

SURVEY OF OCCUPATIONAL MOBILITY

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BACKGROUND REPORT AND PRELIMINARY ANALYSIS  
OF HOUSEHOLD DATA RELATING TO  
SAN FRANCISCO

Institute of Industrial Relations  
University of California, (Berkeley)

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## SUMMARY

Preliminary Report Number I: Occupational Mobility Survey, San Francisco

Background Information

1. San Francisco is predominantly a commercial and financial, rather than an industrial, center. Employment in the city is heavily concentrated in the transportation, trade, and service industries, and the city's workers are distributed by occupation in a manner which reflects this type of industrial structure.

2. The city's population has increased approximately 20 to 25 per cent in each decade since 1900, except for the decade of the thirties, with most of the growth resulting from net in-migration rather than natural increase until quite recently. Both in-migration and out-migration are constantly taking place on a considerable scale, and the net effect of migration on the city's age and sex structure in any given period will vary according to whether the period is one of net in-migration or net out-migration.

3. By 1950, San Francisco had a preponderance of females in its population. The sex ratio has been gradually shifting in this direction for some time, and, for a number of reasons, we may expect a continued increase in the ratio of females to males in the near future.

4. The age distribution of the city's population has been shifting in an elderly direction during the present century. Although the high birth rates of the nineteen-forties led to a striking increase in the number of young children in the city between 1940 and 1950, the proportion of children was comparatively low, and the proportion of adults in the older age brackets comparatively high, in 1950, as compared with the corresponding percentages for Urban United States.

5. The labor force participation rate in San Francisco in 1950 was about equal to that in cities of comparable size, but the female rate was unusually high and the male rate comparatively low. Long-run trends in participation rates in the city had been similar to those in the nation but had been proceeding at a somewhat more rapid rate.

Survey Data

1. In early 1951, the adult male civilian population of San Francisco was only slightly larger than it had been in 1940. Three-fourths of the males (14 years old and over) were at work, and those who were not at work were heavily concentrated in the older age brackets. The possibilities of expanding male employment on the basis of the resident male population appeared to be rather limited. Any substantial additions to the male employed group, particularly in the younger age brackets, would depend on net in-migration such as that which occurred during World War II.

2. The female population had increased much more markedly than the male population since 1940. Furthermore, the female employment rate had risen sharply. Thus the number of women "at work" was 48 per cent higher than 11 years earlier, while the number of women "not at work" had increased only eight per cent. But there was a very large reservoir of women who were not at work, and these women were distributed quite evenly among the various adult age brackets. Perhaps the most promising source of potential workers was to be found among women aged 45 to 64, some 65,000 of whom were not at work, and very few of whom had young children.

3. Migration is an extremely important source of labor in San Francisco. Migrants comprised 37 per cent of the city's adult population in early 1951, and the migrant population was more heavily concentrated in the young adult age brackets than was the population as a whole. Female migrants outnumbered male migrants and represented 40 per cent of the adult female population, whereas male migrants represented only 34 per cent of the adult male population. Most of the migrants had come from long distances. Only about 32 per cent had come from within the state or from contiguous states, while 56 per cent had come from noncontiguous states and 12 per cent from outside continental United States. Apparently the average annual rate of in-migration during the postwar period was almost as high as it had been in 1940-44, when war workers were streaming into San Francisco in large numbers. There is little doubt that in-migration will continue on a considerable scale, but whether on a large enough scale to offset the constant stream of out-migration will depend on a number of factors which will be explored more fully in Report #3.

4. The occupational distribution of San Francisco's workers in early 1951 was significantly different from that of 1940. Among the males, the "managerial" and "craftsmen" groups figured more prominently than 11 years earlier. Among females, the proportion of clerical workers was higher than in 1940, but the proportions of professional and private household workers had declined. To a considerable extent, the younger workers appeared to have been entering the occupations which had been expanding most rapidly.

5. By early 1951, the defense program had apparently affected the industrial distribution of San Francisco's workers, leading to increases in the proportions employed in manufacturing, particularly the durable goods industries, and in public administration.

6. Among males, the family heads were found in the occupations requiring greater skill and training or more capital, or in the industries requiring relatively skilled workers, to a larger extent than were the secondary workers.

7. Of the resident population not currently working but with work experience in the decade of the forties, the females were considerably more numerous than the males and were much more evenly distributed among the adult age brackets than were the men. The males were chiefly aged 45 and over, with 30 per cent above 64 years of age. The longest jobs which these persons had held in the 1940-44 period were distributed

occupationally and industrially in much the same manner as the current jobs of employed workers. To the extent that there were differences, they indicated substantial previous work experience in occupations and industries that might be expected to expand in a period of emergency. Especially among the men, most of the longest 1940-49 jobs had been held over a considerable period of years and had not ended until comparatively recently.

8. Estimates of San Francisco's employment potential, based on four different sets of assumptions, indicate the possibility of expansion ranging from 13 to 31 per cent within periods of approximately nine months to four years. The age and sex distribution of the increase would differ considerably under varying conditions. The possible impact of migration on San Francisco's employment potential will be explored more fully in Report #3.

## CHAPTER I

### THE ECONOMIC CHARACTERISTICS OF SAN FRANCISCO

#### The City's Commercial and Financial Character

San Francisco differs from the other cities in this survey in a number of important respects. Probably the difference which has the most fundamental bearing on the problems with which we shall be concerned in this report has to do with the general economic character of the city. San Francisco is predominantly a commercial and financial, rather than an industrial, center. At the time of the 1950 Census, only 16 per cent of the city's employed workers were engaged in manufacturing, as compared with 25 per cent for the United States as a whole.<sup>1</sup> By contrast, corresponding percentages for other cities in this survey ranged from 23 per cent for Los Angeles to 36 per cent for Chicago (with 1950 data for New Haven and Philadelphia not yet available).<sup>2</sup> On the other hand, over three-fourths of San Francisco's workers were engaged in the various distributive and service industries in 1950, as compared with slightly more than one-half of all workers in the country as a whole.<sup>3</sup>

It is impossible in a report of this character to discuss at length the reasons for this unusual concentration of workers in the so-called "tertiary" industries, but a brief mention of the more important factors in the situation will provide useful background for much of our subsequent discussion. These factors may be listed as follows, recognizing that many of them are interrelated:

1. San Francisco is the leading port on the Pacific Coast. As a result, not only is there considerable activity related directly to foreign and coastwise trade and shipping in the city, but the easy access to sea routes has had much to do with the development of the city as a center of internal transportation and distributive activities. Furthermore, the number of steamship passengers arriving in San Francisco far exceeds that for any other Pacific Coast port.

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1. 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45 (June 6, 1951) and Series PC-7, No. 2 (April 11, 1951). Except for total population figures, statistics published in these preliminary reports are based on a sample of the census returns and are subject to sampling variability. This fact should be kept in mind in connection with all 1950 Census data cited in this report.

2. 1950 Census of Population: Preliminary Reports, Series PC-5, Nos. 10, 25, 30.

3. For purposes of this comparison, we have included workers in (1) transportation, communication and public utilities, (2) wholesale and retail trade, (3) service industries, and (4) public administration. In the Census report on the country as a whole, workers in public administration were included under "all other industries". It was therefore necessary to estimate the proportion of this "all other" category which was accounted for by workers in public administration in order to permit comparison with the San Francisco data, in which workers in public administration were shown separately. See 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45, and Series PC-7, No. 2.

This, combined with the fact that California attracts a heavy volume of internal tourist trade, has led to a marked development of the hotel industry and other activities catering to the needs of tourists.

2. The relatively high income levels which have prevailed in San Francisco, and on the Pacific Coast generally, have tended to stimulate the development of the trade and service industries. Furthermore, historical conditions associated with the Gold Rush and the building of the transcontinental railroads led to the early accumulation in San Francisco of substantial fortunes which in large part became available for investment. Partly as a result of this fact, the city has become the leading financial center of the West, as well as the headquarters of the Twelfth Federal Reserve District.<sup>1</sup>

3. San Francisco is a headquarters city, not only for banks, insurance companies, utility companies, and the like, but also for government agencies. There are large military and naval establishments in the city, as well as the regional offices of many of the civilian agencies of the Federal Government. In addition, various departments of the state government center certain of their activities in San Francisco, even though the state capitol is in Sacramento.

4. As we shall see, the population of San Francisco tends to be relatively mobile, and a mobile population undoubtedly requires more services than does a stable population.

5. San Francisco is a city of relatively small households and comparatively few children. Such a population undoubtedly tends to spend a higher proportion of its income on services than does a population of large households and many young children.

Thus far, we have sought to explain the high proportion of workers in the distributive and service industries, rather than the low proportion in manufacturing. In part, the second phenomenon is a corollary of the first, but this is not the whole story. In San Francisco, as in California as a whole, industrial development has not yet reached a point at which it is comparable with that in some of the older industrial states in the East, even though progress has been rapid during the last fifty years. The chief handicap--the relatively small size of the West Coast market--is rapidly disappearing as population grows. But the market is still too small to permit a degree of specialization in the manufacture of parts comparable with the intricate specialization which has developed in the older industrial centers of the nation.<sup>2</sup> Probably less important, on the

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1. Six San Francisco banking firms rank among the 50 largest in the nation, while one branch banking firm with headquarters in San Francisco is the largest financial corporation in the country. (See California State Chamber of Commerce, Economic Survey of California and Its Counties [San Francisco, 1950], p. 977.)

2. For an illuminating discussion of factors affecting the location of industry in California, see California State Reconstruction and Re-employment Commission, The Steel and Steel-Using Industries of California by E. T. Grether and others (Sacramento, 1946), especially Chapter IV.

whole, though widely discussed, is the factor of high wage costs. There is considerable evidence that, in many industries, California firms have tended to install the latest and most efficient types of mechanized equipment, partly in order to minimize the effects of comparatively high wage levels.

Apart from the locational factors which affect California generally, the location of industrial establishments in San Francisco has been discouraged to some extent by the nature of the city's geographical position in relation to the immediately surrounding area. Situated at the northern tip of a narrow peninsula, the city is separated from the area to the east by San Francisco Bay and from the area to the north by the Golden Gate. The terminals of the transcontinental railroads are across the Bay in Oakland. For this reason, many manufacturing plants, particularly in the "heavy industry" category, are located in the East Bay Area. Even so, the proportion of manufacturing workers in the metropolitan area as a whole (19%) is not a great deal larger than in the city of San Francisco itself.<sup>1</sup>

### Population Growth

San Francisco, with a population of 775,357 in 1950, is the eleventh largest city in the United States. While located in a state which has become noted for its spectacularly rapid population growth, the city itself passed through its most striking period of growth in the decades immediately following the Gold Rush, and during the present century has grown much less rapidly than Los Angeles or the state as a whole. Nevertheless, except for the depressed decade of the thirties, its growth has been substantial (see Table 1). During the last decade, moreover, economic activity in the city has been enormously stimulated by the very rapid growth of the San Francisco-Oakland Metropolitan Area, which showed a 53 per cent increase in population between 1940 and 1950.<sup>2</sup>

While the decennial census figures (see Table 1) indicate that San Francisco's growth during the present century (except for the thirties) has been fairly steady, such annual population estimates as are available suggest wide year-to-year variations in the rate of increase. The variations have been attributable primarily to net in-migration or out-migration, rather than to changes in the rate of natural population increase, and there is considerable evidence that net in-migration has tended to occur in periods when economic conditions in San Francisco have been relatively favorable and that, at least since about 1932, net out-migration has occurred in years when economic conditions have been relatively unfavorable as compared with other areas. There is little doubt, also, that the movement toward the suburbs, especially on the part of families with young children, has become an increasingly important factor responsible for out-migration.

Table 2 brings out clearly the fact that, up to the 1945-50 period, net migration was the major factor in population change. It indicates,

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1. 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45. The Standard Metropolitan Area, as defined by the Bureau of the Census, includes San Francisco, Alameda, Contra Costa, Marin, San Mateo, and Solano Counties.

2. Ibid.

Substitute Table 1 of Report # 3.

TABLE 1. POPULATION GROWTH OF SAN FRANCISCO AND CALIFORNIA  
1900-1950

Census year	San Francisco		California	
	Population	Percentage increase since previous census	Population	Percentage increase since previous census
1900	342,782	14.6%	1,485,053	22.1%
1910	416,912	21.6	2,377,549	60.1
1920	506,676	21.5	3,426,861	44.1
1930	634,394	25.2	5,677,251	65.7
1940	634,536	— A	6,907,387	21.7
1950	775,357	22.2	10,586,223	<del>36.3</del> 53.3

<sup>A</sup> Increase in this decade was less than 0.1%

Source: Statistical Abstract of the United States, 1950, pp. 35 and 59; and 1950 Census of Population: Advance Reports, Series FC-8, No. 4A, March 30, 1951.

TABLE 2. POPULATION GROWTH OF SAN FRANCISCO WITH ESTIMATES OF NET CHANGE ATTRIBUTABLE TO NATURAL INCREASE AND NET MIGRATION, 1920-1950

Date	Total Population	Net change in five-year period		
		Total	By natural increase	By apparent net migration
1920	506,700			
1925 (est.)	552,900	+ 46,200	+ 8,000*	+ 38,200
1930	634,400	+ 81,500	+ 1,900*	+ 79,600
1935 (est.)	649,300	+ 14,900	- 4,100*	+ 10,800
1940	634,500	- 14,800	- 4,100*	- 10,600
1945 (civ. pop.)	767,600	+133,100	+ 10,000	+123,100
1950	775,400	+ 7,800	+ 34,000	- 26,200

*Revise this table to take account of military movements - could Foreign figures be used as basis for estimating.*

\*Births and deaths were reported by place of occurrence for these years.

*This figure does not include immigrants*

Sources: Population, 1920, 1930, 1940, and 1950, official Census figures; 1925, U.S. Bureau of the Census, Financial Statistics of Cities Having a Population of Over 30,000, Table 1, p. 84; 1945, Bureau of the Census, Series P-80, No. 135, May 22, 1946. No Census estimate is available for 1935, although there is a Census estimate of 656,200 for 1934. (U.S. Bureau of the Census, Financial Statistics of Cities Having a Population of Over 100,000, Table 1, p. 40.) The estimate for 1935 in the table is arrived at by adding to the 1940 population figure (1) the net excess of deaths over births, 1935-1939 inclusive, and (2) the net out-migration from San Francisco between 1935 and 1940 as indicated by the 1940 Census data on internal migration (see Table 3).

The net population change by natural increase has been calculated from birth and death statistics for San Francisco published in U.S. Bureau of the Census, Vital Statistics-Special Reports, Vol. 15, No. 12, February 19, 1942, and No. 17, March 6, 1942, for the years 1920-1940; U.S. Public Health Service, Federal Security Agency, Vital Statistics of the United States, Part II (published annually) for the years 1941-1948, and State of California, Department of Public Health, Births, Deaths, and Marriages, monthly for 1949. Unfortunately, births and deaths were reported by place of occurrence rather than by place of residence prior to 1939. Comparisons which can be made for later years indicate that this method of reporting yields slightly higher birth and death figures for San Francisco than does reporting by place of residence. It should be noted, also, that we have used birth and death statistics for calendar years for 1920-24, 1927-29 etc., whereas the population figures for census years relate to the month in which the census was taken, and for inter-censal years relate to various months, depending on the source of the estimate.

The estimated net migration figures are calculated by subtracting the net change by natural increase from the net change in total population, except for the 1935-40 figure which is based on the 1940 Census internal migration data for 1935-40.

also, that the twenties and early forties were the periods of heavy in-migration and that out-migration evidently occurred in both the late thirties and late forties. It is probable that the extent of bona fide in-migration between 1940 and 1945, and of out-migration between 1945 and 1950, is overstated somewhat because of the special circumstances prevailing on August 1, 1945, the official date of the Special Census of 1945. The war in the Pacific was reaching its climax, and movement into and out of the port of San Francisco was at a peak. There were undoubtedly a good many temporary residents in San Francisco at this time, many of whom had departed by the end of 1945 or early 1946.<sup>1</sup> It is probable that the population data for April, 1944, though based on a sample survey, provide a more reliable basis for measurement of the wartime influx of workers. The estimated resident population of San Francisco (not including members of the Armed Forces living in military and naval installations) in April, 1944 was 700,735, or some 67,000 less than the civilian population indicated by the Special Census of 1945.<sup>2</sup> We shall have occasion to refer to other data based on this 1944 survey at a later stage.

The excess of births over deaths in the five-year period from 1945 to 1950, totalling 34,023, was larger than for any five-year period during the last three decades. The birth rate reached a peak of 22.6 in 1947 and had declined to 18.5 by 1950.<sup>3</sup> Even in the latter year, however, the excess of births over deaths amounted to 6,020.

#### Factors of Migration into and out of San Francisco

The estimates of net migration presented in Table 2 conceal a vastly greater amount of migration into and out of San Francisco which is apparently continually taking place. The 1940 Census data on internal migration provided, for the first time, a great deal of valuable information on the character of this movement.

In 1940, there were 84,203 persons (13.3% of the population) living in San Francisco who had lived elsewhere in 1935. On the other hand, 94,838 persons (15.0% of the 1940 population) who had been living in San Francisco in 1935 were living elsewhere in 1940 (see Table 3). Thus the net out-migration of 10,635 persons represented a very small proportion of the total movement. Among cities with a population of 500,000 or over in 1940, only Los Angeles and Washington, D. C. had a higher proportion of in-migrants (19.8% and 18.3%, respectively). Percentages for other cities in this size group ranged from three to seven per cent.<sup>4</sup> Los Angeles

1. Members of the Armed Forces were included in the civilian population, as shown by the Special Census, if they were living off post. In addition to the civilian population of 767,647, the Special Census indicated that there were 59,753 members of the Armed Forces living in military and naval installations on August 1, 1945.

2. U.S. Bureau of the Census, Population, Series CA-3, No. 3, August 3, 1944. For the 1945 Special Census figure, see Table 2.

3. The birth rate for 1947 is from San Francisco Department of Public Health, Statistical Summary, 1948, p. 6. The birth rate for 1950 has been computed from birth statistics published in State of California, Department of Public Health, Births, Deaths, and Marriages, monthly. The 1950 Census population figure was used in computing the ratio.

4. Computed from data in 16th Census of the United States, 1940, Population, Internal Migration, 1935-1940: Age of Migrants, Table 18, pp. 313-333.

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TABLE 3. SELECTED CHARACTERISTICS OF IN-MIGRANTS AND OUT-MIGRANTS<sup>A</sup>  
SAN FRANCISCO, 1935-40

PART I. IN-MIGRANTS, OUT-MIGRANTS, AND NET MIGRATION, BY AGE AND SEX, SAN FRANCISCO, 1940, WITH PERCENTAGE DISTRIBUTION

Migration status and sex	Total	Age in years					
		Under 14	14-24	25-34	35-44	45-64	65 and over
<b>Male</b>							
In-migrants	42,918	3,000	9,255	12,485	8,202	8,403	1,573
Out-migrants	51,375	4,904	5,595	13,719	12,945	12,112	2,070
Net migration	-8,457	-1,904	+3,660	-1,234	-4,743	-3,739	-497
Percent of total in-migrants	100.0	6.9	21.6	29.1	19.1	19.6	3.7
Percent of total out-migrants	100.0	9.6	10.9	26.7	25.2	23.6	4.0
<b>Female</b>							
In-migrants	41,285	3,016	9,805	12,192	6,883	7,485	1,904
Out-migrants	43,463	4,506	6,212	12,978	8,826	8,591	2,350
Net migration	-2,178	-1,490	+3,593	-786	-1,943	-1,106	-446
Percent of total in-migrants	100.0	7.3	23.8	29.5	16.7	18.1	4.6
Percent of total out-migrants	100.0	10.3	14.3	29.9	20.3	19.8	5.4

21.6  
29.1  

---

50.7

<sup>A</sup>An in-migrant is a person living in San Francisco in 1940 who lived elsewhere in 1935. An out-migrant is a person who lived in San Francisco in 1935 but lived elsewhere in 1940.

Sources: Age distribution computed from 16th Census of the U.S., 1940, Population, Internal Migration, 1935-1940: Age of Migrants, Table 18, p. 329. 1935 and 1940 residence data computed from ibid., Age of Migrants, Tables 6 and 7, pp. 22-23 and ibid., Color and Sex of Migrants, Table 16, pp. 117-118.

TABLE 3. SELECTED CHARACTERISTICS OF IN-MIGRANTS AND OUT-MIGRANTS,  
SAN FRANCISCO, 1935-40

PART II. PERCENT OF MIGRANTS TO AND FROM SAN FRANCISCO BY DIVISION  
OF RESIDENCE IN 1935 OR 1940

Residence in 1940	Total	Percent	Residence in 1935									
			New Eng-land	M. At-lantic	E.N. Cen-tral	W. N. Cen-tral	S. At-lantic	E.S. Cen-tral	W.S. Cen-tral	Mountain	Pacific exc. Calif.	Calif.
San Francisco (In-migrants)	84,203	100.0	1.4	6.4	7.3	9.4	2.5	0.9	4.2	7.8	10.7	49.4
Residence in 1935			Residence in 1940									
San Francisco (Out-migrants)	94,838	100.0	0.7	2.8	2.4	1.5	2.0	0.4	1.5	3.8	6.4	78.9

9.4  
4.2  
7.8  
16.7  
32.1

PART III. PERCENT OF INTRASTATE MIGRANTS TO AND FROM SAN FRANCISCO  
BY RESIDENCE IN OTHER PARTS OF CALIFORNIA IN 1935 AND 1940

Residence in 1940	Total	Percent	Residence in 1935									
			Long Beach	Los Angeles	Oak-land	Sacra-mento	San Diego	Other Urban	Rural Non-farm	Rural farm	Urban-rural not reported	
San Francisco (In-migrants from elsewhere in the state)	41,627	100.0	1.5	18.7	10.2	-	2.9	49.0	11.6	3.5	2.6	
Residence in 1935			Residence in 1940									
San Francisco (Out-migrants to other parts of the state)	74,499	100.0	1.0	10.9	8.0	3.0	1.6	42.9	27.2	5.4	-	

1.0  
10.9  
8.0  
3.0  
1.6  
24.5

Also footnote Table 3, Part I. Source: See source Table 3, Part I.

and San Francisco had the highest proportions of out-migrants (16.6 and 15.0 per cent, respectively), but there were a number of other cities with ratios of out-migration almost as high.

The 1944 sample population survey of San Francisco yielded data on in-migration which permit the drawing of somewhat similar deductions about movement into and out of the city between 1940 and 1944. The net increase in population from 1940 to 1944 amounted to about 66,000, of which approximately 5,000 was apparently attributable to natural increase. But the sample survey showed that there were 151,000 persons living in San Francisco in 1944 who had migrated to the city from outside the Bay Area since 1940.<sup>1</sup> Thus, even if we assume no migration to the city from other parts of the Bay Area between 1940 and 1944, some 90,000 persons must have moved out of the city or into the Armed Forces during the period.<sup>2</sup>

*With the...  
way of estimating  
size of Armed  
Forces*

*map  
p. 5a*

It may well be that more frequent surveys would reveal types of migration which do not show up in these measures of migration over four- or five-year periods. Persons who moved to San Francisco after 1935 but moved out again prior to 1940, for instance, would not show up at all in the 1935-40 migration data for San Francisco.

The relative magnitude of migration into and out of San Francisco is undoubtedly associated, in part, with the heavy volume of migration to California. In all probability, many newcomers to the state head first for San Francisco or Los Angeles before getting permanently located in the state. It is also associated with a comparatively high rate of internal mobility in California.<sup>3</sup> On the basis of the data summarized in Table 3 and other available information, one may reasonably pose the hypothesis that many young adults come to San Francisco from other parts of California and from all over the country in search of employment. Later on, when they have become "established" in jobs and are beginning to raise a family, some of them move to the suburbs, along with similar young married people who have been brought up in San Francisco.<sup>4</sup> There is, in addition a considerable amount of out-migration to other California cities, but relatively little to other states.

1. U. S. Bureau of the Census, Population, Series CA-3, No. 3. For purposes of the 1944 survey, "in-migrants" to San Francisco City were defined as persons living in the city in April, 1944 who had lived outside of the San Francisco Bay Area on April 1, 1940.

Because of the element of sampling variability in the 1944 data, we have rounded all estimates based on these data to the nearest thousand.

2. Members of the Armed Forces residing in the city in April, 1944 were included in the "total resident population" if they were living outside of military and naval installations.

3. The 1935-40 Census data on internal migration show that the proportion of California residents (in 1940) who had lived in a different county (or quasi-county) in the state in 1935 was 11.6 per cent. This percentage of "intrastate migrants" was higher than that of any other state in the country except Texas. Statistical Abstract of the United States, 1948, p. 32.

4. Unfortunately, the extent of movement to the suburbs for any given area cannot be estimated from the 1935-40 migration data because of the absence of any breakdown for counties, or cities of less than 100,000, in the published tabulations. We know on the basis of general observation and other types of statistical data that it has been very important.

Quite apart from the types of migration which we have mentioned thus far, a good many seasonal workers apparently migrate to San Francisco for temporary periods during the off-seasons in construction, agriculture, resorts, lumbering, and logging, throughout the Pacific Coast.<sup>1</sup>

We shall reserve further detailed comment on the 1935-40 migration data until we come to analyze the information on "migrants" in the present survey in Chapter III.

### Age and Sex Characteristics of the Population

In the Gold Rush days, women were decidedly a minority in San Francisco's population, but the balance between the sexes has gradually been corrected. Men were still in the majority in 1940, when the sex ratio was 103.3 males to the 100 females, as compared with 100.7 males to 100 females for the country as a whole. By 1950, the sex ratio had dropped to 97 males to 100 females in San Francisco, or slightly below the national figure of 98 males to 100 females.<sup>2</sup>

In addition to the factors which were bringing about a shift in the sex ratio throughout the nation in the decade from 1940 to 1950, the net effects of migration into and out of the city were evidently tending to accentuate the relative increase in the female population of San Francisco.

Even in the 1935-40 period, although males were slightly more numerous among the in-migrants, the net effect of migration was to bring about a smaller decrease in the female population than in the male (see Table 3). Both the 1944 migration data and the migration data from the present survey show a substantial preponderance of females in the in-migrant population.

As to age distribution, San Francisco's population, like that of many other large cities, has gradually taken on a more elderly composition during the present century. This nation-wide trend has resulted in part from the long-run decline in the birth rate (prior to 1933) and in part from the tendency for young married couples with small children to move to the suburbs. In San Francisco, as in most Pacific Coast cities, the birth rate not only declined, but had been comparatively low since before the turn of the century. Furthermore, in-migration has brought in large numbers of young adults but disproportionately small numbers of young children.<sup>3</sup>

By 1940, the proportion of children under 15 in San Francisco was very much below that for the urban areas of the nation (see Table 4). The proportion of persons between 15 and 24 years was also relatively low in San Francisco. On the other hand, the city had a comparatively

---

1. Cf. State of California, Department of Employment, Research and Statistics Division, Community Labor Market Surveys: California, 1950 (Sacramento, 1951).

2. 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45, and Series PC-7, No. 1. The difference between the San Francisco ratio and the nation-wide ratio is not necessarily significant, in view of the possibility of sampling variability.

3. Cf. Table 3, and, also, Davis McEntire, The California Labor Force, ms. shortly to be published by the Institute of Industrial Relations, University of California, Berkeley.

TABLE 4. PERCENT OF POPULATION BY AGE AND SEX, SAN FRANCISCO AND URBAN U.S., 1940 AND 1950, AND SAN FRANCISCO, 1944, AND PERCENTAGE CHANGES IN POPULATION BY AGE GROUPS, SAN FRANCISCO, 1940-1944 AND 1940-1950

Age group	San Francisco						Urban U.S.						
	Male			Female			Male			Female			
	1940	1944	1950	% change 1940-44	% change 1940-50	1944	1950	% change 1940-44	% change 1940-50	1940	1950	1940	1950
Total number (000 omitted from Urban U. S. figures)	322,441	327,845 <sup>B</sup>	381,900	+ 2	+18	312,095	372,190 <sup>B</sup>	+19	+26	36,364	46,547	38,060	49,481
Percent	100	100	100			100	100			100	100	100	100
Under 5 years	5	7	8	+48	+98	5	6	+54	+108	7	11	6	10
5-9	4	5	6	+22	+59	4	4	+19	+48	7	8	7	7
10-14	5	6	4	+ 8	- 8	5	4	- 2	+ 1	8	6	8	6
Under 15 years	14	18	18	+26	+48	14	14	+23	+51	22	25	21	23
15-24 years	14	8	11	-43	- 4	15	16	+26	+ 4	17	14	18	15
25-34	18	14	17	-20	+10	19	20	+27	+18	17	17	18	17
35-44	18	19	17	- 7	-12	17	18	+23	+33	16	15	15	15
45-64	28	33	28	+20	+17	26	24	+10	+19	22	22	21	21
25-64	64	66	62	+ 5	+14	62	62	+19	+22	55	54	54	53
65+ over	8	8	9	+ 6	+44	9	8	+ 4	+48	6	7	7	9

A 1940 and 1950 data relate to the total population; 1944 data exclude members of the Armed Forces living in military and naval installations.

