

CENSUS CLASSIFICATIONS AND SOCIAL SECURITY CATEGORIES

*Laura Wendt **

The last complete enumeration of the working population in the United States is the 1930 census of occupations, taken in connection with the regular decennial census of population about 5 years before the Social Security Act was passed. The returns were classified primarily according to occupation, that is, the trade, profession, or particular kind of work done by the individual. A supplementary tabulation, based on classification by industry and occupation, showed the industrial affiliations or establishments in which the particular types of work were carried on. Except for agriculture, there was no complete segregation of the workers by class of work or status of worker (whether employer, salaried employee, wage worker, or unpaid family worker). Certain provisions of the Social Security Act refer to salaried employees and wage workers, with certain exceptions, chiefly on an industrial basis and on the basis of self-employment. Statistics showing the relative numbers of employers and self-employed and the relative numbers of workers in covered and excepted categories of work would be helpful in the analysis of various problems but are not available, as such, in the 1930 census.

A census designed to yield statistics which would meet the needs of social legislation and administration would differ from the 1930 census in several respects. (1) It would make basic the industrial rather than the occupational classification of the worker. Since the exceptions from the Social Security Act are chiefly on an industrial basis, a distribution of workers by industry rather than by kind of work performed is significant for purposes of coverage. (2) It would expand the question on class of work, so that the workers in industrial classifications would be tabulated according to class of work. It might go so far as to apply the question to all the popu-

lation of working age and thereby obtain at least the principal economic status of each member of the family: that is, (a) proprietor, employer, or working on own account; (b) employee receiving wage or salary; (c) unpaid family worker. Thus, a count of the unpaid family workers in nonagricultural pursuits, as well as those in agriculture, would be available. The tabulation would also necessarily make a distinction between housewives and domestic servants working for pay and living in the home with the family, and between housewives and members of the family working without pay in so-called gainful pursuits. (3) It would make it possible to determine the number of persons employed in medical, educational, or research establishments; religious bodies; and other such organizations. The division of "professional service" in the 1930 census includes enumerations of individuals whose work cannot easily be assigned to the excepted fields of public service (the Federal and State governments and divisions, with their instrumentalities) and non-profit organizations, without more knowledge as to whether these persons were employed in educational, philanthropic, or medical establishments (such as those in which employment is excepted by the act) or were engaged in private pursuits.

The Social Security Board has experienced considerable difficulty in attempting to show the composition of the gainful workers¹ in 1930 in accordance with categories outlined in the act. From such a census as here proposed it would be possible to ascertain the relative numbers of individuals engaged at the time of the census in fields covered by or excepted from the provisions of the Social Security Act. An attempt is made in this study to group the gainful workers by categories outlined in the old-age insurance pro-

*This study is a revision of statistical material prepared by the writer in the Bureau of Research and Statistics as a part of a more comprehensive report on excepted groups developed for the Advisory Council on Social Security under the general direction of Julius T. Wendzel, Acting Chief, Division of Economic Studies.

¹ The term "gainful worker," in census usage, includes all persons who usually follow a gainful occupation, although they may not have been employed when the census was taken. It does not include women doing housework in their homes without wages and having no other employment, or children working at home merely on general household work, on chores, or at odd times on other work.

gram of the Social Security Act. Since the census of occupations was not designed along these specific lines, an attempt to analyze the data on this basis will necessarily involve certain assumptions and judgments. Such an analysis must be expressed in terms of approximations, admittedly subject to error, with an explanation of the underlying assumptions or judgments on which the estimates are based.

An estimate of the composition of the working population in terms of the old-age benefits provisions of the act involves two views: (1) the number of workers concerned as of some given date, and (2) the number concerned over a specified period of time. It must be emphasized that the Social Security Act excludes not individuals but certain types of employments and classes of work. Since individuals often shift from one industry to another, the number of persons who have acquired or are acquiring rights to benefits under the old-age insurance program is very much larger than the number who are engaged in covered employment at a given time, such as that at which a census is taken. All figures cited subsequently must be read as indicating merely the composition of the working population at the time of the 1930 census in terms of the categories of employment later marked out by the provisions of the Social Security Act. They do not indicate the number of persons in such employments at the present time or the number who now have acquired or are acquiring rights toward future benefits under provisions of the Social Security Act. In certain fields, a large number of individuals who were classified in the census in categories excepted from the act will attain rights to benefit under it at some time during their lives. For example, many persons who would be enumerated in a spring month as agricultural laborers work in factories or shops or stores in winter months,² so that over a period of time they will acquire rights to old-age benefits.

