sufficient evidence of violation to justify such action, the Code Authority may suspend the certificate granted or refuse to grant the certificate to such person. Immediately, and in no case later than the day following this action, the Code Authority shall file a summary of the record of the hearing with such recommendations as it may deem proper with the National Recovery Administration. The National Recovery Administration shall have powers, upon the record or after further hearing, to withhold or withdraw the certificate, to affirm, suspend or modify the action of the Code Authority. The Code Authority shall be given an opportunity to participate in such conferences and hearings as the National Recovery Administration may hold in such matters.

14. This Order shall not become effective for a period of ten (10) days in order that consideration may be given to the objections thereto, if any, of interested parties. At the expiration of such period this Order shall become effective unless I, by my further order, otherwise determine.

HUGH S. JOHNSON,
Administrator for Industrial Recovery

Washington, D.C.
July 2, 1934

Approval Recommended:

Linton M. Collins,

ADMINISTRATIVE ORDER NO. X-73

NATIONAL SHELTERED WORKSHOP COMMITTEE
OF THE
NATIONAL SHELTERED WORKSHOP COMMITTEE

WHEREAS on March 3, 1934 in Order X-9, I, Hugh S. Johnson, Administrator for Industrial Recovery, provided for the creation of a National Sheltered Workshop Committee, the term of service of whose members should be for a period of six months except the first committees, half of the members of which should be for a term of three months, and

WHEREAS on May 11, 1934, in Order X-28, I did appoint the members of the said National Sheltered Workshop Committee in accordance with said Order X-9, and

WHEREAS the terms of three members of said Committee expire on August 11, and it is necessary that appointments for their successors be made forthwith;

NOW, THEREFORE, acting under the powers conferred on the President of the United States by Title I of the Act of June 16, 1933, pursuant to authority vested in me by Executive Orders of the President of the United States, including Executive Order No. 6543-A, dated December 30, 1933, and supplementing the aforesaid Orders X-9 and X-28, I hereby appoint as members of the National Sheltered Workshop Committee for the term of six months from this date to succeed themselves:

Col. John M. Smith, Jr., Director,
Institute for Crippled & Disabled,
400 First Avenue, New York, N.Y.

Mr. Edward Hochhauser, President and Executive,
Altro Workshops,
1021 Jennings Street,
Bronx, New York.

Father John O'Grady,
Secretary of the National Conference of Catholic Charities,
Washington, D. C.

Hugh S. Johnson

Administrator for Industrial Recovery

Approval recommended:

LINTON M. COLLINS,
Acting Division Administrator.
Washington, D.C.
August 9, 1934.

APPENDIX I

ADMINISTRATIVE ORDER NO. X-81

AMENDING AND SUPPLEMENTING ORDER X-59

WHEREAS, the National Sheltered Workshop Committee on May 31, 1934, submitted an application requesting the Administrator for Industrial Recovery to issue an Order authorizing the Committee to print and issue the already described "appropriate insignia" heretofore granted to "Sheltered Workshops";

And Whereas, a questionnaire entitled "Social Report on Sheltered Workshop" has been issued together with the "Sheltered Workshop Pledge of Cooperation and Fair Competition."

The Division Administrator having rendered his report upon this application, and it appearing to me that the grant of such power and authority is in furtherance of the public interest and would tend to effectuate the policies of Title I of the National Industrial Recovery Act;

Pursuant to authority vested in me under Title I of said Act by Executive Orders of the President of the United States, including Executive Order No. 8543 A. dated December 20, 1933, and otherwise, it is hereby ordered that Administrative Order No. X-59 of July 2, 1934, be and the same is hereby amended and supplemented by striking out Paragraphs 1 to 14, inclusive, thereof and substituting therefor the following:

(1) The National Sheltered Workshops Committee, (hereinafter referred to as the Committee) acting through its chairman, secretary or other agent, as it shall have duly appointed, is vested with exclusive power to issue to sheltered workshops labels bearing the insignia of the N.R.A. with accompanying letters, words and figures as provided for in Administrative Order X-28, of May 11, 1934. The Committee is authorized to charge for such labels not more than an amount necessary to cover the actual and reasonable cost thereof, including actual printing, distribution and administration and supervision of the use thereof.

(2) It shall be the duty of the Committee, acting through its chairman, secretary or other agent so appointed, to examine the above mentioned questionnaires and replies thereto when returned and upon the basis of the information furnished together with such other information as the Committee deems relevant, to determine whether the institutions applying for the exemption granted in Administrative Order X-9 of March 3, 1934, or applying for the N.R.A. insignia described in Administrative Order No. X-28 of May 11, 1934, are or are not sheltered workshops, within the meaning of that term as it is used in Administrative Order No. X-9.

(3) When the Committee has so determined that a particular institution is a sheltered workshop its decision, together with the reply

to the questionnaire and other information upon which the decision is based, shall be forwarded forthwith to the National Recovery Administration and may be disapproved by the Administrator on review. The determination of the Committee shall be effective from the date thereof until and unless disapproved by the Administrator. The exemption provided for in Administrative Order X-9 shall apply only to institutions that have been so determined to be sheltered workshops and shall be effective as of the date of such determination, and only such institutions shall be entitled to use the insignia of N.R.A. as provided for by Administrative Orders X-9 and X-28.

(4) The purchase, manufacture, transfer and dealing in the labels authorized by this Order to be issued to sheltered workshops, or labels similar thereto, shall be subject to the rules and regulations provided in the case of labels issued by code authorities, so far as such rules and regulations are applicable.

(5) Upon application to the Committee, the labels authorized by this Order to be issued to sheltered workshops shall be issued for use on their articles or products, which but for the exemption granted by Administrative Order X-9, would be required by a Code, to have affixed to them a label bearing NRA insignia upon the following conditions:

- (a) That such sheltered workshop has been determined to be a sheltered workshop in the manner above provided.
- (b) That such sheltered workshop has signed and returned to the Committee the sheltered workshop Pledge of Cooperation and Fair Competition provided for in Administrative Order X-28.
- (c) That such sheltered workshop is complying with all the provisions of the aforesaid Pledge and of this Order.

Use of such labels on such articles or products shall be mandatory.