<sup>B</sup>Excludes 630 males and 70 females whose age was not reported.

Source: 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45 and Series PC-7, No. 1; U.S. Bureau of the Census, Population, Series CA-3, No. 3; and 16th Census of U.S., 1940, Population, Vol. II. Characteristics of the Population, Part I, Table 7, p. 23.

Age distribution data are also available for 1945 (special census), but the number of cases for which age was not reported is so high that there is considerable question as to the accuracy of the age distribution based on the reported cases. Since the percentages in preliminary 1950 Census reports for cities are rounded to whole numbers, we have adhered to this practice for all data in the present table and in subsequent tables in the present chapter presenting data from these preliminary reports. Tables in later chapters present percentages rounded to show one decimal place.

high ratio of persons in all age brackets from 25 to 34 up, with the most marked deviation from the nation-wide urban percentages appearing in the 45 to 64 bracket. Differences between the male and female contingents with respect to age were not important, although, as in the case of the national figures, the proportion of females aged 65 and over was somewhat higher, and the proportion aged 45 to 64 somewhat lower, than for the males.

By 1944, the effect of the draft on San Francisco males was very marked, showing up in a sharp decline, both absolutely and relatively, in males aged 15 to 34 years. The most pronounced percentage increase between 1940 and 1944 occurred among boys under five and resulted chiefly from the rise in the birth rate, but also probably in part from the fact that many of the wartime in-migrants were families with young children.<sup>1</sup> There were smaller percentage increases for older children. At the other end of the scale, a substantial rise occurred, both absolutely and relatively, among males aged 45 to 64. This apparently resulted partly from the aging of the 1940 population and partly from a fairly substantial influx of persons in this age bracket.

By 1950, the pre-war age distribution of the adult male population of San Francisco had been partially, but by no means wholly, restored. Males in the 15 to 44 age brackets now represented only 40 per cent of the male population as compared with 45 per cent in 1940. This loss was offset chiefly by a gain in the relative importance of boys under 10. In fact, the startling increases in the "under 10" brackets and the declines, both absolutely and relatively, in the age brackets from 10 to 24 reflected chiefly the changes in the birth rate which had occurred over a 25-year period.

On the whole, the recent shifts in the age distribution of the female population have been similar, but there have been a few significant differences. The relative importance of all age groups between 15 and 44 increased during the war at the expense of those aged 45 to 64. Females were, of course, much less affected than were men by enlistments in the Armed Forces, while the age distribution of the women who migrated into the area was evidently considerably more heavily concentrated in the younger adult groups than was the case with males.<sup>2</sup> In spite of this difference in wartime developments, the age distribution of San Francisco females in 1950 was quite similar to that of males, but the lower proportion of women in the 45 to 64 bracket in 1950, and the more pronounced increase in the number of women aged 35 to 44 between 1940 and 1950, probably reflected these differences in the age and sex composition of

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1. Statistics on the age distribution and family composition of in-migrants from the April, 1944 sample population survey are available only for the Bay Area as a whole and not for San Francisco separately. It is probably safe to assume that the age and sex characteristics of in-migrants to the city were similar to those for the entire area, but we cannot be certain of this.

2. The 1944 survey showed that 54 per cent of the 1944 female in-migrants were aged 15 to 34 as compared with 38 per cent of the males, but the figures relate to the Bay Area as a whole. (Computed from data in U. S. Bureau of the Census, Population, Series CA-3, No. 3).

the wartime in-migrants.<sup>1</sup>

### Labor Force Participation Rates in San Francisco

In spite of the lack of labor force data as such in the Occupational Mobility Survey, a knowledge of trends in comparative labor force participation rates in San Francisco constitutes essential background for the present study.

The rate of labor force participation in San Francisco appears to be quite high, when compared with the rate for the nation as a whole or even for urban areas of the nation (see Tables 5 and 6), but if we make the more relevant comparison between San Francisco and cities of somewhat comparable size, the San Francisco rate has not been especially high in recent decades. Indeed, were it not for the fact that an unusually large proportion of San Francisco women are in the labor force, the city would show up with a rate somewhat below that of many other large cities. A marked upward trend in female labor force participation has tended to offset a decline in the rate of participation by men, in line with the nation-wide trend, but these changes, particularly on the female side, have taken place at a somewhat more rapid rate in San Francisco than elsewhere.<sup>2</sup> They are summarized in Table 5, in which we have included, for purposes of convenient comparison, data for the other cities in this survey as well as nation-wide figures.

The comparatively low rate of labor force participation of San Francisco men is clearly associated with the somewhat elderly age composition of the male population, but the influence of this factor is intensified by the fact that labor force participation rates for older men tend to be especially low in San Francisco (see Tables 4 and 6). The fact that unemployment rates tend to be high for men in the older age brackets in the city suggests that restricted employment opportunities for men in those age brackets has had the effect of hastening their retirement from the labor force.<sup>3</sup> This interpretation is supported by the fact that labor force participation rates for older men increased markedly during

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1. The fact that we do not have complete data on both in-migration and out-migration over the entire period makes it difficult to draw positive deductions about the reasons for these shifts in age distribution.

It should be remembered, also, that the preliminary 1950 Census data, which are based on a sample of the total population, are subject to sampling variability. In discussing these data, as well as those from the present survey, which are also subject to sampling variability, we shall follow the practice of commenting in the text of the report only on shifts or differences which are significant, after allowing for the element of sampling variability. In certain borderline cases, we shall mention the range within which the estimate or percentage would lie, after allowing for sampling variability. In all such cases, we shall follow the Census practice of citing the range within which 95 per cent (19 out of 20) of such percentages or estimates based on a succession of samples drawn from the same population would fall.

2. Labor force data are, of course, not available for Census years prior to 1940, and are not fully comparable with the data on gainful workers which must be utilized for earlier years.

3. See Table 10, Part II.

TABLE 5. PERCENT OF PERSONS 14 YEARS OLD AND OVER WHO WERE CLASSIFIED AS GAINFUL WORKERS OR MEMBERS OF THE LABOR FORCE, SAN FRANCISCO, SELECTED CITIES, AND UNITED STATES, 1910-1950, AND URBAN UNITED STATES, 1940-1950, BY SEX

Worker category, date, and sex	San Francisco	Chicago	Los Angeles	New Haven	St. Paul	Philadelphia	Urban U.S.	U. S.
Gainful workers as percent of persons 14 years old and over:								
1910								
Males	91	90	86	85	89	91		88
Females	29	30	26	32	33	34		25
Total	65	61	57	58	62	61		57
1920								
Males	90	91	86	90	89	90		84
Females	32	32	29	32	32	32		25
Total	64	62	57	60	60	61		57
1930								
Males	87	87	84	84	84	87		81
Females	34	32	32	32	31	33		21
Total	62	60	57	57	57	59		51
Persons in total labor force as percent of persons 14 years old and over:								
1940								
Males	80	82	78	79	79	81	80	79
Females	35	34	32	35	32	33	31	25
Total	58	57	54	57	54	56	55	52
1950								
Males	76.78.4	82.81.8	77.6	72.6	78.8	77.4	79.3	78.7
Females	39.6	37.7	36.5	36.8	32.0	33.9	33.2	28.9
Total	59.1	59.2	55.4	54.5	55.5	54.7	55.3	53.5

Final Census figures

Source: 1910-1930, cities, 16th Census of the U.S., 1940, Population, Vol. III, The Labor Force, Part 2, pp. 203, 439, and 851, Part 3, p. 689, and Part 5, p. 11. U. S. 1910-1930, *ibid.*, Part 1, p. 26; 1940, Urban U.S., computed from *ibid.*, Vol. II. Characteristics of Population, Part 1, p. 44. 1940-50, U.S., and 1950, Urban U.S. 1950 Census of Population: Preliminary Reports, Series PC-7, No. 2. 1940-50, cities, *ibid.*, Series PC-5, Nos. 10, 25, 30, 45.

TABLE 6. PERCENT OF PERSONS 14 YEARS OLD AND OVER IN THE LABOR FORCE FOR EACH AGE AND SEX GROUP, SAN FRANCISCO AND URBAN UNITED STATES 1940 AND 1950, AND SAN FRANCISCO, 1944.

Sex, date, and labor force status	Total	Percent	Age in years				
			14-24	25-34	35-44	45-64	65+over
<b>Male: 14 years and over</b>							
<b>March 1940</b>							
San Francisco							
Total	279,591 <sup>A</sup>		47,712	57,829	59,267	90,624	24,159
Percent		100	100	100	100	100	100
In labor force	222,803 <sup>A</sup>	80	55	95	94	86	33
Urban U.S.							
Total (000 omitted)	28,896 <sup>A</sup>		6,913	6,234	5,604	7,857	2,288
Percent		100	100	100	100	100	100
In labor force	23,019 <sup>A</sup>	80	55	96	95	89	38
<b>April 1944</b>							
San Francisco							
Total	273,140 <sup>B</sup>		29,085	46,270	63,210	108,885	25,690
Percent		100	100	100	100	100	100
In labor force	238,280 <sup>C</sup>	87	63	98	98	93	42
<b>April 1950</b>							
San Francisco							
Total	316,100 <sup>A</sup>		45,300	63,500	66,300	106,200	34,800
Percent		100	100	100	100	100	100
In labor force	241,600 <sup>A</sup>	76	53	91	90	82	38
Urban U. S.							
Total (000 omitted)	35,291		7,068	7,864	6,854	10,034	3,472
Percent		100	100	100	100	100	100
In labor force	27,952	79	57	91	95	88	40

TABLE 6. (Cont.)

Sex, date, and labor force status	Total	Percent	Age in years				
			14-24	25-34	35-44	45-64	65 + over
Female: 14 years and over							
March 1940							
San Francisco							
Total	270,420 <sup>A</sup>		49,445	58,292	51,433	80,702	27,548
Percent		100	100	100	100	100	100
In labor force	93,856 <sup>A</sup>	35	38	46	40	30	8
Urban U. S.							
Total (000 omitted)	30,776		7,588	6,770	5,793	7,858	2,767
Percent		100	100	100	100	100	100
In labor force	9,701	31	39	41	33	24	7
April 1944							
San Francisco							
Total	320,600 <sup>B</sup>		61,845	73,920	67,095	89,005	28,735
Percent		100	100	100	100	100	100
In labor force	148,645 <sup>C</sup>	46	54	54	55	40	8
April 1950							
San Francisco							
Total	328,900 <sup>A</sup>		51,200	68,700	72,200	95,800	40,900
Percent		100	100	100	100	100	100
In labor force	132,300 <sup>A</sup>	40	47	46	48	39	10
Urban U. S.							
Total (000 omitted)	38,439 <sup>A</sup>		7,936	8,265	7,259	10,476	4,502
Percent		100	100	100	100	100	100
In labor force	12,533 <sup>A</sup>	33	38	36	39	32	9

<sup>A</sup>Includes members of the Armed Forces.

<sup>B</sup>Includes members of the Armed Forces not living in military installations but excludes 630 males and 70 females whose age was not reported.

<sup>C</sup>Includes members of the Armed Forces not living in military installations but excludes 35 males and 35 females whose age was not reported.

Source: 16th Census of the United States, 1940, Population, The Labor Force (sample statistics), Employment and Personal Characteristics, Table 1, pp. 19-20; *ibid.*, Vol. III, The Labor Force, Part 2, Table 5, (p-20); U. S. Bureau of the Census, Population, Series CA-3; No. 3, 1950. Census of Population: Preliminary Reports, Series PC-5, No. 45, and PC-7, No. 2.

the war under the impact of the wartime demand for workers.<sup>1</sup>

Among younger men in San Francisco, in the age groups from 14 to 24, relatively low proportions tend to be found in the labor force. Here the chief explanation seems to be the comparatively high proportions of young men, particularly aged 14 to 17, who remain in school.<sup>2</sup> While unemployment rates tend to be somewhat high for younger men in San Francisco, they were not appreciably higher at the time of the 1950 Census than the Urban United States rates, whereas, for men in the older age brackets, the comparison was very much more unfavorable to San Francisco. (See Table 10, Part II.)

Probably the chief explanation of the high labor force participation rates for women in San Francisco, which show up in all age brackets, is the predominance of trade and service industries in the city. Generally speaking, employment opportunities are more favorable for women in these industries than in most branches of manufacturing.<sup>3</sup> The city also has a comparatively high proportion of widowed and divorced women and, as we have seen, a low proportion of young children. Both these latter factors, which would tend to be associated with high female labor-force participation rates, will be examined in more detail at a later stage.<sup>4</sup>

During the war, most of the increase in San Francisco's labor force was attributable to the rise in the number of women in the labor force (see Table 6).<sup>5</sup> This resulted partly from the fact that the total female

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1. Cf. McEntire, op. cit., on the situation in the state of California as a whole.

2. The 1950 Census indicated that 92 per cent of all persons aged 14 to 17 in San Francisco were enrolled in school, as compared with 88 per cent in urban areas of the country as a whole. (1950 Census of Population: Preliminary Reports, Series PC-5, No. 45 and Series PC-7, No. 1).

3. Cf. Nedra B. Belloc, "Labor-Force Participation and Employment Opportunities for Women," Journal of the American Statistical Association, XLV (1950), 400-410. (Also available as Reprint No. 27, Institute of Industrial Relations, University of California, Berkeley.) In this study, Mrs. Belloc analyzes female labor force participation rates in 1940 for cities with a population of 100,000 or more, showing that rates tend to be high in cities in which the dominant industries are those which characteristically employ a high proportion of women. This factor may in some cases be sufficiently important to offset the influence of relatively high male earnings which, as Douglas has shown, tend to be associated with comparatively low female labor force participation rates. Cf. Paul H. Douglas, The Theory of Wages (New York, 1934), Ch. XI, and "Studies in the Supply Curve of Labor," The Journal of Political Economy, XLV (1937), 45-79 (with Erika H. Schoenberg).

4. Cf. Chapter II.

5. It is important to bear in mind, in this connection, that the 1944 population data for San Francisco, including the labor force data, relate to the civilian population plus members of the Armed Forces living outside of military and naval installations. Thus the labor force participation rates for that year represent a sort of hybrid between civilian and total labor force participation rates as they would ordinarily be defined.

population, aged 14 and over, increased considerably, while the adult male population fell off, but it also reflected the more marked rise in the female labor force participation rate.

Between 1944 and 1950, interestingly enough, male labor force participation rates fell off until they were below their 1940 levels in all age brackets but the highest. Female rates, on the other hand, fell off to a position about midway between their 1940 and 1944 levels. In this connection, it is interesting to observe that, by 1950, female labor force participation rates in San Francisco were considerably higher than ten years earlier in all age brackets except the "25 to 34" group, in which the rate was apparently the same, and the "65 and over" group, in which the increase was not large enough to be significant. In all probability, the fact that the "25 to 34" group constituted an exception to the upward trend reflected the influence of the high marriage and birth rates of the forties.

One final point worth noting is that the more rapid rate of increase in the female population between 1940 and 1950, combined with the marked rise in the female labor force participation rate, meant that the number of women in the labor force increased much more markedly than the number of men in the ten-year period. For women the increase amounted to 41 per cent and, for men, only eight per cent.

#### Employment by Occupation

San Francisco's occupational structure is clearly affected to a marked degree by the commercial and financial character of the city. As might be expected in a city of this type, the proportion of "operatives and kindred workers" was relatively small in 1940 for both males and females, as compared with the proportion for Urban United States. (See Table 7). "Craftsmen, foreman, and kindred workers" were also somewhat less important in San Francisco, as were "laborers". On the other hand, the proportions in the professional, managerial, and clerical and sales categories were comparatively high for both sexes, while a large percentage of males was found in the service group. Also worth mentioning is the unusually low proportion of private household workers among the female employed group in the city. It is a matter of common observation that housewives in San Francisco and on the West Coast generally have become accustomed to economizing on domestic help, which has tended to be relatively expensive in the area.

In the absence of nation-wide urban occupational data for 1950 (not yet available), it is difficult to determine to what extent occupational changes in San Francisco in the last decade have been in line with those in cities generally. If comparison is made with the country as a whole, the shifts in San Francisco between 1940 and 1950 do not appear to have consistently followed the national pattern. On net balance, the city's occupational structure was about as much "out of line" in 1950 as it was in 1940, although there were apparently some shifts in the relative positions of particular groups.<sup>1</sup> In 1950, San Francisco males were still

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1. We shall avoid a detailed discussion of these apparent shifts, since they were too small to be clearly significant, after allowing for the element of sampling variability.

TABLE 7. PERCENT OF EMPLOYED WORKERS BY MAJOR OCCUPATION GROUP, SAN FRANCISCO AND UNITED STATES 1940 AND 1950, AND URBAN UNITED STATES, 1940

Major Occupation Group and Sex	Urban United States		San Francisco		United States	
	1940		1940	1950	1940	1950
<b>Male</b>						
Total employed workers	19,278,267		184,167	214,300	33,749,905	40,317,000
Percent <sup>B</sup>	100		100	100	100	100
Professional, technical, and kindred workers	7	9	9	11	6	7
Managers, officials, and proprietors, incl. farm	13	13	14	15	25	22
Clerical and kindred workers	19	8	11	11	6	7
Sales workers	19	8	11	9	6	6
Craftsmen, foremen, and kindred workers	19	21	16	17	15	18
Operatives and kindred workers	22	22	16	15	18	20
Private household workers	- <sup>A</sup>	-	1	1	- <sup>A</sup>	- <sup>A</sup>
Service workers, except private household	9	8	14	12	6	6
Laborers, incl. farm but not mine	10	9	8	8	17	13
Occupation not reported	1	1	1	1	1	1
<b>Female</b>						
Total employed workers	8,314,300		81,339	122,900	11,138,178	15,526,000
Percent <sup>B</sup>	100		100	100	100	100
Professional, technical, and kindred workers	13	12	14	16	13	13
Managers, officials and proprietors incl. farm	4	4	6	6	5	5
Clerical and kindred workers	33	31	36	43	21	27
Sales workers	33	31	8	7	7	8
Craftsmen, foremen, and kindred workers	1	2	1	1	1	2
Operatives and kindred workers	20	20	12	9	18	19
Private household workers	16	8	8	4	18	9
Service workers, except private household	12	12	12	11	11	12
Laborers, incl. farm but not mine	1	1	- <sup>A</sup>	1	4	4
Occupation not reported	1	1	1	1	1	2

<sup>A</sup>Less than 0.5 percent.

<sup>B</sup>Percentages do not always add to 100 because of rounding.

Source: 16th Census of the United States, 1940, Population, Vol. III, The Labor Force, Part 1, Tables 59 and 60, pp. 81-86 (for Urban U. S. 1940 statistics); and 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45 and Series PC-7, No. 2 (for 1940 and 1950 San Francisco and U.S. statistics). 1940 figures have been revised somewhat to conform with the 1950 definitions and classification system.

found in comparatively large proportions in the professional, clerical, sales, and service categories. On the other hand, the "operatives" and "laborers" groups were still under-represented as compared with the national pattern. Among females, the proportions of professional and clerical workers were still comparatively high, while the proportions in the "operative" and private household groups were well below the national average.

### Employment by Industry

We have already commented at some length in our introductory section on San Francisco's industrial structure. Probably the most significant comment that can be made about trends in the last decade is that, in spite of the wartime boom in manufacturing employment in the city, the employment structure quickly reverted to its pre-war pattern after the war, and, by 1950, the distribution of employment by industry was remarkably like that of 1940.

Table 8 brings out clearly the relative importance of the transportation, trade, and service groups in San Francisco and the comparatively low proportion of workers in manufacturing. The 1940 Census also showed employment in public administration to be a relatively important category in San Francisco.<sup>1</sup> Within manufacturing, the durable goods industries were less important than the nondurable and employed substantially smaller proportions of both men and women than was the case in the country as a whole. In the United States, so far as male employment was concerned, the durable goods industries had come to be the more important of the two categories by 1940.

The changes in the industrial structure of employment in San Francisco during the forties were, on the whole, very similar to those in the country as a whole. On net balance, San Francisco deviated from the national pattern about as much in 1950 as it had in 1940, although there were some differences in detail.

*Spell out*

Some idea of the shifts which occurred during the war and postwar periods in the industrial distribution of employment in San Francisco can be had from Table 9, which relates to employment in firms coming under the unemployment insurance program. Comparability of the 1948 figures with those for earlier years is impaired by the fact that coverage under the act was extended, effective 1946, from firms employing four or more workers to firms employing one or more workers. In addition, the data are not comparable with Census employment data, since they refer to all insured workers employed by firms in San Francisco, whether or not these workers commute from other localities. Nevertheless, in broad outlines, these statistics tell us what happened during and after the war.<sup>2</sup>

1. 1950 Census data on employment in public administration are not yet available for the country as a whole. In 1940, four per cent of all male and three per cent of all female employed workers in the United States were in "government". (16th Census of the United States, 1940, Population, Vol. III, The Labor Force, Part 1, p. 185).

2. 1948 is the latest year for which these statistics are available in other than a preliminary form.

TABLE 3. PERCENT OF EMPLOYED WORKERS BY MAJOR INDUSTRY GROUP, SAN FRANCISCO AND UNITED STATES, 1940 AND 1950

Major Industry Group and Sex	San Francisco		United States	
	1940	1950	1940	1950
<b>Male</b>				
Total employed workers	184,167	214,300	33,749,905	40,317,000
Percent	100	100	100	100
Construction	7	8	6	8
Manufacturing	18	17	24	26
Durable goods	8	9	14	16
Nondurable goods	10	9	11	10
Not specified manufacturing	— <sup>A</sup>	— <sup>A</sup>	— <sup>A</sup>	— <sup>A</sup>
Transportation, communication and public utilities	14	14	8	9
Wholesale and retail trade	26	27	16	17
Service industries	25	24	14	15
Public administration	6	7	30	24
All other industries <sup>C</sup>	1	1		
Industry not reported	2	2	1	1
<b>Female</b>				
Total employed workers	81,339	122,900	11,138,178	15,526,000
Percent	100	100	100	100
Construction	— <sup>A</sup>	1	— <sup>A</sup>	1
Manufacturing	14	13	21	23
Durable goods	2	4	5	7
Nondurable goods	11	9	15	15
Not specified manufacturing	1	— <sup>A</sup>	— <sup>A</sup>	— <sup>A</sup>
Transportation, communication and public utilities	6	7	3	5
Wholesale and retail trade	24	24	18	22
Service industries	49	45	48	39
Public administration	4	8	7	8
All other industries <sup>C</sup>	— <sup>A</sup>	— <sup>A</sup>		
Industry not reported	3	2	2	2

<sup>A</sup>Less than 1 per cent in case of San Francisco data; less than 0.5 per cent in case of U. S. data.

<sup>B</sup>Percentages do not always add to 100 because of rounding.

<sup>C</sup>For San Francisco, "all other industries" includes agriculture, forestry, fishing and mining; for the U. S., it includes these industries plus public administration.

Source: 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45 and Series PC-7, No. 2. 1940 figures have been revised somewhat to conform with the 1950 definitions and classification system.

TABLE 9. ANNUAL AVERAGE INSURED EMPLOYMENT BY MAJOR INDUSTRY DIVISIONS AND SELECTED SUB-DIVISIONS, WITH PERCENTAGE DISTRIBUTION, SAN FRANCISCO, 1940, 1944, AND 1948

Major industry division and selected sub-divisions	Insured employment—firms with 4 or more workers					Insured employment—firms with 1 or more workers	
	1940		1944		Percentage change, 1940-44	1948	
	Number	Percent	Number	Percent		Number	Percent
Total insured employment	227,137	100.0	283,730	100.0	+24.9	347,443	100.6
Construction	11,545	5.1	19,125	6.7	+65.7	25,673	7.4
Manufacturing	51,918	22.9	83,480	29.4	+60.8	71,529	20.6
Food manufacturing	12,786	5.6	13,908	4.9	+ 8.8	15,483	4.5
Apparel and other finished products	5,559	2.4	6,208	2.2	+11.7	8,518	2.5
Printing, publishing, and allied industries	8,897	4.0	7,668	2.7	-13.8	10,162	2.9
Iron and steel and their products	4,623	2.0	5,272	1.9	+14.0	7,136	2.1
Transportation equipment (except automobiles)	2,341	1.0	25,865	9.1	+1004.9	5,536	1.6
Machinery, including electrical	2,956	1.3	6,017	2.1	+103.6	5,229	1.5
Wholesale and retail trade	81,299	35.8	84,949	29.9	+4.5	117,870	33.9
Wholesalers	33,712	14.8	34,074	12.0	+1.1	50,619	14.6
Retailers	28,177	12.4	29,933	10.5	+6.2	46,033	13.2
Eating and drinking places	11,547	5.1	16,967	6.0	+46.9	17,416	5.0
Finance insurance, and real-estate	25,154	11.1	23,138	8.2	-8.0	36,036	10.4
Banks and trust companies	5,484	2.4	5,191	1.8	-5.3	7,356	2.1
Insurance carriers	8,609	3.8	8,571	3.0	-0.4	14,492	4.2
Insurance agents and brokers	2,110	0.9	2,683	0.9	+27.2	4,410	1.3
Real estate	6,031	2.7	4,784	1.7	-20.7	5,905	1.7
Service	26,443	11.6	30,886	10.9	+16.8	47,418	13.6
Hotels and lodging places	6,504	2.9	7,368	2.6	+13.3	8,601	2.5
Personal services	5,758	2.5	6,246	2.2	+8.5	8,355	2.4
Business services, n.e.c.	6,227	2.7	7,103	2.5	+14.1	10,595	3.0
Amusement and recreation, incl. motion pictures	4,276	1.9	4,900	1.7	+14.6	5,395	1.6
Transportation, communication, and utilities	27,574	12.1	38,906	13.7	+41.1	47,065	13.5
Trucking and warehousing for hire	4,801	2.1	6,925	2.4	+44.2	6,510	1.9
Other transportation (exc. water)	1,767	0.8	5,584	2.0	+216.0	5,661	1.6
Water transportation	2,976	1.3	5,434	1.9	+82.6	13,347	3.8
Services allied to transportation, n.e.c.	5,045	2.2	7,582	2.7	+50.3	6,622	1.9
Communications	7,629	3.4	9,380	3.3	+23.0	10,872	3.1
Utilities	2,970	1.3	2,350	0.8	-20.9	3,849	1.1

Source: State of California, Department of Employment, Employment and Payrolls, Report 127, Nos. 3,5 and 6,7, 10 and 11 (Sacramento, California).

Between 1940 and 1944, insured employment in San Francisco firms increased 25 per cent.<sup>1</sup> Among industries, the largest percentage increase occurred in construction, but, in terms of numbers of workers involved, the most important gain occurred, as we would expect, in manufacturing. The bulk of the increase in manufacturing employment was attributable to the boom in shipbuilding, which was responsible for the spectacular rise in employment in the transportation equipment industry. This is in line with the wartime pattern of employment expansion throughout the San Francisco Bay Area. The machinery industry also showed a fairly spectacular percentage increase in employment in San Francisco during the war.

It is quite apparent that, however large the gains in manufacturing and construction may have been, these two fields did not, on net balance, acquire workers to any considerable extent at the expense of other industries. Table 9 indicates clearly that very few industries suffered actual losses in employment between 1940 and 1944, while the only broad category in which a decline occurred was "finance, insurance, and real estate". Outside of manufacturing and construction, the major industry division which showed the largest percentage gain was the "transportation, communication, and utilities" field, with the bulk of this increase occurring in the various branches of the transportation industry. This is scarcely surprising; in view of the role played by the part of San Francisco in relation to the War in the Pacific. Nor is it surprising that, outside of the industries which have thus far been mentioned, the largest percentage increase occurred in employment in "eating and drinking places."

By 1948, the industrial distribution of insured employment in San Francisco had reverted to a position which resembled the prewar pattern more closely than the wartime pattern. The proportions of total insured employment accounted for by construction, the service industries, and the transportation division were somewhat larger than in 1940, however, whereas manufacturing, wholesale and retail trade, and "finance, insurance, and real estate" had lost ground, comparatively speaking. On the whole, the pattern of changes in the relative positions of the various industries between 1940 and 1948, as indicated by Table 9, is quite similar to the pattern of changes between 1940 and 1950, as suggested by Table 8.

#### Postwar Unemployment in San Francisco and in California

Between 1945 and 1950, unemployment rates tended to be substantially higher in California than in many other parts of the nation.<sup>2</sup> Insofar as we can judge from statistics relating to insured unemployment, moreover, the situation in San Francisco was somewhat more serious than in the state as a whole throughout the period from 1946 through 1949 (see Table 10, Part I).

