

LABOR DEPARTMENT / Secretary OF LABOR

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August 20, 1918.

MEMORANDUM

TO: The Secretary of Labor

FROM: Mary Van Kleeck, Director of Woman in Industry Service

I have read carefully the letter from Mrs. Lucy H. Boggs, addressed to President Wilson, and I am fully in accord with her opinion that there is a serious problem in Washington because of the number of young girls away from their homes employed in governmental department. I am not in accord, however, with her recommendation of the appointment of "a mother in connection with the Housing Bureau or independently." During my connection with the Ordnance Department, I was called upon by the Chief of Ordnance to make special inquiry into the needs of the civilian workers and on the basis of that experience, I came to the conclusion that this is a problem which in the end, must be handled by the departments employing these workers, since it is only by direct personal contact that the dangers can be guarded against. It is my conviction, therefore, that each federal department should be charged with the duty of developing work in the interest of the health and welfare of its employees. In connection with this individual work by each department, it seems to me that there may very well be a centralized plan for the exchange of experiences. The danger in the centralized plan at the beginning is that it will be merely a plan and not reach the individuals in any direct and personal way.

Your judgment that the appointment of a "mother" for the girls coming to the District might cause resentment because of its implication that government supervision and surveillance was needed, seems to me to be borne out by experience.

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~~7/21/18~~

DEPARTMENT OF LABOR

OFFICE OF THE SECRETARY

WASHINGTON

August 2, 1918.

Miss Mary Van Kleeck, Director,  
Woman in Industry Service,  
Department of Labor.

My dear Miss Van Kleeck:

By direction of Secretary Wilson, I am inclosing  
you herewith copy of a letter received, by reference from the  
President, from Mrs. Lucy H. Boggs, together with copy of the  
Secretary's reply to the President. You will note that  
the Secretary is placing this correspondence in your hands  
for a report upon the advisability of making the appointment  
suggested.

Sincerely yours,

*A. L. Kerwin*  
Assistant to the Secretary.

Incl.  
K-H

Sunday, July 28th, 1918.

President Woodrow Wilson,  
White House.

My dear Mr. President,

As this is a matter of vital importance, I am writing to implore you to appoint at once a Mother in connection with the Housing Bureau or independently, to look after the girls who come here to work for the government.

I have worked for and among these girls for a long time and I know the conditions - their wants and their needs.

I cannot carry the work on without help and funds any longer as I have been doing. There should be a Mother established in a down town office where these girls and boys can come with their troubles and where they can be adjusted. Their health, their morals, their future is in the balance. They are the mothers of the coming generation, if they are not cared for now - What may we expect?

I am in daily receipt of letters from the homes of these girls and from broken-hearted mothers who have made sacrifices to send their girls here to work for the government.

What can be expected from young unsophisticated girls from rural districts turned loose in this city at this time with no mother to go to for help and advice? Well, I wish you knew the half, I venture to say that only a few hours would pass before some one would have the power to help and comfort them.

I am not writing to ask you to appoint me for this position - Mr. President, but because of my interest in the stranger that is within our gates. I was asked by Mr. Frank Clark and others of the House and Senate if I would accept a position of this kind. I consented, having been highly endorsed for the position - but I was not appointed - why I do not know, nor do I care - I shall continue to do my duty at all times and at any cost. My one desire is to see a good mother appointed to help these boys and girls, therefore am writing to ask you in the name of heaven to place such a woman in charge before conditions get any worse. It is imperative that something be done at once. If you want the plain facts in some of the cases without the names you can have them. I feel now that you know the facts that something will be done.

With my highest regards, Sir, and sincere good wishes,

Most respectfully,

Mrs. J.H. Boggs,  
Rockingham, City.

(Signed) Lucy Hooe Boggs

Mr. Frank Clark, Mr. Ben Johnson, Gen. Estopinal, Sen. Ransdall of La. and others can give you a few facts on the above subject.

(Signed) L. H. Boggs.

August 2, 1918.

My dear Mr. President:

I have your letter of the 29th ultimo, inclosing a communication from Mrs. Boggs suggesting the appointment of a "mother" for the working girls who are coming into the District.

The same suggestion was made to me orally some time ago by Mrs. Boggs. At that time I assured her that when our dormitories were erected I would be glad to name her as one of the matrons in charge of housing halls. I have understood that the War Department and the District Commissioners each have agencies assisting in providing housing facilities for girls coming into the District for Governmental service. I did not deem it advisable to take the additional steps suggested by Mrs. Boggs until I could get a report on the subject matter from the Woman in Industry Service which we then contemplated creating. That Service has recently been organized with Miss Van Kleeck as Director, and I have taken the liberty of placing a copy of Mrs. Boggs' letter in her hands, with a request for a report upon the advisability of making the appointment suggested.