(6) Any sheltered workshop or any member or code authority of an industry with the sale of the articles or products of which the sale of a sheltered workshop's articles or products competes, or any party whose interests may be affected, shall be entitled to complain to the Committee of the violation of any of the conditions of its pledge, or of any order applying to it, by a sheltered workshop.

(7) Upon receipt of any such complaint, or whenever the National Sheltered Workshop Committee shall have cause to believe that any sheltered workshop has violated any provision of its pledge or of any order applying to it, it shall give such sheltered workshop due notice of the charge against it and shall afford an adequate opportunity to be heard. A substantial record of all hearings shall be made. If, after such hearings, in the judgment of the Committee there is sufficient evidence of violation to justify such action the Committee shall suspend the issuance of labels to such sheltered workshop. Immediately and in no case later than the day following the suspension of the

issuance of labels, the Committee shall file a summary of the record of the hearing with such recommendations as it may deem proper with the N.R.A. Compliance Division. The N.R.A. Compliance Division shall proceed and shall have such powers and duties as are provided in the case of the suspension of the issuance of labels by a code authority. The Committee shall not give or authorize to be given any publicity in case of alleged violation until an adjustment has been effected, or until the N.R.A. Compliance Division or a designated branch thereof shall have acted upon the case.

(8) Articles or products bearing the labels above authorized may be purchased, sold or exchanged by retailers who in so doing will not violate Section 2, Article IX, of the Code of Fair Competition for the Retail Trade; and no code of fair competition heretofore or hereafter approved shall be construed or interpreted to require any other N.R.A. label or insignia upon articles or products bearing the label authorized above.

(9) Provided, however, that in all cases where the sheltered workshop does not have title to the articles or products it shall not be entitled to obtain and it shall not place such labels on such articles or products unless the person having title to such articles or products holds the certificate hereinafter provided for, which certificate has not been cancelled, withdrawn or suspended.

(10) And, provided, that where a member of an industry subject to a code of fair competition partly manufactures or processes articles or products manufactured or processed by a sheltered workshop, the sheltered workshop shall not be entitled to obtain and it shall not place such labels on such articles or products unless the said member of the industry holds the certificate hereinafter provided for, which certificate has not been cancelled, withdrawn or suspended.

(11) Members of an industry subject to a code of fair competition under which the use of labels is required shall be entitled to obtain from that code authority, upon application to it, and that code authority shall issue immediately the certificate referred to in the two preceding paragraphs if they are complying with all provisions of that Code and of the Act and with all rules and regulations duly adopted pursuant thereto, in all matters except those within the management of a sheltered workshop. Such certificate shall state that the applicant member is a member of the industry in good standing under the Code.

(12) The procedure for the issuance of such certificates and for the cancellation, withdrawal or suspension of such certificates shall be the same, or correspond as nearly as may be to that provided for the issuance, and the suspension of the issuance, of labels bearing N.R.A. insignia to members of that industry. No charge shall be imposed for the issuance of such certificate. No such certificate shall be denied, cancelled, withdrawn or suspended for any matter within the management of a sheltered workshop, nor upon the ground that the applicant member is dealing with an institution which is not entitled as a sheltered workshop to the exemption heretofore granted by Administrative Order X-9, nor upon the ground that such institution is not complying with the pledge of cooperation and fair competition, so

long as such institution displays the N.R.A. insignia provided for sheltered workshops.

(13) Due notice of every application for certificate and of every complaint and of every hearing with reference to any such certificate, shall be given to the Committee at the office of its executive secretary (Care of the National Recovery Administration, Washington, D. C.) and the Committee shall be entitled to be heard at such hearings, and shall be entitled to participate in proceedings of the N.R.A. with reference to the issuance or denial or cancellation, withdrawal or suspension of any such certificate in the same manner as the code authority may deem.

Hugh S. Johnson

Hugh S. Johnson,
Administrator for Industrial Recovery.

Washington, D. C.

September 1, 1934.

Approval Recommended:

Linton M. Collins,
Acting Division Administrator.

APPENDIX K

ADMINISTRATIVE ORDER No. K-111

Appointing Members of the National
Sheltered Workshop Committee

WHEREAS, by Administrative Order No. X-9, approved on March 3, 1934, provision was made for the creation of a National Sheltered Workshop Committee, whose members were to serve for a period of six months, excepting the initial committee, three of whose members were to serve for a period of three months; and

WHEREAS, by Administrative Order No. X-28, approved on May 11, 1934, and in accordance with the said provisions of Administrative Order No. X-9, a National Sheltered Workshop Committee was appointed; and

WHEREAS, the terms of three members of such Committee expire on November 11, 1934 and it is necessary that their successors be appointed forthwith;

NOW, THEREFORE, acting under the powers conferred upon the President of the United States by Title I of the National Industrial Recovery Act, approved on June 16, 1933, and pursuant to the authority vested in it, the National Industrial Recovery Board, by the Executive Orders of the President of the United States, including the Executive Order No. 6543-A, approved December 30, 1933, and the Executive Order No. 6859, approved September 27, 1934, and otherwise; and further, for the purpose of carrying out the provisions of and supplementing the aforesaid Administrative Orders No. X-9 and No. X-28, the following members of the National Sheltered Workshop Committee are hereby appointed for a term of six months from this date to succeed themselves as members of such Committee:

Mr. Oscar H. Sullivan, President, National Rehabilitation Association, Inc., 311 State Office Building, St. Paul, Minn.

Mr. Oliver A. Friedman, Director, Milwaukee Good Will Industries, Milwaukee, Wisconsin.

Mr. Peter J. Salmon, Secretary, Industrial Home for the Blind, 520 Gates Avenue, Brooklyn, N. Y.

National Industrial Recovery Board

/s/ W. A. Harriman

By: W. A. Harriman,
Administrative Officer.

Approval Recommended:

Linton H. Collins,
Acting Division Administrator
Washington, D.C.
November 12, 1934.