We shall not attempt a detailed discussion of the reasons for California's postwar unemployment problem. A number of factors were responsible, but there is little doubt that the major factor was the problem of adaptation of the state's economy to a greatly increased population--a problem

1. This increase was only slightly higher than the percentage increase in the city's resident labor force, for males and females together, between 1940 and 1944, as shown in Table 6.

2. This ceased to be true from September, 1950 on.

TABLE 10. PART I. RATIO OF INSURED UNEMPLOYMENT TO TOTAL INSURED EMPLOYMENT, UNITED STATES, CALIFORNIA, AND SAN FRANCISCO, ANNUAL AVERAGES FOR THE YEARS 1946-1949

Year	Ratio of insured unemployment to insured employment <sup>A</sup>		
	San Francisco	California	United States
1946	10%	8%	5%
1947	9	6	3
1948	9	6	3
1949	12	10	6

<sup>A</sup>Annual average ratios were calculated from monthly ratios, which were computed by dividing monthly insured unemployment by average monthly total insured employment for the preceding year. Monthly unemployment data relate to the number of persons receiving unemployment benefits as of a given week during the month.

Sources: Unemployment data for San Francisco furnished by the San Francisco Area Office of the State Department of Employment; employment data for San Francisco from State of California, Department of Employment, Employment and Payrolls, Report 127; employment and unemployment data for California and United States from U.S. Social Security Board, Social Security Yearbook, 1945 to 1948 issues, and U.S. Bureau of Labor Statistics, Monthly Labor Review, April, 1950, p. 452; employment figure for United States, 1948, from Statistical Abstract of the United States, 1950, p. 237, and for California, 1948, from Employment and Payrolls, Report 127 (cited above), Nos. 10 and 11.

TABLE 10. PART II. PERCENT OF PERSONS 14 YEARS OLD AND OVER IN THE LABOR FORCE<sup>A</sup> WHO WERE UNEMPLOYED,<sup>B</sup> FOR EACH AGE AND SEX GROUP, SAN FRANCISCO AND UNITED STATES, 1940 AND 1950

Age and sex	San Francisco		United States (000 omitted from totals)	
	1940	1950	1940	1950
<u>Male</u>				
Total 14 years old and over in the labor force <sup>A</sup>	222,803	236,000	39,944	42,446
Total unemployed <sup>B</sup>	32,836	21,800	5,916	2,129
Percent unemployed	15	9	15	5
14-24 years old	20	12	24	9
25-34 " "	12	9	13	4
35-44 " "	13	7	12	4
45-64 " "	17	9	14	4
65 and over	13	14	10	5
<u>Female</u>				
Total 14 years old and over in the labor force <sup>A</sup>	93,856	132,000	12,845	16,289
Total unemployed <sup>B</sup>	12,517	9,100	1,707	763
Percent unemployed	13	7	13	5
14-24 years old	20	8	21	7
25-34 " "	9	7	9	5
35-44 " "	11	7	10	4
45-64 " "	15	7	11	4
65 and over	10	10	7	4

<sup>A</sup> 1940 data relate to the total labor force, including members of the Armed Forces; 1950 data relate to the civilian labor force.

<sup>B</sup> The unemployed, for 1940, include persons classified by the Census as "seeking work" or "on public emergency work", and, for 1950, those classified as "unemployed."

Sources: 16th Census of the U.S., 1940, Population, Vol. III, The Labor Force, Part 2, Table 5, p. 209; ibid., Vol. IV, Characteristics by Age, Part 1, Table 14, p. 7, and Part 2, Table 8, p. 184, and Table 10, p. 189; 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45 and Series PC-7, No. 2

which was rendered more difficult by the fact that the huge wartime influx of population had occurred very largely in response to a temporary boom in two industries, the aircraft industry in the Los Angeles Area and the ship-building industry in the San Francisco Bay Area. All things considered, it is remarkable that the state escaped a far more serious postwar unemployment crisis than actually occurred. It is not surprising, moreover, that San Francisco, as one of the major cities in which wartime activities of a temporary nature had been unusually important, should have experienced somewhat more serious unemployment than the state as a whole after the war.

At the time of the 1950 Census, a considerably higher percentage of the labor force was unemployed in San Francisco than in the United States as a whole (see Table 10, Part II). While the Census data on unemployment differ in a number of respects from the figures on "insured unemployment" presented in Table 10, Part I, they do tend to provide additional evidence that economic conditions must have been relatively unfavorable in San Francisco in the postwar period as compared with many other cities, even though income and employment levels were high. This is especially interesting in the light of what was said earlier about the tendency for net out-migration from the city to occur in periods of comparatively unfavorable economic conditions. It will be recalled that our analysis of population changes in Table 2 indicated net out-migration of some 26,000 from 1945 to 1950.<sup>1</sup>

At the time of the 1940 Census, San Francisco's unemployment ratio was approximately equal to the nation-wide ratio, but unemployment rates for men in the older age brackets (45 years old and over) were considerably higher in the city than in the country as a whole, whereas the rates for younger men were somewhat lower in San Francisco than in the United States. In 1950, a higher percentage of the labor force was unemployed in all age brackets in the city than in the nation, but the situation for men aged 45 and over, and particularly for those aged 65 and over, was even more unfavorable as compared with the nation-wide picture than it had been in 1940.<sup>2</sup>

Unemployment rates for women in San Francisco followed a somewhat similar pattern, but in 1950 they were lower in all age brackets than the corresponding rates for men. The reasons for this are not entirely clear, although a careful study of Table 9 suggests one possible reason--that, on the whole, the industries which characteristically employ a high proportion of women were expanding more rapidly in San Francisco in the postwar period than those which employ a high percentage of men. It may well be that our analysis of postwar shifts in employment in Report #2 will throw further light on this question.

To what extent are there seasonal fluctuations in unemployment in San Francisco? Monthly unemployment statistics are not available over a long enough period to permit reliable measurement of the seasonal pattern, but on the basis of monthly data covering the period since September, 1945, it would appear that there is a fairly consistent tendency for unemployment in the city to reach a peak in the early months of the year and a low

1. Cf. p. 4 , above.

2. Cf. p. 8 , above, on labor force participation rates for older men.

point in the late summer or early fall.<sup>1</sup> On the average, for the years 1946-50, unemployment was 42 per cent higher in February, the apparent peak month, than in October, the apparent low month.

Seasonal fluctuations in employment are, of course, much less wide, and differ somewhat in timing, with total employment in the city reaching a seasonal peak in December during the period of heavy Christmas buying. Evidently the two industries with the widest seasonal fluctuations in employment are apparel manufacturing and retail trade.<sup>2</sup>

Thus January and February, the months in which the Occupational Mobility Survey was conducted, are months of comparatively high seasonal unemployment. But what was the actual situation in January-February, 1951? Unemployment had begun to drop off sharply in February, 1950 and by October, 1950 had reached its lowest point since October, 1945. Only a very slight increase occurred in the next three months, bringing unemployment in January, 1951, to a level which, while a little higher than that of October, was 60 per cent below the level of January, 1950. By February, unemployment had begun to fall again, and was estimated at 16,700, or 62 per cent below the level of February, 1950. Expressed as a percentage of average insured employment in the preceding year, the unemployment ratio in January, 1951 was 5.5 per cent and, in February, 5.2 per cent.<sup>3</sup>

By way of comparison, the Occupational Mobility Survey (Table W-49) indicated that 3.0 per cent of the persons for whom work histories were obtained were unemployed in January-February, 1951. This percentage applied, of course, only to persons 25 years old and over who had worked at least one month in 1950. For a number of reasons, we should expect it to differ somewhat from an unemployment rate computed from unemployment insurance data. The important point is that both types of measure indicate that unemployment in early 1951 was far below the levels which had been prevailing since the end of World War II.

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So much for background information. There are a number of further points which we might discuss in our introductory chapter, but, to the extent that they are relevant to the analysis in subsequent chapters, they will be brought into those chapters at appropriate points.

1. Unpublished monthly data on unemployment in San Francisco were furnished by the San Francisco Area Office of the California Department of Employment.
2. Cf. Community Labor Market Surveys: California, 1950 (cited above, p. 6).
3. It must be recognized that both the employment and unemployment figures on which these ratios are based are preliminary only and, according to officials of the State Department of Employment, will probably be subject to considerable further revision.

CHAPTER II

WORKERS AND POTENTIAL WORKERS IN SAN FRANCISCO  
January-February, 1951

Changes in the Population since April, 1950: Age Distribution and Work Status

The noninstitutional civilian population of San Francisco in January-February, 1951, when the Occupational Mobility Survey was conducted, has been estimated by the Bureau of the Census at 745,000 (total males and females from Table 11, Part II). Thus there had apparently been a decline of some 20,000 since April, 1950, when the corresponding figure was approximately 765,000.<sup>1</sup>

Tables 11 and 12 throw considerable light on the probable reasons for the decline, which evidently occurred chiefly in the young adult male age brackets, i.e., in the groups most affected by the draft. In fact, the age distribution of San Francisco male civilians in early 1951 was considerably more heavily concentrated in the "under 14" and "45 to 64" brackets than had been true of the male population of the city in April, 1950.<sup>2</sup> Or, if we consider only the population of 14 years old and over (figures for both years relate only to civilians in this case), we note a significant shifting of the age distribution in an "elderly" direction. Men aged 14 to 34 comprised only 29 per cent of the "14 and over" male civilian population in early 1951, as compared with 34 per cent nine months earlier.<sup>3</sup> On the other hand, males from 35 to 64 had increased in relative importance from 55 to 60 per cent of the adult male civilian

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1. This figure was derived by adjusting the 1950 population figure to exclude members of the Armed Forces (calculated by subtracting the civilian labor force from the total labor force) and the institutional population (estimated as slightly higher than the 1940 institutional population).

2. The apparent decline in the number of persons aged 65 and over, particularly among males, is contrary to what we should expect and is probably attributable to the exclusion of persons in institutions from the 1951 data.

3. In making comparisons of this type in the text of the report we shall round percentages to whole numbers. In view of the element of sampling variability, more precise comparisons would be misleading. It should be noted also that comparisons such as the one in the above statement, which apply to two or more adjacent age groups combined, are subject to a proportionately smaller degree of sampling variability than comparisons applying to single age groups. Wherever possible, we shall employ this device of combining adjacent age groups or groups with similar characteristics in order to bring out the more significant relationships in the data.

TABLE 11. PART I. PERCENT OF POPULATION<sup>A</sup> BY AGE AND SEX FOR EACH WORK STATUS GROUP, SAN FRANCISCO, 1940 AND 1950

Current work status, class of worker, sex, and date	Total	Percent	Age in years					
			under 14	14-24	25-34	35-44	45-64	65 and over
<b>Male</b>								
March, 1940								
Total	322,441	100.0	13.3	14.7	18.0	18.4	28.1	7.5
Total 14 years old and over	279,591	100.0	-	17.1	20.7	21.2	32.4	8.6
At work <sup>B</sup>	189,967	100.0	-	11.0	25.6	25.7	34.0	3.7
Not at work <sup>B</sup>	89,624	100.0	-	30.0	10.3	11.6	29.0	19.1
April, 1950								
Total	381,900	100.0	18.7	11.9	16.6	17.4	27.8	9.1
Total 14 years old and over	310,500	100.0	-	14.3	19.5	20.9	34.1	11.2
At work <sup>B</sup>	214,300	100.0	-	9.5	23.2	25.3	36.7	5.3
Not at work <sup>B</sup>	96,200	100.0	-	25.1	11.2	11.2	28.1	24.4
<b>Female</b>								
March, 1940								
Total	312,095	100.0	13.4	15.8	18.7	17.4	25.9	8.8
Total 14 years old and over	270,420	100.0	-	18.3	21.6	20.1	29.8	10.2
At work <sup>B</sup>	81,339	100.0	-	18.6	29.6	24.0	25.4	2.4
Not at work <sup>B</sup>	189,081	100.0	-	18.1	18.1	18.5	31.8	13.5
April, 1950								
Total	393,500	100.0	16.4	13.0	17.5	18.3	24.3	10.4
Total 14 years old and over	328,800	100.0	-	15.6	20.9	22.0	29.1	12.4
At work <sup>B</sup>	122,900	100.0	-	18.1	24.0	26.6	28.4	2.9
Not at work <sup>B</sup>	205,900	100.0	-	14.1	19.0	19.2	29.6	18.1

<sup>A</sup>1940 population includes members of the Armed Forces, who are classified as at work; 1950 total population includes members of the Armed forces, but they have been excluded from all data (including work status data) applying to persons 14 years old and over.

<sup>B</sup>Persons "at work" are persons classified as "employed" in the 1940 and 1950 Censuses (not including those employed on public emergency work in 1940). Persons "not at work" are all other persons. It should be noted that persons "with a job but not at work" were classified as "employed" in 1940 and 1950, but were not classified as "at work" in the Occupational Mobility Survey.

Source: 16th Census of the United States, 1940, Population, Vol. II, Characteristics of Population, Part 1, Table 7, p. 23 and Table 21, p. 542; *ibid.*, Vol. III, The Labor Force, Part 2, Table 5, p. 209; and 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45. (The number of persons under 14 has been calculated, for each sex, by subtracting those 14 years old and over from the total population).

TABLE 11. PART II. PERCENT OF CIVILIAN POPULATION<sup>A</sup> BY AGE AND SEX FOR EACH WORK STATUS AND CLASS OF WORKER GROUP, SAN FRANCISCO, JANUARY-FEBRUARY 1951

Current work status, class of worker, and sex	Total <sup>C</sup>	Percent	Age in Years						
			under 14	14-17	18-24	25-34	35-44	45-64	65 and over
<b>Male</b>									
Noninstitutional civilian population	355,270	100.0	19.6	3.5	6.0	13.7	18.1	30.2	6.9
Under 14 years	69,666	100.0	100.0	--	--	--	--	--	--
14 years and over	285,605	100.0	--	4.4	7.4	17.0	22.5	37.6	11.1
At work	212,320	100.0	--	0.1	5.4	20.6	27.9	40.8	5.2
Private employer	145,683	100.0	--	0.2	7.1	20.8	26.4	40.4	5.1
Government	32,801	100.0	--	--	3.6	25.2	33.8	35.1	2.3
Own business	33,835	100.0	--	--	--	15.3	28.8	47.6	8.3
Not at work	73,285	100.0	--	16.7	13.3	6.5	6.9	28.4	28.2
<b>Female</b>									
Noninstitutional civilian population	389,423	100.0	16.6	4.0	8.0	16.3	18.2	26.5	10.4
Under 14 years	64,535	100.0	100.0	--	--	--	--	--	--
14 years and over	324,888 <sup>B</sup>	100.0	--	4.8	9.7	19.5	21.8	31.7	12.5
At work	119,983	100.0	--	1.0	14.1	22.6	26.4	31.7	4.2
Private employer	95,699	100.0	--	1.2	14.7	24.5	24.6	30.9	4.1
Government	17,243	100.0	--	--	15.8	19.2	29.2	30.0	5.8
Own business	7,041	100.0	--	--	2.1	6.1	42.8	46.9	2.1
Not at work	204,617	100.0	--	7.1	7.0	17.6	19.2	31.7	17.4

<sup>A</sup>Persons in institutions are not included.

<sup>B</sup>Includes 287 females for whom work status was not reported and who are not included in the female "at work" and "not at work" categories.

<sup>C</sup>Individual items do not always add to totals because of the rounding that was necessary when the sample data were converted to a total population basis.

Source: Occupational Mobility Survey, San Francisco, Table H-1 (outline Item II A. 1).

population in the same period.<sup>1</sup>

If we now consider the male population "at work," we find that the total number of civilian men at work had evidently not changed appreciably since April, 1950, but the shifts in an "elderly" direction were apparently even more marked than in the case of the adult male population as a whole. Of males "at work," the "14 to 34" contingent comprised only 26 per cent in early 1951 as compared with 33 per cent nine months earlier. On the other hand, males aged 35 to 64 represented 69 per cent of the working male population, as compared with 62 per cent in April, 1950.

The age distribution of males who were not at work also changed significantly between April, 1950 and early 1951. The proportion of men between 25 and 45 had dropped off to about 13 per cent of the total by early 1951, as compared with 22 per cent nine months earlier, whereas

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1. In studying the footnotes to the tables, the reader will become aware of the fact that, in order to make comparisons (by age groups) between the 1940 and 1950 Census figures and the Occupational Mobility Survey statistics, it has been necessary to use total population data for 1940, total population or civilian population data for 1950 (depending on which were available or seemed most appropriate in the particular instance), and data relating to the civilian noninstitutional population for January-February, 1951. How do these differences affect the comparability of the statistics? In 1940, the difference between the total population and the civilian population was small (5,600 - all male). Civilian population data by age, were they available, would therefore not differ greatly from total population data, by age, even though the numbers of the Armed Forces were probably largely concentrated in the younger adult male age groups. A similar comment applies to the 1950 Census figures since there were only 5,600 males and 300 females in the Armed Forces in the city at the time of the 1950 Census. By early, 1951, the number of persons in the Armed Forces in the city was probably larger than in either 1940 or 1950, but we do not know how much larger, nor do we know to what extent persons who had been included in the civilian population of the city in April, 1950 were serving in the Armed Forces in other parts of the country or abroad by early 1951. The differences between the 1951 data, on the one hand, and the 1940 and 1950 data, on the other, evidently reflect the impact of the draft to a considerable extent, but this would hold true even if we were in a position to utilize civilian population data for 1940 and 1950 in all our comparisons.

The effect of the exclusion of persons in institutions from the 1951 data is not very important and evidently shows up chiefly in the "65 years and over" age bracket.

The difference between the definition of employed persons, as used in the 1940 and 1950 Censuses, and of persons "at work," as used in the Occupational Mobility Survey, also affects the comparability of the statistics, but only to a very minor extent. The effect of adding "persons with a job but not at work" to total persons at work in early 1951 would change the figures only to a very minor extent.

the relative importance of the youngest and oldest brackets increased somewhat.

The reasons for these shifts become quite clear if we examine Tables 12 and 13, which show the absolute numbers and the proportions at work and not at work for each age group.<sup>1</sup> The number of men "at work" between the two dates declined in the "14 to 34" age brackets but increased in the "35 to 64" brackets. At the same time, the number of men "not at work" declined in all age brackets, but especially among men aged 25 to 64. The proportion of men "at work" increased for all age brackets except the "14 to 24" group, while the proportion of men "not at work" decreased for all age brackets except the "14 to 24" group. Evidently, the jobs of younger men who had withdrawn from the civilian population, presumably to enter the Armed Forces, were filled in large part by somewhat older men who had not been at work at the time of the 1950 Census. So far as the youngest age bracket was concerned (14 - 24), the draft apparently affected chiefly the "at work" group, with the result that the proportion of men who were not at work in this age bracket rose considerably between the two dates.

The changes in the size and composition of San Francisco's female population between April, 1950 and January-February, 1951 were much less marked. The decline in the total number of females was quite small, and the shifts in the age composition of the female contingent were not large enough to be regarded as necessarily significant. Even the shifts that occurred in the age composition of women at work, while suggesting a slight increase in the relative importance of the older age brackets, were not large enough to be considered significant after allowing for sampling variability. Nor were there any appreciable changes in the total number of women at work or in the proportion at work.

Thus the Korean crisis and its aftermath had had marked effects on the male population of San Francisco by early 1951 but had not materially affected the female population, at least with respect to such factors as age distribution and employment status. If, however, we compare the civilian population of working age in early 1951 with that in 1940, we are struck by the marked "aging" which had occurred in both the male and female contingents, but especially among the males.

#### The Employed Civilian Population by Class of Worker

In 1940, San Francisco workers were distributed among the various classes of work in very much the same proportions as workers in urban areas generally (see Table 14). The most marked change which occurred from 1940 on was the increase in the relative importance of government employment -- a change which was going on, of course, all over the country. By 1951, the contrast with the 1940 situation, especially with respect to male employment, was quite pronounced.<sup>2</sup> The increase in the relative

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1. In considering the shifts in absolute numbers in Table 12, the element of sampling variability should be kept in mind.

2. To the extent that the 1951 survey data present a different picture from the 1950 Census data, the differences in most cases are either not significant or represent a continuation of 1940-50 trends. We shall therefore confine our discussion to a comparison between the 1951 and 1940 data.

TABLE 12. WORK STATUS OF THE POPULATION<sup>A</sup> 14 YEARS OLD AND OVER, BY AGE AND SEX, SAN FRANCISCO, 1940 AND 1950

Date, age, and sex	Total population		At work <sup>C</sup>		Not at work <sup>C</sup>	
	Number <sup>B</sup>	Percent	Number	Percent	Number	Percent
<b>March, 1940</b>						
Total males	279,591	100.0	189,967	67.9	89,624	32.1
14-24	47,712	100.0	20,796	43.6	26,916	56.4
25-34	57,829	100.0	48,636	84.1	9,193	15.9
35-44	59,267	100.0	48,830	82.4	10,437	17.6
45-64	90,624	100.0	64,660	71.3	25,964	28.7
65 and over	24,159	100.0	7,045	29.2	17,114	70.8
Total females	270,420	100.0	81,339	30.1	189,081	69.9
14-24	49,445	100.0	15,118	30.6	34,327	69.4
25-34	58,292	100.0	24,101	41.3	34,191	58.7
35-44	54,433	100.0	19,536	35.9	34,897	64.1
45-64	80,702	100.0	20,616	25.5	60,086	74.5
65 and over	27,548	100.0	1,968	7.1	25,580	92.9
<b>April, 1950</b>						
Total males	310,500	100.0	214,300	69.0	96,200	31.0
14-24	44,500	100.0	20,300	45.6	24,200	54.4
25-34	60,600	100.0	49,800	82.2	10,800	17.8
35-44	65,000	100.0	54,200	83.4	10,800	16.6
45-64	105,800	100.0	78,700	74.4	27,100	25.6
65 and over	34,800	100.0	11,300	32.5	23,500	67.5
Total females	328,800	100.0	122,900	37.4	205,900	62.6
14-24	51,200	100.0	22,200	43.4	29,000	56.6
25-34	68,600	100.0	29,500	43.0	39,100	57.0
35-44	72,200	100.0	32,700	45.3	39,500	54.7
45-64	95,800	100.0	34,900	36.4	60,900	63.6
65 and over	40,900	100.0	3,600	8.8	37,300	91.2

<sup>A</sup>1940 data relate to the total population (including 5,800 males who were in the Armed Forces and were classified as at work); 1950 data have been adjusted to relate to the civilian population.

<sup>B</sup>Individual items (for 1950) do not always add to totals because of rounding.

<sup>C</sup>See Footnote B, Table 11, for definitions of persons "at work" and "not at work", 1940 and 1950.

Sources: 16th Census of the U. S., Population, Vol. III, The Labor Force, Part 2, Table 5, p. 209; and 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45.

TABLE 13. WORK STATUS OF THE CIVILIAN NONINSTITUTIONAL POPULATION 14 YEARS OLD AND OVER, BY AGE AND SEX, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Age and sex	Total population		At work		Not at work <sup>A</sup>					
	Number	Percent	Number	Percent	Total		Worked 1940-49		No work 1940-49	
					Number	Percent	Number	Percent	Number	Percent
Total males <sup>B</sup>	285,605	100.0	212,320	74.3	73,285	25.7	39,745	13.9	33,540	11.8
14-24	33,835	100.0	11,821	34.9	22,015	65.1	3,103	9.2	18,912	55.9
25-34	48,463	100.0	43,735	90.2	4,728	9.8	3,398	7.0	1,330	2.8
35-44	64,272	100.0	59,249	92.2	5,024	7.8	4,433	6.9	591	0.9
45-64	107,416	100.0	86,583	80.6	20,833	19.4	16,696	15.5	4,137	3.9
65 and over	31,619	100.0	10,934	34.6	20,685	65.4	12,116	38.3	8,570	27.1
Median age	44.4		43.5		47.3		50.4		22.9	
Total females <sup>B</sup>	324,888	100.0	119,983	36.9	204,905 <sup>C</sup>	63.1	75,582	23.3	129,323 <sup>D</sup>	39.8
14-24	46,987	100.0	18,106	38.5	28,882	61.5	6,035	12.9	22,847	48.6
25-34	63,368	100.0	27,158	42.9	36,210	57.1	23,565	37.2	12,645	19.9
35-44	70,840	100.0	31,612	44.6	39,228	55.4	16,525	23.3	22,703	32.1
45-64	103,027	100.0	38,078	37.0	64,949	63.0	22,703	22.0	42,245	41.0
65 and over	40,665	100.0	5,029	12.4	35,636	87.6	6,754	16.6	28,882	71.0
Median age	42.4		39.7		44.5		40.0		46.5	

<sup>A</sup>Includes persons with a job but not at work and persons seeking work as well as nonworkers.

<sup>B</sup>Individual items do not always add to totals because of the rounding that was necessary when the sample data were converted to a total population basis.

<sup>C</sup>Includes 287 females whose work status was not reported.

<sup>D</sup>Includes 431 females whose work experience was not reported.

Source: Occupational Mobility Survey, San Francisco, Tables H-1 and H-12 (Substitute for Outline Item II D.2).

TABLE 14. PERCENT OF EMPLOYED WORKERS 14 YEARS OLD AND OVER BY CLASS OF WORKER, FOR EACH SEX, SAN FRANCISCO, 1940 AND 1950, AND URBAN UNITED STATES, 1940, AND FOR EACH AGE GROUP AND SEX, SAN FRANCISCO, JANUARY-FEBRUARY, 1951.

Area, age, sex, and date	Total	Percent	Private employer	Government	Own business
<b>Male</b>					
Urban United States					
March, 1940	19,225,335 <sup>A</sup>	100.0	77.0	8.8 <sup>A</sup>	14.2 <sup>B</sup>
San Francisco					
March, 1940	183,879	100.0	76.7	8.0	15.3 <sup>B</sup>
April, 1950	214,100	100.0	73.9	13.2	12.9 <sup>B</sup>
January-February, 1951	212,320 <sup>C</sup>	100.0	68.6	15.5	15.9
14-34	55,556	100.0	73.7	17.0	9.3
35-44	59,249	100.0	64.8	18.7	16.5
45 and over	97,517	100.0	68.0	12.6	19.4
<b>Female</b>					
Urban United States					
March, 1940	8,171,721 <sup>A</sup>	100.0	82.3	10.5 <sup>A</sup>	7.2 <sup>B</sup>
San Francisco					
March, 1940	80,217	100.0	83.5	8.7	7.8 <sup>B</sup>
April, 1950	122,200	100.0	80.8	15.5	3.7 <sup>B</sup>
January-February, 1951	119,983 <sup>C</sup>	100.0	79.7	14.4	5.9
14-34	45,264	100.0	85.4	13.3	1.3
35-44	31,612	100.0	74.5	15.9	9.6
45 and over	43,107	100.0	77.7	14.3	8.0

<sup>A</sup>Includes members of the Armed forces, but all San Francisco data in the table have been adjusted, where necessary, to exclude members of the Armed Forces.

<sup>B</sup>Percentages calculated after adjusting data to exclude unpaid family workers, who are not classified as workers in the Occupational Mobility Survey.

<sup>C</sup>Individual items do not always add to totals because of rounding.

Sources: 16th Census of the U.S., 1940, Population, Vol. III, The Labor Force, Part 1, Tables 1-3, pp. 15-17 (for Urban U.S. data); 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45; and Occupational Mobility Survey, San Francisco, Table H-1 (Outline Item II. A. 2).

position of government employment had been offset by a decline in the proportion of males in private employment, while the percentage of males in their "own business" had remained approximately the same.

Among females, the changes were similar but not quite as marked. The proportion of women in their "own business" had been smaller, and the percentages in government and private employment somewhat larger, in 1940 than in the case of males. By early 1951, the proportion of women in private employment was considerably higher than the corresponding proportion of men, while the percentages employed in government were not significantly different as between the two sexes.

Private employment was relatively more important for the younger age groups (14 to 34) in the case of both sexes, while government employment occupied a comparatively large proportion of the "35 to 44" group, and self-employment, as we would expect, tended to be comparatively important for the older age brackets.<sup>1</sup> The differences in the age distributions of workers in the three classes of work (see Table 11, Part II) reflect these contrasts.

From the point of view of the manpower problems posed by a national emergency, the fact that government employment occupied so large a proportion of workers in early 1951, as compared with the 1940 situation, is of considerable significance. As the defense program develops, the demand for government workers will increase well beyond the levels of early 1951, and the working force available to the private sectors of the economy may be correspondingly reduced. If the manpower situation becomes "tight" it may become necessary to restrict the less essential governmental activities.

#### Employment by Marital Status

In 1940, San Francisco had a somewhat smaller proportion of married persons and a larger proportion of widowed or divorced persons than the nation as a whole (see Table 15). The percentage of widowed or divorced women was particularly high. The proportion of single men was somewhat higher in the city than in the nation, whereas the proportion of single women was slightly lower in the city than in the country as a whole.

