

two cents to printing. The pie chart on page 27 presents these facts graphically.

A similar analysis of "Where the Dollar Went" for the Coal Storage study discloses that administration (including statistical work) cost sixty cents, travel fifteen cents, field work thirteen cents and supplies twelve cents. For Safety and Production administration took fifteen cents, statistical work twenty-seven cents, field work fifty-one cents, and printing seven cents.

A rough functional analysis of the cost of the study of Safety and Production shows no charge for steps "A," "B" and "C," these being taken care of by the permanent organization of the American Engineering Council. "D" cost about \$4,000; "E" cost \$14,500—\$11,500 of which was for salaries and expenses of field workers—"F" cost \$6,000 and "G," \$1,500. Committee expenses were \$500.

#### Studies by the President's Conference on Unemployment

The report on Business Cycles and Unemployment (1922-23) undertaken by a sub-committee of the Conference, profited by the voluntary services of the National Bureau of Economic Research, Inc., under the direction of Dr. Wesley C. Mitchell, which contributed the services of the Bureau staff for a period of six months. Additional personnel was secured with the Bureau staff as a nucleus, and from February 20, 1922, until August 1, when the fact-finding report of the Bureau was submitted to the sponsoring sub-committee, the time consumed was a little under six months. The chart, however, shows that period "E," field work, did not end until October 20, because of a change in policy on the part of the sub-committee and its desire to secure additional material. This change in policy also affected steps "F" and "G," the period devoted to statistical compilations and analyses of results and the drafting of the final report.

A summary of the recommendations was released for publication on April 2, 1923, the whole report appeared on May 3. The period devoted to publication—"H"—represents a practical minimum because the manuscript was in such excellent shape that the number of proof changes was slight. In this respect, as the comparison on the bar chart shows, the study of Business Cycles was a model.

Seasonal Operation in the Construction Industries (1923-24), a smaller investigation, shows a

shorter interval between the inception of the plan and the actual inauguration of work; much shorter time spent on field work and on the statistical compilations and drafting of the report.

The sub-committee on Seasonal Operation in Construction profited, like the Business Cycle Committee, by its ability to secure as a nucleus the services of an organized staff, in this case the Division of Building and Housing of the Department of Commerce. Temporary employees were added and a method similar to that in the Business Cycle study was followed.

The chart shows an excessive allowance for step "H," that is, for printing the report. In order to keep to schedule the manuscript was submitted to the publishers before all of the data was worked up and the anxiety of the staff to include material tardily received resulted in large proof changes and revisions, so that instead of getting out the book in three months it took five, and resulted in a substantial charge for proof changes.

In both cases the sub-committees profited by large contributions of services. In the Business Cycle report this certainly represented more than one dollar for every dollar expended on paid services. Both governmental and private agencies contributed liberally, and the plans were laid with this in mind.

Both studies were budgeted and the budgets were adhered to, the only important deviation from the estimates being a final and unexpected contribution for special publicity in connection with the appearance of the Business Cycle report.

An analysis of where the dollar went in the case of these two studies is shown in the chart on page 27. In the Business Cycle study just fifty cents went to field work—thirty-nine cents in salaries and eleven cents in expenses—while statistical compilations and analyses (two items) account for thirty-eight cents, equipment three cents and administration nine cents.

#### Studies of the United States Coal Commission

The United States Coal Commission was a creature of Congress, a Governmental agency named by the President, with its activities defined and its existence limited to one year from the passage of the act on September 22, 1922.

It began with an appropriation of \$200,000 and instructions to study a wide variety of subjects

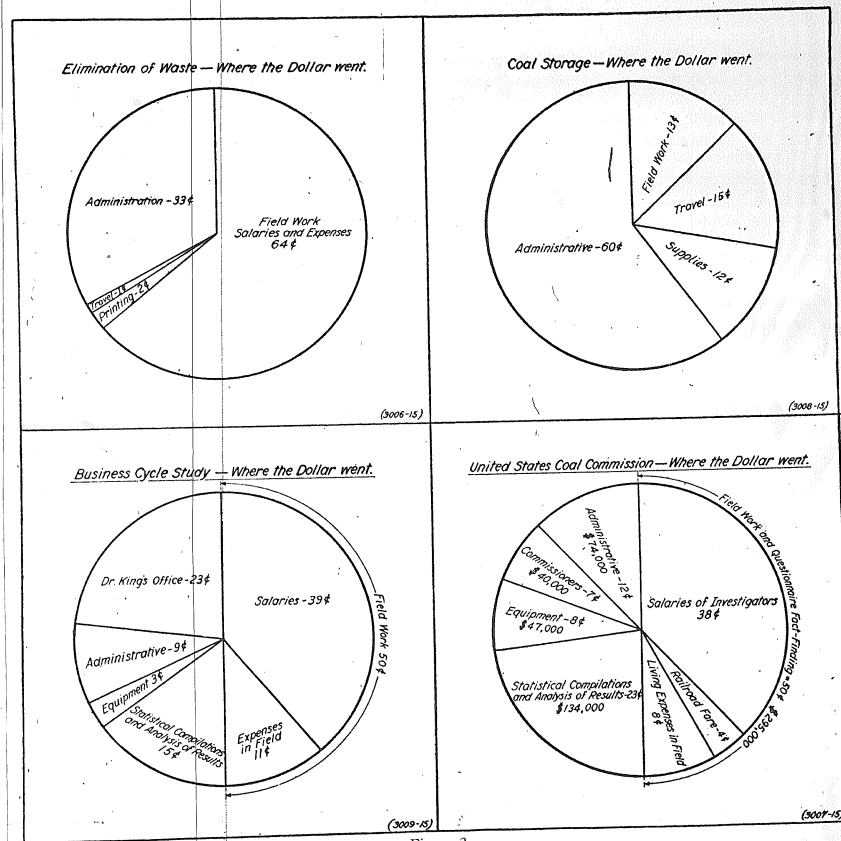


Figure 2

and to make a special report on a variety of topics. Beginning its operations on October 18, 1922, it was instructed to make a preliminary report to Congress and the President on January 15, 1923, a report on the Anthracite industry on July 1, 1923, and a final report on September 22, 1923. In accordance with the instructions of Congress it set itself to write a coal encyclopedia in less than a year, with particular emphasis on matters which

might conceivably lead to a formulation of a national policy, both administrative and legislative.

As the chart shows, the entire period of organization, October 11 to November 16, 'was exceedingly short. Organization and re-organization continued as the work went on.

Faced with the fact that a preliminary report was expected two and a half months after the members of the Commission first met, the planning