APPENDIX XI

ADMINISTRATIVE ORDER NO. X-111-1

Amending and modifying certain terms and provisions of Administrative Orders numbered X-9, X-28, X-73, X-81, and X-111, referring to the membership and functions of the National Sheltered Workshop Committee;

WHEREAS, in the light of experience of the National Recovery Administration and the National Sheltered Workshop Committee in the administration of their duties and functions, as defined in Administrative Orders numbered X-9, dated March 3, 1934, X-28, dated May 11, 1934, X-73, dated August 9, 1934, X-81, dated September 1, 1934, and X-111, dated November 12, 1934, it is deemed advisable and necessary to amend and modify the terms and provisions of such orders to the extent that they provide a term of tenure of office for the members of such committee, that they require the establishment of Regional Sheltered Workshop Committees by the National Sheltered Workshop Committee, and that they prescribe a procedure to be followed as to the hearing of complaints of violation of pledges of fair competition signed by sheltered workshops and the suspension or withdrawal of labels to and denial of the right to exhibit the insignia of the National Recovery Administration by such sheltered workshops; and

WHEREAS, it appears to our satisfaction and we find that the amendments and modifications hereinbelow set forth will tend to effectuate the policies of the National Industrial Recovery Act by eliminating unfair competitive practices between sheltered workshops and members of industries subject to codes of fair competition.

NOW, THEREFORE, acting under the powers conferred upon the President of the United States by Title I of the National Industrial Recovery Act, approved on June 16, 1933 and pursuant to the authority vested in the National Industrial Recovery Board by the Executive Orders of the President of the United States, including the Executive Order No. 6543-A dated December 30, 1933, and the Executive Order No. 6859 dated September 27, 1934 and otherwise, it is hereby ordered as follows:

I. Administrative Order No. X-9, dated March 3, 1934, is hereby amended and modified to provide that the term and tenure of office of the members of the National Sheltered Workshop Committee shall be at the will and pleasure of the National Industrial Recovery Board.

II. Administrative Order No. X-28, dated May 11, 1934, Administrative Order No. X-73, dated August 9, 1934, and Administrative Order No. X-111, dated November 12, 1934, are hereby amended and modified to provide that the persons named in such orders as members of the National Sheltered Workshop Committee, namely, to wit, Col. John N. Smith, Jr., Mr. Edward Hochhauser, Father John O'Grady, Peter J. Salmon, Oliver A. Friedman and Oscar M. Sullivan, are appointed and shall continue in office as members of such Committee to and including the 15th day of June 1935, or until such other and further date as the National Industrial Recovery Board may subsequently order.

III. Administrative Order No. X-9, dated March 3, 1934, Administrative Order No. X-28, dated May 11, 1934, and Section 7 of Administrative Order No. X-81, dated September 1, 1934, are hereby amended and modified to provide that

(a) The National Sheltered Workshop Committee, subject to the approval of the National Industrial Recovery Board, is authorized to establish Regional Sheltered Workshop Committees, when such regional committees shall be deemed necessary for the furtherance of the purposes of administration of the above named orders or any subsequent orders relating to Sheltered Workshops under Title I of the National Industrial Recovery Act by the National Industrial Recovery Board. The members of such regional committees shall be appointed, and their terms of office shall be determined by the National Sheltered Workshop Committee, subject to the approval of the National Industrial Recovery Board.

(b) Upon receipt of any complaint or whenever it shall have cause to believe that any sheltered workshop has violated any of the provisions of its Pledge of Cooperation and Fair Competition, or any rule or regulation adopted pursuant to the National Industrial Recovery Act, the National Sheltered Workshop Committee (or any regional committee, where such sheltered workshop is located within its designated region) shall give such sheltered workshop due notice of the charge against it and shall afford it an adequate opportunity to be heard. A substantial record of the hearings shall be made. In the case of hearing held by any regional committee, the record thereof shall be forwarded forthwith to the National Sheltered Workshop Committee. If, after any such hearings, in the judgment of the National Sheltered Workshop Committee, there is sufficient evidence of violation to justify such action, the National Sheltered Workshop Committee shall suspend the issuance of labels to such sheltered workshop. Immediately, and in no case later than the day following the suspension of the issuance of labels, the National Sheltered Workshop Committee shall file a summary of the record of the hearing with such recommendations as it may deem proper as to withdrawal of the right to use labels and to exhibit the insignia of the National Recovery Administration with the National Industrial Recovery Board. The Board shall have the power to review the determination of the National Sheltered Workshop Committee and to overrule its orders as to the suspension of the issuance of labels or to approve and carry into effect its recommendations as to the withdrawal of labels and the exhibition of the insignia of the National Recovery Administration. When such sheltered workshops shall have satisfied the National Recovery Administration that it is in full compliance with its Pledge of Cooperation and Fair Competition and any rule or regulation applicable to it adopted pursuant to the National Industrial Recovery Act, or when the National Industrial Recovery Board believes such action is in the interest of compliance administration, it shall have the power to restore the right to use labels and insignia of the National Recovery Administration and to direct the National Sheltered Workshop Committee to resume the issuance of labels to such sheltered workshop. The National Sheltered Workshop Committee and the said regional committees shall not give, or authorize to be given, any publicity to the case of any alleged violation of the Pledge of Cooperation and Fair Competition until an adjustment has been effected or until the National Industrial Recovery Board shall have acted upon the case.

IV. All other provisions of said Administrative Orders No. X-9 and No. X-81 dealing with the procedure to be followed by the National Sheltered Workshop Committee and the National Recovery Administration in cases of alleged violation of the Pledge of Cooperation and Fair Competition signed by a sheltered workshop are hereby revoked and cancelled.

NATIONAL INDUSTRIAL RECOVERY BOARD.

By: W. A. Harriman
Administrative Officer.

Approval recommended:

Linton M. Collins,
Acting Division Administrator

Washington, D. C.
February 9, 1935.