An analysis of the composition of the working population at a given time, such as is here reported, is a starting point for estimates of the second type, i. e., of the cumulative numbers of individuals who have acquired rights under the provisions of the Social Security Act because of

² The general rule used by the census is to consider only the most important occupation of the workers. If two occupations were returned for the same person, the first-named occupation was generally considered. Hence, no allowance is made for a double coding of occupations to cover such shifts of workers.

their participation in covered employment at one time or another over a period of years.³

In *The Labor Supply in the United States*,⁴ Mr. W. S. Woytinsky rearranged the statistics in the 1930 census according to the needs of social security administration by crossing an industrial classification with one based on classes of work. The gainful workers in the various major divisions of the census were reclassified by industries under groupings of employers (including self-employed persons), unpaid family workers, professional persons, salaried employees, skilled workers, semi-skilled workers, unskilled workers, and service workers. From such an arrangement of statistics the numbers in the covered and excepted groups can be obtained. For social security purposes, however, it is necessary further to reclassify the census groups. For instance, it is important to separate clearly those groups which are excepted because of *class of work* (self-employment) from those groups which are excepted as *employees* in specified industries. It is further necessary to distribute into social security categories various census groups which as a whole are excluded but which cut across several social security categories. For instance, almost the entire group of trained nurses is excepted, but the group must be distributed by type of exception, such as employment in nonprofit establishments or in public service, and private-duty nursing. Mr. Woytinsky kindly consented to act in an advisory capacity in this further reclassification.

Under the old-age benefits provisions of the Social Security Act, coverage is related to salaries or wages without specification of the particular occupation or industry in which they are received, while exceptions from the act refer to wages and salaries received in specified fields of work and to all recompense for self-employment. For this reason, the method followed has been to determine on the basis of the 1930 census the number of gainful workers in the excepted fields, and, by subtraction, the number in employments which would have been covered. Chapter 7 of Volume V, "General Report on Occupations," of the *Fifteenth Census of the United States: 1930*, is used throughout as the basis of these computations.

³ The estimates here reported have been adopted by the Bureau of Research and Statistics and the Analysis Division, Bureau of Old-Age Insurance, of the Social Security Board as the basis for further computations of the second type.

⁴ Woytinsky, W. S. *The Labor Supply in the United States*, pp. 1-40. Committee on Social Security, Social Science Research Council, 1936.

Bureau of Internal Revenue rulings with respect to definitions of employment are used in some cases in assigning groups to various social security categories. Since the present groupings are subject to change by subsequent rulings, the estimates must be taken as tentative.

Gainful Workers in Excepted Pursuits

Agriculture

In the 1930 census, gainful workers in agriculture are classified by class of work or status of worker, and it is a simple matter to reclassify them by categories recognized in the old-age insurance program. The census classification of farmers (owners and tenants) includes all the self-employed; farm managers and foremen are wage earners or salaried employees; and farm laborers can be separated into the two classes of wage workers and unpaid family workers. Farmers—owners and tenants—and unpaid family workers will be placed subsequently in a grouping of the self-employed. Agricultural employees enumerated in the 1930 census comprise:

Total, agricultural labor.....	2, 800, 194
Wage workers.....	2, 732, 972
Managers and foremen.....	67, 222

Domestic Service

The exception of employment in domestic service by the Social Security Act is limited to employment in a private home and to services of a household nature, such as those rendered by cooks, waiters, maids, butlers, laundresses, gardeners, and similar groups. Similar services performed in or about rooming or lodging houses, boarding houses, hotels, restaurants, and other offices or establishments are not excepted. Persons in employment affected by this exception are enumerated by the census in the division of "domestic and personal service (not elsewhere classified)," which includes persons engaged in domestic service in private homes and commercial establishments, personal services, laundries, and cleaning, dyeing, and pressing shops. Since various classes of workers are enumerated in this division, it is necessary to select groups who were employed in domestic service in private homes.

The number who fall within this exception is estimated as follows:

Total, domestic service in private homes.. 2, 103, 605

Housekeepers and stewards.....	195, 808
Launderers and laundresses.....	357, 525
Cooks (not in hotels, restaurants, etc.).....	273, 594
Other servants (not in hotels, restaurants, etc.)..	1, 240, 086
Porters.....	24, 461
Waiters.....	12, 181

It is possible that some of the other groups listed in the census may contain a small—probably negligible—proportion of domestic workers.