My hesitancy in acting was based upon the fear that it was a two-edged sword, and while it would undoubtedly be a benefit to some girls the implication that they needed Governmental supervision and surveillance might be resented by others. I shall write you again as soon as I receive a report from Miss Van Kleeck.

I am returning Mrs. Boggs' letter herewith.

Faithfully yours,

(Signed) W. B. Wilson,

Secretary.

The President,

The White House.

*Director, Woman in Industry Service*

DEPARTMENT OF LABOR  
Office of the Chief Clerk  
Washington

*To Miss Pierce  
with Secret*  
NOV 6 - A.M. *Page*

October 29, 1918.

The meeting of the Cabinet was called to order by the Secretary at 11 o'clock on the above date. Absentees noted: Solicitor, Children's Bureau and Bureau of Immigration.

Communication from Mr. Reynolds, offering his services to any of the branches of the Department for publicity work. No bureau or service expressing a desire for this service, the Secretary answered accordingly.

The matter of recommendation for appointments in other departments was brought up through a communication from the Information and Education Service. The Secretary directed that recommendations for appointments in other Departments of employees of that Department or of this shall not be made except by or through the office of the Secretary. No restrictions were placed upon making recommendations of persons who are not employed in this or other Departments.

The commissioner of Naturalization presented a communication protesting against other branches of the Department offering transfers to employees of that Bureau at increased salaries. The Chief Clerk was directed to prepare a memorandum based on the Executive Order of November 24, 1917, relative to interdepartmental transfers.

Memorandum from the Governor of Alaska relative to the importation of Russian laborers to Alaska for seasonal occupations. Referred to the Bureau of Immigration.

Report of the Investigation and Inspection Service relative to the alleged race riot in the International Harvester plant in Chicago, was received and it was decided that this was not proven to be a matter of sufficient importance to require action.

Report of the Investigation and Inspection Service relative to alleged race trouble in ship yards at Philadelphia. Referred to the Director of Negro Economics with directions to confer with the Director of Investigation and Inspection Service thereon.

Memorandum from the Assistant Secretary, calling attention to the activities of an employee of the U. S. Employment Service in the South, organizing so-called loyalty leagues. The Secretary stated that he would prepare a memorandum to the Employment Service, setting forth his ideas on the subject.

The Secretary made a statement as to the weekly reports called for by memoranda of July 20th and August 7th, and requested, in order that each bureau or service might know what the others were doing, that sixteen copies of this report be prepared and delivered to the Chief Clerk for distribution among the other offices of the Department.

Adjourned.

Chief Clerk.  
Secretary to the Cabinet.

G W

Approved:

W. B. WILSON

Secretary.



EXACT COPY.

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April 18, 1919.

To the Secretary of Labor:

In accordance with your suggestion following the meeting of the Departmental Cabinet on Tuesday last, the attached memorandum showing the deficit in the appropriation for the Woman in Industry Service which will be incurred by June 30th if our present plan of work is continued, is submitted.

The deficit in our budget as it was originally planned is due primarily to the additional work undertaken by us at the request of the Navy Department and the Ordnance Department. Both these departments have asked us to advise them regarding the conditions of employment of women in plants owned by the Government or coming under the jurisdiction of these departments. This has seemed to us too important a request to ignore. Following the request of the Navy we appointed on our staff Miss Helen Bryan, for a three months period ending April 21st, to undertake this work. Later the similar request came from the Ordnance Department and this additional undertaking, together with the recent complaints of conditions in two Navy Yards on the Pacific Coast, have led us to believe that we must continue Miss Bryan's appointment beyond April 21st and provide additional funds for traveling expenses.

Two other appointments of members of our staff would also expire early in May, those of Mrs. Helen B. Irvin, who is in charge of our work for Negro women and Mrs. Ethel L. Best, who is one of our field workers. It seems to us highly important to continue Mrs. Irvin's appointment for the remainder of the fiscal year in order that she may continue to work with the office of the Director of Negro Economics and prepare a report of the facts which have come to her attention as defining the present outstanding aspects of the problems of Negro women in industry as a basis for future programs. Mrs. Best is greatly needed to represent us in the field in response to several requests for the advice of the Woman in Industry Service in local situations.

As you will note in the attached memorandum we shall need \$3,000 in addition to our present appropriation to continue our present staff and to carry out our plans up to June 30th.

It is recommended that this amount be secured by the appointing on another pay roll of the Department three members of our

staff, Miss Helen Bryan, Mrs. Helen B. Irvin, and Mrs. Ethel L. Best, whose appointments would expire within the next month. We would also suggest that Miss Agnes L. Peterson of our staff be transferred to one of these other pay rolls and that for these four an allowance for per diem in lieu of subsistence while in the field be made from another appropriation, with the understanding that this allowance for field work might be drawn upon by other members of the staff if these four were not continuously in the field, but the amount estimated would not be exceeded. The cost of transportation would be paid from the present appropriation of the Woman in Industry Service. In addition to the amount which would be made available through the transfer of these special agents and industrial experts to other pay rolls, it is expected that approximately \$500 will be refunded to our appropriation by the National Women's Trade Union League, as covering the salary of Miss Mary Anderson during her absence in Paris. Miss Anderson's expenses are paid entirely by the League but in view of the importance to women in industry of Miss Anderson's opportunity to represent them in Paris, it seemed appropriate and desirable that she should be released for this journey and had it been possible it would have seemed to be legitimate for her salary to be continued. The National Women's Trade Union League, however, very generously offer to have this amount refunded to our appropriation.