APPENDIX III

ADMINISTRATIVE ORDER NO. X-111-2

Appointing members of the
NATIONAL SHELTERED WORKSHOP COMMITTEE

WHEREAS, Administrative Order No. 111-1 provided that the term and tenure of office of the members of the National Sheltered Workshop Committee should be at the will and pleasure of the National Industrial Recovery Board; and

WHEREAS, the said Administrative Order No. X-111-1 appointed the members of the said National Sheltered Workshop Committee to continue in office as members of such Committee to and including the 15th day of June, 1935, or until such other and further date as the National Industrial Recovery Board might subsequently order; and

WHEREAS, it is desirable and necessary that the members of the said National Sheltered Workshop Committee continue in office in order to develop and administer a program which will result in the continuance of the benefits which have heretofore accrued to sheltered workshops and to competing industries as a result of the National Industrial Recovery Act and the activities of the said National Sheltered Workshop Committee:

NOW, THEREFORE, pursuant to the authority vested in me by Executive Order No. 7075 dated June 15, 1935, and otherwise, it is hereby ordered that the following members of the National Sheltered Workshop Committee are appointed to succeed themselves as members of such committee and are to continue in office until my further order, and are to perform such functions and duties as I may hereafter designate:

Colonel John H. Smith, Jr.
Edward Hochhauser
Rt. Rev. Msgr. John O'Grady
Peter J. Salmon
Oliver A. Friedman
Oscar M. Sullivan

James L. O'Neill
Acting Administrator of the
National Recovery Administration.

Approval Recommended:

Linton H. Collins
Acting Division Administrator

Washington, D. C.
June 17, 1935.

APPENDIX XIII

ADMINISTRATIVE ORDER No. X-111-3

Terminating the National Sheltered Workshop Committee.

Pursuant to the authority vested in me by Executive Order No. 7159, approved August 24, 1933, and Executive Order No. 7075, approved June 15, 1935, and otherwise, the National Sheltered Workshop Committee, created pursuant to Administrative Order N-9, approved March 3, 1934, and Administrative Order X-28, approved May 11, 1934, is hereby terminated and said Administrative Orders and all Administrative Orders issued pursuant thereto are hereby revoked and the terms of office of the members of the said National Sheltered Workshop Committee, appointed by Administrative Order No. X-111-3, approved June 17, 1935, shall cease as of the date of the approval of this order.

L. J. Martin
Acting Administrator of the
National Recovery Administration

Approval Recommended:

LEIGHTON F. PEEBLES
Deputy Director, Division of
Business Cooperation

Washington, D. C.
Dec. 30th, 1935.



OFFICE OF THE NATIONAL RECOVERY ADMINISTRATION
THE DIVISION OF REVIEW

THE WORK OF THE DIVISION OF REVIEW

Executive Order No. 7075, dated June 15, 1935, established the Division of Review of the National Recovery Administration. The pertinent part of the Executive Order reads thus:

The Division of Review shall assemble, analyze, and report upon the statistical information and records of experience of the operations of the various trades and industries heretofore subject to codes of fair competition, shall study the effects of such codes upon trade, industrial and labor conditions in general, and other related matters, shall make available for the protection and promotion of the public interest an adequate review of the effects of the Administration of Title I of the National Industrial Recovery Act, and the principles and policies put into effect thereunder, and shall otherwise aid the President in carrying out his functions under the said Title. I hereby appoint Leon C. Marshall, Director of the Division of Review.

The study sections set up in the Division of Review covered these areas: industry studies, foreign trade studies, labor studies, trade practice studies, statistical studies, legal studies, administration studies, miscellaneous studies, and the writing of code histories. The materials which were produced by these sections are indicated below.

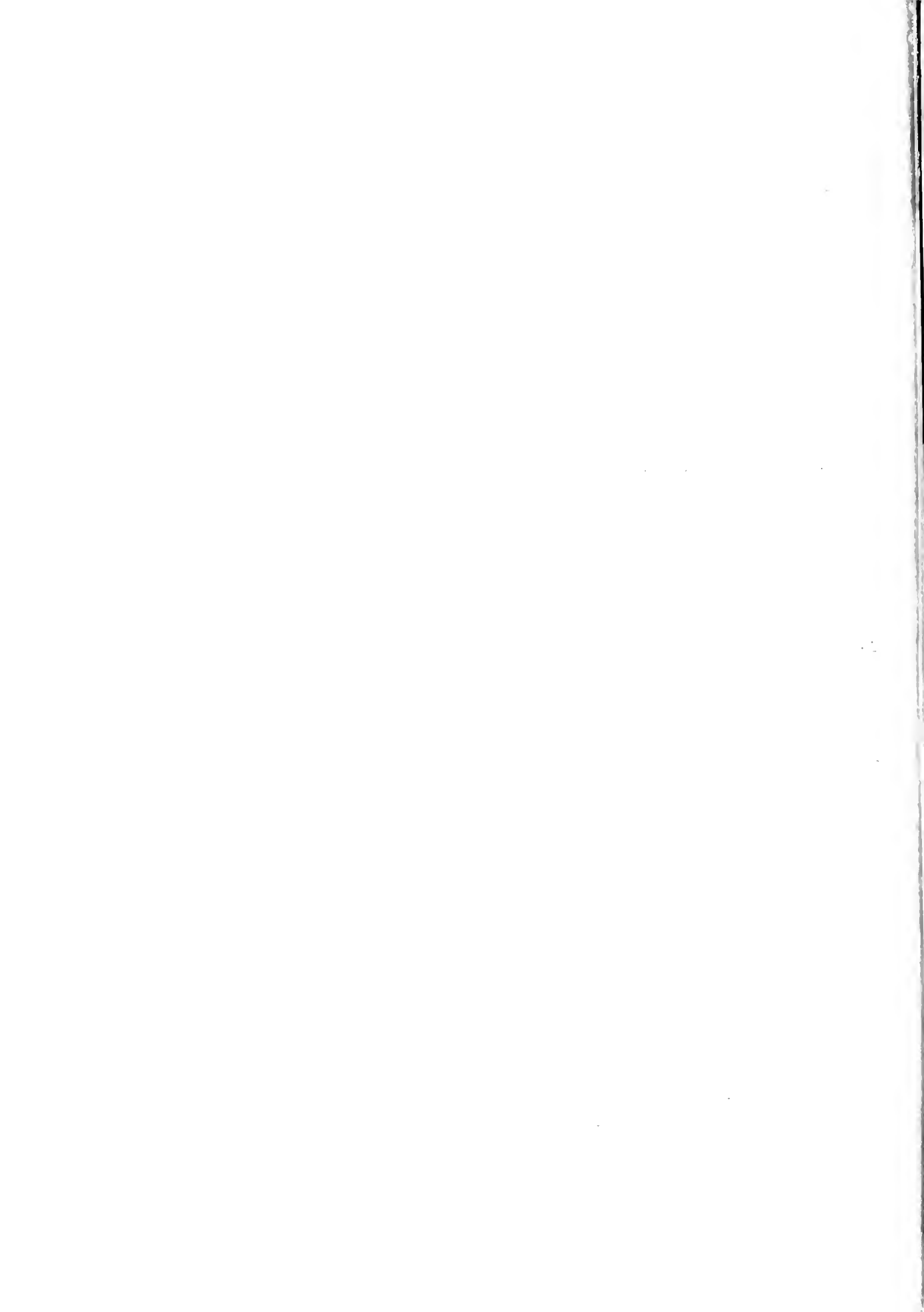
Except for the Code Histories, all items mentioned below are scheduled to be in mimeographed form by April 1, 1936.