Between 1940 and 1950, the changes which occurred in San Francisco were, on the whole, in line with nationwide trends, though apparently not as pronounced.<sup>2</sup> The high marriage rates which characterized the decade led to a decline in the proportion of single persons and a rise in the proportion of married persons in the ten-year period. At the end of the decade, the city still showed much the same differences from

1. In the case of women, the proportion in the "own business" category appears to be somewhat larger for the 35 to 44 group than for the 45 and over group, but the difference is not large enough to be significant.
2. The 1950 percentages are, of course, subject to sampling variability.

TABLE 15. PERCENT OF TOTAL PERSONS<sup>A</sup> 15 YEARS OLD AND OVER BY MARITAL STATUS AND SEX, SAN FRANCISCO, 1944, AND OF TOTAL PERSONS 14 YEARS OLD AND OVER BY MARITAL STATUS AND SEX, SAN FRANCISCO, 1940, 1950, AND 1951, AND UNITED STATES, 1940 AND 1950

Area and date	Males					Females				
	Total	Percent	Single	Married	Widowed and divorced	Total	Percent	Single	Married	Widowed and divorced
United States										
Persons 14 years old and over (000 omitted)										
April, 1940	50,554	100.0	34.8	59.7	5.5	50,549	100.0	27.6	59.5	12.9
April, 1950	54,923	100.0	26.2	67.8	6.0	56,991	100.0	20.4	65.5	14.1
San Francisco										
Persons 15 years old and over										
April, 1944	270,130	100.0	28.1	64.3	7.6	316,750	100.0	23.4	59.6	17.0
Persons 14 years old and over										
April, 1940	279,591	100.0	37.4	54.7	7.9	270,412	100.0	26.2	54.3	19.5
April, 1950	316,100	100.0	29.9	60.3	9.8	328,900	100.0	21.8	57.4	20.8
January-February, 1951	285,605	100.0	24.0	67.3	8.7	324,888	100.0	18.8	58.5	22.7

<sup>A</sup>1940 and 1950 data relate to the total population; 1944 data relate to the resident population, excluding members of the Armed Forces living in military installations; and 1951 data relate to the civilian noninstitutional population.

Sources: 16th Census of the U.S., 1940, Population, Vol. IV, Characteristics by Age, Part 2, Table 8, p. 184, and Table 10, p. 189; 1950 Census of Population; Preliminary Reports, Series PC-5, No. 45, and Series PC-7, No. 1; U.S. Bureau of the Census, Population, Series CA-3, No. 3; and Occupational Mobility Survey, San Francisco, Table H-2. ("Separated" persons have been included with married persons throughout the table, to conform with the grouping used by the Census in 1940, 1944, and 1950.)

the national pattern as it had in 1940, although in some respects the deviations were more pronounced than they had been ten years earlier. The proportion of married persons was considerably below the nationwide percentage in the case of both males and females.<sup>1</sup>

The marital characteristics of the civilian male population of San Francisco in early 1951 were significantly different from those of the male population as a whole at the time of the 1950 Census. In the light of what we have already observed about the apparent effects of the draft, the differences are in line with what we should expect, showing a drop in the proportion of single men and a rise in the proportion of married men. For the female population, the differences between the 1950 and 1951 percentages were not large enough to be necessarily significant, but the effect of the changes which apparently occurred was to accentuate the contrasts with the 1940 situation. One point that is worth stressing is that by early 1951, approximately 23 per cent of the female population of San Francisco was composed of widowed or divorced women, as compared with only about nine per cent of the men.

The proportions at work in the various marital status groups are, of course, quite different for the two sexes, with married men showing the highest employment rates for males and married women the lowest rates for females. In 1940, San Francisco employment rates were somewhat higher for all marital status categories than national rates (see Table 16). By 1951, the proportions of women at work in all three broad categories had increased quite considerably over 1940, with the largest increase showing up in the "widowed and divorced" group. Employment rates for the various groups of men had increased much less, while the proportion of single men at work was apparently somewhat smaller than in 1940.<sup>2</sup>

Table 17 shows the 1951 employment rates in greater detail, indicating that for both males and females, the proportions of divorced persons at work were very much higher than the corresponding percentages of widowed persons. Separated men appear to have had an employment rate very close to that of married men, while the rate for separated women was very close to that for divorced women.

Among men, there were no significant differences within the 25 to 34 age bracket in employment rates for the various marital status categories -- rates for all categories were high -- but differences showed up within the other age groups and tended to broaden out at the upper end of the age scale. The comparatively high employment rate for married men in the 18 to 24 age bracket is what we should expect, but the differences between the rates for married men and those for other marital status groups at the upper end of the age scale are less

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1. The fact that the proportion of single women in the city was slightly above the nationwide proportion in 1950 (reversing the 1940 relationship) should not be regarded as especially significant, since the difference was small enough to fall within the range of sampling variability.

2. The difference was not large enough to be considered significant but is consistent with the fact that the proportion of men at work in the 14 to 24 age bracket had also declined.

TABLE 16. PERCENT OF PERSONS 14 YEARS OLD AND OVER AT WORK BY MARITAL STATUS AND SEX, SAN FRANCISCO AND UNITED STATES, 1940, AND SAN FRANCISCO, 1951<sup>A</sup>

Marital status and sex	San Francisco				United States	
	1940		1951		1940	
	Total	Percent at work <sup>B</sup>	Total <sup>C</sup>	Percent at work	Total (000 omitted)	Percent at work <sup>B</sup>
<b>Male</b>						
Total 14 years old and over	279,591	67.9	285,605	74.3	50,554	67.3
Single	104,590	53.3	68,557	53.7	17,593	48.4
Married or separated	152,801	80.4	192,225	83.7	30,192	80.1
Widowed or divorced	22,200	51.2	24,823	58.9	2,768	48.2
<b>Female</b>						
Total 14 years old and over	270,420	30.1	324,888	36.9	50,549	22.0
Single	70,763	49.1	61,213	56.3	13,936	38.3
Married or separated	146,750	20.4	190,105	28.2	30,090	13.9
Widowed or divorced	52,907	31.5	73,570	43.4	6,523	25.0

<sup>A</sup>1940 data relate to total population; 1951 data relate to civilian noninstitutional population.

<sup>B</sup>See Footnote B, Table 11, for definition of persons "at work" and "not at work" in 1940.

<sup>C</sup>Individual items do not always add to totals because of rounding.

Sources: 16th Census of the U.S., 1940, Population, Vol. IV, Characteristics by Age, Part 2, Table 8, p. 184, and Table 10, p. 189; ibid., Vol. III, The Labor Force, Part 1, Table 6, p. 22, and Part 2, Table 8, p. 214; 1950 Census of Population: Preliminary Reports, Series PC-7, No. 1 (for 1940 U.S. data on marital status of persons 14 years old and over); and Occupational Mobility Survey, San Francisco, Table H-2. (1940 San Francisco data on marital status of total population were adjusted to apply to the population 14 years old and over).

TABLE 17. PERCENT OF PERSONS 14 YEARS OLD AND OVER AT WORK  
FOR EACH AGE, MARITAL STATUS, AND SEX GROUP,  
SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Marital status and sex	Total persons <sup>A</sup> (1)	Total at Work <sup>A</sup> (2)	Ratio of (2) to (1)	Age in years					
				14-17	18-24	25-34	35-44	45-64	65 and over
<b>Male</b>									
Total 14 years old and over	285,605			12,559	21,276	48,463	64,272	107,416	31,619
Total 14 years old and over at work		212,320		296	11,525	43,735	59,210	86,583	10,934
Percent at work			74.3	2.4	54.2	90.2	92.2	80.6	34.6
Single	68,557	36,790	53.7	2.4	44.6	91.0	91.4	71.9	17.8
Married	188,088	157,356	83.7	--	76.3	89.8	93.2	83.7	46.2
Widowed	10,934	4,728	43.2	--	--	100.0	100.0	65.5	22.0
Divorced	13,889	9,899	71.3	--	66.8	91.0	75.0	73.2	25.0
Separated	4,137	3,546	85.7	--	100.0	100.0	87.5	84.6	--
<b>Female</b>									
Total 14 years old and over	324,888			15,662	31,325	63,368	70,840	103,027	40,665
Total 14 years old and over at work		119,983		1,150	16,956	27,158	31,612	38,073	5,029
Percent at work			36.9	7.3	54.1	42.9	44.6	37.0	12.4
Single	61,213	34,486	56.3	7.4	68.6	84.7	91.5	80.3	27.8
Married	182,489	48,855	26.8	--	38.0	29.4	30.0	22.6	6.5
Widowed	49,286	16,381	33.2	--	--	75.0	80.8	48.3	11.9
Divorced	24,284	15,519	63.9	--	75.0	88.6	75.5	51.7	6.7
Separated	7,616	4,742	62.3	--	40.0	70.0	66.7	66.7	--

<sup>A</sup>Individual items do not always add to totals because of rounding.

Source: Occupational Mobility Survey, San Francisco, Table H-2 (Outline Item II.A.3).

easily explained. It may well be that married men tend to represent the more stable elements in the older male population. So far as widowed men are concerned, their relatively low employment rates are probably explained by the fact that, within any given age group, the widowed men would tend to be comparatively old.

Among females, the employment rates for married women were comparatively low, and those for single women high, in all age brackets. Rates for the other marital status groups were quite high in the 25 to 44 age brackets but tapered off in the older age brackets. Analysis of Table 17 suggests that probably the largest reservoir of potential workers in San Francisco in early 1951 was to be found among women aged 45 to 64. The employment rate for single women in this age bracket was very high, and there is no apparent reason why, in a full-scale emergency, the other female marital status groups in this age bracket could not be employed in considerably increased proportions. In all, there were some 65,000 women in this age group who were not at work in San Francisco in early 1951.

#### Employment of Married Women with Children

In 1940, as one would expect on the basis of the age data in Table 4, San Francisco had comparatively few families with young children. Only 19 per cent of the families in the city had children under 10 years of age,<sup>1</sup> as compared with 30 per cent of all families in urban areas of the country. This undoubtedly helped to explain the comparatively high proportion of married women who were employed in the city at that time.

In early 1951, only about 25 per cent of the married women in the city had any children under six years of age (see Table 18). Practically all these women with young children were under 45 years old. Less than two per cent of the women in the "45 to 64" group had any children under six. Well over half the women in the city, moreover, had no children under eighteen years of age.

Unfortunately, there are no directly comparable data for San Francisco for earlier years. In the light of what has already been said about trends in the birth rate in the city between 1940 and 1951, it is likely that the proportion of married women with children under six was somewhat higher in 1951 than in 1940, but we do not know by how much.

As Table 19 clearly indicates, the employment rates of women with no children under 18 years of age were a great deal higher than the corresponding rates for women who had children under 18, particularly in the "25 to 34" and "35 to 44" age brackets. Less marked differences prevailed, on the whole, between the employment rates of women who had "no children under six but one or more children from six to 17 years of age" and those of women with one or more children under six years of age. In other words, the presence of children under 18 apparently presented an important barrier to the employment of married women, even in the cases of those women whose children were all old enough to be in school.

1. See 16th Census of the United States. Population and Housing, Families: General Characteristics: States, Cities of 100,000 or More, and Metropolitan Districts of 200,000 or More, Table 3, p. 14 and Table 47, p. 204.

TABLE 18. PERCENT OF MARRIED WOMEN 14 YEARS OLD AND OVER BY PRESENCE OF CHILDREN FOR EACH AGE GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Age	Total married women <sup>A</sup>	Percent	With no children under 6 years old			With 1 or more children under 6 years old		
			Total	No children 6-17 years old	1 or more children 6-17 years old	Total	No children 6-17 years old	1 or more children 6-17 years old
Total	182,489	100.0	75.1	57.1	18.0	24.9	15.7	9.1
14-24	14,513	100.0	53.5	51.5	2.0	46.5	42.6	3.9
25-34	47,850	100.0	46.8	35.4	11.4	53.2	35.5	17.7
35-44	50,149	100.0	75.6	39.8	35.8	24.4	10.3	14.1
45-64	61,069	100.0	98.4	83.3	15.1	1.6	0.7	0.9
65 and over	8,909	100.0	100.0	100.0	—	—	—	—

<sup>A</sup>Individual items do not add to total because of rounding.

Source: Occupational Mobility Survey, San Francisco, Table H-17.

TABLE 19. PERCENT OF MARRIED WOMEN 14 YEARS OLD AND OVER AT WORK FOR EACH AGE AND PRESENCE-OF-CHILDREN GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Age	Total married women <sup>A</sup> (1)	Total married women at work (2)	Ratio of (2) to (1)	With no children under 6 years old			With 1 or more children under 6 years old		
				Total	No children 6-17 years old	1 or more children 6-17 years old	Total	No children 6-17 years old	1 or more children 6-17 years old
Total married women	182,489			137,082	104,177	32,905	45,406	28,738	16,668
Total married women at work		48,855		42,389	35,492	6,897	6,466	4,023	2,443
Percent at work			26.8	30.9	34.1	21.0	14.2	14.0	14.7
14-24	14,513	5,460	37.6	57.4	57.7	50.0	14.9	14.0	25.0
25-34	47,850	14,082	29.4	45.5	53.4	21.1	15.3	14.4	16.9
35-44	50,149	11,944	29.8	35.6	48.2	21.6	11.8	11.1	12.3
45-64	61,069	13,794	22.6	22.7	23.4	18.7	14.3	33.4	—
65 and over	8,909	575	6.5	6.5	6.5	—	—	—	—

<sup>A</sup>Individual items do not add to total because of rounding.

Source: Occupational Mobility Survey, San Francisco, Table H-17 (Outline Item II. A. 4).

TABLE 20. PERCENT OF MARRIED WOMEN IN THE LABOR FORCE FOR EACH AGE AND PRESENCE-OF-CHILDREN GROUP, SAN FRANCISCO-OAKLAND METROPOLITAN DISTRICT, 1940 AND 1944

(Including only married women 18 to 64 years old, with husband present.)

Date and age	Total	Total in the labor force	Percent in the labor force		
			Total	With no children under 10 years old	With 1 or more children under 10 years old
<u>March, 1940</u>					
Total married women, 18 to 64 years old, husband present	306,160	55,940	18.3	22.8	7.7
18-24	29,660	5,740	19.4	31.5	3.7
25-34	90,280	19,920	22.1	38.3	8.3
35-44	84,740	16,880	19.9	24.8	8.4
45-64	101,480	13,400	13.2	13.4	8.2
<u>April, 1944</u>					
Total married women, 18 to 64 years old, husband present	409,290	121,485	29.7	37.4	14.3
18-24	41,475	13,370	32.2	55.4	12.9
25-34	123,585	36,855	29.8	56.4	13.3
35-44	114,975	42,070	36.6	44.9	16.7
45-64	129,255	29,190	22.6	22.7	20.5

Source: U. S. Bureau of the Census, Population, Series CA-3, No. 3.

Some rough comparisons can be made between the employment rates of married women in San Francisco City in early 1951 and the labor force participation rates of married women in the San Francisco-Oakland Metropolitan Area in 1940 and 1944 (Table 20). Thus, it is interesting to note that the percentages of married women employed in early 1951 in the city were considerably higher for all comparable age groups than the labor force participation rates of married women in the Metropolitan Area in 1940.<sup>1</sup> What is perhaps more significant is the fact that the employment rates of San Francisco married women in early 1951 were not very much below the labor force participation rates of married women in the Metropolitan Area in April, 1944, when wartime employment was close to its peak. Surprisingly enough, moreover, the percentage of San Francisco married women with children under six who were employed in early 1951 was practically equal to the percentage of married women with children under 10 in the Metropolitan Area who were in the labor force in April, 1944. In this connection, it is worth mentioning the fact that the child care centers which were established in California during the war under the Federal Lanham Act have been continued throughout the post-war period under the auspices of the State Government, although on a year-to-year basis. The availability of these child care centers may well have had some influence on the employment rates of married women with young children.

#### Employment within Families

In 1940, more than a fifth of San Francisco's families had no employed members (see Table 21). This large percentage, of course, reflected in part the very considerable amount of unemployment which prevailed at the time of the 1940 Census. Well over half of the families in the city had only one employed member, while 17.6 per cent had two employed members. Only a very small proportion of the families had more than two employed workers.

In early 1951, the percentage of families with no persons currently at work was very much smaller than it had been in 1940 although more than ten per cent of the city's families had no members currently employed. The proportion of families with one worker was only slightly higher than in 1940, but a considerably higher percentage of families had two workers than had been the case eleven years earlier. The proportion of families with more than two workers was still very small.

There was, of course, a direct relationship between the number of persons aged 14 and over in a family and the number of persons at work in the family, but as the means for families of various sizes clearly indicate, employment within a family did not increase in proportion to the increase in the number of persons aged 14 and over in the family. There were no families, moreover, with more than four workers.

Among families with female heads, the proportion with no workers

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1. The reader will note that the data lack comparability in a number of important respects, in addition to those mentioned in the text (see Tables 20 and 21).

TABLE 21. PERCENT OF FAMILIES BY NUMBER OF PERSONS CURRENTLY AT WORK, MARCH 1940, AND OF FAMILIES CLASSIFIED BY SEX OF HEAD AND NUMBER OF PERSONS 14 YEARS OLD AND OVER, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Number of persons in family 14 years old and over and sex of head	Total	Percent	Mean number of persons at work	Number of persons currently at work				
				None	1	2	3	4 or more <sup>A</sup>
March, 1940								
Total families	207,640	100.0	1.1	21.2	56.8	17.8	3.2	1.0
January-February, 1951								
Total families	213,936	100.0	1.2	11.5	58.7	26.6	2.8	0.6
Total families with male head	187,497 <sup>B</sup>	100.0	1.3	9.9	59.0	27.7	2.8	0.6
Number of persons 14 years old and over in family								
1	296	100.0	1.0	-	100	-	-	-
2	140,217	100.0	1.1	11.6	61.1	24.3	-	-
3	32,653	100.0	1.4	6.8	49.3	38.0	5.9	-
4	9,752	100.0	1.9	1.5	33.3	40.9	18.2	6.1
5	3,516	100.0	2.3	-	25.0	33.3	33.3	8.3
6	887	100.0	2.5	-	16.7	33.3	33.3	16.7
7 or more	148	100.0	4.0	-	-	-	-	100.0
Total families with female head	26,439 <sup>B</sup>	100.0	1.0	22.3	56.0	18.5	2.7	0.5
Number of persons 14 years old and over in family								
1	4,451	100.0	.4	61.3	38.7	-	-	-
2	15,038	100.0	1.0	19.0	63.8	17.1	-	-
3	5,604	100.0	1.4	5.1	53.9	35.9	5.1	-
4	1,150	100.0	2.0	-	37.5	25.0	37.5	-
5	144	100.0	4.0	-	-	-	-	100.0
6	-	-	-	-	-	-	-	-
7 or more	-	-	-	-	-	-	-	-

<sup>A</sup>In the 1951 Occupational Mobility Survey there were no families in which more than 4 persons were at work. It was therefore possible to calculate the mean on the assumption that all families in the "4 or more" group had precisely 4 persons at work. This assumption was also used in calculating the mean for the 1940 data, although no detailed figures were available for 1940 on the composition of the "4 or more" group.

<sup>B</sup>Individual items do not always add to totals because of rounding.

Sources: 16th Census of the U.S., 1940, Population and Housing, Families: General characteristics, states, cities of 100,000 or more, and Metropolitan Districts of 200,000 or more, Table 56, p. 257; and Occupational Mobility Survey, San Francisco, Table H-18 (Outline Item II. A. 5).

was considerably higher than among families with male heads. This we should expect, in view of the fact that many widowed, divorced or separated women (who would typically head such families) are provided with "unearned" income of some type. The proportion of families with female heads which had one worker was almost as large as in the case of families with male heads, but there was a somewhat smaller proportion with two workers.

### Manpower Implications

In this and subsequent chapters we shall attempt at the end of each chapter to summarize the points which are most relevant to the problem of estimating potential manpower in San Francisco. These are the most important conclusions to be drawn from the material in Chapter II:

1. The adult male civilian noninstitutional population (14 years old and over) of San Francisco in early 1951 was only a little larger (about nine per cent) than in 1940. A substantial number of young adult males had apparently been drafted by early 1951, and the age composition of the adult civilian males, both "at work" and "not at work," was comparatively elderly. The possibilities of expanding male employment in San Francisco appeared rather limited, on the basis of the resident male civilian population. Relatively few men were "not at work", (about 24 per cent less than in 1940) and most of these men were in the older age brackets. Any substantial additions to the male employed group, particularly in the younger age brackets, would depend on net in-migration such as that which occurred during World War II.

2. The female adult civilian noninstitutional population presented quite a different picture, having increased by about 21 per cent since 1940. The number of women at work had increased about 48 per cent, while the number of women "not at work" had increased only eight per cent. The age distribution of the city's women, both of those "at work" and those "not at work" was slightly more elderly than in 1940, but the changes in this respect had not been as great as in the case of men. The total number of women "not at work," moreover, was evidently over 200,000.

3. The proportion of married women in the city was well below the corresponding nationwide percentage in 1950, and had not increased significantly by early 1951. Approximately 44 per cent of all women 14 years old and over in the city were single, divorced, widowed, or separated, and employment rates for these women were comparatively high. Employment rates for married women were also comparatively high, although they were considerably below those of other female marital status groups. Thus, in San Francisco, the problem posed by the relative unavailability of married women for employment was considerably less important than elsewhere.

4. The presence of children under 18 presented an important barrier to the employment of married women, but approximately 57 per cent of San Francisco's married women had no children under 18, and 75

per cent had no children under six years of age. There was some evidence, moreover, that the World War II experience had had a lasting impact on the attitudes of married women, even with young children, toward employment.

5. Perhaps the most promising reservoir of potential workers in the city in early 1951 consisted of women aged 45 to 64. There were about 65,000 such women, and only an insignificant proportion of them had any children under six. The high employment rate for single women in this age group (80 per cent) would tend to suggest that the great majority of women between the ages of 45 and 65 would be quite capable of performing satisfactory work (though not necessarily, of course, in every occupation or industry).

## CHAPTER III

### THE MIGRANTS

San Francisco had a far larger proportion (37 per cent) of migrants in its civilian population 14 years old and over early in 1951 than any other city in this survey except Los Angeles, which had 46 per cent. Furthermore, three-fifths of these migrants had lived in the metropolitan area five years or less. This evidence of substantial postwar in-migration is somewhat surprising in view of the fact that our analysis of population statistics indicated net out-migration of some 26,000 from San Francisco between 1945 and 1950.<sup>1</sup> But it is not so surprising if we recall what was said earlier about the extent of both in-migration and out-migration that is constantly going on. Apparently, the postwar period was no exception in this respect.

At this point, it is necessary to call attention to the fact that the migration data in the present survey are not precisely comparable with the 1935-40 migration data which were discussed in Chapter I.<sup>2</sup> For purposes of the Occupational Mobility Survey (San Francisco sample), a "migrant" was defined as a person living in San Francisco in January-February, 1951 who had lived in the San Francisco-Oakland Standard Metropolitan Area less than 12 years. Thus, a person residing in San Francisco at the time of the survey who had moved to the city from some other part of the same metropolitan area within the previous eleven years was not classified as a migrant. The 1935-40 migration data, on the other hand, were based on the answers to a question asked in the 1940 Census as to where a person resided in 1935. Every individual who lived in a different county (or quasi-county) in 1940 from the one in which he had lived in 1935 was classified as a "migrant". Furthermore, he was an "in-migrant" to the county in which he lived in 1940 and an "out-migrant" from the county in which he had lived in 1935.

For practical purposes, some rough comparisons can be made between the 1935-40 migration data and the migration data in the present survey, in spite of these differences in definition, in view of the fact that the volume of migration to San Francisco from other parts of the San Francisco-Oakland Standard Metropolitan Area evidently represents only a comparatively small proportion of total migration to the city.<sup>3</sup> Furthermore, the definition of a migrant in the Occupational Mobility Survey data corresponds with the definition used in the 1944 sample population survey. We shall have occasion to make use of this comparability with the 1944 data in the concluding section of this chapter.

Table 22 clearly indicates, as we might expect, that the proportion of migrants in the younger age groups was very much higher than in the older age groups. Particularly striking is the fact that nearly 60 per cent of the women between the ages of 14 and 35 in San Francisco in early 1951 were migrants.

1. See Table 2.

2. Cf. pp. 4-5, above.

3. The boundary lines of the City and County of San Francisco are identical. Thus, statistics relating to the City and those relating to the County may be used interchangeably.

TABLE 22. RATIO OF MIGRANTS<sup>A</sup> TO TOTAL PERSONS 14 YEARS OLD AND OVER FOR EACH WORK STATUS, CLASS OF WORKER, AGE, AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Current work status, class of worker, and sex	Total persons <sup>B</sup> (1)	Migrants <sup>B</sup> (2)	Ratio of (2) to (1)	Age in years			
				14-34	35-44	45-64	65 and over
<b>Male</b>							
Total 14 years old and over	285,605			82,298	64,272	107,416	31,619
Migrants 14 years old and over		97,369		39,893	26,152	27,039	4,285
Ratio of migrants to total persons			34.1	48.5	40.7	25.2	13.6
At work	212,320	75,501	35.6	53.5	38.4	24.4	17.6
Private employer	145,683	55,555	38.1	52.7	41.9	27.3	24.0
Government	32,801	11,672	35.6	53.1	38.7	20.5	-
Own Business	33,835	8,274	24.5	60.0	24.2	16.5	5.3
Not at work	73,285	21,867	29.8	38.1	67.6	28.4	11.4
<b>Female</b>							
Total 14 years old and over	324,888 <sup>C</sup>			110,355	70,840	103,027	40,665
Migrants 14 years old and over		128,604		64,086	29,313	28,738	6,466
Ratio of migrants to total persons			39.6	58.1	41.4	27.9	15.9
At work	119,983	56,615	47.2	61.9	50.0	32.8	5.7
Private employer	95,699	47,275	49.4	62.5	51.8	36.4	3.7
Government	17,243	6,897	40.0	59.5	42.9	19.4	14.3
Own Business	7,041	2,443	34.7	49.9	47.6	21.7	-
Not at work	204,904 <sup>C</sup>	71,990	35.1	55.4	34.4	25.0	17.3

<sup>A</sup>Migrants are all persons who had lived in San Francisco-Oakland Standard Metropolitan Area less than 12 years.

<sup>B</sup>Individual items do not always add to totals because of rounding.

<sup>C</sup>Includes 287 females for whom work status was not reported. In view of the fact that such persons were classified by the Census as "not at work" in tabulating the work status of migrants, all females for whom work status was not reported were so classified in computing the above table.

Source: Occupational Mobility Survey, San Francisco, Tables H-1 and H-4 (Outline Item II. B. 1).

Among males, migrants formed a significantly larger proportion of those at work than of those not at work. This relationship held in particularly striking degree for the younger males,<sup>1</sup> but the reverse relationship held true for the males from 35 to 44. Probably the younger male migrants included a relatively large proportion of persons who came to the city to take jobs rather than to attend school. On the other hand, the comparatively high proportions of migrants among the more mature males who were not at work suggest, perhaps, something of a lag in the case of the most recent migrants between moving to the city and finding a job.

If we now consider the proportions of migrants among males in the various classes of work, we find that private employment showed the largest proportion of migrants and "own business" the lowest. This relationship held true for all age groups except the lowest. It is in line with what we should expect on the basis of previous migration studies, which have indicated that, on the whole, migrants tend to be somewhat more heavily concentrated in the low-income and low socio-economic status groups than the more stationary elements in the population.<sup>2</sup>

Turning to the females, we find a substantially larger proportion of migrants among the employed women than among the women who were not at work. The difference in this respect is considerably larger and more significant than among the males. It shows up, moreover, in all age brackets but the highest, and is particularly striking with respect to the "35 to 44" bracket. It strongly suggests that the women who migrate to San Francisco include a larger proportion of women wishing to earn their own living than does the non-migrant female population.

As in the case of the men, the percentage of migrants was highest among women in private employment and lowest among women in their "own business". There were no significant differences among the various female age groups in this respect.<sup>3</sup>

In the light of what has already been said about the high ratio of migrants in the younger age groups, it is not surprising to find that

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1. In fact, if the age groups are further broken down, it apparently held only for the "14 to 24" group, whereas in the "25 to 34" bracket the proportion of migrants among males at work was approximately the same as among males not at work. These two age groups have been combined in Table 22 because the numbers of persons aged 14 to 24 in the various work status and class of work categories were so small for both sexes as to form unreliable bases for percentage calculations.
  2. In this connection the high proportion of migrants among males in their "own business" in the 14 to 34 age group is somewhat surprising. The total numbers of males involved are too small to permit attaching much significance to the size of the percentage, but it may suggest something of a tendency on the part of relatively young male migrants to try their hands at starting a business, especially if efforts to locate a satisfactory job prove unsuccessful.
  3. The fact that the proportions of migrant women in the "own business" category in the 35-44 and 45-64 age brackets were a little higher than in the government category should not be regarded as especially significant in view of the small numbers involved.

the migrants were much more heavily concentrated in the younger age brackets than the population as a whole (see Table 11 and Table 23). Over half of the male migrants (55%) were to be found in the 25 to 44 age brackets, as compared with only 40 per cent of the civilian male population (14 years and over) as a whole. Similarly, 55 per cent of the female migrants were aged 25 to 44, as compared with only 41 per cent of all females of 14 years and over. Among female migrants, the relative importance of the "14 to 24" age group was somewhat greater, and that of the 45 to 64 age group somewhat less, than among males.