It is understood of course, that if members of our staff are transferred to other pay rolls they will be assigned for work in the Woman in Industry Service and in effect will have precisely the same positions as they now occupy and will act in the name of and under the direction of the Woman in Industry Service.

As a number of pressing tasks are needing attention an early decision on this request will be greatly appreciated.

Mary Van Kleeck, Director,  
Woman in Industry Service.

EMc.  
MVK/ALL

213-  
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September 3, 1918.

MEMORANDUM

TO: The Secretary of Labor

FROM: Mary Van Kleeck, Director, Woman in Industry Service.

We have carefully reviewed the suggestions made by the Director of Negro Economics as to the statement of estimated expenses for work affecting negroes in the various divisions of the Department. It has been our intention, since the establishment of the Woman in Industry Service, to appoint a colored woman on our staff, who will work in close co-operation with the Director of Negro Economics. We have been in conference with Dr. Haynes regarding candidates for this position and hope that the plan will be put into effect shortly.

With reference to the budget estimated by Dr. Haynes, however, we feel that it is larger than the Woman in Industry Service, with its small appropriation, can expend. The estimate is \$4522. The budget for the Woman in Industry Service is only \$40,000. The proportion of our budget thus involved in the budget for negro work is considerably larger than for the other divisions and bureaus. We can only be responsible for the salary of an expert at approximately \$1800,

together with the office expenses included in our regular budget. Perhaps funds can be made available from some other source covering the additional expenses. A total of \$3,000 is as much as we could expend with justice to the other responsibilities of the Woman in Industry Service.

In appointing a colored woman on our staff to represent activities for negro women in industry, we shall of course, wish to have close contact with her work in order that she may take part in our program as well as maintain connections with the work done under the direction of Dr. Haynes. This, as we understand it, is Dr. Haynes' plan and we are in full accord.

Mary Van Kleeck,  
Director, Woman in Industry Service.

*Woman in  
Industry Service*

THE WOMEN'S BUREAU

UNITED STATES DEPARTMENT OF LABOR

No problem of reconstruction is more vital to the nation than the economic and industrial position of women. To preserve and to further the tendency of the war period in enlarging the opportunities for women in industry, to insure for them freedom to choose their occupations and a chance to receive adequate training and equality of wages with men in the work of their choice, and to establish such conditions of employment as are most conducive to health and efficiency are tasks of such social and economic significance as to require continuous study and adjustment through an effective agency of the federal government. It is for this reason that the Sixty-sixth Congress is called upon to make permanent the Women's Bureau, which was organized during the war in the United States Department of Labor, with the title, Woman in Industry Service.

During the first four months after its establishment, in July, 1918, its immediate responsibility was to facilitate the extension of the employment of women in order to release men for the army and to safeguard the conditions of their work in order that their service might be most effective in the large program of production which was vital to the winning of the war. In the six months since the signing of the armistice many demands have been made upon the Bureau to deal with problems of women's work no less difficult and no less important to the nation than the extension of their employment during the war. Instead of an larger demand for their services, women workers now face unemployment, and a tendency to restrict them once more to

the occupations open to them before the war. At the same time the danger is great that their less favorable position in the labor market and the removal of safeguards which the federal government was able to maintain in war-time may subject women workers to adverse and harmful conditions of employment.

The activities of the Woman in Industry Service during the war and its work since the signing of the armistice demonstrate the possibilities before an enlarged and permanent Women's Bureau in studying these problems and in stimulating activity in solving them. Its experience during this period is a safe guide in planning the form of organization most likely to be effective.

#### PURPOSES FOR WHICH ORGANIZED

"The appropriation for the year beginning July 1, 1918, was made to enable the Secretary of Labor to (establish a service with special reference to promoting and developing the welfare of wage-earning women, improving working conditions of women and advancing their opportunities for profitable employment, and in this service to coordinate and control all work in the Department of Labor and other departments having to do with any matters of policy or procedure with reference to women wage earners."

Thus the Service has had a policy-making function and also a task of coordinating the work of other federal agencies as it affected women in industry.