Casual Labor

It is difficult to estimate the number of gainful workers who should be classified as within the exception concerning "casual labor not in the course of the employer's trade or business." Since the exception refers to no particular type of employment or industry but rather to labor which is incidental to the employer, there is no distinct census group so classified. Probably laborers enumerated in various census groupings come within this definition from time to time.

Under "not specified industries and services" is a group of 695,865 general and not specified laborers and a group of 153,152 operatives not otherwise specified. Mr. Woytinsky's estimate of the casual-labor group included these two classes only.⁵ However, since some casual labor is not casual in the meaning specified in the act, it is likely that some of these general laborers and operatives are engaged in labor which is in the course of the employer's business. For this reason, only 50 percent of these two groups is included in the estimate given below. While there are undoubtedly some casual laborers distributed in the labor groups in various industries, particularly in the building trades, it is not possible to determine the number, and the figure obtained from "not specified industries and services" is taken as the estimate for such types of laborers.

Following a ruling of the Bureau of Internal Revenue to the effect that temporary services performed in a private home by a nurse who is not employed by a doctor, hospital, or employer other than the person under care, constitute casual labor within the meaning of the act,⁶ the practical nurses listed in the census and a portion of the trained nurses listed are included in this group. Some practical nurses in the home may combine house-

⁵ Ibid., p. 32.

⁶ Bureau of Internal Revenue. *Internal Revenue Bulletin, Cumulative Bulletin 1037-1*, Rulings 8400-8702, S. S. T. 71 (January-June 1937), pp. 407-8.

work and domestic tasks with care of the sick, and there might be some justification for including a part of that group under "domestic service." From the standpoint of the trained nurse or practical nurse, moreover, private-duty nursing may be considered as "self-employment." In view of the ruling of the Bureau of Internal Revenue on nursing in homes, for the purposes of the present analysis the entire group of practical nurses and the trained nurses on private duty in homes are placed in the casual-labor category.

The figure of 287,951 trained nurses, enumerated in "professional service," includes such groups as private-duty nurses in the homes of patients; nurses in hospitals, clinics, or organized medical services; and nurses in the field of public health. Nurses in industry who were counted in the total of 294,189 in the occupational classification were distributed throughout various industries in the combined industrial and occupational classification in chapter 7. In these estimates the group of trained nurses is assigned to the various covered or excepted categories according to a distribution of nurses by type of employment found in *The Costs of Medical Care*,⁷ and information obtained from the United States Public Health Service.

Under "independent hand trades" there were enumerated 158,380 dressmakers and seamstresses (not in factories) some of whom might be considered casual labor when they work in private homes irregularly or incidentally. However, it seems likely that the bulk of such people would be self-employed during most of the time, and therefore this entire group is placed in the self-employed group, discussed in subsequent pages.

The estimate for the casual-labor group, therefore, is:

Total, casual labor.....	695, 952
Trained nurses on private duty.....	118, 000
Practical nurses.....	153, 443
General and not specified laborers (50 percent)...	347, 933
Operatives, not otherwise specified (50 percent)...	76, 576

Officers and Members of Crews

When preliminary estimates were made as to the number of persons involved in the exception of "service performed as an officer or member of the crew of a vessel," the narrow application to sailors and seamen actually engaged in causing the vessel

⁷ Falk, I. S., Rorem, O. Rufus, and Ring, Martha D. *The Costs of Medical Care*. Pub. of the Com. on the Costs of Medical Care: No. 27, p. 261, 1933.

to move through the water was accepted, and the number involved, on the basis of the 1930 census enumeration, was estimated to be only about 89,000 people, consisting of 24,485 captains, masters, mates, and pilots, and 64,700 sailors and deck hands. Bureau of Internal Revenue regulations and rulings, however, have held to a wider interpretation, including all persons serving on board the vessel and contributing in any way to the operation and welfare of the vessel, provided the individual is subject to the authority of the master or owner of the vessel and that the service is performed under his supervision.⁸ Accordingly, the estimates are now revised to include such individuals.