While the migrants, then, were predominantly fairly young, as in the pre-war period, one must not leap to the conclusion that the effect of migration is to rejuvenate the population of the city to as marked an extent as a mere analysis of the age distribution of in-migrants would suggest. Out-migration, as we have seen, is constantly occurring, and, judging from the 1935-40 statistics, tends to affect particularly the "25 to 44" and "under 14" age groups. On the other hand, to the extent that out-migrants merely move to the suburbs, they may continue to be employed by San Francisco firms even though they no longer constitute part of the employed resident population of the city.

Table 23 indicates that the employed migrants were also more heavily concentrated in the younger age brackets than the employed population as a whole, but here the contrast is greatest in the 25 to 34 age group in the case of both sexes. Nearly a third (32%) of the employed male migrants were in the 25 to 34 age bracket, as compared with only 21 per cent of all employed males. Similarly, 35 per cent of the employed female migrants were aged 25 to 34, as compared with 23 per cent of all employed females. Undoubtedly many of the migrants who entered the area to seek or take a job were in the 25-34 age range.

Differences in the age distribution of migrant workers in the various classes of employment tend to be somewhat similar to the corresponding differences in the employed population as a whole, after due allowance has been made for the younger composition of the migrant group in general.<sup>1</sup>

The age distribution of male migrants who were "not at work" was quite different from that of both employed male migrants and all males "not at work", although the size of the group as a whole is too small to permit the drawing of positive conclusions about its age composition. The comparatively large group of young migrants aged 14 to 24 who were "not at work" was probably composed of (1) boys who had moved to San Francisco with their families and were still in school, (2) young men who had come to the city to attend college or technical schools, and (3) young migrants who had not yet found jobs. Men in the age brackets from 25 to 44 comprised a much smaller percentage of the "not at work" group than of the "at work" migrant group but a considerably larger proportion than of the "not at work" male population as a whole, reflecting the younger composition of the entire migrant group but also

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1. One contrast that is somewhat striking is the fact that 38 per cent of the male migrants employed in their "own business" were aged 25 to 34, whereas only 15 per cent of all males employed in the "own business" category were in this age group. We have already commented on the high proportion of migrants employed in their "own business" in this age group. See footnote 2, p. 25.

TABLE 23. PERCENT OF MIGRANTS<sup>A</sup> 14 YEARS OLD AND OVER BY AGE AND SEX FOR EACH WORK STATUS AND CLASS OF WORKER GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Current work status, class of worker, and sex	Total <sup>B</sup>	Percent	Age in Years				
			14-24	25-34	35-44	45-64	65 and over
<u>Male</u>							
Migrants 14 years old and over	97,369	100.0	13.2	27.8	26.8	27.0	4.4
At work	75,501	100.0	7.1	32.3	30.1	28.0	2.5
Private employer	55,555	100.0	8.2	30.6	29.0	29.0	3.2
Government	11,672	100.0	6.3	36.7	36.7	20.3	--
Own business	8,274	100.0	--	37.5	28.6	32.1	1.0
Not at work	21,867	100.0	34.5	12.2	15.5	27.0	10.8
<u>Female</u>							
Migrants 14 years old and over	128,604	100.0	17.7	32.2	22.8	22.3	5.0
At work	56,615	100.0	14.2	35.3	27.9	22.1	0.5
Private employer	47,275	100.0	14.0	37.1	25.8	22.8	0.3
Government	6,897	100.0	20.8	31.2	31.3	14.6	2.1
Own business	2,443	100.0	--	11.8	58.8	29.4	--
Not at work	71,990	100.0	20.4	29.7	18.8	22.5	8.6

<sup>A</sup>Migrants are all persons who had lived in San Francisco-Oakland Standard Metropolitan Area less than 12 years.

<sup>B</sup>Individual items do not always add to totals because of rounding.

Source: Occupational Mobility Survey, San Francisco, Table H-4 (Outline Item II.B.3).

suggesting again a possible lag in some cases between moving to the city and finding a job.

Female in-migrants who were "not at work" were far more numerous than the corresponding male group, but their age composition presented less striking contrasts than in the case of the males. As compared with the employed female migrant group, those who were not at work were somewhat less heavily concentrated in the 25 to 44 age groups. This we would expect, in view of the fact that many of the female migrants who were not at work probably came to San Francisco with their families rather than for the specific purpose of working or taking a job.

Table 24 indicates that well over half of San Francisco's civilian population (of 14 years old and over) had moved into the area since 1931. Thirty-four per cent of the males and forty per cent of the females had come to the area since the beginning of 1940. Thus the proportion of comparative newcomers was appreciably higher among women than among men. This suggests, but does not prove, that women have been moving to the city in larger numbers than men. It is quite possible that a good many comparatively recent male migrants were in the Armed Forces by early 1951.

The variations by years of residence among the different work status and broad age groups were not, on the whole, very marked, and are in line with what we should expect on the basis of what has already been said about the age distribution of migrants and the ratios of migrants in the various age groups.

The great majority of migrants living in San Francisco in early 1951 had come from outside the state of California (see Table 25). This held about equally true for males and females and represents a significant change from the 1935-40 situation, when approximately half of the in-migrants to San Francisco came from within the state.<sup>1</sup>

Apart from this major difference, the migrants were distributed by previous residence in much the same manner as the pre-war in-migrants had been, although a somewhat larger proportion came from the West South Central and Mountain states than had been true of the 1935-40 migrants.<sup>2</sup> This is in line with what we should expect in the light of long-run trends in patterns of migration to California.<sup>3</sup> Persons whose previous residence

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1. See Table 3, above.

2. The percentages in Table 25 and in Table 3, Part II are not directly comparable, in view of the fact that the former table includes persons whose previous residence was outside Continental United States while the latter does not. Furthermore, the data in Table 25 refer to a person's residence just prior to his migration to California, whereas the data on in-migrants in Table 3, Part II refer to residence in 1935. Finally, as we have seen, persons who had previously lived in other parts of the San Francisco-Oakland Metropolitan Area were not classified as migrants in the Occupational Mobility Survey but were so classified in the 1940 Census.

3. For detailed discussions of historical trends, see Commonwealth Club of California, The Population of California, report prepared by Davis McEntire (San Francisco, 1946), and U.S. Department of Agriculture, Bureau of Agricultural Economics, Population Committee for the Central Valley Project Studies, Statistical Memorandum No. 6, by Charles N. Reynolds and Sara Miles, July 5, 1944, (Berkeley, California).

TABLE 24. PERCENT OF PERSONS 14 YEARS OLD AND OVER BY YEARS OF RESIDENCE IN SAN FRANCISCO-OAKLAND STANDARD METROPOLITAN AREA FOR EACH WORK STATUS, AGE, AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Current work status by age group and sex	Total <sup>A</sup>	Percent	Years of residence in Standard Metropolitan Area			
			0-5	6-11	12-20	21 or more
<u>Male</u>						
Total 14 years old and over	284,571 <sup>B</sup>	100.0	19.9	14.3	18.5	47.3
At work	211,581	100.0	21.0	14.7	15.9	48.4
14-24	11,672	100.0	21.5	24.0	27.9	26.6
25-44	102,687	100.0	29.4	16.5	13.7	40.4
45 and over	97,220	100.0	12.2	11.5	16.9	59.4
Not at work	72,989	100.0	16.8	13.2	26.1	43.9
14-24	21,719	100.0	19.1	15.6	57.1	8.2
25-44	9,752	100.0	47.0	15.1	12.1	25.8
45 and over	41,518	100.0	8.5	11.4	13.2	66.9
<u>Female</u>						
Total 14 years old and over	323,595 <sup>B</sup>	100.0	24.0	15.8	17.9	42.3
At work	119,696	100.0	30.0	17.3	16.7	36.0
14-24	17,818	100.0	32.3	12.9	27.4	27.4
25-44	58,770	100.0	37.4	23.5	13.7	25.4
45 and over	43,108	100.0	19.0	10.7	16.3	54.0
Not at work	203,899	100.0	20.4	14.9	18.7	46.0
14-24	28,595	100.0	31.2	20.1	42.7	6.0
25-44	75,294	100.0	28.4	18.0	16.0	37.6
45 and over	100,009	100.0	11.3	11.1	13.8	63.8

<sup>A</sup>Individual items do not always add to totals because of rounding.

<sup>B</sup>Excludes 1,034 males and 1,293 females for whom years of residence was not reported.

Source: Occupational Mobility Survey, San Francisco, Table H-3 (Outline Item II.B.2).



TABLE 25 (cont.)

Previous residence and sex	Total			At work			Not at work						
	Total <sup>B</sup>	Age in years		Total <sup>B</sup>	Age in years		Total <sup>B</sup>	Age in years					
		14-24	25-44		45 and over	11-24		25-44	45 and over	11-24	25-44	45 and over	
<u>Female</u>													
Total migrants 14 years old and over	127,167 <sup>C</sup>	69,978	34,774	55,897	7,903	35,204	71,272	14,513	34,773	21,985			
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0			
Previous residence in same state	26.6	25.3	30.6	21.9	18.2	21.2	25.8	27.7	29.3	33.3			
Previous residence not in same state	73.4	74.7	69.4	78.1	81.8	78.8	74.2	72.3	70.7	66.7			
New England	1.6	1.8	0.4	1.3	1.8	1.6	--	3.0	2.1	0.7			
Mid. Atlantic	7.9	7.6	9.9	10.5	3.6	11.0	13.5	6.9	4.1	7.8			
E.N. Central	9.0	8.0	12.0	11.6	16.4	9.4	14.6	3.0	6.6	10.5			
W.N. Central	8.0	9.2	5.8	8.5	7.3	9.0	7.9	7.9	9.5	4.6			
S. Atlantic	3.7	3.9	3.3	3.9	5.5	4.5	1.1	3.0	3.3	4.6			
E.S. Central	2.5	2.7	2.1	2.3	1.8	2.0	3.4	3.0	3.3	1.3			
W.S. Central	10.2	10.9	6.6	10.3	7.3	12.7	5.6	16.8	9.1	7.2			
Mountain	11.8	10.9	14.5	11.3	12.7	9.8	14.6	8.9	12.0	14.4			
Pacific	6.1	6.8	5.4	8.2	12.7	7.3	7.9	1.0	6.2	3.9			
Outside continental U.S.	12.7	12.9	9.5	10.3	12.7	11.4	5.6	18.8	14.5	11.8			

<sup>A</sup> Migrants are all persons who had lived in San Francisco-Oakland Standard Metropolitan Area less than 12 years.

<sup>B</sup> Individual items do not always add to totals because of rounding.

<sup>C</sup> Excludes 1,034 males and 1,437 females for whom previous residence was not reported.

Source: Occupational Mobility Survey, San Francisco, Table H-5 (Outline Item II.B. 4).

was outside Continental United States represented approximately the same proportion of total migrants as in the pre-war period.<sup>1</sup> There were no significant differences between male and female migrants in distribution by previous residence.

Among both males and females the proportion of out-of-state migrants was highest for the youngest age bracket and tended to decrease with age. This was true both of migrants who were at work and those who were not at work.<sup>2</sup>

Only about five per cent of the migrants to the San Francisco Area came from contiguous states (see Table 26). This small percentage is not surprising in view of the fact that the states which are contiguous to California, particularly Nevada and Arizona, are sparsely populated. It corresponds closely with the proportion from contiguous states among the 1935-40 migrants to San Francisco.<sup>3</sup>

Table 26 indicates that the proportion of migrants who had come from nearby areas (within the state or from contiguous states) was quite small for the younger migrants but tended to increase for the higher age brackets. Thus only 21 per cent of the male migrants in the 14 to 24 age group had come from within California or from contiguous states, while the corresponding proportion for the 25 to 44 bracket was 31 per cent, and, for the "45 and over" group, 42 per cent. On the other hand the proportions from both noncontiguous states and "outside Continental United States" tended to decrease with age. This relationship held for both male and female migrants and is consistent with what other migration studies have shown. It held also for the two work status groups. There was apparently a tendency, however, throughout the age range of both males and females, for the migrants from "outside Continental United States" to figure more prominently in the "not at work" category, while the migrants from noncontiguous states figured more prominently in the "at work" category. In addition, among females, the proportions from within the state were consistently higher in the "not at work" category than in the "at work" category throughout the age range. These latter relationships suggest that a comparatively high proportion of migrants from noncontiguous states had come to the San Francisco Area with the intention of taking jobs, whereas, among the migrants from "outside Continental United States" and among female migrants from within the state, there were substantial proportions of persons who had come for other purposes (to study, to be with their husbands, to retire, etc.). It may also be true that migrants from "outside Continental United

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1. Among persons living in San Francisco in 1940 who had not lived there in 1935, immigrants (persons whose residence in 1935 was outside Continental United States) represented 10.3 per cent. (See 16th Census of the United States, 1940, Population, Internal Migration, 1935-1940: Age of Migrants, Table 18, p. 329.)

2. While there were some differences among the various work status and age groups as to distribution by previous residence, the differences on the whole, follow no clear-cut pattern. Since this question will be analyzed more fully in our third report, we shall not discuss it further here.

3. Of the 1935-40 migrants (including immigrants) to San Francisco, 5.4 per cent came from contiguous states. Cf. ibid.

TABLE 26. PERCENT OF MIGRANTS<sup>A</sup> BY TYPE OF MIGRATION FOR EACH WORK STATUS, AGE, AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Type of migration and age group	Male			Female		
	Total <sup>B</sup>	Current work status		Total <sup>B</sup>	Current work status	
		At work	Not at work		At work	Not at work
Total migrants 14 years old and over	96,335 <sup>C</sup>	74,614	21,719	127,167 <sup>C</sup>	55,897	71,272
Percent	100.0	100.0	100.0	100.0	100.0	100.0
Within same state	27.6	27.3	28.6	26.5	21.9	30.2
From contiguous states	5.4	5.7	4.1	5.1	4.6	5.5
From noncontiguous states	56.1	57.6	51.0	55.7	63.2	49.8
From outside continental U.S.	10.9	9.3	16.3	12.7	10.3	14.5
Total 14-24 years	12,766	5,319	7,387	22,416	7,903	14,513
Percent	100.0	100.0	100.0	100.0	100.0	100.0
Within same state	19.8	19.4	20.0	24.4	18.2	27.7
From contiguous states	1.2	-	2.0	2.6	3.6	2.0
From noncontiguous states	63.9	75.0	56.0	56.4	65.5	51.5
From outside continental U.S.	15.1	5.6	22.0	16.7	12.7	18.8
Total 25-44 years	52,600	46,542	6,058	69,978	35,204	34,773
Percent	100.0	100.0	100.0	100.0	100.0	100.0
Within same state	25.8	25.1	31.7	25.3	21.2	29.3
From contiguous states	4.8	5.1	2.5	4.5	4.1	5.0
From noncontiguous states	58.4	59.3	51.2	57.3	63.3	51.2
From outside continental U.S.	11.0	10.5	14.6	12.9	11.4	14.5
Total 45 years old and over	31,027	22,753	8,274	34,774	12,789	21,985
Percent	100.0	100.0	100.0	100.0	100.0	100.0
Within same state	33.8	33.8	33.9	30.6	25.9	33.3
From contiguous states	8.1	8.4	7.2	7.8	6.7	8.5
From noncontiguous states	49.1	50.0	46.4	52.1	61.8	46.4
From outside continental U.S.	9.0	7.8	12.5	9.5	5.6	11.8

<sup>A</sup>For definition of migrants, see Footnote A, Table 22.

<sup>B</sup>Individual items do not always add to totals because of rounding.

<sup>C</sup>Excludes 1,034 males and 1,437 females for whom type of migration was not reported.

Source: Occupational Mobility Survey, San Francisco, Table H-6 (Outline Item II. B. 4).

States" had had greater difficulty in locating jobs than migrants from within the country.

On the whole, these migration data indicate that patterns of migration to the San Francisco Area between 1940 and 1951 were quite similar to pre-war patterns except that a larger proportion of the migrants came from outside California and that women apparently represented a larger proportion of the migrants than had been the case in the pre-war period.

#### Analysis of the Migration Data in Relation to Manpower Problems

In considering the possible role of migrants with relation to the supply of manpower in San Francisco in a national emergency, we need to consider specifically the role played by in-migration to San Francisco in World War II, something which we have thus far touched upon only very briefly. We know that some 151,000 persons living in San Francisco in April, 1944 had migrated to the city from outside the San Francisco Bay Area since 1940,<sup>1</sup> but we have no data on the age composition or work status of these in-migrants. On the basis of data available for the Bay Area as a whole, we may roughly estimate that 85 per cent of these wartime in-migrants to San Francisco were 14 years old and over and that 59 per cent of them were in the labor force in April, 1944.<sup>2</sup> This would mean that about 128,000 of San Francisco's in-migrant population in 1944 were aged 14 years old and over and that some 89,000 of the in-migrants were in the labor force. This latter figure represents a larger number of persons than the total increase in San Francisco's labor force between 1940 and 1944, which amounted to some 70,000 (see Table 6).

This does not mean, of course, that other factors--the existence of a substantial reservoir of unemployed workers in 1940 and the entry of teen-agers, women, and older men into the labor force--did not account for some of the wartime expansion in employment. In the absence of in-migration and these other factors, San Francisco's civilian labor force would have fallen sharply during the war as a result of (1) out-migration and (2) withdrawals from the civilian labor force to enter the Armed Forces.<sup>3</sup>

The vital role of in-migration in San Francisco's wartime labor force expansion, however, is quite clear. What is the likelihood that in-migration will play as important a role in the early fifties, assuming a deepening national emergency in the next few years?

Our survey data indicate that some 133,000 persons 14 years old and over living in San Francisco in early 1951 had migrated to the Bay Area since the end of 1945, suggesting an average of 26,600 "adult" migrants a year, as compared with an apparent average annual rate of in-migration

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1. Cf. p. 5, above.

2. Cf. U. S. Bureau of the Census, Population, Series CA-3, No.3.

3. It will be recalled that the 1944 labor force data exclude members of the Armed Forces who were living in military and naval installations, but include those who were living outside such installations (see Footnote C, Table 6).

of 32,000 persons 14 years old and over from April, 1940 to April, 1944.<sup>1</sup> Thus, it would appear that, although unemployment was relatively high in San Francisco from the end of 1945 until sometime in 1950, in-migration was taking place at a rate not a great deal below the wartime rate. But out-migration must also have been occurring at a very high rate, if, as Table 2 indicates, there was net out-migration from the city between 1945 and 1950.

It is important not to lose sight of the fact, in this connection, that in-migration may fluctuate a great deal from year to year within any given period.

The factors which would determine the volume of in-migration to San Francisco in a deepening national emergency are somewhat complex, but there are certain generalizations which can be made about the problem. It is necessary to assume, first, that the Bay Area is not subjected to bombing attacks which would seriously disrupt economic activity--if such raids should occur, probably little in-migration would take place. Granted this assumption, the rate of in-migration to San Francisco in an emergency period would probably tend to be comparatively high under the following conditions:

1. A situation serious enough to call for a large volume of new ship construction on the Pacific Coast. At the present time, Pacific Coast shipyards are not receiving contracts for large numbers of new ships, and it is not likely that the rate of new ship construction will approach World War II levels unless the present emergency deepens into an all-out war. Should such a situation develop, the needs of the West Coast shipyards for additional manpower would undoubtedly be granted a high priority. Wage-rate adjustments and other changes designed to attract workers would probably be encouraged under such conditions.
2. Large-scale military and naval operations in the Pacific Area. Clearly, the Port of San Francisco will play an important role in any situation involving hostilities in the Pacific Area. Such a situation exists on a limited scale at the present time.

In the absence of these two conditions, the role of San Francisco in an emergency will not be as vital as it was in World War II, and workers who are in a position to migrate will probably be attracted to areas in which manpower needs are more urgent.

In this connection, it is interesting to note, also, that the rate of out-migration from San Francisco is likely to decline in a serious emergency. Much of the out-migration which has occurred during the post-war period has probably been associated with the heavy volume of residential construction which has taken place in the suburbs of the city. Residential construction has already been restricted to some extent by Federal Reserve

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1. We must recognize that some persons who migrated to the city after April, 1940 moved out or joined the Armed Forces prior to April, 1944 and similarly for the 1945-51 data. Thus the figures in the text represent, at best, only a rough approximation to the actual annual migration rates in the two periods.

Board regulations on financing and by priority requirements relating to building materials. Such restrictions would clearly be tightened in a more serious emergency.

To sum up, then, we take the general position that a relatively serious emergency is likely to result in a higher rate of net migration to San Francisco than a less serious emergency. In fact, in the absence of a more serious situation than the one which prevails at the present time, the net movement may be in an outward direction, even though a considerable volume of in-migration continues.

We must recognize, of course, that in the later stages of the emergency, the manpower situation may become so tight that few workers will leave their jobs in order to migrate to new areas. This sort of situation eventually developed in World War II.

So much for general comments. In Chapter VI, we present several estimates of total employment in San Francisco based on varying assumptions as to the rate of in-migration, out-migration, and related factors which might prevail in an emergency.

## CHAPTER IV

### THE OCCUPATIONAL AND INDUSTRIAL DISTRIBUTION OF WORKERS

#### Occupational Distribution of Employed Workers

In early 1951, San Francisco males were employed in certain higher status occupations to a much greater extent than had been true in April, 1940, and to a somewhat greater extent, even, than at the time of the 1950 Census (see Tables 7 and 27). There had been substantial increases, both as compared with 1940 and with 1950, in the "managerial" and "craftsmen" groups. On the other hand, the proportions employed in the less highly trained categories were considerably lower than in 1940 and somewhat lower than in 1950.<sup>1</sup> Approximately 53 per cent of all civilian males at work in early 1951 were employed in the clerical, sales, operatives, service and laborers categories, as compared with about 64 per cent in 1940, and about 57 per cent in 1950.

Thus by early 1951 the Korean Crisis and its aftermath had already affected the occupational distribution of employed male workers in San Francisco, and the changes were, on the whole, of such a character as to accentuate the contrast with the 1940 situation. It may well be that, in addition to the factors operating on the demand side of the labor market, the effects of the draft had been such as to curtail the relative supply of workers in some of the less highly trained occupational groups.

A comparison of the occupational distribution of workers in each age group as between 1940 and 1951 brings out some interesting differences. On the whole, the occupations which had increased in relative importance also included larger proportions of workers in the younger age groups in early 1951 than they had in 1940, although the reverse was not uniformly true of the occupations which had declined in relative importance. Perhaps the most striking difference in this respect shows up in the managerial group. In early 1951, nearly 17 per cent of employed males from 25 to 34 years of age were in this group, as compared with 9 per cent in 1940. The "craftsmen" category included larger proportions of all the age groups except the oldest (65 and over) than had been the case in 1940. The operatives group included a considerably larger proportion of the youngest workers (14 to 24) than had been the case in 1940, though it had declined in relative importance in the eleven-year period.<sup>2</sup> It may well be that the stimulus to manufacturing activity resulting from the Korean Crisis had had the effect of attracting young workers into this field by early 1951.

Among female workers, the occupational distribution of employed workers in early 1951 showed some substantial changes when compared with 1940 but few significant changes as compared with 1950. The proportion of clerical workers was considerably higher than in 1940, while the proportion of private household workers was substantially lower. The rise in the proportion of managerial workers and the decline in the percentage

1. Not all workers in managerial occupations are "highly trained", of course.

2. Sampling variability high for this age group.

TABLE 27. PART I. PERCENT OF PERSONS 14 YEARS OLD AND OVER CURRENTLY EMPLOYED, BY MAJOR OCCUPATION GROUP OF CURRENT JOB, FOR EACH AGE AND SEX GROUP, SAN FRANCISCO, 1940

Major occupation group of current job and sex	Total	Age in years					
		14-24	25-34	35-44	45-64	65 and over	14-64
<b>Male</b>							
Total employed (excluding those on public emergency work)	188,682 <sup>A</sup>	20,568	48,347	48,536	64,250	6,981	181,701
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Professional, technical, and kindred workers	7.4	4.2	8.8	7.7	6.8	10.3	7.3
Managers, officials, and proprietors, incl. farm	13.3	3.1	9.2	14.1	18.2	22.6	13.0
Clerical, sales, and kindred workers	23.0	32.9	26.9	21.1	18.6	20.2	23.1
Craftsmen, foremen, and kindred workers	15.3	9.6	13.8	16.2	17.5	15.2	15.3
Operatives and kindred workers	15.6	19.8	17.7	15.6	13.3	9.3	15.8
Domestic service workers	1.0	1.3	0.8	1.0	1.1	1.0	1.0
Service workers, exc. domestic	16.3	21.1	15.3	16.2	15.9	15.2	16.4
Laborers, incl. farm but not mine	8.1	8.0	7.5	8.1	8.6	6.2	8.1
<b>Females</b>							
Total employed (excluding those on public emergency work)	80,611 <sup>A</sup>	14,922	23,939	19,395	20,422	1,933	78,678
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Professional, technical, and kindred workers	14.2	14.1	14.5	13.9	14.0	17.2	14.1
Managers, officials, and proprietors, incl. farm	6.3	0.8	3.0	7.1	12.3	17.4	6.0
Clerical, sales, and kindred workers	44.7	54.4	54.2	44.7	29.2	15.7	45.4
Craftsmen, foremen, and kindred workers	1.1	0.5	0.8	1.2	1.8	1.6	1.1
Operatives and kindred workers	12.6	10.2	10.7	14.2	15.1	11.5	12.6
Domestic service workers	8.5	9.1	5.4	6.9	12.1	18.6	8.2
Service workers, exc. domestic	12.2	10.3	10.9	11.6	15.1	17.8	12.1
Laborers, incl. farm but not mine	0.4	0.6	0.5	0.4	0.4	0.2	0.5

<sup>A</sup>Excludes 1,285 males and 728 females whose occupation was not reported.

Source: 16th Census of the U.S., 1940, Population, Vol. III, The Labor Force, Part 2, Table 11, pp. 228-230, and Tables 13 and 14, pp. 268 and 289; and ibid., Vol. II, Characteristics of the Population, Part 1, Table F 42, p. 662.

TABLE 27. PART II. PERCENT OF PERSONS 14 YEARS OLD AND OVER CURRENTLY AT WORK,  
BY MAJOR OCCUPATION GROUP OF CURRENT JOB, FOR EACH AGE AND SEX GROUP,  
SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Major occupation group of current job and sex	Total <sup>A</sup>	Age in years					
		14-24	25-34	35-44	45-64	65 and over	14-64
<b>Male</b>							
Total persons currently at work	212,320	11,821	43,735	59,249	86,583	10,934	201,388
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Professional, technical and kindred workers	+ 9.6	5.0	13.2	10.7	8.0	8.1	9.8
Managers, officials, and proprietors, incl. farm	+ 17.9	1.3	16.6	16.5	20.5	28.4	17.3
Clerical and kindred workers	+ 8.9	22.5	9.5	9.0	6.5	10.8	8.8
Sales workers	- 8.7	10.0	10.1	9.5	7.8	4.0	8.9
Craftsmen, foremen, and kindred workers	+ 19.9	16.2	16.6	22.9	21.3	9.5	20.5
Operatives and kindred workers	- 13.8	30.0	17.2	9.5	13.0	12.2	13.9
Private household workers	0.3	-	-	-	0.5	1.3	0.2
Service workers, exc. private household	- 13.5	3.7	11.1	13.7	15.4	17.6	13.3
Laborers, incl. farm but not mine	- 7.4	11.3	5.7	8.2	7.0	8.1	7.3
<b>Female</b>							
Total persons currently at work	119,408 <sup>B</sup>	17,675	27,158	31,468	38,078	5,029	114,379
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Professional, technical and kindred workers	- 11.4	13.0	10.1	11.4	11.7	11.4	11.4
Managers, officials, and proprietors, incl. farm	+ 7.8	4.1	6.9	7.3	9.8	14.3	7.5
Clerical and kindred workers	+ 44.4	61.8	47.6	45.2	36.6	20.0	45.5
Sales workers	+ 7.8	4.9	8.5	11.0	6.1	8.6	7.8
Craftsmen, foremen, and kindred workers	1.0	-	0.5	1.8	1.1	-	1.0
Operatives and kindred workers	- 10.3	6.5	10.6	8.7	12.8	14.3	10.2
Private household workers	- 4.5	3.2	2.1	2.7	6.4	17.1	3.9
Service workers, exc. private household	- 12.4	6.5	13.2	11.4	15.1	14.3	12.3
Laborers, incl. farm but not mine	0.4	-	0.5	0.5	0.4	-	0.4

<sup>A</sup>Individual items do not always add to totals because of rounding.