#### THE YEAR'S WORK

As a basis for its program the Woman in Industry Service formulated Standards Governing the Employment of Women, basing their provisions upon the experience of plants in which women were most successfully employed during the war. In formulating them the Service secured the advice of representatives of state departments of labor, or employers, and of wage-earning women. They deal with wages, hours, collective bargaining, the

necessity for employment management in industry, and the working conditions which should be established in plants in which women are employed. In printed form these Standards are being widely distributed by state departments of labor and organizations interested in conditions of women's work.

These Standards were in part the result of the work of the Service in reviewing for the War Department and the Navy during the war, all requests for modifications of state labor laws including suspension of provisions prohibiting night work in plants engaged in production for the war. In the course of dealing with these requests the Service formulated a method of procedure for control of night work and the safeguarding of any modifications demonstrated to be necessary, and after consultation with employers and organizations vitally interested in the labor laws, including state departments of labor, trade unions and other voluntary associations, submitted the plan to the War Labor Policies Board. The signing of the armistice made its adoption unnecessary, and it is possible to report that throughout the war all standards adopted in state labor laws were rigidly maintained to the advantage of production.

The introduction of women into hazardous occupations, including the chemical industries, manufacture of explosives, and the lead trades, became a serious problem early in the summer. Following a request from the Employers' Association at Niagara Falls for permission to employ women at night in the chemical industries there, the Service organized a Committee on Hazardous Occupations composed of representatives of the Public Health Service, the Bureau of Standards, and the National Research Council, and engineers from the War Department and the Navy whose contacts in these

industries were important. A careful investigation was made in Niagara Falls by representatives of the Public Health Service and the Woman in Industry Service, the former dealing with technical problems of hygiene and safety and the latter with policies and conditions especially affecting women.

The inquiry at Niagara Falls revealed the need for an authoritative scientific statement of the dangers of employing women in the lead trades since poisoning of women causes sterility and infant mortality. The Service therefore asked Dr. Alice Hamilton, of the Bureau of Labor Statistics, to formulate such a statement which has now been issued. The Woman in Industry Service will assist in securing action on its conclusions by bringing to the attention of state authorities the need for legislation prohibiting the employment of women in processes involving exposure to lead poisoning.

When the armistice was signed and the control of the Federal Government over working conditions through its contracts began to be curtailed, it was clear that those matters affecting the employment of women which are appropriately subjects of labor legislation, must be dealt with in the immediate future by the various states. In a number of states the Woman in Industry Service was asked to assist in formulating or in furthering a program of legislation for the year. The states in which we were able to render such assistance were New York, Minnesota, Iowa, Connecticut, Rhode Island, and Indiana.

The most extensive work on labor laws was undertaken at the request of the Governor of Indiana, the Industrial Board and the State Council of Defense. The Woman in Industry Service made a survey of conditions in Indiana plants and submitted the report to the Governor in advance of the meeting of the



Legislature. Indiana is one of six states having no legal limitation in the daily or weekly hours of work of adult women in any occupations. Study of conditions there formed the basis for a report on the tests of adequacy in labor laws as they are revealed in actual experiences in Indiana and in other states. The Service further~~er~~ cooperated with the State Committee organized to take action on the results of the survey in a two days' Conference in Indianapolis on a reconstruction program for women and Children in industry. The assistance of the Children's Bureau was secured in this program.

The Federal Government has an opportunity to influence conditions of employment of women not only through investigations by federal agency but through the policies developed in its own arsenals and navy yards and in all other establishments under its jurisdiction. The Secretary of the Navy has requested the Woman in Industry Service to have an advisory relation to the Navy Department in all matters affecting women employed in navy yards or in plants under the jurisdiction of the Navy. Inspections have now been in progress for two months and action has been taken on a number of important recommendations.

The Ordnance Bureau of the War Department has also asked the Woman in Industry Service <sup>to</sup> cooperate with it on questions of employment of women in the arsenals and this work will be undertaken as soon as the present limited resources of the Woman in Industry Service will permit.

Obviously in the final analysis the adoption of standards depend upon the action of management and workers in industry. To further the development of wiser policies in industry in dealing with women workers

the Director of the Woman in Industry Service acted during the war as an member of the Employment Management Committee of the War Industries Board. The Service has also responded to requests from employers for advice by sending information or by making plant inspections. All of the information which it publishes is of course directed toward making available facts which are needed by management as well as <sup>by</sup> the general public.

Through an Advisory Council of working women the Service is enabled to keep constantly in touch with the needs of the women employed and to have their counsel in its plans and policies.

The position of Negro women in industry changed during the war. In their case the problems of race are added to the problems of women's economic position. Information is greatly needed as a basis for wise policy. A member of the staff of this Service, working with the Director of Negro Economics of the Department, is making a series of brief inquiries, which has already included Detroit, Chicago, St. Louis and several cities of Ohio, as a basis for determining a program of investigations which will give the facts needed.