THE CODE HISTORIES

The Code Histories are documented accounts of the formation and administration of the codes. They contain the definition of the industry and the principal products thereof; the classes of members in the industry; the history of code formation including an account of the sponsoring organizations, the conferences, negotiations and hearings which were held, and the activities in connection with obtaining approval of the code; the history of the administration of the code, covering the organization and operation of the code authority, the difficulties encountered in administration, the extent of compliance or non-compliance, and the general success or lack of success of the code; and an analysis of the operation of code provisions dealing with wages, hours, trade practices, and other provisions. These and other matters are canvassed not only in terms of the materials to be found in the files, but also in terms of the experiences of the deputies and others concerned with code formation and administration.

The Code Histories, (including histories of certain NRA units or agencies) are not mimeographed. They are to be turned over to the Department of Commerce in typewritten form. All told, approximately eight hundred and fifty (850) histories will be completed. This number includes all of the approved codes and some of the unapproved codes. (In Work Materials No. 18, Contents of Code Histories, will be found the outline which governed the preparation of Code Histories.)

(In the case of all approved codes and also in the case of some codes not carried to final approval, there are in NRA files further materials on industries. Particularly worthy of mention are the Volumes I, II and III which constitute the material officially submitted to the President in support of the recommendation for approval of each code. These volumes 9768—1.



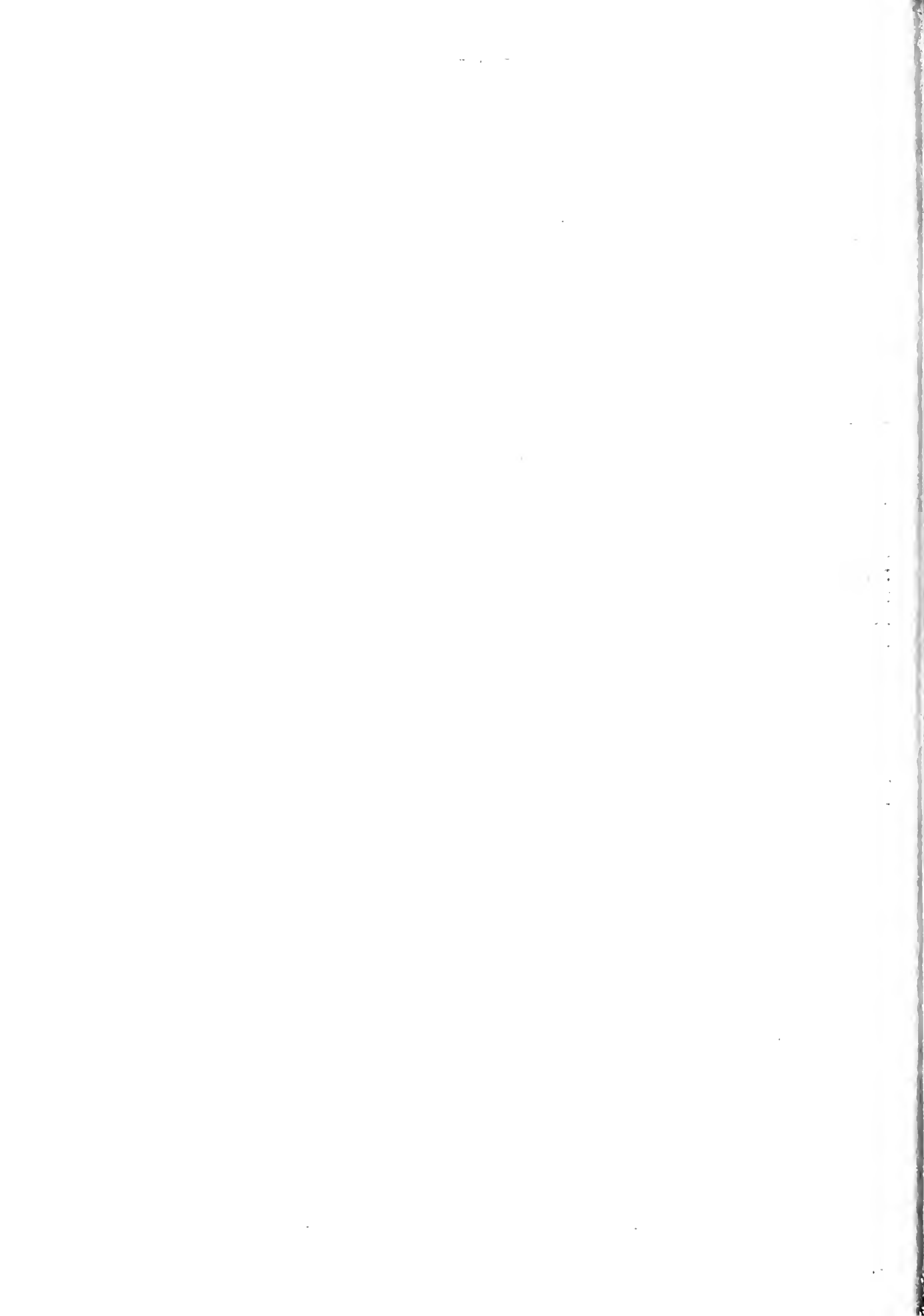
set forth the origination of the code, the sponsoring group, the evidence advanced to support the proposal, the report of the Division of Research and Planning on the industry, the recommendations of the various Advisory Boards, certain types of official correspondence, the transcript of the formal hearing, and other pertinent matter. There is also much official information relating to amendments, interpretations, exemptions, and other rulings. The materials mentioned in this paragraph were of course not a part of the work of the Division of Review.)