<sup>B</sup>Excludes 575 females whose occupation was not reported.

Source: Occupational Mobility Survey, San Francisco, Table H-7 (Outline Item II, C. 1).

of operatives since 1940 were not large enough to be regarded as necessarily significant. The most striking change, as compared with 1950, was the decline, in the proportion of "professional, technical, and kindred workers"—a decline which reversed the 1940-50 trend and was much too large to be attributed to sampling variability. A similar decline, though not nearly <sup>1</sup> as marked, had evidently occurred in the case of male professional workers. It may well be that a number of professional and technical workers, particularly those not yet widely established in their chosen fields, had been attracted into other lines of work following the Korean crisis.

The occupational distribution of women in the various age groups in early 1951 was, on the whole, very much like that of 1940. The percentage of professional workers had declined somewhat in all age groups. The managerial group included somewhat larger proportions of women in the youngest age brackets than had been the case in 1940. The clerical and sales categories, considered together, represented a larger proportion of women in all age groups than was true in 1940. Three-fifths of all the young women in the "14 to 24" age bracket were employed as clerical workers in early 1951. On the other hand, neither the "operatives" group nor the service categories occupied as large a proportion of young women as they had in 1940. Only some 16 per cent of women between the ages of 14 and 25 were employed as operatives, private household workers, or service workers in early 1951, as compared with 30 per cent in 1940. On the whole, as in the case of men, the occupations which had been gaining in relative importance appeared to be attracting the younger workers.

#### Industrial Distribution of Employed Workers

While the industrial distribution of employed male workers in San Francisco in April, 1950 was not significantly different from that ten years earlier, a number of significant changes occurred between April, 1950 and early 1951. The proportions of males employed in both manufacturing and public administration increased substantially, as we might expect (see Tables 8 and 28). Also to be expected was the slight increase in the proportion of workers in the durable goods branch of manufacturing, although the change between 1950 and 1951 in this respect was not large enough to be clearly significant. These increases corresponded with the types of shifts which had occurred during World War II. On the other hand, there was a significant decrease in the proportion of male workers employed in the "transportation, communication, and public utilities" industries between April, 1950 and early 1951. This is less easily explained. Perhaps the most likely explanation is that the "steadier" jobs opening up in the manufacturing field had attracted men formerly employed only intermittently as casual workers on the waterfront or elsewhere in the transportation field. Our analysis of job shifts in Report #2 may shed further light on this question.

The more detailed breakdown available for early 1951 and for 1940 on male employment in the service fields indicates that a higher proportion of men were employed in early 1951 in "finance, insurance, and real estate" and a lower proportion in personal services than had been the case in 1940, but neither change was large enough to be clearly significant after allowing for sampling variability.

<sup>1</sup>. In the case of the males, the decline was not large enough to fall outside the range of possible sampling variability.

TABLE 28. PART I. PERCENT OF PERSONS 14 YEARS OLD AND OVER CURRENTLY EMPLOYED, BY MAJOR INDUSTRY GROUP OF CURRENT JOB, FOR EACH AGE AND SEX GROUP, SAN FRANCISCO, 1940

Major industry group of current job and sex	Total	Age in years					
		14-24	25-34	35-44	45-64	65 and over	14-64
<b>Male</b>							
Total employed (excluding those on public emergency work)	186,701 <sup>A</sup>	20,304	47,867	48,019	63,586	6,895	179,806
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture, forestry, fisheries, and mining	1.1	0.9	0.8	1.0	1.3	2.1	1.1
Construction	7.2	5.1	5.8	7.7	8.5	6.8	7.2
Manufacturing	18.2	21.0	19.8	17.4	17.0	16.1	18.3
Transportation, communication, and other public utilities	13.9	10.2	13.1	15.2	15.1	11.1	14.0
Wholesale and retail trade	26.2	27.7	27.2	25.7	25.4	25.4	26.2
Finance, insurance, and real estate	6.9	6.2	7.0	6.6	6.9	11.2	6.8
Business and repair services	3.5	3.6	3.8	3.9	3.0	2.8	3.5
Personal services	7.2	5.4	6.1	7.1	8.3	9.4	7.1
Amusement, recreation, and related services	1.6	2.0	1.9	1.5	1.4	1.2	1.6
Professional and related services	5.6	2.6	5.8	5.8	5.8	9.6	5.4
Government	8.6	15.3	8.7	8.1	7.3	4.3	8.8
<b>Female</b>							
Total employed (excluding those on public emergency work)	79,155 <sup>A</sup>	14,567	23,415	19,042	20,210	1,921	77,234
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture, forestry, fisheries, and mining	0.2	.1	.2	.2	.2	.2	.2
Construction	.5	.5	.5	.5	.4	.4	.5
Manufacturing	13.9	14.7	15.5	14.9	11.4	7.0	14.1
Transportation, communication, and other public utilities	6.1	6.3	7.2	7.3	4.1	1.4	6.2
Wholesale and retail trade	24.9	26.7	28.1	25.2	20.8	12.9	25.2
Finance, insurance, and real estate	10.6	12.5	10.5	8.8	10.5	14.7	10.5
Business and repair services	1.4	1.4	1.6	1.6	1.2	1.1	1.4
Personal services	20.0	15.8	13.7	19.2	29.3	38.3	19.5
Amusement, recreation, and related services	1.5	2.7	1.7	1.1	.7	.6	1.5
Professional and related services	16.9	17.0	16.3	16.6	17.3	21.4	16.8
Government	4.0	2.3	4.7	4.6	4.1	2.0	4.1

<sup>A</sup>Excludes 3,266 males and 2,184 females whose industry was not reported.

Source: 16th Census of the U.S., 1940, Population, Vol. III, The Labor Force, Part 2, Table 19, pp. 323 and 325; and ibid., Vol. II, Characteristics of Population, Part 1, Table F42, p. 662.

TABLE 28. PART II. PERCENT OF PERSONS 14 YEARS OLD AND OVER CURRENTLY AT WORK, BY MAJOR INDUSTRY GROUP OF CURRENT JOB, FOR EACH AGE AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Major industry group of current job and sex	Total <sup>A</sup>	Age in years					
		14-24	25-34	35-44	45-64	65 and over	14-64
<u>Male</u>							
Total persons currently at work	212,024 <sup>B</sup>	11,821	43,735	58,953	86,583	10,934	201,092
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture, forestry, fisheries, and mining	0.7	-	0.7	0.8	0.7	1.3	0.7
Construction	8.0	8.7	5.7	11.5	7.3	2.7	8.3
Manufacturing	19.6	27.5	18.9	18.0	21.0	12.2	20.1
Durable goods	10.3	12.5	11.5	7.8	12.1	2.7	10.7
Nondurable goods	9.3	15.0	7.4	10.3	8.9	9.5	9.3
Not specified manufacturing	-	-	-	-	-	-	-
Transportation, communication, and other public utilities	11.4	11.3	12.2	10.8	11.9	8.1	11.6
Wholesale and retail trade	25.6	28.8	26.0	28.6	23.4	21.6	25.8
Finance, insurance and real estate	8.2	7.5	7.4	4.8	9.7	17.6	7.6
Business and repair services	3.7	3.8	4.1	4.0	3.6	1.3	3.8
Personal services	5.9	1.2	4.4	4.0	6.7	20.3	5.1
Entertainment and recreation services	1.1	-	1.0	0.2	2.0	-	1.2
Professional and related services	5.9	1.2	6.1	5.0	6.7	9.5	5.7
Public administration	9.9	10.0	13.5	12.3	7.0	5.4	10.1
<u>Female</u>							
Total persons currently at work	119,265 <sup>B</sup>	17,675	27,158	31,468	37,934	5,029	114,235
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture, forestry, fisheries, and mining	-	-	-	-	-	-	-
Construction	1.8	1.6	1.6	2.8	1.5	-	1.9
Manufacturing	17.0	12.2	20.1	15.5	18.2	17.1	17.0
Durable goods	5.7	4.9	9.0	4.1	4.5	8.6	5.5
Nondurable goods	11.3	7.3	11.1	11.4	13.6	8.6	11.4
Not specified manufacturing	-	-	-	-	-	-	-
Transportation, communication, and other public utilities	5.8	9.8	6.9	5.0	3.4	8.6	5.7
Wholesale and retail trade	26.6	24.4	32.8	29.2	23.9	5.7	27.5
Finance, insurance, and real estate	11.4	19.5	9.0	8.7	11.7	11.4	11.4
Business and repair services	2.8	1.6	5.3	1.4	3.0	-	2.9
Personal services	9.2	3.2	4.8	9.6	12.9	22.9	8.6
Entertainment and recreation services	1.7	4.1	2.1	1.8	-	2.9	1.6
Professional and related services	16.2	17.1	11.6	16.9	17.8	22.9	16.0
Public administration	7.5	6.5	5.8	9.1	7.6	8.6	7.4

<sup>A</sup>Individual items do not always add to totals because of rounding.

<sup>B</sup>Excludes 296 males and 718 females for whom industry was not reported.

Source: Occupational Mobility Survey, San Francisco, Table H-8 (Outline Item II.C.1a).

If we consider the various age groups of male workers in early 1951, we note some significant differences in the proportions employed in various industries, although the patterns were not strikingly different, on the whole, from those which had prevailed in 1940. Among some of the younger age groups, larger proportions were employed in construction, "finance, insurance, and real estate", and public administration than had been the case in 1940. Among the older men, particularly those in the "45 to 64" group, somewhat larger proportions were employed in manufacturing and in "finance, insurance, and real estate" but smaller proportions in "transportation, communication and public utilities" and in personal services than had been the case eleven years earlier.

Thus, not only had younger men been attracted into some of the industries that had been showing the most rapid growth, but older men were employed in the growing industries in larger proportions than in 1940. This is something of a contrast to what we observed in connection with occupations, where the adjustments had evidently come about chiefly through entry of young men into the most rapidly growing occupations.

Turning to the industrial distribution of employed women, we find, as in the case of men, that the picture in early 1951 presented quite sharp contrasts with the 1940 situation—contrasts considerably sharper, in fact, than those between the 1950 distribution and that of 1940. Employment of women in manufacturing gained considerably in relative importance (from about 13 to about 17 per cent) between April, 1950 and early 1951, reversing the 1940-1950 trend. While the increase evidently affected durable and nondurable goods industries about equally, the result was to bring the percentage of women employed in the durable goods industries (six per cent) well above the 1940 position (two per cent), whereas the percentage of women in the non-durable goods industries had merely been brought back to approximately the same relative position as in 1940. Outside of manufacturing, the industry which showed the most marked gain in its relative position was wholesale and retail trade, while the percentage of women employed in the service industries fell off, continuing a 1940-50 trend and bringing the proportion of women in these industries down to about 41 per cent, or well below the very high figure of 49 per cent in 1940.

Looking at the employment of women in the service industries in greater detail, we note that the only marked change between 1940 and 1951 was the sharp drop in the relative position of the personal service group, from about 20 per cent of the total in 1940 to about nine per cent in early 1951.

Younger women, like the younger men, were apparently entering the industries which were gaining in relative importance. Larger proportions of women from "14 to 24" (and to some extent from "25 to 34") were employed in early 1951 in construction, the transportation group, "finance, insurance, and real estate", and public administration than had been the case in 1940. On the other hand, the proportion of young women in the personal service industries had fallen off in striking manner. If we consider the employed women from 14 to 34 years of age, we find that only four per cent were in the personal service industries in early 1951, as compared with about 14 per cent in 1940.<sup>1</sup>

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1. These percentages relate of course to the "14 to 24" and "25 to 34" age groups combined and do not appear in the table.

TABLE 29. PERSONS CURRENTLY AT WORK IN MANUFACTURING BY INDUSTRIAL SUB-DIVISIONS AND SEX, SAN FRANCISCO, MARCH, 1940, AND JANUARY-FEBRUARY, 1951<sup>A</sup>

Industry and sex	Males				Females			
	1940		1951		1940		1951	
	Number	Per- cent	Number <sup>B</sup>	Per- cent	Number	Per- cent	Number <sup>B</sup>	Per- cent
Total persons at work in manu- facturing	34,004	100.0	41,666	100.0	11,049	100.0	20,261	100.0
Durable goods	13,829	40.6	21,867	52.5	1,976	17.9	6,754	33.3
Primary metal industries	5,057	14.9	2,807	6.7	690	6.2	-	-
Fabricated metal products, in- cluding not specified metal			3,546	8.5			1,724	8.5
Machinery, excluding electrical	1,866	5.5	2,512	6.0	256	2.3	1,293	6.4
Electrical machinery, equipment, and supplies	717	2.1	1,478	3.5	152	1.4	287	1.4
Aircraft and parts	32	-	-	-	10	0.1	-	-
Ship and boat building and re- pairing	1,428	4.2	7,683	18.4	12	0.1	1,006	5.0
Transportation equipment, ex- cluding aircraft and ship	NA	NA	148	0.4	NA	NA	144	0.7
Professional and photographic equipment, and watches	NA	NA	739	1.8	NA	NA	287	1.4
Miscellaneous manufacturing	NA	NA	739	1.8	NA	NA	431	2.1
Other durable goods	NA	NA	2,216	5.3	NA	NA	1,581	7.8
Nondurable goods	19,335	56.9	19,799	47.5	8,663	78.4	13,507	66.7
Meat products	1,066	3.1	1,625	3.9	222	2.0	287	1.4
Food and kindred products, excluding meat products	6,322	18.6	5,319	12.8	2,215	20.0	3,305	16.3
Textile mill products	518	1.5	591	1.4	393	3.6	287	1.4
Apparel and other fabricated textile products	1,260	3.7	1,773	4.3	2,603	23.6	4,154	22.0
Paper and allied products	815	2.4	1,034	2.5	505	4.6	862	4.3
Printing, publishing and allied industries	5,697	16.8	6,944	16.7	1,424	12.9	3,161	15.6
Rubber products	243	0.7	148	0.4	77	0.7	287	1.4
Other nondurable goods	NA	NA	2,364	5.7	NA	NA	862	4.3
Not specified manufacturing	840	2.5	-	-	410	3.7	-	-

<sup>A</sup>The 1940 and 1951 figures should not be regarded as precisely comparable, because of minor differences in the system of industry classification and in the definition of employed workers (see footnotes to Table 11). It has been necessary, also, in preparing the above table to combine certain 1940 industry categories. The designation NA is used in the case of industries for which 1940 data are not available.

<sup>B</sup>Individual items do not always add to totals because of rounding.

Sources: 16th Census of the U.S., 1940, Population, Vol. III, The Labor Force, Part 2, Table 19, pp. 323 and 325; 1950 Census of Population: Preliminary Reports, Series PC-5, No. 45 (for 1940 durable and nondurable goods totals); and Occupational Mobility Survey, San Francisco, Table H-8.

But older women, too, in early 1951, were found in increased proportions in the industries which had been gaining in relative importance. If we compare the industrial distribution of women aged 45 to 64 in 1951 with that in 1940, we note significant increases in the relative proportions employed in manufacturing, trade, and public administration, while a sharp drop had occurred in the proportion employed in the personal service industries. The contrasts are much the same if we compare the industrial distribution of women aged 35-44 as of the two dates.

Thus far, we have not discussed the shifts in employment within manufacturing. No detailed breakdown of manufacturing employment at the time of the 1950 Census is yet available, but Table 29 summarizes the changes which occurred between 1940 and 1951. In interpreting the 1951 data in the table, it must be recognized that the percentages are subject to wide sampling variability, particularly those relating to female employment, because of the small total number on which they are based.

Table 29 brings out clearly the rather sharp increase in both the level and relative importance of employment in the durable goods industries in San Francisco between 1940 and 1951. Most of the increase in the absolute level of male employment in these industries was attributable to the large rise in employment in "ship and boat building and repairing". Of course, employment in this industry in early 1951 was far below its World War II level, but on the basis of available local information, we know that the Korean Crisis led to a sharp rise in employment in government navy yards in the Bay Area, although in early 1951 there was relatively little activity in private shipyards. The increase in female employment in the durable goods industries was apparently rather widely distributed among all the industries for which both 1940 and 1951 data are available.

Male employment in the nondurable goods industries in early 1951 was about at its 1940 level and had declined considerably in relative importance in the eleven-year period. There had been a significant decline in the relative position of male employment in the food industry (other than meat products), which had been offset by gains in other nondurable goods industries.

Female employment in the nondurable goods industries, on the other hand, had increased considerably since 1940, although it had declined as a percentage of total female employment in manufacturing. Three industries—food (other than meat products), apparel, and printing and publishing—largely accounted for this increase.

Thus, although total employment of men and women living in San Francisco had evidently scarcely changed between April, 1950 and early 1951, quite significant shifts had occurred in the occupational and industrial distribution of employment, for the most part in the directions we should expect in a period of stepped-up defense production.

#### Family Heads and Secondary Workers

Approximately three-fourths of all the men at work in San Francisco

in 1951 were family heads. The age distribution of these family heads (see Table 30) did not differ greatly from that of male workers as a whole, although the percentage who were aged 35 to 64 (about 73 per cent.) was slightly higher than for male workers as a whole (69 per cent). On the other hand, the male secondary workers were more heavily concentrated in the younger age groups, with approximately 37 per cent between the ages of 14 and 35, as compared with about 26 per cent of all male workers.

If the occupational distribution of male family heads (see Table 31) is compared with that of all male workers (Table 27), the differences are, for the most part, not significant, although a somewhat higher proportion of the family heads were in the higher status or more highly trained professional, managerial, and craftsmen groups (about 50 per cent as compared with about 47 per cent of all male workers). On the other hand, the occupational distribution of secondary workers (Table 32) differed considerably from that of all employed males. Only about 39 per cent of the secondary workers were in the professional, managerial, and craftsmen groups, while about 61 per cent were in the clerical, sales, operatives, private household, service, and laborers categories, as compared with about 53 per cent of all male workers. The proportion of secondary workers in the clerical group was especially high.

Within individual age groups, the occupational distribution of male family heads differed considerably from that of male secondary workers. Among secondary workers between the ages of 14 and 34, large proportions were in the clerical and sales categories, whereas the proportions of family heads in these two occupational groups were comparatively small. In the 35 to 44 age bracket, the proportion of craftsmen was comparatively high in the case of family heads, while the proportion in the service group was relatively high in the case of secondary workers. Among the workers aged 45 and over, comparatively few of the secondary workers were in the professional group, but the proportions in the "craftsmen" and service groups were quite high. In short, throughout all the age groups, the secondary workers were, on the whole, found in larger proportions in the lower status categories.

The industrial distribution of male family heads (Table 33) closely resembled that for all male workers (Table 28)—the differences were too small to be considered significant. The differences in the case of male secondary workers (Table 34) were somewhat more pronounced, though again not large enough to be considered clearly significant after allowing for sampling variability. As we might expect, however, there seemed to be a tendency for secondary workers to be somewhat more heavily concentrated in industries requiring comparatively little skill. Approximately 38 per cent of all secondary workers, for example, were found in wholesale and retail trade or in the personal service industries, as compared with about 33 per cent of all male workers.

If we consider individual age groups, the secondary workers who were aged 14 to 34 were somewhat more heavily concentrated in wholesale and retail trade and the various service industries than were the family heads, whereas among the latter group there was a comparatively high proportion of workers in public administration. In the 35 to 44 age bracket, the family heads appeared in comparatively large proportions in construction,

**TABLE 30. PERCENT OF PERSONS 14 YEARS OLD AND OVER, OF FAMILY HEADS, AND OF SECONDARY WORKERS CURRENTLY AT WORK, BY AGE AND SEX, SAN FRANCISCO, JANUARY-FEBRUARY, 1951**

Family status and sex of workers	Total	Percent	Age in years					
			14-24	25-34	35-44	45-64	65 and over	14-64
<b>Total persons currently at work</b>								
Male	212,320	100.0	5.6	20.6	27.9	40.8	5.1	94.9
Female	119,408	100.0	14.8	22.7	26.4	31.9	4.2	95.8
<b>Total family heads currently at work</b>								
Male	157,947	100.0	2.3	20.0	29.8	42.7	5.2	94.8
Female	12,070	100.0	4.8	22.6	36.9	32.1	3.6	96.4
<b>Total secondary workers currently at work</b>								
Male	54,373	100.0	14.9	22.3	22.6	35.3	4.9	95.1
Female	107,338	100.0	15.9	22.7	25.2	31.9	4.3	95.7

Source: Occupational Mobility Survey, San Francisco, Tables H-7 and H-9 (Outline Items II. C. 2, 3, and 4).

TABLE 31. PERCENT OF FAMILY HEADS CURRENTLY AT WORK BY MAJOR OCCUPATION GROUP OF CURRENT JOB, FOR EACH AGE GROUP OF MALES, AND FOR FEMALES, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Major occupation group of current job	Male family heads					Total female family heads
	Total	Age in years				
		14-34	35-44	45 and over	14-64	
Total family heads at work	157,947	35,313	46,985	75,649	119,673	12,070
Percent	100.0	100.0	100.0	100.0	100.0	100.0
Professional, technical, and kindred workers	10.6	12.2	11.0	9.7	10.8	5.9
Managers, officials, and proprietors, including farm	19.2	13.8	16.7	23.3	18.9	9.5
Clerical and kindred workers	7.7	7.5	8.2	7.4	7.7	44.1
Sales workers	8.9	9.2	9.7	8.2	9.2	9.5
Craftsmen, foremen, and kindred workers	20.5	18.0	25.5	18.6	21.1	1.2
Operatives and kindred workers	13.4	20.5	8.8	12.9	13.3	15.5
Private household workers	-	-	-	-	-	-
Service workers, excluding private household	12.4	11.3	11.9	13.3	11.8	13.1
Laborers, including farm but not mine	7.3	7.5	8.2	6.6	7.2	1.2

Source: Occupational Mobility Survey, San Francisco, Table H-9 (Outline Item II.C.3).

TABLE 32. PERCENT OF SECONDARY WORKERS CURRENTLY AT WORK BY MAJOR OCCUPATION GROUP OF CURRENT JOB, FOR EACH AGE AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Major occupation group of current job and sex	Total <sup>A</sup>	Age in years			
		14-34	35-44	45 and over	14-64
<b>Male</b>					
Total secondary workers at work	54,373	20,243	12,264	21,868	51,715
Percent	100.0	100.0	100.0	100.0	100.0
Professional, technical, and kindred workers	6.8	10.2	9.6	2.0	6.8
Managers, officials, and proprietors, including farm	14.1	12.4	15.7	14.9	12.9
Clerical and kindred workers	12.5	20.4	12.0	5.4	12.0
Sales workers	8.2	11.7	8.4	4.7	8.3
Craftsmen, foremen, and kindred workers	18.2	13.9	13.3	25.0	18.6
Operatives and kindred workers	14.9	19.0	12.1	12.8	15.4
Private household workers	1.1	-	-	2.7	0.9
Service workers excluding private household	16.6	6.6	20.5	23.7	17.4
Laborers, including farm but not mine	7.6	5.8	8.4	8.8	7.7
<b>Female</b>					
Total secondary workers at work	107,338 <sup>B</sup>	41,528	27,014	38,796	102,740
Percent	100.0	100.0	100.0	100.0	100.0
Professional, technical, and kindred workers	12.1	11.8	11.7	12.6	12.0
Managers, officials, and proprietors, including farm	7.6	4.8	8.0	10.4	7.7
Clerical and kindred workers	44.4	53.6	45.8	33.7	45.5
Sales workers	7.6	7.6	10.6	5.5	7.4
Craftsmen, foremen, and kindred workers	0.9	0.4	1.6	1.1	1.0
Operatives and kindred workers	9.8	8.3	8.5	12.2	9.7
Private household workers	5.0	2.8	3.2	8.5	4.4
Service workers excluding private household	12.3	10.4	10.6	15.6	12.0
Laborers, including farm but not mine	0.3	0.3	-	0.4	0.3

<sup>A</sup>Individual items do not always add to totals because of rounding.

<sup>B</sup>Excludes 575 females whose occupation was not reported.

Source: Occupational Mobility Survey, San Francisco, Tables H-7 and H-9 (Outline Item II. C. 4).

TABLE 33. PERCENT OF FAMILY HEADS CURRENTLY AT WORK BY MAJOR INDUSTRY GROUP OF CURRENT JOB, FOR EACH AGE GROUP OF MALES, AND FOR FEMALES, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Major industry group of current job	Male family heads					Female family heads
	Total	Age in years				
		14-34	35-44	45 and over	44-64	
Total family heads at work	157,799 <sup>A</sup>	35,313	46,837	75,649	149,525	12,070
Percent	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture, forestry, fisheries and mining	0.8	0.8	0.9	0.8	0.9	—
Construction	8.5	6.3	13.3	6.6	8.8	—
Manufacturing	18.8	18.0	18.0	19.7	19.1	26.2
Durable goods	10.3	12.1	7.9	10.9	10.7	10.7
Nondurable goods	8.5	5.9	10.1	8.8	8.4	15.5
Not specified manufacturing	—	—	—	—	—	—
Transportation, communication, and other public utilities	12.6	13.0	12.0	12.9	12.7	5.9
Wholesale and retail trade	24.3	24.7	25.9	23.1	24.3	26.2
Finance, insurance, and real estate	8.6	6.7	5.7	11.3	8.2	14.3
Business and repair services	3.9	3.8	4.7	3.5	4.1	1.2
Personal services	4.8	4.6	2.5	6.3	4.2	2.4
Entertainment and recreation services	0.7	0.8	0.3	0.8	0.7	1.2
Professional and related services	6.5	5.8	4.4	8.0	6.2	16.7
Public administration	10.5	15.5	12.3	7.0	10.8	5.9

<sup>A</sup>Excludes 148 males whose industry was not reported.

Source: Occupational Mobility Survey, San Francisco, Table H-10 (Outline Item II. C.3).

TABLE 34. PERCENT OF SECONDARY WORKERS CURRENTLY AT WORK BY MAJOR INDUSTRY GROUP OF CURRENT JOB, FOR EACH AGE AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Major industry group and sex	Total <sup>A</sup>	Age in years			
		14-34	35-44	45 and over	14-64
<b>Male</b>					
Total secondary workers currently at work	54,225 <sup>B</sup>	20,243	12,116	21,868	51,567
Percent	100.0	100.0	100.0	100.0	100.0
Agriculture, forestry, fisheries, and mining	0.3	-	-	0.7	-
Construction	6.5	6.6	4.9	7.4	6.9
Manufacturing	22.1	25.5	18.3	20.9	22.9
Durable goods	10.4	11.0	7.3	11.5	10.9
Nondurable goods	11.7	14.6	11.0	9.5	12.0
Not specified manufacturing	-	-	-	-	-
Transportation, communication, and other public utilities	7.9	10.2	6.1	6.8	8.3
Wholesale and retail trade	29.4	29.9	39.0	23.6	30.1
Finance, insurance, and real estate	6.8	8.8	1.2	8.1	6.0
Business and repair services	3.0	4.4	1.2	2.7	3.2
Personal services	9.0	2.2	9.8	14.9	7.4
Entertainment and recreation services	2.4	0.7	-	5.4	2.6
Professional and related services	4.4	3.6	7.3	3.4	4.3
Public administration	8.2	8.0	12.2	6.1	8.3
<b>Female</b>					
Total secondary workers currently at work	107,195 <sup>B</sup>	41,528	27,014	38,652	102,596
Percent	100.0	100.0	100.0	100.0	100.0
Agriculture, forestry, fisheries, and mining	-	-	-	-	-
Construction	2.0	1.7	3.2	1.5	2.1
Manufacturing	16.0	16.6	14.9	16.0	16.0
Durable goods	5.1	7.3	3.7	3.7	5.0
Nondurable goods	10.9	9.3	11.2	12.2	10.9
Not specified manufacturing	-	-	-	-	-
Transportation, communication, and other public utilities	5.8	7.6	5.3	4.1	5.6
Wholesale and retail trade	26.7	29.1	29.3	22.3	27.6
Finance, insurance, and real estate	11.1	13.1	6.9	11.9	11.3
Business and repair services	3.0	3.8	1.6	3.0	3.1
Personal services	9.9	4.5	11.2	14.9	9.2
Entertainment and recreation services	1.7	2.8	2.1	.3	1.7
Professional and related services	16.2	14.2	16.5	18.2	15.8
Public administration	7.6	6.6	9.0	7.8	7.6

<sup>A</sup>Individual items do not always add to totals because of rounding.

<sup>B</sup>Excludes 148 males and 718 females whose industry was not reported.