In the many reports of high wages paid during the war the danger of losing sight of the extent of low paid employment of women was great. At the request of voluntary organizations in Philadelphia an inquiry into the wages paid to women in candy making and in a few paper box plants has been made and the report is now in preparation. The work was a further illustration of cooperation between different bureaus of the Department. Agents of the Bureau of Labor Statistics worked with representatives of

the Woman in Industry Service so that the data might also form part of the nation-wide survey of wages and hours now being made by the Bureau while the Woman in Industry Service would make available the necessary data as an assistance in local efforts to raise the standards of women's work.

The future of women in the machine industries in which they have been largely and successfully employed during the war, involves many important problems of policy relating to the extension of their opportunities in skilled work. An initial inquiry has been completed into the status of women in the machine trades in Michigan. The results indicate the feasibility and importance of a more extensive survey of the employment of women in these industries in other localities.

#### THE NEED FOR A SPECIAL BUREAU FOR WOMEN IN INDUSTRY

In explanation of the reasons for a special service for women the Secretary of Labor made the following statement in submitting the estimate for the year beginning July 1, 1918:

"It is undoubtedly true that the Department of Labor exercises all of its powers with reference to wage earners of both sexes and of all ages. It is also true that the best administration requires that the various services of the department which are here outlined be conducted by including within the work of each service all questions regarding women as well as men.

"But the great importance of the employment of women in most essential war work and the development of special matters of policy with respect to such employment make it important to establish a special service devoted to the subject of women in industry."

The need for a special service based on the special problems of women in industry is no less true in peace than in war. If women were earning as high wages as men; if they had opportunity to choose their occupations without the unreasonable restrictions imposed by custom or prejudice; if they were working under proper conditions, with hours short enough for health and

and efficiency; and if they enjoyed entire equality with men in bargaining power, a Women's Bureau would not be necessary. All the activities of the Department of Labor would affect women as well as men, and no special emphasis upon their needs would be required. But such is not the case, and as they do exist because of conditions in industry, it is necessary that the Department of Labor should respond to these conditions by organizing a bureau, with sufficiently wide scope and authority to be responsible and responsive to public opinion, and not merely to make investigations but to develop a well-rounded program of thought and action. It would not render unnecessary the activities of other agencies within or without the Department of Labor. Properly handled, it should serve to bring them together for united action on a common basis which should strengthen the work of each of them.

At the last session of the Sixty-fifth Congress Representative Mondell spoke as follows, in explaining why the Committee on Appropriations included none of the so-called war services in the Sundry Civil Bill for the next fiscal year, except the Woman in Industry Service:-

"Among the activities provided for under the Bureau of Labor was an activity for which an appropriation of \$40,000 was made under the title of "Woman in Industry." It virtually established for the time being a woman's bureau in the Department of Labor; and I want to say with regard to that bureau and the work it did that it was a bright and shining example of how good work can be done in a helpful field. The work was carried on intelligently, faithfully, energetically, and, in my opinion, it accomplished much good. But the committee would not have been justified in excepting that particular activity from all other activities, unless there had been surrounding it some peculiar condition which differentiated it from all the others. There was this peculiar condition with regard to the activities of the woman's bureau, or the bureau having to do with woman in industry, that while there are in the Department of Labor

bureaus that can in a way and to a certain extent carry on practically all of the activities which have been carried on in a larger way by the various bureaus temporarily provided for as war emergencies, there is no bureau of the Department of Labor that is so organized that it can in a thorough and effective and satisfactory way carry on this particular work, and that fact differentiates this work in a way from the work of the other bureaus. Furthermore, there is a conditions affecting women in industry that is rather more acute now than it was during the period of the war. Then the women were sought for in industrial activities. Now there are said to be some men so inconsiderate of the superior claims of the so-called weaker sex as to insist that they, the men, get back the jobs they abandoned and which women took. To a very considerable extent there must be a diminution of the activity of women in certain industries. There must be a readjustment, and there is great need for intelligent work along that line now, as there will be in the future; and it is my opinion that this work is organized in a way to justify us in believing that intelligent and efficient work will be done."

#### PLANS FOR THE COMING YEAR

Although a small item for this purpose was carried in the Sundry Civil Bill which passed the House the fact that the Senate did not pass the bill, leaves the Woman in Industry Service without funds for continuance after June 30th of this year. It is necessary, therefore, to secure action in the Sixth-sixth Congress. To make the Bureau permanent, legislation will be necessary.

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It is proposed to introduce a bill to provide for the establishment of a Women's Bureau in the United States Department of Labor, for the purpose of investigating and reporting to the Department upon all matters pertaining to the employment of women, and to act for the Department and in cooperation with its other bureaus and divisions in all activities directed toward fostering, promoting and developing the welfare of women employed as wage earners in the United States, improving their working conditions, and advancing their opportunities for profitable employment.