Under the classification of "water transportation" in the census there are included 299,804 gainful workers, some of whom are engaged on shore in the construction of docks, piers, or ferries, or in office work in connection with the industry, while others are engaged on vessels. Consequently, there are workers in some types of occupations which fall entirely within the exception, some in occupations not affected by it, and some in types of work which might be carried on aboard vessels or on shore. Of the census groups relating to proprietors and officials, those listed as captains, masters, mates, and pilots are undoubtedly excepted. It is doubtful that many of the clerical and related groups of workers who were enumerated would be members of crews. However, on large passenger ships in particular, there are pursers with a number of clerical assistants. Possibly a small number of the clerks listed under "water transportation," say 25 percent or less, should be considered members of the crews of vessels.

In the skilled and semiskilled labor groups, there are a number of occupations which could be carried on either on land or sea. Such workers as carpenters, electricians, machinists, mechanics (not otherwise specified), and others would fall in this group, as would some of the radio operators listed under "radio broadcasting and transmitting." Firemen and oilers of machinery also might work on vessels or docks. Since it is difficult to determine precisely how these workers are distributed between service on shore and on

⁸ Bureau of Internal Revenue. *Internal Revenue Bulletin, Cumulative Bulletin XV-2*, Rulings 8150-8459, S. S. T. 58 (July-December 1936), p. 414; *Internal Revenue Bulletin, Cumulative Bulletin 1937-1*, Rulings 8400-8792, S. S. T. 113 (January-June 1937), p. 473.

vessels, it seems reasonable to assign 50 percent of the group excepted as crews of vessels. While the proportion may vary for its components, this estimate of 50 percent of the whole group is probably as accurate as an estimate obtained by more refined methods.

There are a number of workers in occupations in the service group who seem more likely to be employed on vessels than on shore. Accordingly, all the workers listed as cooks, housekeepers and stewards, porters, and waiters are included in the excepted category. Again, this inclusive estimate may not be entirely accurate.

As of the 1930 census, therefore, the total number of workers affected by the exception of officers and members of crews of vessels is estimated at about 144,000. A definition of "crew" less broad than that adopted in the Bureau of Internal Revenue ruling and used for this analysis would, of course, very considerably restrict the total here estimated for this category. The figure of 144,000 is probably much less than the number actually engaged in such service at the time of the census, as it is likely that many seamen aboard vessels at sea would be overlooked in such an enumeration.

The gainful workers in this group consist of:

Total, officers, members of crews, and other workers on vessels.....	144, 393
Captains, masters, mates, and pilots.....	24, 485
Clerks (25 percent).....	3, 213
Sailors and deck hands.....	64, 700
Carpenters, electricians, engineers, machinists, mechanics, firemen, oilers, operatives, radio operators (50 percent).....	28, 291
Apprentices.....	80
Cooks, housekeepers and stewards, porters, and waiters.....	23, 624

Public-Service Employees

The term "public-service employees" refers to two excepted fields: (1) employment by the United States Government, and (2) employment by a State or any political subdivision thereof. Since such employees have some common characteristics and since, in many cases, it is difficult to separate the census enumerations into Federal, State, and local groups, the estimate of the numbers involved includes the employees under both exceptions.

The number of employees in these categories is difficult to estimate. Some, but not nearly all of

them, are classified in the division of "public service (not elsewhere classified)," while others are included in "professional service" and various other divisions.

A number of persons employed in public service, such as teachers and college presidents and professors, some public-health nurses and nurses in government hospitals, physicians and dentists in public-health agencies, librarians, and various other professional workers are listed under "professional service." In addition, such employees as helpers, service workers, and office employees, who are employed by these professional persons, are grouped together in "professional service." There are also a number of workers engaged in construction and maintenance work who should be assigned to the category of public service. A certain amount of error is to be expected when estimates are made from collective groups such as these.

On the basis of the group listed in the census under "public service" and from assumptions concerning other groups, the number of gainful workers employed in public service is estimated at 2,875,000. This figure is somewhat lower than the figure of 3,228,702 employees as given by the Department of Commerce in *National Income in the United States, 1929-35*, and is probably not as accurate, particularly in the estimate of other employees in schools, hospitals, and such establishments. Census figures are probably low for some branches of Federal employees; for instance, Department of Commerce figures for the number of Federal employees in the Army and Navy total about 266,000, while the census figure for "soldiers, sailors and marines" is 132,830. It is readily understood that such groups as these or groups of Foreign Service employees would be difficult to enumerate by the census method.