Source: Occupational Mobility Survey, San Francisco, Tables H-8 and H-10 (Outline Item II.C.4).

the transportation group, and two of the service groups ("finance, insurance, and real estate" and "business and repair services"), whereas the secondary workers showed up in somewhat larger proportions, again, in wholesale and retail trade and personal services. Among men aged 45 and over, the most marked differences were the higher proportion of secondary workers in personal services and the higher proportion of family heads in professional and related services. Thus, throughout the age range, the most significant differences between the two types of workers were the greater concentration of secondary workers, on the whole, in industries requiring comparatively little skill and the greater concentration of family heads in industries requiring higher skill or training.

What is the significance of these observed differences between male family heads and secondary workers from the point of view of some of the broader problems in which we are interested? In a full-scale emergency, most of the younger secondary workers would probably be drafted. In large part, their services would be lost in the less skilled occupations and in the less essential industries (trade and service).

Female employed family heads constituted a comparatively unimportant group, representing only about 10 per cent of all females at work in early 1951. They were somewhat more heavily concentrated in the "35 to 44" age group than were female workers as a whole, while comparatively few of them, as we should expect, were in the "14 to 24" age bracket (see Table 30). On the other hand, the age distribution of female secondary workers, who represented 90 per cent of the total employed female group, was practically identical with that of the larger group.

If we compare the occupational distribution of female family heads with that of female workers as a whole (see Tables 27 and 31) two differences stand out—the relatively small proportion of family heads in the "professional" group and the high proportion in the "operatives" group.<sup>1</sup> Otherwise, the differences were not large enough to be significant. Making a similar comparison in connection with industrial distribution, we find that the proportion of female family heads employed in manufacturing was considerably larger than the corresponding proportion of all female workers, while the proportion of female family heads employed in the personal services industry was comparatively low.

There were no significant differences between the occupational and industrial distributions of female secondary workers and those of all employed women. This is not surprising in view of the fact that female secondary workers represented 90 per cent of all women at work and therefore dominated the larger group.<sup>2</sup>

#### Manpower Implications

1. Analysis of the occupational distribution of San Francisco's employed workers in early 1951 indicates that they were a more highly trained group, on the whole, than the city's employed workers in 1940.

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1. Age breakdowns for female family heads have been omitted from Table 31 and 33 because of the small size of the group.

2. The same comment holds true for comparisons by age groups.

Especially among males, the decline in the proportion of workers in the relatively unskilled occupations was significant, and the fact that the proportion of craftsmen had increased considerably since 1940 was of special interest.

2. By early 1951, the defense program had already affected the industrial distribution of San Francisco's workers, leading to increases in the proportions employed in manufacturing, particularly the durable goods industries, and in public administration.

3. Younger workers had been entering the occupations which had shown the most rapid growth, while workers of all ages were found in increased proportions in the industries which had been expanding since 1940.

4. Among males, the family heads (i.e., the group least likely to be drafted or to move) were found in the more skilled or higher status occupations, or in the industries requiring relatively skilled workers, to a larger extent than were the secondary workers.

## CHAPTER V

### PREVIOUS WORK EXPERIENCE OF PERSONS NOT AT WORK January-February, 1951

#### Age and Sex Characteristics of Those Not at Work

Up to now, our attention has been in large part focussed on the characteristics of San Francisco's employed civilian population in early 1951. The present chapter will be concerned with the characteristics and previous work experience of the men and women who were not at work at the time the Occupational Mobility Survey was conducted.

Only about 26 per cent (some 73,000) of the civilian male population (14 years old and over) were not at work in early 1951, and the majority of these men (57 per cent) were over 44 years of age (see Tables 11, Part III, and 13). Slightly more than half of these men had worked at some time in the 1940-49 period, but it was chiefly the older men who had had work experience during the nineteen-forties. The median age of the group who had held jobs in 1940-49 was 50.4, as contrasted with a median age of 22.9 for the group with no 1940-49 work experience. Approximately 56 per cent of the latter group were in the "14 to 24" age bracket.

The number of females who were not at work in early 1951 was, of course, much greater than the corresponding male group, and approximately 40 per cent of all women 14 years old and over had had no work experience in 1940-49. The women who were not at work but who had had some work experience in 1940-49 were much more evenly distributed as to age than the corresponding male group, the great bulk of these women (83 per cent) falling in the age brackets from 25 to 64. The women with no work experience in 1940-49 were a somewhat older group, by and large, with a median age of 46.5 compared with 40.0 for those with work experience. There were, however, as we should expect, a considerable number of young women (14 to 24 years of age) who had not worked in 1940-49.

#### Previous Work Experience by Occupation

If the men who were not at work in early 1951 are classified by the occupation group of the longest job which they held in the 1940-49 period, the resulting occupational distribution is not strikingly different from that of the current jobs of those employed in early 1951 (see Tables 27 and 35). The previous work experience of the men who were not at work was, however, somewhat more heavily concentrated in certain manual occupations. The craftsmen, operatives, and laborers categories accounted for about 49 per cent of the "longest 1940-49 jobs", but only for approximately 41 per cent of the "current jobs".

There were few startling differences among age groups in the occupational distribution of these "longest jobs", but (1) the relative importance of the professional category among men aged 65 and over, (2) the relative importance of the managerial category among men aged 45 and over, (3) the high proportion in the "operatives" group among men aged 35-44 (probably

TABLE 35. PERCENT OF PERSONS 14 YEARS OLD AND OVER NOT CURRENTLY AT WORK BY MAJOR OCCUPATION GROUP OF LONGEST JOB, JANUARY 1940-DECEMBER 1949, FOR EACH AGE AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Major occupation group of longest job and sex	Total <sup>A</sup>	Age in years				
		14-34	35-44	45-64	65 and over	14-64
<b>Male</b>						
Worked in 1940-1949	39,745	6,501	4,433	16,696	12,116	27,630
Percent	100.0	100.0	100.0	100.0	100.0	100.0
Professional, technical, and kindred workers	6.0	6.8	6.7	2.7	9.8	4.3
Managers, officials, and proprietors, including farm	14.5	-	10.0	18.6	18.3	12.8
Clerical and kindred workers	10.0	6.8	10.0	12.4	8.5	10.7
Sales workers	6.7	9.1	3.3	5.3	8.5	5.9
Craftsmen, foremen, and kindred workers	21.6	27.3	20.0	21.2	19.5	22.5
Operatives and kindred workers	15.2	15.9	30.0	15.0	9.8	17.6
Private household workers	0.4	-	-	0.9	-	0.5
Service workers excluding private household	13.0	13.6	13.3	11.5	14.6	12.3
Laborers, including farm but not mine	12.6	20.5	6.7	12.4	11.0	13.4
<b>Female</b>						
Worked in 1940-1949	75,151 <sup>B</sup>	29,456	16,238	22,703	6,754	68,397
Percent	100.0	100.0	100.0	100.0	100.0	100.0
Professional, technical, and kindred workers	8.0	7.3	7.1	9.5	8.5	8.0
Managers, officials, and proprietors, including farm	4.0	1.5	3.5	5.7	10.6	3.4
Clerical and kindred workers	39.6	54.1	46.9	21.5	19.2	41.6
Sales workers	6.5	4.4	6.2	8.8	8.5	6.3
Craftsmen, foremen, and kindred workers	2.3	1.5	2.6	3.8	-	2.5
Operatives and kindred workers	20.1	17.0	17.7	26.6	17.0	20.4
Private household workers	2.7	1.0	1.8	3.8	8.5	2.1
Service workers excluding private household	15.9	12.2	13.3	19.0	27.7	14.7
Laborers, including farm but not mine	0.9	1.0	0.9	1.3	-	1.0

<sup>A</sup>Individual items do not always add to totals because of rounding.

<sup>B</sup>Excludes 431 females for whom occupation of longest 1940-1949 job was not reported.

Source: Occupational Mobility Survey, San Francisco, Table H-12 (Outline Item II. D. 1).

reflecting the great wartime demand for workers in this category) and (4) the high percentages of longest jobs as craftsmen or laborers among men aged 1½ to 3½ are worth mentioning.<sup>1</sup>

In the case of females, also, the occupational distribution of the "longest 1940-49 jobs" for those not currently employed did not differ markedly from the occupational distribution of the current jobs of those currently employed. The one group that clearly stands out with a high percentage in the distribution of "longest jobs" is the "operatives" category--again probably reflecting the heavy wartime demand for this type of worker. The variations among age groups in the distribution of these longest jobs were somewhat more systematic than in the case of males. Thus there was a clearcut tendency for the proportion of managerial, sales, private household, and service jobs to increase with age, and for the proportion of clerical jobs to decrease with age. The proportion of women with 1940-49 experience as "operatives" was especially high in the "45 to 64" age group.

#### Previous Work Experience by Industry

If the longest 1940-49 jobs of men not at work in early 1951 are classified by industry, the resulting industrial distribution shows a somewhat heavier concentration in the industries which were especially important in World War II than does the industrial distribution of current jobs (see Tables 28 and 36). Thus, construction, durable goods manufacturing (particularly shipbuilding), and public administration accounted for approximately 39 per cent of the longest jobs, as compared with 28 per cent of the current jobs, whereas most other industries figured somewhat less prominently in the industrial distribution of longest jobs than among current jobs. The relative importance of "agriculture, forestry, fisheries, and mining" was also significantly higher among longest jobs than among current jobs, suggesting that there were a number of men with previous experience in these industries who had moved to San Francisco or were living there temporarily in early 1951.

The differences among the various age groups in Table 36 followed systematic patterns to some extent. Thus the proportions with 1940-49 experience in construction, nondurable goods manufacturing, and the transportation group tended, on the whole, to decrease with age. On the other hand, the proportions with experience in durable goods manufacturing and public administration showed some tendency to increase with age. Age variations for the other occupational groups were less systematic. On the whole, the variations by age in the distribution of longest jobs did not show a very close resemblance to the corresponding variations in the distribution of current jobs.

Among women, the shipbuilding and apparel industries, personal services, and public administration together accounted for about 32 per cent of the longest 1940-49 jobs of women not at work in early 1951, as compared with about 21 per cent of the current jobs of employed women. Most other industries

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1. The small size of the individual male age groups in Table 35 contributes to high sampling variability for individual percentages within these age groups

TABLE 36. PERCENT OF PERSONS 14 YEARS OLD AND OVER NOT CURRENTLY AT WORK BY MAJOR INDUSTRY GROUP OF LONGEST JOB, JANUARY 1940-DECEMBER 1949, FOR EACH AGE AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Major industry group of longest job and sex	Total <sup>A</sup>	Age in years				
		14-34	35-44	45-64	65 and over	14-64
<b>Male</b>						
Worked in 1940-1949	39,449 <sup>B</sup>	6,353	4,433	16,696	11,968	27,482
Percent	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture, forestry, fisheries, and mining	3.4	7.0	-	5.3	-	4.8
Construction	11.2	18.6	16.7	9.7	7.4	12.9
Manufacturing	23.7	20.9	23.3	22.1	21.0	22.1
Durable goods	16.5	11.6	16.6	18.6	16.1	16.7
Ship and boat building and repairing	8.2	7.0	3.3	10.6	7.4	8.6
Nondurable goods	5.2	9.3	6.7	3.5	4.9	5.4
Not specified manufacturing	-	-	-	-	-	-
Transportation, communication, and other public utilities	12.0	16.3	16.7	11.5	8.6	13.4
Wholesale and retail trade	24.4	23.3	16.7	29.2	21.0	25.8
Finance, insurance, and real estate	2.6	4.7	-	2.7	2.5	2.7
Business and repair services	2.3	2.3	13.3	-	1.2	2.7
Personal services	5.2	-	-	8.0	6.2	4.8
Entertainment and recreation services	2.6	-	-	-	8.6	-
Professional and related services	3.0	2.3	3.3	1.8	5.0	2.2
Public administration	11.6	4.6	10.0	9.7	18.5	8.6
<b>Female</b>						
Worked in 1940-1949	75,295 <sup>B</sup>	29,313	16,525	22,703	6,754	68,541
Percent	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture, forestry, fisheries, and mining	-	-	-	-	-	-
Construction	1.1	2.5	-	0.6	-	1.3
Manufacturing	21.2	21.1	20.0	26.0	8.5	22.4
Durable goods	6.9	5.4	11.3	7.0	2.1	7.3
Ship and boat building and repairing	3.4	3.9	4.3	3.2	-	3.8
Nondurable goods	14.3	15.7	8.7	19.0	6.4	15.1
Apparel and other fabricated textile products	6.7	5.4	6.1	10.1	2.1	7.1
Not specified manufacturing	-	-	-	-	-	-
Transportation, communication, and other public utilities	6.7	8.8	9.6	3.8	-	7.3
Wholesale and retail trade	25.8	25.0	23.5	27.2	29.8	25.4
Finance, insurance, and real estate	7.8	7.8	10.4	6.3	6.4	8.0
Business and repair services	1.9	1.5	4.3	0.6	2.1	1.9
Personal services	10.3	2.5	11.3	14.6	27.6	8.6
Entertainment and recreation services	2.5	3.4	3.5	1.3	-	2.7
Professional and related services	10.9	7.8	12.2	13.3	12.8	10.7
Public administration	11.8	19.6	5.2	6.3	12.8	11.7

<sup>A</sup>Individual items do not always add to totals because of rounding.

<sup>B</sup>Excludes 296 males and 431 females for whom industry of longest 1940-1949 job was not reported.

Source: Occupational Mobility Survey, San Francisco, Table H-14 (Outline Item II. D. 1 a).

accounted for smaller proportions of the longest jobs than of the current jobs. Thus the industries which stood out as accounting for comparatively large proportions of the longest 1940-49 jobs were either industries which had expanded greatly during the war or industries which have tended to employ chiefly women.

The variations among female age groups in the industrial distribution of the longest 1940-49 jobs did not follow a very clearcut pattern. Among younger women (14 to 34), public administration stood out as an "industry" which seemed to account for a considerably higher proportion of the "longest jobs" than of "current jobs". On the other hand, "finance, insurance, and real estate", and "professional and related services" accounted for considerably smaller proportions of the longest jobs than of the current jobs. Among older women, aged 45 to 64, manufacturing and "wholesale and retail trade" accounted for a larger proportion of the longest jobs than of the current jobs, while "finance, insurance, and real estate", and "professional and related services" figured more prominently among the current jobs. The oldest age bracket (65 and over) had too few women either currently employed or employed in 1940-49 to permit significant comparisons.

Ratios of Experienced Workers Not Currently Employed to Currently Employed Workers: Occupation and Industry

Some notion of the extent to which employment in the various occupational groups might be expanded, through the hiring of persons living in San Francisco in early 1951 with work experience during 1940-49 in those occupations may be had from Table 37. In interpreting the table, it must be recognized that the size of individual ratios might be affected by (1) the unavailability of some of the experienced workers, e.g., in the case of married women with young children, for employment or (2) subsequent immigration, out-migration, or movement into the Armed Forces.

The total number of men not currently employed but with work experience in the 1940-49 period represented less than 20 per cent of the currently employed males. If we eliminate those not currently employed who were aged 65 and over, this percentage is cut down to about 14 per cent. Among occupational groups, the ratio of experienced workers not at work to employed workers was highest for laborers, but, in terms of numbers of men, the largest groups of experienced workers not at work were the "craftsmen", and "operatives" groups, both of great importance for the defense program. Some of the ratios are reduced considerably by eliminating the men of "65 and over", but, if all men aged 14 to 64 with 1940-49 work experience who were not at work in early 1951 could be drawn into the occupations of their longest 1940-49 jobs, the "craftsmen" group could be expanded about 15 per cent, the "operatives", about 18 per cent, and the laborers group about 25 per cent.<sup>1</sup> Except in the operatives and clerical groups, the "35 to 44" age bracket had the smallest ratios of experienced workers not at work. In terms of both ratios and numbers of men with previous experience who were not at work, the "45 to 64" and "65 and over" age brackets

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1. The ratio of experienced private household workers not at work to employed private household workers was high, but the numbers of men involved were very small.

TABLE 37. RATIO OF EXPERIENCED WORKERS 11 YEARS OLD AND OVER NOT CURRENTLY AT WORK TO PERSONS CURRENTLY AT WORK FOR EACH MAJOR OCCUPATION, AGE, AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951<sup>A</sup>

Major occupation group and sex	Total persons at work <sup>B</sup> (1)	Total persons not at work <sup>B</sup> (2)	Ratio of (2) to (1)	Age in years				
				14-34	35-44	45-54	65 and over	14-64
<b>Male</b>								
(1) Total currently at work	212,320			55,556	59,249	86,583	10,934	201,388
(2) Total not currently at work who worked during 1940-1949 period		39,745		6,501	4,433	16,696	12,116	27,630
Percent not at work			18.7	11.7	7.5	19.3	110.8	13.7
Professional, technical, and kindred workers	20,538	2,364	11.5	7.0	4.7	6.4	133.3	6.0
Managers, officials, and proprietors, incl. farm	37,972	5,762	15.2	—	4.5	17.5	71.4	10.2
Clerical and kindred workers	18,912	3,989	21.1	6.5	8.3	3.7	87.5	1.7
Sales workers	18,469	2,660	14.4	10.5	2.6	13.0	233.4	9.0
Craftsmen, foremen, and kindred workers	42,257	8,570	20.3	19.4	6.5	19.2	22.9	15.1
Operatives and kindred workers	29,255	6,058	20.7	9.3	23.7	22.4	88.9	17.5
Private household workers	591	148	25.0	—	—	33.4	—	33.4
Service workers, exc. private household	28,664	5,171	18.0	16.7	7.3	14.4	92.3	12.7
Laborers, incl. farm but not mine	15,662	5,024	32.1	34.6	6.1	34.2	149.9	25.0
<b>Female</b>								
(1) Total currently at work	119,408 <sup>C</sup>			44,833	31,468	38,078	5,029	114,379
(2) Total not currently at work who worked during 1940-1949 period		75,151 <sup>D</sup>		29,600	16,525	22,272	6,754	68,397
Percent not at work			62.9	65.7	51.6	59.6	134.3	59.8
Professional, technical and kindred workers	13,651	6,035	44.2	42.9	22.0	48.4	100.0	41.8
Managers, officials, and proprietors, incl. farm	9,340	3,018	32.3	16.7	25.0	34.6	100.0	26.7
Clerical and kindred workers	53,022	29,714	56.1	66.9	53.5	35.1	128.5	54.7
Sales workers	9,340	4,886	52.3	40.9	29.2	87.5	133.4	48.4
Craftsmen, foremen, and kindred workers	1,150	1,724	149.9	299.3	75.0	200.0	—	149.9
Operatives and kindred workers	12,358	15,088	122.1	125.0	105.3	123.5	160.2	119.7
Private household workers	5,317	2,012	37.8	25.0	33.3	35.3	66.7	32.3
Service workers, exc. private household	14,800	11,926	80.6	75.7	60.0	75.0	260.2	71.4
Laborers, incl. farm but not mine	431	718	166.6	199.3	100.0	199.3	—	166.6

<sup>A</sup>Major occupation group of current job for those currently at work; major occupation group of longest job, 1940-1949, for those not currently at work who worked sometime in the 1940-1949 period.

<sup>B</sup>Individual items do not always add to totals because of rounding.

<sup>C</sup>Includes 575 females for whom occupation of current job was not reported.

<sup>D</sup>Excludes 431 females for whom occupation of longest job in 1940-1949 was not reported.

Source: Occupational Mobility Survey, San Francisco, Tables H-7 and H-12 (Outline Item II, D.4).

were much the most important for practically all occupations.

As we have already noted, experienced women who were not at work in early 1951 constituted a much larger group, both in terms of absolute numbers and as a percentage of women currently employed, than did the males. Furthermore, the women in this category were much younger, on the whole. By far the largest single group, occupation-wise, was the clerical group, but the "operatives" group was also large and represented over 100 per cent of the currently employed female operatives throughout the various age groups. The number of service workers was also fairly large and, in this case, though the ratio for the "65 and over" age category was much higher than for the other age groups, elimination of the 65 and over group did not materially reduce the overall ratio. In most other occupation groups, the actual numbers of women with 1940-49 experience were comparatively small, although the ratios were large in some cases.

If we consider the ratios of experienced workers not at work to current workers by industry (Table 38), we find, for the males, a somewhat wider variation among the different industries than we found among the different occupations. In those few cases in which the ratios were high (the agricultural and entertainment groups), however, the actual numbers of men involved were very small. The largest number of experienced men not at work were those whose longest jobs had been in wholesale and retail trade, but from the point of view of manpower mobilization problems, greatest interest attaches to the comparatively large number who had had experience in manufacturing, particularly in the durable goods industries. The ratio of experienced workers not at work to current workers in the durable goods industries was about 30 per cent, although for age brackets under 45, the ratios were lower. Other industries in which both the ratios and numbers of men involved were comparatively large were construction, the transportation group, and public administration. In the latter field, however, the ratios were high only for the older age groups and, if we eliminate men of 65 and over, the ratio for public administration becomes only about 12 per cent.

Among women, also, the largest numbers of experienced workers not at work had held their longest 1940-49 jobs in wholesale and retail trade, but the number of experienced female workers whose longest jobs had been in manufacturing was also quite high. While more women had worked in the nondurable than in the durable goods industries, the ratios of experienced workers to current workers were high for both types of manufacturing, the "35 to 44" age bracket standing out with a particularly high ratio in the case of the durable goods industries and the "14 to 34" and "45 and over" groups having especially high ratios in the case of the nondurable goods industries. Other industries with both large numbers of experienced female workers not at work and fairly substantial ratios were public administration, professional and related services, personal services, "finance, insurance, and real estate", and the transportation group. While, for most of these industries, it was the oldest age bracket which had the highest ratios, this did not mean that the ratios in other age groups were low. In fact, if we consider the ratios for women from 14 through 64, we note that they were quite high for most industries.

Thus not only was the number of experienced female workers who were not at work in early 1951 fairly high, but the manner in which they were

TABLE 38. RATIO OF EXPERIENCED WORKERS 14 YEARS OLD AND OVER NOT CURRENTLY AT WORK TO PERSONS CURRENTLY AT WORK FOR EACH MAJOR INDUSTRY, AGE, AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951<sup>A</sup>

Major industry group and sex	Total persons at work <sup>B</sup> (1)	Total persons not at work <sup>B</sup> (2)	Ratio of (2) to (1)	Age in years				
				14-35	35-44	45-64	65 and over	14-64
<b>Male</b>								
(1) Total currently at work	212,024 <sup>C</sup>			55,556	58,953	86,583	10,934	201,092
(2) Total not currently at work who worked during 1940-1949 period		39,449 <sup>D</sup>		6,353	4,433	16,696	11,968	27,482
Percent not at work			18.6	11.4	7.5	19.3	109.5	13.7
Agriculture, forestry, fisheries, and mining	1,478	1,330	90.0	150.0	-	150.1	-	100.0
Construction	16,991	4,433	26.1	33.3	10.9	25.6	299.7	21.2
Manufacturing	41,666	8,570	20.6	11.5	9.7	20.3	188.9	15.0
Durable goods	21,867	6,501	29.7	11.4	16.1	29.6	649.0	21.2
Nondurable goods	19,799	2,069	10.5	11.8	4.9	7.7	57.2	7.9
Transportation, communication, and other public utilities	24,231	4,728	19.5	15.6	11.6	18.6	116.6	15.2
Wholesale and retail trade	54,225	9,604	17.7	10.0	4.4	24.1	106.3	13.7
Finance, insurance, and real estate	17,287	1,034	6.0	7.2	-	5.3	15.4	4.8
Business and repair services	7,831	887	11.3	6.7	25.0	-	100.0	9.6
Personal services	12,411	2,069	16.7	-	-	23.1	33.3	13.0
Entertainment and recreation services	2,364	1,034	43.7	-	-	-	-	-
Professional and related services	12,559	1,182	9.4	5.3	5.0	5.1	57.2	5.1
Public administration	20,981	4,580	21.8	4.2	6.1	26.8	375.0	11.6

TABLE 38. (Cont.)

Major industry group and sex	Total persons at work <sup>B</sup> (1)	Total persons not at work <sup>B</sup> (2)	Ratio of (2) to (1)	Age in years				
				14-35	35-44	45-64	65 and over	14-64
<b>Female</b>								
(1) Total currently at work	119,265 <sup>C</sup>			44,833	31,468	37,934	5,029	114,235
(2) Total not currently at work who worked during 1940-1949 period		75,295 <sup>D</sup>		29,313	16,525	22,703	6,754	68,541
Percent not at work			63.1	65.4	52.5	59.8	134.3	60.0
Agriculture, forestry, fisheries, and mining	-	-	-	-	-	-	-	-
Construction	2,155	862	40.0	100.0	-	25.0	-	40.0
Manufacturing	20,261	15,950	78.7	81.1	67.6	85.4	66.7	79.3
Durable goods	6,754	5,173	76.6	47.8	144.5	91.7	33.4	79.5
Nondurable goods	13,507	10,777	79.8	106.7	40.0	83.3	100.0	79.1
Transportation, communication, and other public utilities	6,897	5,029	72.9	72.0	100.0	66.7	-	77.8
Wholesale and retail trade	31,756	19,398	61.1	55.4	42.2	68.3	701.0	55.2
Finance, insurance, and real estate	13,651	5,891	43.2	39.0	63.2	32.3	75.0	41.8
Business and repair services	3,305	1,437	43.5	25.0	166.6	12.5	-	39.1
Personal services	10,921	7,759	71.0	38.5	61.9	67.6	162.4	60.3
Entertainment and recreation services	2,012	1,868	92.8	77.8	100.0	-	-	100.0
Professional and related services	19,398	8,190	42.2	37.2	37.8	44.7	75.0	40.2
Public administration	8,909	8,909	100.0	210.4	30.0	50.0	200.0	94.9

<sup>A</sup>Major industry group of current job for those currently at work; major industry group of longest job, 1940-1949, for those not currently at work who worked during the 1940-1949 period.

<sup>B</sup>Individual items do not always add to totals because of rounding.

<sup>C</sup>Excludes 296 males and 718 females for whom industry of current job was not reported.

<sup>D</sup>Excludes 296 males and 287 females for whom industry of longest job was not reported.

Source: Occupational Mobility Survey, San Francisco, Tables H-8 and H-14 (Outline Item II, D. 4 a).

distributed by age, and occupation and industry of longest jobs, indicated that they constituted a valuable group of potential workers.

#### Duration of Longest 1940-49 Jobs

Among the men with 1940-49 work experience who were not at work in early 1951, about 47 per cent had worked over five years at their longest jobs during the 1940-49 period (see Table 39). Another 32 per cent had worked from three to five years at their longest jobs, so that nearly 80 per cent had had at least three years experience on one job. There were, of course, rather marked differences among the various broad age groups in this respect. Thus, in the youngest age group (14 to 24), none of the men or boys had worked over five years at their longest jobs, and more than half had worked only one to two years. Among the men aged 25 to 44, about 66 per cent had worked at least three years on their longest jobs, and 26 per cent, over five years. Only a small proportion had had less than one year's experience on the job. Among the men aged 45 and over, who constituted by far the most numerous group, nearly 60 per cent had had over five years' experience on their longest jobs and another 31 per cent, three to five years' experience.

If we consider the various occupational groups, the highest proportions of men with over five years experience in their longest jobs had worked in the managerial, clerical, and craftsmen groups. But over 80 per cent of the men who had worked in the "operatives" or "sales" groups had worked at least three years on the job. Only among professional workers and laborers were there more than thirty per cent who had worked less than three years on their longest jobs.

The work experience of the female group on the longest 1940-49 job had been somewhat shorter, on the whole. Only about 56 per cent of the women had worked as long as three years at their longest jobs, while the proportion with only one to two years of experience at the job was considerably higher than in the case of men. The variations among the three broad age groups were somewhat similar to those which we noted for the males, taking into account the shorter periods on the "longest job" for women in general.

Among the various occupational groups, the largest proportions of women with over five years' experience at their longest 1940-49 jobs were found in the "managerial" and "private household" classifications, while the smallest proportions were found in the "craftsmen" and "operatives" groups. Over 40 per cent of those whose jobs had been in the "operatives" category had worked only one to two years at the job--many of them, probably, during the war. Other occupational categories in which a large proportion of these women had worked only one to two years were the clerical, sales, and service groups.

#### Year in Which Longest 1940-49 Job Ended

Of considerable interest is the information in Tables 40 and 41 on the years in which the longest 1940-49 jobs ended. One might anticipate, in view of the large numbers of persons who were employed temporarily during World War II, that a very substantial proportion of these longest jobs would have ended prior to 1946.