The sum of \$150,000 is asked for this purpose or an increase of \$110,000 over the appropriation of \$40,000 which the Service has had during the present fiscal year. It should be explained that during the war the

the activities of the Service were supplemented and extended by the inspection work for women in industry carried on by the Ordnance Department, the Quartermasters' Department, and other divisions of the War Department and by Committees of the Council of National Defense. These activities have now come to an end. The appropriation which Congress is asked to appropriate for the coming fiscal year does not, therefore, represent an increased expenditure by the Federal Government for this purpose, but contemplates the consolidation of these activities in one bureau. Commenting on the request for \$150,000 for this purpose, Representative Mann said in debate on the House:

"Mr. Chairman, we went into the war and called 4,000,000 men into the Army, and a good many more into the various civil services connected with the Army. Did the women of the country hold back? Did they do their share? Did they in many cases take the place of the men who were called into the service and perform the necessary work in order that the Government might do its proper function in providing for the Army and taking care of its share of the work? In every branch the women responded nobly. They did work which without them could not have been done for lack of labor. Are they not entitled to have the conditions under which they have gone into this work properly investigated? Have they not responded in such a way that we can do our little part toward knowing whether they have proper treatment and work under proper conditions? They have not held back. While I do not believe in extravagant appropriations, I think we can afford to give \$150,000 toward investigating and knowing the conditions under which they labor in this voluntary work which they have assumed and without which we could not have successfully taken our part in the War."

The appropriation requested will make possible the extension of investigations and activities along lines already tested and proved feasible and necessary, as indicated in the preceding statement of the year's work.

~~It is possible that five or six district offices will be established to enable the Bureau to be more closely in touch with the widely varying needs of different sections of the country. These branch offices may be moved from place to place as occasion requires. Although the amount requested is small~~

Dept. Labor  
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WOMEN IN INDUSTRY SERVICE

July 30, 1918.

MEMORANDUM

FOR: The Secretary of Labor  
FROM: Miss Van Kleeck, Women in Industry Service.

The enclosed notice is being sent today to  
all Departments. It is sent to your office as a matter of record.

Director, Women in Industry Service.

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DEPARTMENT OF LABOR

OFFICE OF THE SECRETARY

WASHINGTON

July 29, 1918.

Memorandum to the Director of Woman in Industry Service:

In accordance with previous practice, all publicity must receive Departmental approval before it is released to the press. Authority to approve publicity has been committed to the Office of the Assistant Secretary.

The Department of Labor has accordingly arranged to have the Committee on Public Information convey to the newspapers and to the press associations approved publicity material. As news release must, of course, be exclusive to be of value, there can be but one release office in the department.

All Bureau and Division heads are instructed, therefore, to make use of the facilities of the Committee on Public Information through the Office of the Assistant Secretary. Mr. William L. Chenery, 1607 H Street, N.W. - telephone Main 8474, branch 166 - is the representative of the Committee assigned to the Department of Labor. The promotion of publicity is in the Division of Information and Education.

Matter intended to be mailed through the special lists of the Bureaus is as before to be handled directly by the Division concerned.

  
Secretary.



*Security changed.*

LAWS AND RESTRICTIONS RELATIVE TO LABOR: All work required in carrying out this contract shall be performed in full compliance with the laws of the State, Territory or District of Columbia where such labor is performed. The contractor shall not (directly or indirectly) employ in the performance of this contract any minor under the age of fourteen years, or permit any minor between the age of 14 and 16 years to work more than 8 hours in any one day, more than six days in any one week, or before 6 a.m. or after 7 p.m. Nor shall the contractor directly or indirectly employ any person undergoing sentence of imprisonment at hard labor which may have been imposed by a court of any State, Territory, or municipality, having criminal jurisdiction. Provided, however, that the President of the United States may by executive order, modify this provision with respect to the employment of convict labor and provide the terms and conditions upon which such labor may be employed. This provision shall be of the essence of the contract.

WOMEN IN INDUSTRY SERVICE

July 30, 1918.

FOR: ~~Messrs. Frank P. Walsh and William H. Taft, War Labor Board.~~  
FROM: Miss Van Kleeck, Women in Industry Service

In accordance with the plan approved by the Secretary of Labor at the Departmental Cabinet meeting held this morning, the first meeting of the Council on Women in Industry will be held Thursday afternoon at three o'clock in the office of the Women in Industry Service, Curay Building, Room 604, Eighth and G Streets.

The Council is organized in order to enable the Women in Industry Service to maintain contact with all of the work of the Department on this special subject. It is also hoped that the Council will be of service to the various Divisions and Bureaus of the Department by keeping them informed of the work for women in industry both in the Department of Labor and in other federal departments. It is desired that each Division, Bureau or Service of the Department of Labor should name as its representative the person responsible for work for women in industry in the Division. If such a person has not yet been appointed in the Division it is requested that a temporary representative be named.

We shall appreciate it if you will notify us in advance of the name of the representative you will appoint.

Director, Women in Industry Service.

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WOMEN IN INDUSTRY SERVICE

July 30, 1918.

