

of discovering whether the standards set by the law are continuously complied with.

In California, Maryland, Massachusetts, Michigan, Missouri, New Jersey, New York, Pennsylvania, and Wisconsin (and perhaps in other States by administrative practice) the employer is required to keep a register of the persons to whom home work is given by him, containing their names and addresses, and in some States certain other information. It is usually stated that this register shall be accessible to the inspector. In Massachusetts this register must be sent monthly to the State labor department; in Pennsylvania it must be sent to the labor department quarterly.

Answers to questions 8 and 9 ("What is your opinion as to the effectiveness of these regulations?" and "What would you suggest as the most effective type of regulation on this subject?") were on the whole disappointing. The most significant information yielded was that no uniformity of opinion existed as to the best method of regulation even where there was a recognized industrial-home-work problem and where regulation existed.

In brief, the information obtained from the State labor officials and other sources leads the committee to the following conclusions in regard to the two matters it was especially instructed to inquire into—the extent of the home-work problem and the methods of dealing with the situation that are in effect.

First. As to the information available regarding the extent and conditions of industrial home work in the United States at the present time:

1. Industrial home work is without question a live problem in many sections of the United States.
2. In most localities in which it has arisen, serious evils have been found to follow from its practice.
3. However, information as to its prevalence, the numbers and kinds of workers engaged in it, the conditions under which the work is done, the industries affected, and the interstate aspects of the problem is either lacking entirely or admittedly inadequate in many sections of the country, even in States where the existence of home work (at least in some industries) is known to the State authorities, and even in States where the existence of a home-work problem has been recognized in the enactment of prohibitory or regulatory legislation.
4. Therefore no complete report as to the extent and conditions of home work in this country can be made, and further investigation on the subject is urged.

Second. As to the methods in effect of dealing with the situation:

1. Some system of legal regulation is unquestionably necessary, at least in States where the industrial-home-work problem exists.
2. Certain minimum standards of legal regulation may be agreed upon on the basis of the experience of the States up to the present time.
3. However, no general agreement among the State officials and other authorities appears to exist as to the most effective program for the correction of the evils of industrial home work, and no information is available that can enable the committee to judge conclusively as to the relative effectiveness of the different methods in operation.

## RECOMMENDATIONS

In view of the facts brought out by the inquiry, the committee on industrial home work decided to place chief emphasis "upon the need for further information as to the facts of industrial home work and as to effective methods of correcting the evils found to exist wherever home work is undertaken on any extensive scale. \* \* \*" It made as its chief recommendation a continuation of the study of the industrial-home-work problem by the association and its membership in the various States. In addition the committee strongly recommended that a study of the comparative effectiveness of the different types of home-work regulation should be undertaken by some independent research organization, working in cooperation

with the State agencies but assuming full responsibility for the investigation and report.

Finally, the committee presented a set of minimum standards of regulation recommended pending further research. This part of the report follows:

**Minimum standards of regulation recommended pending further research.**

Although the members of the committee felt that the facts at their command at the present time were insufficient to enable them to recommend a complete legislative program, certain minimum standards of regulation operative in some States at the present time were agreed upon by all members of the committee as desirable, at least pending the study of regulatory machinery that is necessary before a more considered program can be recommended.

Before enumerating the standards agreed upon, mention should be made of two methods of control not covered in these recommendations:

First, although certain members of the committee were of the opinion, many times expressed by numerous governmental and other authorities as the result of careful study of the problem, that the cure of the evils of home work could probably be achieved only through the legal prohibition of all kinds of factory work in the home, the committee as a whole was of the opinion that no stand could be taken on this point without a more thorough knowledge of the effectiveness of less drastic methods of control. Moreover, the great difficulty of securing the passage of prohibitory legislation makes necessary for practical reasons the consideration of other and more easily obtainable measures.

Second, the application of minimum-wage legislation to industrial home work, regarded in countries in which it has been tried as a relatively successful measure of regulation, has not been given serious consideration by the committee as a method of controlling the home-work problem in the United States at the present time because of the present constitutional status of legislation of this kind.

Following are the minimum standards of regulation unanimously agreed upon by the committee:

1. Absolute prohibition of the manufacture of certain kinds of articles in the homes is necessary for sanitary reasons, either for the protection of the consumer, as in the case of foodstuffs, certain articles of clothing, etc., or for the protection of the worker in cases where poisonous or otherwise injurious materials are used in manufacture of the goods concerned.

2. All labor laws of a State, including legislation regulating child labor and the hours of labor of women, workmen's compensation or employer's liability laws, minimum-wage legislation, and the legal standards for safety, sanitation, and working conditions, should apply to industrial work of all kinds done in the home as well as to that done in the factory.

3. Responsibility for full compliance with such laws and with any special regulations applicable to home work should be placed upon the manufacturer for whom the work is done, irrespective of whether the work is given out by him directly or through another person. He should be required to keep on file a register containing the names, addresses, and ages of all home workers employed on work for him, the kind and amount of work done, rate of pay and actual wages paid, together with such additional information as the department of labor may require, accessible to inspectors of the department, and should send a copy of this register periodically to the labor department. No employer or contractor should be permitted to give out home work who is not licensed to do so by the State department of labor and no employer should be licensed to give out home work who does not enforce compliance with all the requirements of the labor law applicable to home work in the homes in which work is done for him.

4. Adequate authority for the enforcement of all laws applying to factory work done in homes should be given by law to the State labor department, and an adequate inspection staff should be provided for this work. Periodic inspections of places where home work is done should be made. It is believed that in States where the industrial-home-work problem is an extensive one, the appointment of a special staff of inspectors who will devote their entire time to the enforcement of the regulations applicable to home work will result in greater efficiency of administration than when the work is handled by regular factory inspectors assigned also to other duties.

5. Local boards of health shall notify the State labor department daily of all cases of communicable disease occurring in the locality over which they have jurisdiction, giving the name and address of the person suffering from the disease, and the State labor department shall report immediately to employers the names and addresses of all home workers registered as employed by them in whose homes such disease exists.

6. A tag or label giving the name and address of the manufacturer, the nature and quantity of the goods, and the name and address of the worker or workers to whom the goods are given out to be worked on shall be placed upon each unit of delivery or shipment to a home worker, and this label shall not be removed until the work has been completed and returned to the employer.

7. The members of the committee did not feel sufficiently certain of the effectiveness of the different systems now in operation in a number of States whereby individual families or residences are licensed for home work by the State labor department to recommend the adoption of a specific method of regulation of this type. The committee is, however, of the opinion that this machinery should certainly be retained by the States in which it is now operating until such time as more effective methods of enforcement have been worked out by these States.

At the convention in 1927 a supplementary report of the committee on industrial home work included a useful summary of the information obtained by the committee from the States. References to previous studies and information on the existing home-work situation and on the legal regulations in the various States were included. The report of the committee was adopted by the association.<sup>41</sup>

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<sup>41</sup> U. S. Bureau of Labor Statistics. Proceedings of Fourteenth Annual Convention of Association of Governmental Labor Officials of the United States and Canada. Held at Paterson, N. J., May 31 to June 3, 1927. Bul. 455, 1927, pp. 73-96.