THE WORK MATERIALS SERIES

In the work of the Division of Review a considerable number of studies and compilations of data (other than those noted below in the Evidence Studies Series and the Statistical Material Series) have been made. These are listed below, grouped according to the character of the material. (In Work Materials No. 17, Tentative Outlines and Summaries of Studies in Process, these materials are fully described).

Industry Studies

Automobile Industry, An Economic Survey of
Bituminous Coal Industry under Free Competition and Code Regulation, Economic Survey of
Electrical Manufacturing Industry, The
Fertilizer Industry, The
Fishery Industry and the Fishery Codes
Fishermen and Fishing Craft, Earnings of
Foreign Trade under the National Industrial Recovery Act
 Part A - Competitive Position of the United States in International Trade 1927-29 through 1934.
 Part B - Section 3 (e) of NIRA and its administration.
 Part C - Imports and Importing under NRA Codes.
 Part D - Exports and Exporting under NRA Codes.
Forest Products Industries, Foreign Trade Study of the
Iron and Steel Industry, The
Knitting Industries, The
Leather and Shoe Industries, The
Lumber and Timber Products Industry, Economic Problems of the
Men's Clothing Industry, The
Millinery Industry, The
Motion Picture Industry, The
Migration of Industry, The: The Shift of Twenty-Five Needle Trades From New York State, 1926 to 1934
National Labor Income by Months, 1929-35
Paper Industry, The
Production, Prices, Employment and Payrolls in Industry, Agriculture and Railway Transportation, January 1923, to date
Retail Trades Study, The
Rubber Industry Study, The
Textile Industry in the United Kingdom, France, Germany, Italy, and Japan
Textile Yarns and Fabrics
Tobacco Industry, The
Wholesale Trades Study, The
Women's Neckwear and Scarf Industry, Financial and Labor Data on



Women's Apparel Industry, Some Aspects of the

Trade Practice Studies

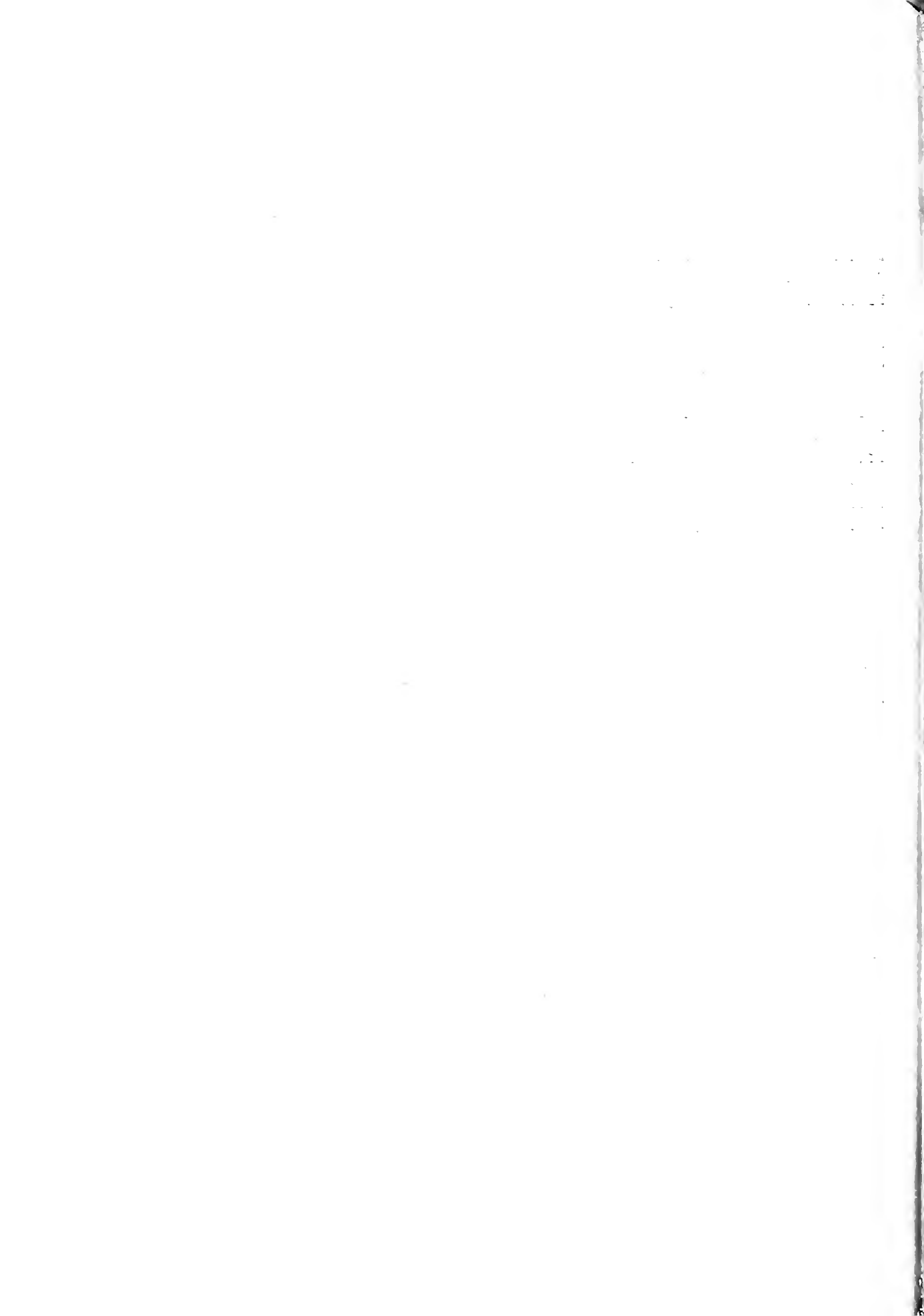
Commodities, Information Concerning: A Study of NRA and Related Experiences in Control
Distribution, Manufacturers' Control of: Trade Practice Provisions in Selected NRA Codes
Distributive Relations in the Asbestos Industry
Design Piracy: The Problem and Its Treatment Under NRA Codes
Electrical Mfg. Industry: Price Filing Study
Fertilizer Industry: Price Filing Study
Geographical Price Relations Under Codes of Fair Competition, Control of
Minimum Price Regulation Under Codes of Fair Competition
Multiple Basing Point System in the Lime Industry: Operation of the
Price Control in the Coffee Industry
Price Filing Under NRA Codes
Production Control in the Ice Industry
Production Control, Case Studies in
Resale Price Maintenance Legislation in the United States
Retail Price Cutting, Restriction of, with special Emphasis on The Drug Industry.
Trade Practice Rules of The Federal Trade Commission (1914-1936): A classification for
comparison with Trade Practice Provisions of NRA Codes.