MEMORANDUM

FOR: The Secretary of Labor

FROM: Women in Industry Service

SUBJECT: Proposed Council on Women in Industry.

In accordance with the plan submitted by the committee of which Miss Lathrop was Chairman at the last meeting of the Cabinet, it is proposed by the Women in Industry Service to establish a Council on Women in Industry in order to maintain contact with all the work of the Department on this special subject, and in order to be of service to the Divisions by keeping them informed of the work for women in industry through the Department. It is planned to have this Council include representatives from every Division, Bureau and Service of the Department of Labor and from Industrial Service Sections in other Departments. It is desired that these representatives should be the persons responsible for any work for women in industry in each Division.

If this plan has your approval it would be helpful if it could be announced at the meeting of the Cabinet this morning. If such an announcement is made, the first meeting will be called on Thursday afternoon at three o'clock in the office of the Women in Industry Service.

Director of Women in Industry Service.

Dept. Labr

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WOMEN IN INDUSTRY SERVICE

July 23, 1918.

MEMORANDUM for the Secretary of Labor:

The Committee on Women in Industry of which Mrs. J. Borden Harriman is Chairman, has asked for a conference with me on July 31st, to discuss the continuation of their program in relation to the Women in Industry Service. The Committee also asks our opinion as to whether it is desirable to continue its work indefinitely. I know that Mrs. Harriman has had conference with you on this point.

It has seemed to me that the future of the Committee on Women in Industry should be decided in accordance with decisions governing the other committees of Mr. Gompers' Committee on Labor. It would be of great assistance to me in conferring with the Committee on Women in Industry if I could be informed before July 31st as to any decisions already reached regarding these other committees of the Council of National Defense.

Sincerely yours,

Director, Women in Industry Service.

U. S. Department of Labor, Woman in Industry Service.

CORRESPONDENCE REGULATIONS

Opening of Incoming Mail

1. All incoming mail is received by the office of the Chief Clerk where all official mail is opened and stamped with date of receipt.

2. Official mail includes the following:

- a. All matter under the Woman in Industry Service frank
- b. All matter addressed to Woman in Industry Service or Director, Assistant Director, or Acting Director of Woman in Industry Service, including letters marked "Attention \_\_\_\_\_"
- c. All matter addressed without name to any official of the Service.

3. Personal mail is delivered unopened. Personal mail is defined as all matter addressed to members of the staff by name (except with titles Director or Assistant Director, including franked mail other than that bearing Woman in Industry Service frank.

Distribution of Mail

1. Official mail is sent to the heads of the divisions concerned.

2. Personal mail for those who are away from the office is forwarded to the last address reported to the office of the Chief Clerk.

It is urged that those who have a permanent home address in Washington ask their regular correspondents to use the home address.

Outgoing Mail

1. Answers to every official letter received by the Bureau should be made within twenty-four hours.

2. Mailing. All mail going out from the Bureau under frank should pass over the desk of the Private Secretary to the Director before mailing. Letters signed and for signature should be placed in their respective baskets in the office of the Chief Clerk before 12 noon and 3:30 p.m.

Letters requiring foreign postage should bear a slip attached to envelope calling attention to the fact, and given to the office of the Chief Clerk for transmission to the Department.

3. Capitalization, Spelling, Punctuation, etc. Follow instructions given in the G. P. O. Style Book.

4. Date. The month should not be abbreviated, and figures alone should be used for the day, as, January 2, 1919.

The date of an incoming letter should be named in the reply.

Unless instructions are given to the contrary, letters should be dated the day they are dictated.

Form of address: The name and full post-office address should be placed at the top of the letter.

All letters should be single spaced, with double space between paragraphs.

Use half (8 x 5 $\frac{1}{2}$ ) letterheads for short letters.

Whenever possible, use the reverse of original letter for the carbon copy of the reply.

In letters from the Director to a Representative, the form "My dear Sir", or "My dear Mr. \_\_\_\_\_" should be used; to a Senator, "My dear Mr. Senator."

In correspondence with the Department of Labor, salutations and complimentary closings should be omitted, the person being addressed by his title alone.

All memoranda from this Service to the Department relating to personnel should be addressed to the Assistant Secretary.

Letters for the signature of the Secretary, Acting Secretary, or Assistant Secretary should be written on the stationery bearing the heading of the Secretary and Assistant Secretary respectively.

6. Subject of letter. All letters are classified and filed according to subject. Every letter, therefore, should definitely refer to the subject about which it is written. If possible, a reply should contain the subject in the first paragraph as "Replying to your letter of May 18, in regard to," etc.

7. Numbering of pages. The pages of all letters should bear the name of the person addressed. Second and later pages should also bear the number of the page, e. g., Mrs. John Smith, -2. Each page of memorandum should bear the subject of the memorandum. Every memorandum must be dated and signed.