The group of approximately 2,875,000 public-service employees includes:

Total, public service.....	2, 874, 020
All employees listed as such in the census (except builders and building contractors).....	1, 040, 223
Postal service.....	283, 936
Public-school teachers.....	963, 100
College professors.....	11, 500
County agents.....	5, 597
Keepers of charitable and penal institutions.....	14, 520
Cemetery keepers (33¼ percent).....	3, 254
Trained nurses.....	100, 000
Physicians and surgeons.....	6, 000

Librarians (75 percent).....	22, 210
Other professional occupations.....	40, 000
Salaried or wage workers in professional service.....	140, 000
Construction and maintenance.....	211, 000
Foresters, forest rangers, timber cruisers and lumbermen, raftsmen, and woodchoppers....	24, 280

The census totals for school teachers and college presidents and professors were assigned to the public-service and nonprofit groups according to estimates based on information derived from various bulletins and surveys of the United States Office of Education and the *Directory of Catholic Colleges and Schools, 1932-1933*.⁹

In *Social Work Year Book, 1933*,¹⁰ it is estimated that 500 of the 15,020 keepers of charitable and penal institutions listed in the census should be considered as social workers, so the number included here is 500 less than the number listed in the census.

The census lists 9,762 cemetery keepers. In the absence of definite figures, these are distributed equally among public agencies, nonprofit associations, and associations operating for profit.

Trained nurses were assigned to the various groups according to a distribution of nurses by type of employment found in *The Costs of Medical Care*¹¹ and from information obtained from the United States Public Health Service. Physicians and surgeons were also estimated from these two sources.

The figure for librarians includes 75 percent of the census total. A survey of libraries by the Office of Education, entitled *Statistics of Public, Society and School Libraries, 1929*,¹² indicates that at least 75 percent of librarians should be placed in the public-service category.

The persons listed in "professional service" under "other professional occupations" include a number of scientific and professional workers in government service; the figure used (40,000) is only a rough estimate of this number.

The figure for the wage and salaried workers is based on an estimate made by Mr. Woytinsky.¹³ There are about 560,000 wage workers and salaried employees listed in "professional service" in semi-professional pursuits and other occupations and as attendants and keepers. Of this group, 50 per-

⁹ National Catholic Welfare Conference, Dept. of Education. *Directory of Catholic Colleges and Schools, 1932-1933*, 285 pp. 1932.

¹⁰ Russell Sage Foundation. *Social Work Year Book, 1933*, p. 404. 1933.

¹¹ Falk, Rorem, and Ring, op. cit., pp. 242, 251.

¹² U. S. Office of Education, Bulletin No. 37, 365 pp. 1930.

¹³ Unpublished data.

cent, or 280,000 employees, were estimated by Mr. Woytinsky to be engaged in public service and in nonprofit organizations. It is estimated here that half of that number were public-service employees.

A number of employees enumerated in the construction and maintenance of roads and streets and in publicly owned utilities, such as gas works and electric power plants, are counted as public-service employees. Estimates of the Committee on Economic Security¹⁴ indicate that approximately 25 percent of the wage workers and salaried employees in these groups were in public service within the meaning of the Social Security Act. Accordingly, this analysis includes 211,000 employees in this category.

Some government employees in forestry, such as foresters, forest rangers, and timber cruisers, were enumerated in the division of "forestry," as were some skilled and unskilled laborers. The estimate here includes all foresters, forest rangers, and timber cruisers, and 10 percent of (1) foremen, (2) inspectors, scalers, and surveyors, (3) teamsters and haulers, and (4) other lumbermen, raftsmen, and woodchoppers.

Employees in Nonprofit Organizations

Most of the persons employed in nonprofit organizations are listed in the census under "professional service." Some of the difficulties arising in an attempt to estimate this group have been discussed in connection with the estimates of the employees in public service: (1) It is difficult to determine what proportion of the professional groups are self-employed and what proportions are employed in nonprofit organizations or in public service; (2) it is difficult to estimate the semiprofessional employees and laborers attached to such organizations.

On the basis of the census figures given under "professional service," estimates for this group include:

Total, employees in nonprofit organizations.....	569, 316
College professors.....	50, 400
Teachers in private elementary and secondary schools.....	80, 900
Librarians.....	6, 000
Trained nurses.....	65, 000
Physicians and surgeons.....	6, 700
Social workers.....	29, 424
Religious workers.....	31, 290

¹⁴ Social Security Board. *Social Security in America*, pp. 386-87. 1937.