Labor Studies

Cap and Cloth Hat Industry, Commission Report on Wage Differentials in
Earnings in Selected Manufacturing Industries, by States, 1933-35
Employment, Payrolls, Hours, and Wages in 115 Selected Code Industries 1933-1935
Fur Manufacturing, Commission Report on Wages and Hours in
Hours and Wages in American Industry
Labor Program Under the National Industrial Recovery Act, The
Part A. Introduction
Part B. Control of Hours and Reemployment
Part C. Control of Wages
Part D. Control of Other Conditions of Employment
Part E. Section 7(a) of the Recovery Act
Materials in the Field of Industrial Relations
PRA Census of Employment, June, October, 1933
Puerto Rico Needlework, Homeworkers Survey

Administrative Studies

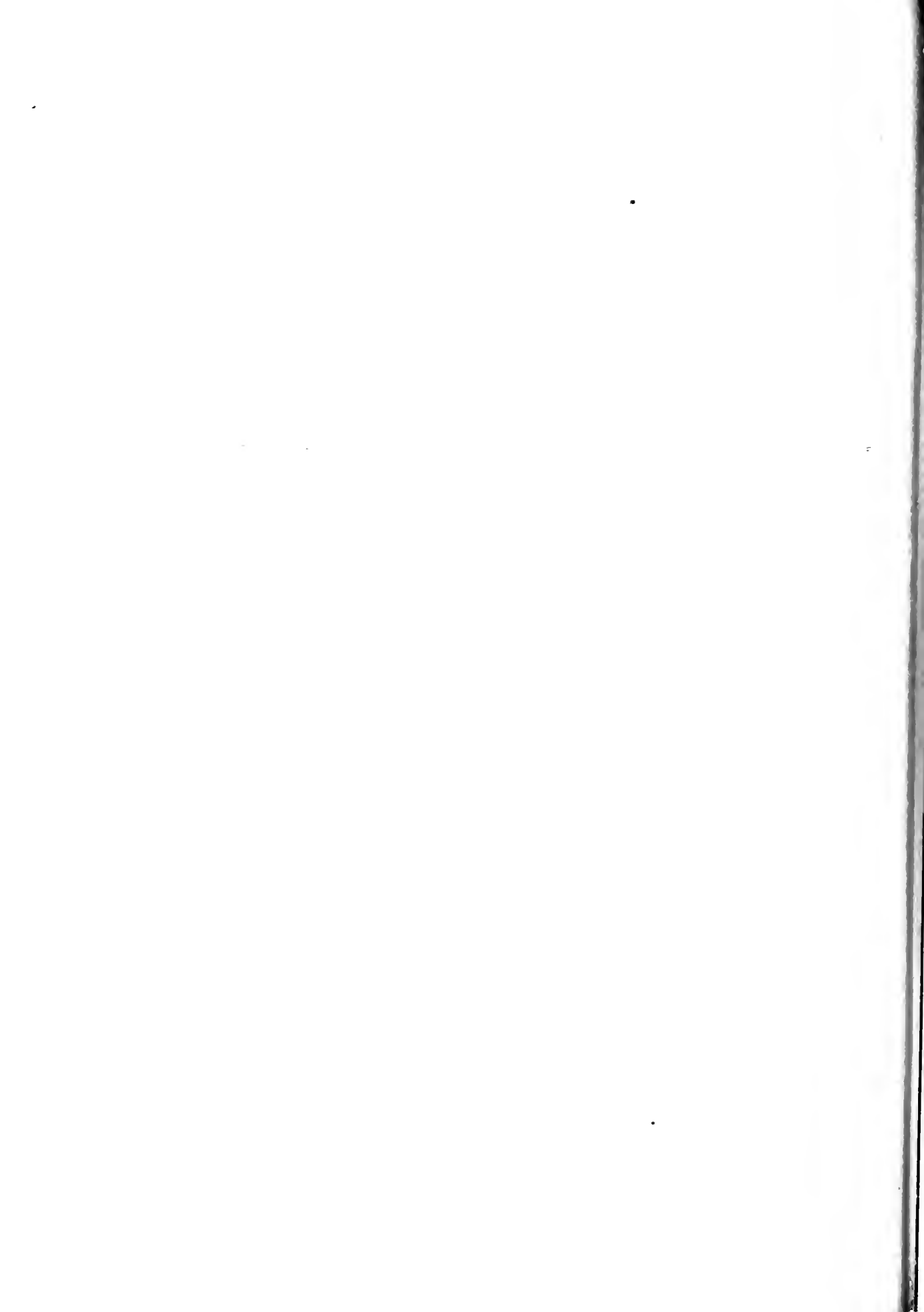
Administrative and Legal Aspects of Stays, Exemptions and Exceptions, Code Amendments, Con-
ditional Orders of Approval
Administrative Interpretations of NRA Codes
Administrative Law and Procedure under the NIRA
Agreements Under Sections 4(a) and 7(b) of the NIRA
Approve Codes in Industry Groups, Classification of
Basic Code, the -- (Administrative Order X-61)
Code Authorities and Their Part in the Administration of the NIRA
Part A. Introduction
Part B. Nature, Composition and Organization of Code Authorities
9768—2.