TABLE 39. PERCENT OF PERSONS 14 YEARS OLD AND OVER NOT CURRENTLY AT WORK BY DURATION OF JOB, FOR EACH MAJOR OCCUPATION GROUP OF LONGEST JOB, 1940-1949, AND FOR EACH AGE AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Major occupation group of longest job, age, and sex	Total <sup>A</sup>	Percent	Duration of job in years			
			less than 1 year	1-2 years	3-5 years	Over 5 years
<b>Male</b>						
Total worked in 1940-1949	39,006 <sup>B</sup>	100.0	4.5	16.3	31.8	47.4
Major occupation group						
Professional, technical, and kindred workers	2,058	100.0	7.1	28.6	28.6	35.7
Managers, officials, and proprietors, including farm	5,762	100.0	-	10.3	28.2	61.5
Clerical and kindred workers	3,989	100.0	3.7	14.8	22.2	59.3
Sales workers	2,660	100.0	-	16.7	10.4	38.9
Craftsmen, foremen, and kindred workers	8,422	100.0	7.0	10.5	21.1	61.4
Operatives and kindred workers	6,058	100.0	2.4	12.2	41.5	43.9
Private household workers	148	100.0	-	100.0	-	-
Service workers, excluding private household	5,023	100.0	5.9	20.6	41.2	32.3
Laborers, including farm but not mine	4,876	100.0	9.1	27.3	36.3	27.3
Age group						
14-24	3,103	100.0	28.6	52.4	19.0	-
25-44	7,831	100.0	5.7	26.3	39.6	28.4
45 and over	28,073	100.0	1.6	8.9	31.1	58.4
<b>Female</b>						
Total worked in 1940-1949	75,151 <sup>B</sup>	100.0	6.9	36.7	28.9	27.5
Major occupation group						
Professional, technical, and kindred workers	6,035	100.0	4.7	26.2	28.6	40.5
Managers, officials, and proprietors, including farm	3,018	100.0	-	19.1	23.8	57.1
Clerical and kindred workers	29,457	100.0	4.4	39.0	33.2	23.4
Sales workers	4,886	100.0	11.8	32.4	23.5	32.3
Craftsmen, foremen, and kindred workers	1,724	100.0	16.6	16.7	50.0	16.7
Operatives and kindred workers	14,944	100.0	9.6	43.3	26.0	21.1
Private household workers	2,012	100.0	7.1	28.6	7.1	57.2
Service workers, excluding private household	11,926	100.0	8.4	38.6	26.5	26.5
Laborers, including farm but not mine	718	100.0	20.0	40.0	-	40.0
Age group						
14-24	5,748	100.0	17.5	57.5	20.0	5.0
25-44	39,946	100.0	6.1	43.5	30.6	19.8
45 and over	29,457	100.0	5.9	23.4	28.3	42.4

<sup>A</sup>Individual items do not always add to totals because of rounding.

<sup>B</sup>Excludes 739 males and 431 females for whom duration of job was not reported.

Source: Occupational Mobility Survey, San Francisco, Table H-13 (Outline Item II.D.6).

This was certainly not true in the case of males. More than 75 per cent of the longest jobs held during 1940-49 by men who were not at work in early 1951 had ended sometime from 1946 on, while about a third had not ended until after December, 1949. Furthermore, even among the older men, the vast majority had not ended their longest jobs until after the beginning of 1946, while approximately 37 per cent of the men aged 45 to 64 had worked at their longest jobs until sometime after December, 1949.

It may be well to note, in this connection, that not all these longest jobs had necessarily actually "ended" by early 1951. A person who was not working during the week preceding the enumerator's visit was classified as "not at work" even though he may have been only temporarily absent from a job to which he expected to return.

There were few marked differences among occupational groups with respect to the proportions of longest jobs of males which had ended in the various periods. A comparatively small proportion of the jobs in the "professional" category had ended after December, 1949, but on the other hand, a relatively high proportion of these jobs had ended in the 1946-49 period.

Among women, the proportion whose longest 1940-49 jobs had ended in the 1942-45 period was considerably higher than in the case of males, while a smaller proportion had worked at their longest jobs after the end of 1949. But even so, 60 per cent of the women "not at work" in early 1951 who had held jobs during the 1940-49 period had worked at their longest jobs until sometime after the beginning of 1946. Nor were there marked differences among the female age groups in this connection, although, as we should expect, the proportion in the youngest age bracket whose longest job had ended quite recently was comparatively high.

Again, as in the case of males, there were few marked differences among occupational categories with respect to the proportions of longest jobs which had ended in various periods. Perhaps the most significant variation from the "norm" occurs in the case of jobs in the "private household" field, comparatively few of which had ended after December, 1949, while a relatively high proportion had ended in 1940-41 (a period when women were probably shifting from domestic service into war jobs or other more attractive fields). As we have seen, this was a declining occupation for women in any case.

Somewhat larger variations were found among industries (see Table 41) than among occupations with respect to the years in which longest jobs had ended. Agriculture, construction, transportation, and "finance, insurance, and real estate", stand out as occupations in which a high proportion of the longest 1940-49 jobs of males not at work in early 1951 had ended after December, 1949. Agriculture and construction, of course, are seasonal industries, January and February occurring in the off-season for both. This probably helps to account for the high proportion of "longest jobs" in these industries which had ended after December, 1949. Transportation, and, to some extent, "finance, insurance, and real estate" are industries in which certain types of jobs may be casual or temporary in nature, again suggesting that some

TABLE 40. PERCENT OF PERSONS 14 YEARS OLD AND OVER NOT CURRENTLY AT WORK BY YEAR IN WHICH JOB ENDED, FOR EACH MAJOR OCCUPATION GROUP OF LONGEST JOB, 1940-1949, AND FOR EACH AGE AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Major occupation group of longest job, age, and sex	Total <sup>A</sup>	Percent	Year in which longest job ended			
			1940-1941	1942-1945	1946-1949	Job not ended by 12/49
<b>Male</b>						
Total worked in 1940-1949	39,449 <sup>B</sup>	100.0	1.9	22.1	43.4	32.6
Major occupation group						
Professional, technical, and kindred workers	2,364	100.0	-	31.3	62.5	6.2
Managers, officials, and proprietors, including farm	5,762	100.0	2.6	25.6	41.0	30.8
Clerical and kindred workers	3,989	100.0	7.4	22.2	37.1	33.3
Sales workers	2,660	100.0	-	27.8	44.4	27.8
Craftsmen, foremen, and kindred workers	8,570	100.0	-	20.7	37.9	41.4
Operatives and kindred workers	6,058	100.0	4.9	17.1	41.4	36.6
Private household workers	148	100.0	-	-	100.0	-
Service workers, excluding private household	5,023	100.0	-	14.7	53.0	32.3
Laborers, including farm but not mine	4,876	100.0	-	27.3	42.4	30.3
Age group:						
14-24	3,103	100.0	-	4.8	33.3	61.9
25-44	7,831	100.0	3.8	26.4	37.7	32.1
45-64	16,400	100.0	0.9	21.6	40.6	36.9
65 and over	12,116	100.0	2.4	24.4	53.7	19.5
<b>Female</b>						
Total worked in 1940-1949	75,295 <sup>B</sup>	100.0	4.2	35.9	44.3	15.6
Major occupation group						
Professional, technical, and kindred workers	6,035	100.0	2.4	38.1	40.5	19.0
Managers, officials, and proprietors, including farm	3,018	100.0	-	38.1	47.6	14.3
Clerical and kindred workers	29,457	100.0	4.9	34.6	41.5	19.0
Sales workers	4,886	100.0	11.8	41.2	32.3	14.7
Craftsmen, foremen, and kindred workers	1,724	100.0	-	41.6	50.0	8.4
Operatives and kindred workers	15,088	100.0	1.0	41.9	47.6	9.5
Private household workers	2,012	100.0	21.4	21.4	50.0	7.2
Service workers, excluding private household	11,926	100.0	3.6	30.1	49.4	16.9
Laborers, including farm but not mine	718	100.0	-	40.0	40.0	20.0
Age group						
14-24	5,748	100.0	-	5.0	50.0	45.0
25-44	40,090	100.0	6.4	42.3	40.9	10.4
45-64	22,703	100.0	1.3	32.3	48.1	18.3
65 and over	6,754	100.0	4.2	36.2	46.8	12.8

<sup>A</sup>Individual items do not always add to totals because of rounding.

<sup>B</sup>Excludes 296 males and 287 females for whom year in which longest job ended was not reported.

Source: Occupational Mobility Survey, San Francisco, Table H-15 (Outline Item II.D.7).

TABLE 41. PERCENT OF PERSONS 14 YEARS OLD AND OVER NOT CURRENTLY AT WORK BY YEAR IN WHICH JOB ENDED, FOR EACH MAJOR INDUSTRY GROUP OF LONGEST JOB, 1940-1949, AND FOR EACH AGE AND SEX GROUP, SAN FRANCISCO, JANUARY-FEBRUARY, 1951

Major industry group of longest job, age, and sex	Total <sup>A</sup>	Percent	Year in which longest job ended			
			1940-1941	1942-1945	1946-1949	job not ended by 12/49
<b>Males</b>						
Total worked in 1940-1949	39,449 <sup>B</sup>	100.0	1.9	22.1	43.4	32.6
Major industry group						
Agriculture, forestry, fisheries, and mining	1,182	100.0	—	37.5	12.5	50.0
Construction	4,433	100.0	—	3.3	33.4	63.3
Manufacturing	8,570	100.0	1.7	29.3	47.4	27.6
Durable goods	6,501	100.0	2.3	36.3	34.1	27.3
Ship and boat building and repairing	3,251	100.0	—	59.1	40.9	—
Nondurable goods	2,069	100.0	—	7.1	64.3	28.6
Transportation, communication, and other public utilities	4,728	100.0	6.2	21.9	28.1	43.8
Wholesale and retail trade	9,456	100.0	—	18.7	51.6	29.7
Finance, insurance, and real estate	1,034	100.0	—	—	28.6	71.4
Business and repair services	887	100.0	—	33.4	66.6	—
Personal services	2,069	100.0	—	21.4	42.9	35.7
Entertainment and recreation services	1,034	100.0	—	—	85.7	14.3
Professional and related services	1,182	100.0	12.5	37.5	50.0	—
Public administration	4,580	100.0	3.2	35.5	48.4	12.9
Age Group						
14 - 24	3,103	100.0	—	4.8	33.3	61.9
25 - 44	7,831	100.0	3.8	26.4	37.7	32.1
45 - 64	16,400	100.0	0.9	21.6	40.6	36.9
65 and over	12,116	100.0	2.4	24.4	53.7	19.5
<b>Females</b>						
Total worked in 1940-1949	75,295 <sup>B</sup>	100.0	4.2	35.9	44.3	15.6
Major industry group						
Agriculture, forestry, fisheries, and mining	—	—	—	—	—	—
Construction	862	100.0	—	16.7	83.3	—
Manufacturing	15,950	100.0	1.8	45.1	44.1	9.0
Durable goods	5,173	100.0	2.8	66.7	30.5	—
Ship and boat building and repairing	2,586	100.0	—	77.8	22.2	—
Nondurable goods	10,777	100.0	1.3	34.7	50.7	13.3
Transportation, communication, and other public utilities	5,029	100.0	5.7	34.3	40.0	20.0
Wholesale and retail trade	19,111	100.0	6.8	31.6	45.1	16.5
Finance, insurance, and real estate	5,891	100.0	—	36.6	43.9	19.5
Business and repair services	1,437	100.0	—	50.0	30.0	20.0
Personal services	7,759	100.0	7.4	29.6	48.2	14.8
Entertainment and recreation services	1,868	100.0	7.7	38.4	23.1	30.8
Professional and related services	8,190	100.0	3.5	26.3	45.6	24.6
Public administration	8,909	100.0	3.2	40.3	45.2	11.3
Age Group						
14 - 24	5,748	100.0	—	5.0	50.0	45.0
25 - 44	40,090	100.0	6.4	42.3	40.9	10.4
45 - 64	22,703	100.0	1.3	32.3	48.1	18.3
65 and over	6,754	100.0	4.2	36.2	46.8	12.8

<sup>A</sup>Individual items do not always add to totals because of rounding.

<sup>B</sup>Excludes 296 males and 287 females for whom year in which longest job ended was not reported.

Source: Occupational Mobility Survey, San Francisco, Table B-10 (outline item 11.2. (a)).

of the men who were not at work in early 1951 were temporarily unemployed or were in a "between jobs" status.

A large proportion of the 1940-49 jobs of males in "wholesale and retail trade" and certain of the service industries had ended in the 1946-49 period. This may reflect the fact that some of these industries enjoyed a boom for a few years immediately following the war, but we shall be in a better position to account for this variation when we complete our analysis of industrial shifts in Report #2.

The proportion of male jobs in manufacturing which ended in 1946-49 was close to the proportion for all male "longest jobs," but there were marked differences between the durable and nondurable goods industries in this respect. The proportion of longest jobs in the nondurable goods industries which ended in the 1946-49 period was quite high, while only a very small proportion of these jobs had ended in the 1942-45 period. On the other hand a substantial proportion of male "longest jobs" in the durable goods industries had ended in the 1942-45 period, reflecting the fact, probably, that many men who had shifted into these industries during the early years of the war began to shift out after August, 1943, the month in which wartime employment reached a peak.

Although detailed manufacturing data have been omitted from Table 41, we have included shipbuilding because of the importance of the wartime shifts into and out of this industry in the San Francisco Area. Evidently the majority of the longest 1940-49 male jobs which had been in shipbuilding ended prior to 1946, but about 41 per cent did not end until sometime after the beginning of 1946. This is consistent with what we know from monthly employment data for the Bay Area, which show that employment in the shipyards reached a peak in August, 1943, declined slowly until V-J Day, dropped sharply during the following few months, and then tapered off gradually during the postwar period.<sup>1</sup>

Among women, the variations by industry with respect to years in which "longest jobs" ended were much less marked. Probably the most significant difference which shows up is that between the durable and nondurable goods industries within manufacturing. The differences in this respect are similar to those which we noted in the case of men, but the proportion of women whose longest 1940-49 jobs in durable goods industries ended in the 1942-45 period was considerably higher than the corresponding proportion of men.

#### Manpower Implications

The most important conclusions, in relation to manpower problems, to be drawn from the material in this chapter are the following:

1. The number of men who were not at work in early 1951 but who had

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1. See State of California, Department of Industrial Relations, Division of Labor Statistics and Research, Labor in California, 1943-1944, 1945-1946, and 1947-1948 (San Francisco, 1945, 1947, and 1949).

worked at some time in the 1940-49 period was rather small (only about 40,000), and 30 per cent of these men were over 64 years of age, while another 42 per cent were aged 45 to 64.

2. The number of females not currently employed but with 1940-49 work experience was much larger (about 76,000) and over four-fifths of these women were aged 25 to 64.

3. The 1940-49 jobs of persons who were not at work in early 1951 were distributed occupationally and industrially in much the same manner as the current jobs of employed workers. To the extent that there were differences, though minor, they were chiefly in the "right" direction from the point of view of manpower recruitment problems, indicating comparatively high proportions of longest jobs in occupations and industries in which the need for workers would be acute in an emergency.

4. Especially among the men, most of the longest jobs had been held over a considerable period of years and had not ended until comparatively recently. The 1940-49 work experience<sup>1</sup> of the women had been somewhat shorter and less recent, by and large, but even so well over half of the women had worked at least three years on their longest jobs, and about three-fifths of the women had not ended their longest jobs until sometime after the end of 1945.

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1. We refer here, of course, to work experience on the longest 1940-49 job. The data shed no light on the work experience which a person may have had on other jobs.

## CHAPTER VI

### ESTIMATES OF SAN FRANCISCO'S EMPLOYMENT POTENTIAL

In this chapter, we shall present four estimates of San Francisco's employment potential, based on varying assumptions. Quite obviously, the higher the rate of turnover in a city's population, the more difficult is the problem of estimating potential manpower, especially if we wish to project our estimates very far into the future. In the case of a city with as high a rate of population turnover as San Francisco's, the methods of estimating employment potential which might be appropriate for a city with a more stationary population will not tell us what we want to know. In the first two of our four estimates, we shall get around this difficulty by projecting our estimates over a very short time-period. In the third and fourth estimates, we shall attempt to "grapple" with the problem of in-migration and out-migration.

#### Estimate No. 1

##### General Assumption

A full-scale emergency develops in the latter part of 1951; employment rates rise to World War II levels.

##### Specific Assumptions and Procedures

1. Adult males aged 18 to 34 are eliminated from the computations. In all probability, the number of available workers in this male age group would decline appreciably because of the draft, but we have no way of knowing by how much. The expansion in employment which would occur in other age and sex groups would, in part, merely offset the decline in employment of young adult males.
2. Employment rates for April, 1944 are estimated from the 1944 sample population survey data. We have been forced to utilize the 1944 sample survey statistics for our purpose, since they are the only statistics from which we can estimate employment rates for San Francisco's resident population at a date when employment was close to the wartime peak. Unfortunately, the employment data available even from this source, are not entirely satisfactory for our purpose, but it has been possible, on the basis of information provided for the entire 1944 labor force (though not for individual age groups), to arrive at reasonably satisfactory estimates of employment rates for individual age groups.
3. Estimated employment under assumed emergency conditions in late 1951 has been computed by multiplying the number of persons in each age and sex group as of January-February, 1951 by the appropriate estimated 1944 employment rate.

1. U. S. Bureau of the Census, Population, Series CA-3, No. 3.

TABLE 42. ESTIMATES OF SAN FRANCISCO'S EMPLOYMENT POTENTIAL, A  
1951 AND 1954

Age and sex	Civilian noninstitutional population, San Francisco, January-February, 1951		Estimated employment ratios, 1944	Estimate No. 1 Employment in 1951 at 1944 rates	Estimate No. 2 Employment in 1951 at adjusted 1944 rates	Estimated population old and over	In-migration of 1940-1944 migration rate	Estimated 1954 civilian population (14 years old and over)	Estimate No. 3 Employment in 1954	Estimate No. 4 Employment in 1954
	Total (14 yrs. old and over)	At work (exc. males 18-34 years old)								
Total persons 14 years old and over	610,493	332,303	-	313,194	358,984	702,284	627,292	434,827	385,928	
<u>Male</u>										
Total 14 years old and over	285,605	212,320	-	175,067	175,067	313,647	280,074	263,591	233,060	
14-17	12,559	296	32.9	4,132	4,132	27,633	22,520	16,939	13,804	
18-24	21,276	11,525	87.6	-	-	50,800	41,076	48,260	38,994	
25-34	48,463	43,735	95.0	-	-	70,676	62,128	67,072	58,754	
35-44	64,272	59,249	94.9	60,994	60,994	127,516	118,618	115,301	107,000	
45-64	107,416	86,583	90.4	97,104	97,104	35,992	35,732	15,049	11,508	
65 and over	31,619	10,934	40.6	12,637	12,637	388,637	347,218	173,236	152,868	
<u>Female</u>										
Total 14 years old and over	324,888	119,983	-	138,127	183,917	388,637	347,218	173,236	152,868	
14-17	15,662	1,150	17.6	2,756	2,522	64,176	52,928	34,013	28,129	
18-24	31,325	16,956	65.6	20,549	19,580	87,112	73,400	45,647	38,982	
25-34	63,358	27,158	52.4	33,204	33,760	89,023	79,800	47,805	43,407	
35-44	70,840	31,612	53.7	38,044	40,346	105,667	99,710	44,316	39,002	
45-64	103,027	38,078	39.1	40,283	76,405	142,659	141,380	3,455	3,348	
65 and over	40,665	5,029	8.1	3,294	11,304					

For sources and procedures used in developing these estimates, see the description in the text of Chapter VI.

## Appraisal of Results

Estimate No. 1 indicates that, with employment at 1944 rates, total employment in San Francisco at some assumed date late in 1951 (excluding males aged 18 to 34) would be 13 per cent higher than the corresponding total employment figure in January-February, 1951. The percentage increase would be very similar for the two sexes (11 per cent for males and 15 per cent for females). Among males, the largest increases numerically, would occur in the 14 to 17 and 45 to 64 age brackets, and, among females, in the 25 to 34 and 35 to 44 brackets. There would be an actual drop in the employment of women aged 65 and over, since a larger proportion of this group was employed in early 1951 than in 1944. The rise in employment of women aged 45 to 64 would be very small, in view of the fact that the employment rate of this group in 1944 was only slightly higher than in early 1951.

### Estimate No. 2

#### General Assumptions

Same as for estimate No. 1, except that certain female marital-status and presence-of-children categories are assumed to be employed at rates as high as those of single women.

#### Specific Assumptions and Procedures

Identical with those for Estimate No. 1, except that the female group has been separated (for purposes of differentiated treatment) into five marital-status and presence-of-children categories, which have been handled as follows:

1. Single women have been assumed to be employed at their 1944 or 1951 rates, whichever were higher in the case of each individual age group. The resulting employment rates for single women were quite high. Perhaps in a full-scale emergency they would rise to even higher levels, but it is difficult to determine to what extent this might occur, in the absence of more complete information as to health, family responsibilities, or other factors which might have a bearing on the problem.
2. Married women without children under 18 were assumed to be employed at rates equal to the assumed rates for single women in the corresponding age groups.
3. Married women with children under 18 were assumed to be employed at their January-February, 1951 rates.
4. Widowed, divorced and separated women aged 45 and over were assumed to be employed at rates equal to the assumed rates for single women in the corresponding age groups.
5. Widowed, divorced, and separated women aged 14 to 44 were assumed to be employed at their January-February, 1951 rates. In view of the absence of any information on presence of children for this group of women, there was no sound basis for determining the

extent to which their employment rates could be raised above the levels of early 1951. Employment rates for divorced and separated women in these age groups were quite high, in any case.

### Appraisal of Results

Estimate No. 2 would mean an increase in total employment (excluding males aged 18 to 34) of 28 per cent over the corresponding January-February, 1951 level. The gain over Estimate No. 1 would, of course, be entirely attributable to higher employment of women. On the basis of this second estimate, total female employment would have risen by nearly 46,000, or 33 per cent, over the level achieved on the basis of Estimate No. 1. The increase would have come about in large part through a gain of 36,000 in the employment of women aged 45 to 64, while employment for the youngest female age groups would be somewhat smaller than in the case of Estimate No. 1.

These results, of course, follow directly from the logic of the method used in Estimate No. 2. The general approach in this case has been to try to ascertain what would happen to employment if those groups of women who, for the most part, have no children under 18 could be persuaded to become employed at employment rates equivalent to the rates for single women.<sup>1</sup> In practice, of course, this result might be difficult to achieve. Furthermore, employment rates for married women with children under 18 and for widowed, divorced, and separated women under 45 might rise somewhat over their early 1951 levels in a serious emergency. Probably the actual employment potential of women residing in San Francisco in early 1951 lies somewhere between the levels indicated by Estimates No. 1 and No. 2.

### Estimate No. 3

#### General Assumption

The emergency which began in June, 1950 becomes increasingly serious; by 1954, the nation is at or near the most critical stage of a full-scale war; the changes which take place in San Francisco between 1950 and 1954 are quite similar to those which took place between 1940 and 1944.

This estimate differs quite markedly in its general approach from Estimates No. 1 and No. 2. The first two estimates were short-period projections, and it was implicitly assumed that San Francisco's civilian population was not affected by in-migration or out-migration. Estimate No. 3 attempts to measure changes over a considerably longer period and must, therefore, take into account the possibility of migration in both directions.

Any attempt to measure the probable effects of in-migration and out-migration, considered separately, over a period of several years when other marked changes might be presumed to occur, would be extremely

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1. Actually, some of the widowed, divorced, or separated women aged 45 and over may have children under 18, but we may safely assume that their numbers are very small, and that only an insignificant proportion of women in these categories would have any children under six.

difficult. Fortunately, we may draw on data relating to the World War II experience in order to arrive at an estimate of the probable net effects of in-migration, out-migration, and other important changes which we might expect to occur in a similar period of national emergency.

#### Specific Assumptions and Procedures

1. In this case, we start with San Francisco's population at the time of the 1950 Census and seek to arrive at an estimate of the civilian population of the city in 1954 on the assumption that the percentage change in each age and sex group between 1950 and 1954 is equal to the percentage change which occurred between 1940 and 1944.<sup>1</sup> Thus, we implicitly assume that the population changes which take place in 1950-54 (including in-migration, out-migration, movement into the Armed Forces, and the aging of the population over the four-year period) have the same impact in percentage terms on each age group in the 1950 population as the corresponding changes in 1940-44 had on the 1940 population. This would mean, for instance, that the volume of in-migration would have to be larger than the 1940-44 volume, in order to result in a percentage increase in the (higher) 1950 population equivalent to the percentage increase in the 1940 population brought about by the 1940-44 in-migration.

We start with the 1950 population, rather than the 1951 population, in this case, because the situation at the time of the 1950 Census resembled the situation at the time of the 1940 Census in a number of important respects. By early 1951, as we have seen, San Francisco's civilian population had already been affected to a considerable extent by the repercussions of the Korean Crisis.

2. We include adult males aged 18 to 34 in this set of computations, because we are basing our estimate on a measurement of changes which occurred in a period when males in this age group were being drafted on a large scale. Thus we implicitly assume a draft of World War II dimensions (in terms of a percentage of the population).

3. Once the 1954 civilian population has been estimated, we determine how many persons would be employed in each age and sex group, on the assumption that employment rates are at their 1944 levels.

#### Appraisal of Results

On the basis of Estimate No. 3, total 1954 employment would amount to some 435,000, or approximately 103,000 more than in early 1951. This would represent a gain of 31 per cent. The rise in female employment would be considerably larger (44 per cent) than the increase in male employment (24 per cent), as we might expect. While male employment in all age brackets would show an increase over 1951 levels, the most substantial gain would

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1. The reader will recall that the 1944 population data (from the sample survey of April, 1944) include members of the Armed Forces living off post. Thus, our estimated 1954 population will not be strictly a civilian population. Actually, the total number of members of the Armed Forces included in the 1944 population data amounted to some 17,000, or a very small percentage of the adult population. (See U.S. Bureau of the Census, Population, Series CA-3, No. 3)

occur in the 45 to 64 age group, amounting to some 29,000, or 33 per cent above the 1951 level.

The gain in female employment would be far more heavily concentrated in the younger age groups. In fact, 97 per cent of the net increase would be attributable to the rise in employment among women aged 14 to 44. This result is not surprising in view of the fact that the 1940-44 female in-migrants were rather heavily concentrated in these younger age brackets and that employment rates rose more sharply during the war for the younger female age groups than for the older women. It may well be that these large gains in female employment in the younger age brackets in the 1950-54 period might be held down to some extent by the fact that a higher proportion of women (probably) had young children in 1950 than in 1940. We have not been in a position to make adjustments for this factor because of the absence of adequate data.

#### Estimate No. 4

##### General Assumption

Same as for Estimate No. 3, except that the volume of in-migration to the city in the 1950-54 period is assumed to be only half as large as in the 1940-44 period.

##### Specific Assumptions and Procedures

1. In the absence of data on 1940-44 in-migration to San Francisco City by age, it was necessary to utilize the data on the age distribution of in-migrants to the Bay Area in order to estimate the number of in-migrants in each age and sex group for San Francisco City.
2. Once these estimates of in-migrants by age and sex were obtained, the estimated 1954 civilian population was adjusted by subtracting, from each age and sex group, one-half of the estimated number of 1940-44 in-migrants in that age and sex group.
3. Employment in each age and sex group was then computed on the same basis as that used for Estimate No. 3.

##### Appraisal of Results

Estimate No. 4, of course, results in a considerably smaller 1954 employment figure than did Estimate No. 3, with a sharper reduction showing up in male employment than in female employment. The gain in male employment in the 25 to 34 age bracket over the 1951 level, which had shown up in Estimate No. 3, is replaced by a loss in male employment in this age bracket in Estimate No. 4. The same comment applies to the male 35 to 44 age bracket, although in this case the loss in employment which shows up in Estimate No. 4 is rather small. These are the most striking differences between the third and fourth estimates and reflect the fact that employment in these male age brackets would undoubtedly have declined considerably in the 1940-44 period had it not been for the high level of in-migration.

One further comment is in order in relation to Estimate No. 4. We have implicitly assumed that the rate of out-migration is equal to the

1940-44 rate, just as it was in the case of Estimate No. 3. Would it not be more logical to assume that, if in-migration is below the 1940-44 level, out-migration will also be lower? It is our view that this does not necessarily follow. While we do not have enough reliable data on out-migration to form a basis for generalization, such data as are available tend to suggest that the long-run trend in out-migration is in an upward direction and that out-migration does not necessarily fluctuate in the same manner as in-migration. In wartime, it might very well be that the conditions which would lead to a comparatively small volume of in-migration would also tend to encourage a comparatively large volume of out-migration.

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There are any number of additional assumptions which could be used in estimating potential employment. None of our estimates indicates what the absolute maximum limit of employment expansion might be. Probably some combination of the procedures used in Estimates No. 2 and No. 3 would bring us close to the maximum employment expansion which might be achieved under the most favorable combination of circumstances. The chief value of the particular set of estimates which we have chosen to develop probably lies in the light which they shed on the differing age and sex composition of the employment expansion which would probably occur under varying conditions.

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1. The reader will note that, in connection with Estimate No. 4, we adjusted the volume rather than the rate of in-migration. This procedure greatly simplified the computations but resulted in a somewhat smaller reduction than would have been involved had we attempted to assume that 1950-54 in-migration was taking place at half the 1940-44 rate.