Clergymen.....	148, 848
Other professional occupations.....	7, 000
Keepers of charitable and penal institutions....	500
Cemetery keepers (33¼ percent).....	3, 254
Salary and wage workers.....	140, 000

The numbers of teachers in nonprofit private elementary and secondary schools and the college professors given above were estimated from various bulletins of the United States Office of Education and the *Directory of Catholic Colleges and Schools, 1932-1933*.

The number of librarians listed in the census was distributed among industry, public and school libraries, and libraries under the control of nonprofit organizations, on the basis of information obtained from *Statistics of Public, Society and School Libraries, 1929*. The figure given here includes about 20 percent of the librarians listed.

The total number of trained nurses given in the census was distributed among the various groups according to a distribution of nurses by types of employment in *The Costs of Medical Care* and from information obtained from the United States Public Health Service. Physicians and surgeons also were estimated roughly from these two sources. It is possible that some practical nurses would be employed in nonprofit hospitals, but since the entire group is listed above in the casual-labor category no attempt is made to place in this group the small proportion which may be involved.

Of the "other professional occupations" listed under "professional service," 40,000 were included in public service; and of the remainder, 7,000 were placed in nonprofit organizations to make some allowance for research workers in foundations and such establishments.

In *Social Work Year Book, 1933*, it is estimated that 500 of the 15,020 "keepers of charitable and penal institutions" listed in the census should be included as social workers.

The census lists a group of 9,762 cemetery keepers, which in this analysis is divided among public agencies, associations operating for profit, and nonprofit associations.

As explained in the section dealing with public-service employees, the 140,000 wage and salaried workers included in this estimate are based on Mr. Woytinsky's estimate of 280,000 wage and salaried workers employed in professional services in nonprofit organizations and public service.

Self-Employment

The census classification does not, in general, make a clear distinction between employees and employers and the self-employed. The latter are shown for various industries in totals such as "owners, operators, and proprietors" or "managers and officials" and include persons working as individuals and employers with one or more persons in their employ, and, in some cases, corporation officials. A number of professional people should be included among the self-employed, but the census figures in many cases include those working independently and those employed in nonprofit organizations or public agencies, making it difficult to ascertain the number really self-employed.

In his estimate of the self-employed, Mr. Woytinsky¹⁶ included the following grouping:

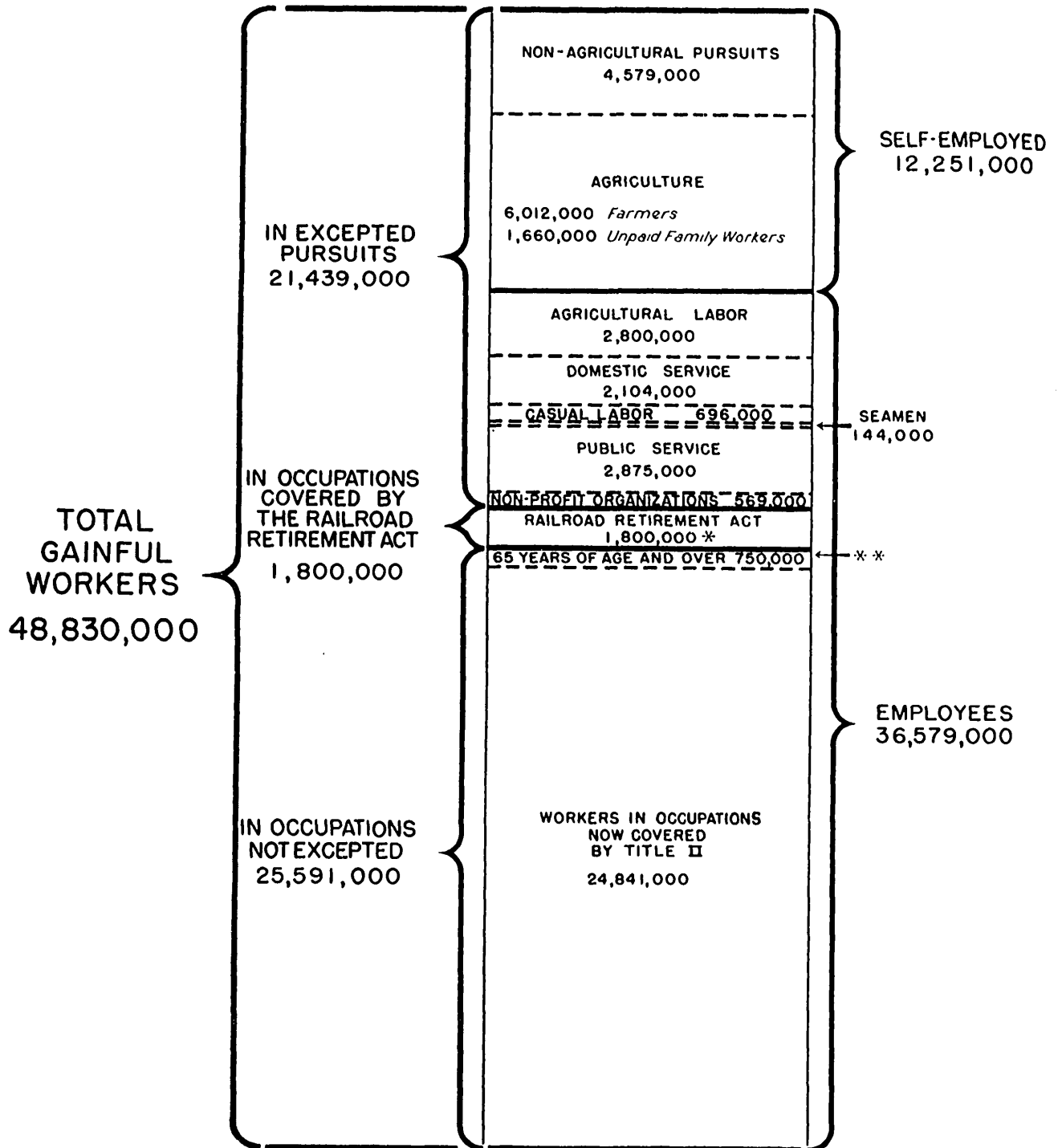
Total, self-employed.....	10, 646, 294
Agriculture, forestry, and fishing.....	6, 090, 942
Nonagricultural pursuits.....	3, 845, 182
Independent professional persons.....	710, 170

These figures, with a few revisions, constitute the estimate of the self-employed group in this analysis.

The independent professional group will be counted with those in nonagricultural pursuits. From this group, however, there should be deducted the clergymen, religious workers, lawyers and justices, and physicians and surgeons previously counted in the nonprofit and public-service groups, leaving a total of 504,523 to be added to the figure for the nonagricultural group. The self-employed group in "forestry and fishing" will be included in the total for nonagricultural pursuits rather than in a combined total of agriculture and allied industries, such as that shown. The estimate of the nonagricultural group does not contain a number of small proprietors in the division of personal services. For instance, owners and proprietors of barber and beauty shops are included in the figure for barbers, hairdressers, and manicurists. There are other smaller groups in which some self-employed are found. To make allowance for the self-employed in such groups, the total in nonagricultural pursuits is increased

¹⁶ Woytinsky, op. cit., pp. 24-25.

Chart I.—A reclassification of the gainful workers in the 1930 census in terms of provisions of title II of the Social Security Act



*While the provisions of title II do not exclude workers who are in occupations covered by the Railroad Retirement Act, that act specifically excludes these workers from the old-age benefits system administered under the Social Security Act.

**Technically, this group is now excepted by title II, but after the system has been in operation for a time such workers will tend to be covered by reason of wages received in previous years.

Source: Social Security Board, Bureau of Research and Statistics, Division of Economic Studies.

by 150,000 persons. The estimate of the self-employed used in this analysis, therefore, includes:

Total self-employed.....	10, 500, 647
Farmers (owners and tenants).....	6, 012, 012
Nonagricultural pursuits.....	4, 578, 635

Unpaid Family Labor

The census schedule included an inquiry which was to indicate whether the individual was an employer, a wage or salary worker, working on his or her own account, or an unpaid family worker, but the number of unpaid family workers is given only for agriculture. There are probably numbers of unpaid family workers in retail trade, independent trades, boarding houses, and other enterprises also. While it is recognized that the figure is not really indicative of the total number of unpaid family workers, the enumeration of 1,659,792 persons as such in agriculture is taken as the estimate of the group.