Part C. Activities of the Code Authorities
Part D. Code Authority Finances
Part E. Summary and Evaluation
Code Compliance Activities of the NRA
Code Making Program of the NRA in the Territories, The
Code Provisions and Related Subjects, Policy Statements Concerning
Content of NIRA Administrative Legislation
 Part A. Executive and Administrative Orders
 Part B. Labor Provisions in the Codes
 Part C. Trade Practice Provisions in the Codes
 Part D. Administrative Provisions in the Codes
 Part E. Agreements under Sections 4(a) and 7(b)
 Part F. A Type Case: The Cotton Textile Code
Labels Under NRA, A Study of
Model Code and Model Provisions for Codes, Development of
National Recovery Administration, The: A Review of its Organization and Activities
NRA Insignia
President's Reemployment Agreement, The
President's Reemployment Agreement, Substitutions in Connection with the
Prison Labor Problem under NRA and the Prison Compact, The
Problems of Administration in the Overlapping of Code Definitions of Industries and Trades,
 Multiple Code Coverage, Classifying Individual Members of Industries and Trades
Relationship of NRA to Government Contracts and Contracts Involving the Use of Government
 Funds
Relationship of NRA with States and Municipalities
Sheltered Workshops Under NRA
Uncodified Industries: A Study of Factors Limiting the Code Making Program

Legal Studies

Anti-Trust Laws and Unfair Competition
Collective Bargaining Agreements, the Right of Individual Employees to Enforce
Commerce Clause, Federal Regulation of the Employer-Employee Relationship Under the
Delegation of Power, Certain Phases of the Principle of, with Reference to Federal Industrial
 Regulatory Legislation
Enforcement, Extra-Judicial Methods of
Federal Regulation through the Joint Employment of the Power of Taxation and the Spending
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Government Contract Provisions as a Means of Establishing Proper Economic Standards, Legal
 Memorandum on Possibility of
Industrial Relations in Australia, Regulation of
Intrastate Activities Which so Affect Interstate Commerce as to Bring them Under the Com-
 merce Clause, Cases on
Legislative Possibilities of the State Constitutions
Post Office and Post Road Power -- Can it be Used as a Means of Federal Industrial Regula-
 tion?
State Recovery Legislation in Aid of Federal Recovery Legislation History and Analysis
Tariff Rates to Secure Proper Standards of Wages and Hours, the Possibility of Variation in
Trade Practices and the Anti-Trust Laws
Treaty Making Power of the United States
War Power, Can it be Used as a Means of Federal Regulation of Child Labor?



THE EVIDENCE STUDIES SERIES

The Evidence Studies were originally undertaken to gather material for pending court cases. After the Schechter decision the project was continued in order to assemble data for use in connection with the studies of the Division of Review. The data are particularly concerned with the nature, size and operations of the industry; and with the relation of the industry to interstate commerce. The industries covered by the Evidence Studies account for more than one-half of the total number of workers under codes. The list of these studies follows:

Automobile Manufacturing Industry	Leather Industry
Automotive Parts and Equipment Industry	Lumber and Timber Products Industry
Baking Industry	Mason Contractors Industry
Boot and Shoe Manufacturing Industry	Men's Clothing Industry
Bottled Soft Drink Industry	Motion Picture Industry
Builders' Supplies Industry	Motor Vehicle Retailing Trade
Canning Industry	Needlework Industry of Puerto Rico
Chemical Manufacturing Industry	Painting and Paperhanging Industry
Cigar Manufacturing Industry	Photo Engraving Industry
Coat and Suit Industry	Plumbing Contracting Industry
Construction Industry	Retail Lumber Industry
Cotton Garment Industry	Retail Trade Industry
Dress Manufacturing Industry	Retail Tire and Battery Trade Industry
Electrical Contracting Industry	Rubber Manufacturing Industry
Electrical Manufacturing Industry	Rubber Tire Manufacturing Industry
Fabricated Metal Products Mfg. and Metal Fin- ishing and Metal Coating Industry	Shipbuilding Industry
Fishery Industry	Silk Textile Industry
Furniture Manufacturing Industry	Structural Clay Products Industry
General Contractors Industry	Throwing Industry
Graphic Arts Industry	Trucking Industry
Gray Iron Foundry Industry	Waste Materials Industry
Hosiery Industry	Wholesale and Retail Food Industry
Infant's and Children's Wear Industry	Wholesale Fresh Fruit and Vegetable Indus- try
Iron and Steel Industry	Wool Textile Industry

THE STATISTICAL MATERIALS SERIES

This series is supplementary to the Evidence Studies Series. The reports include data on establishments, firms, employment, payrolls, wages, hours, production capacities, shipments, sales, consumption, stocks, prices, material costs, failures, exports and imports. They also include notes on the principal qualifications that should be observed in using the data, the technical methods employed, and the applicability of the material to the study of the industries concerned. The following numbers appear in the series:

9768-5.



Asphalt Shingle and Roofing Industry	Fertilizer Industry
Business Furniture	Funeral Supply Industry
Candy Manufacturing Industry	Glass Container Industry
Carpet and Rug Industry	Ice Manufacturing Industry
Cement Industry	Knitted Outerwear Industry
Cleaning and Dyeing Trade	Paint, Varnish, and Lacquer, Mfg. Industry
Coffee Industry	Plumbing Fixtures Industry
Copper and Brass Mill Products Industry	Rayon and Synthetic Yarn Producing Industry
Cotton Textile Industry	Salt Producing Industry
Electrical Manufacturing Industry	

THE COVERAGE

The original, and approved, plan of the Division of Review contemplated resources sufficient (a) to prepare some 1200 histories of codes and NRA units or agencies, (b) to consolidate and index the NRA files containing some 40,000,000 pieces, (c) to engage in extensive field work, (d) to secure much aid from established statistical agencies of government, (e) to assemble a considerable number of experts in various fields, (f) to conduct approximately 25% more studies than are listed above, and (g) to prepare a comprehensive summary report.

Because of reductions made in personnel and in use of outside experts, limitation of access to field work and research agencies, and lack of jurisdiction over files, the projected plan was necessarily curtailed. The most serious curtailments were the omission of the comprehensive summary report; the dropping of certain studies and the reduction in the coverage of other studies; and the abandonment of the consolidation and indexing of the files. Fortunately, there is reason to hope that the files may yet be cared for under other auspices.

Notwithstanding these limitations, if the files are ultimately consolidated and indexed the exploration of the NRA materials will have been sufficient to make them accessible and highly useful. They constitute the largest and richest single body of information concerning the problems and operations of industry ever assembled in any nation.

L. C. Marshall,
Director, Division of Review.