Workers Covered by the Railroad Retirement Act

The Railroad Retirement Act, which was passed shortly after the Social Security Act had been approved, provides an exclusion from the old-age benefits system which differs from the exceptions discussed above. According to the provisions of title II of the Social Security Act railroad workers are in covered fields of employment, but by the provisions of the Railroad Retirement Act they are covered by a special type of old-age insurance and are specifically excluded from the old-age benefits system administered under the Social Security Act. For this reason the workers in the employ of railroads and their auxiliary enterprises are placed in a separate category in this analysis, and are deducted from the total gainful workers before an estimate is made of the number of gainful workers who would have been in covered fields of employment.

The census enumerates 1,583,067 workers in "steam railroads," but the exact number of workers who would have been affected by the provisions of the Railroad Retirement Act in 1930 is not known. The figure used in this analysis is the estimate made by Mr. Woytinsky¹⁶ that

¹⁶ Unpublished data.

approximately 1,800,000 would have been insured under that act.

Gainful Workers in Occupations Not Excepted in Title II

The preceding estimates for the numbers in excepted employments total approximately 9,188,000 persons, to which should be added the groups of 10,591,000 self-employed and 1,660,000 unpaid family workers, making a total of 21,439,000 persons in excepted groups as of the enumeration of the 1930 census. Out of the 48,830,000 gainful workers reported in that census, there would remain 27,391,000 persons who

Table 1.—A reclassification of the gainful workers in the 1930 census in terms of provisions of title II of the Social Security Act.

Categories of workers	Number of gainful workers	Percentage of total
Total gainful workers enumerated in the 1930 census.....	48, 830, 000	100. 0
Gainful workers in pursuits excepted by title II of the Social Security Act, total.....	21, 439, 000	43. 9
Self-employed, total.....	12, 251, 000	25. 1
Employees, total.....	9, 188, 000	18. 8
Agricultural labor.....	2, 800, 000	5. 7
Domestic service.....	2, 104, 000	4. 3
Casual labor.....	698, 000	1. 4
Officers and members of crews.....	144, 000	. 3
Public service.....	2, 875, 000	5. 9
Nonprofit organizations.....	509, 000	1. 2
Gainful workers in occupations covered by Railroad Retirement Act 1.....	1, 800, 000	3. 7
Gainful workers in occupations not excepted by title II of the Social Security Act, total.....	25, 591, 000	52. 4
Workers 65 years of age and over 2.....	750, 000	1. 6
Workers in occupations now covered by title II.....	24, 841, 000	50. 9

¹ While the provisions of title II do not exclude workers who are in occupations covered by the Railroad Retirement Act, that act specifically excludes these workers from the old-age benefits system administered under the Social Security Act.

² Although title II provides that wages received by persons 65 years of age and over in covered employments may not be counted toward old-age benefits, after the system has been in operation for some time this group will tend to be covered by reason of wages received in previous years.

were not in these excepted pursuits. For purposes of determining the number covered by the old-age insurance program, however, there should be deducted from the 27,391,000 employees the 1,800,000 persons estimated by Mr. Woytinsky to have been insured under the Railroad Retirement Act. After allowance is made for this special group, the number remaining in covered fields is 25,591,000. Of this group, 750,000 were estimated by Mr. Woytinsky¹⁷ to be 65 years of age

¹⁷ Woytinsky, op. cit., p. 32.

and over. Under the provisions of the Social Security Act, wages from covered employments received by persons aged 65 and over may not be counted toward old-age benefits, so that persons who have attained that age are not "covered" by the system. When the old-age insurance program has been in operation for a period of time, however, it may be safely assumed that a large share of aged persons enumerated in the field of covered employments will be covered by the system in the sense that they will be in receipt of or eligible for monthly old-age benefits by reason of wages received from covered employments in previous years. After these 750,000 persons are deducted, the number estimated as a starting point for the group affected by the old-age insurance program is 24,841,000 persons.

Summary

The analysis, then, of the composition of the 48.8 million gainful workers in the 1930 census with reference to old-age insurance is shown in the table and accompanying chart. A total of 21.4 million, approximately 44 percent, is excepted by the provisions of the act: (1) the self-employed group numbering about 12.2 million, and (2) the group of 9.2 million in the various types of excepted employment. The remaining 27.4 million fall under some form of social insurance, 1.8 million (about 4 percent) under the Railroad Retirement Act, and 25.6 million (about 52 percent) under the old-age insurance program of the Social Security Act, with 24.8 million of these under 65 and falling within covered occupational groups.