8. Complimentary close. All letters to be signed by the Director or Acting Director should close with "Yours sincerely" unless otherwise specified by the Director or Assistant Director, except correspondence within the Department of Labor when directions given under paragraph 5 should be followed.

9. Initialing. Letters should bear in the lower left-hand corner initials to indicate the writer and typist, as follows:

When letter is dictated, the initials of the dictator and stenographer are written side by side: MVK-DMP

When the letter is prepared under instructions ~~under instructions~~ as to contents but is not dictated, the initials of the typist are placed below the initials of the person instructing: MVK  
DMP

When the letter is prepared without dictation or instructions and is therefore original with the typist, the initials of the typist appear alone: DMP

Jan

Miss Van Kleeck -

Chief - Bureau of Industry.

DEPARTMENT OF LABOR  
OFFICE OF THE SECRETARY  
WASHINGTON

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JUL 27 1918

July 24, 1918.

RECEIVED

JUL 29 1918

U.S. EMPLOYMENT SERVICE  
DEPARTMENT OF LABOR

Memorandum for the DIRECTOR,  
Women in Industry Service:

Referring to your memorandum of July 23d, relative to the future relationship with the Committee on Women in Industry of the Committee on Labor of which Mrs. J. Borden Harriman is Chairman, it is the desire of the Department to have the Committee on Women in Industry continue its activities until the Women in Industry Service of the Department of Labor is in a position to take hold of and direct the work. After that time there would no doubt be many situations in which an organization like the Committee on Women in Industry would be able to give valuable assistance, and it would therefore be helpful if it could continue in existence.

*W. Wilson*  
Secretary.

WBW-H



Copy to Director of Women in Industry Service.

MEMORANDUM FOR THE SECRETARY OF LABOR, DEFINING THE FUNCTIONS OF THE BUREAU OF LABOR STATISTICS AND THE INVESTIGATION AND INSPECTION SERVICE.

July 15, 1918.

Following out your instructions, the Commissioner of Labor Statistics and the Chief of the Investigation and Inspection Service submit the following outline of a practical division of the field as between the Bureau of Labor Statistics and the Investigation and Inspection Service.

The division of functions is indicated but not defined by the language of the Act making appropriation for the new Investigation and Inspection Service, such appropriation being expressly granted for war emergency services. Every legitimate service is now a war emergency service. Every activity of both the Bureau of Labor Statistics and the Investigation and Inspection Service has both a war emergency and a permanent aspect. It is absolutely necessary that the two offices work together in complete accord. For example, it is intended that the Investigation and Inspection Service shall be responsible for the inspection of establishments, whether Government or private, which are engaged upon war work, to see that proper standards of wages and hours, hygiene, safety and working conditions in general are established and maintained. Before standards can be enforced they must be evolved.

The Bureau of Labor Statistics has collected industrial codes and regulations set up in the several States. All this material is, of course,

2-- Memo. for the Secretary of Labor.

available for the Investigation and Inspection Service, and the Bureau of Labor Statistics is pledged to render every assistance possible to the Investigation and Inspection Service in the formulation of standard codes, whether they shall be only war emergency codes or permanent codes. The inspection work proper belongs wholly to the Investigation and Inspection Service, but the agents of the Bureau of Labor Statistics shall report unsatisfactory conditions wherever found for the information of the Investigation and Inspection Service.

In general, the Investigation and Inspection Service will undertake investigations of a briefer character needed to secure information for more immediate use. If, however, the Bureau of Labor Statistics is engaged on an investigation and some Department or office desires information quickly on that subject, the Bureau of Labor Statistics shall be called upon to furnish all the information in its possession before additional field or other work shall be undertaken. If the Bureau of Labor Statistics has collected facts and materials which are needed and which are not in form for immediate use, such facts and materials shall be put at the immediate disposition of the Investigation and Inspection Service to be put in shape for use.

For example, the Bureau of Labor Statistics is in the midst of a study of labor turnover for the purposes of discovering the fundamental causes and of helping employers and employees to reduce to a minimum the

Memo. for the Secretary of Labor.

demoralizing and extravagant shifting of workers from place to place. Any call coming to the Investigation and Inspection Service for relevant information on this subject shall be taken up with the Bureau of Labor Statistics to ascertain if the information is already available in that Bureau. In the same way requests for information on labor turnover coming to the Bureau of Labor Statistics, if they cannot be immediately and fully complied with, must be referred at once to the Investigation and Inspection Service. Requests for information regarding cost of living, industrial accidents and safety, industrial poisons, morbidity among workers, wages and hours of labor, and retail and wholesale prices shall be handled in like manner. When time can be saved by making use of the agents of the Bureau of Labor Statistics without detriment to the work of that Bureau, such agents will be placed at the disposal of the Investigation and Inspection Service.

We strongly feel that the principles of this working agreement should be immediately extended to include the new Woman's Division, probably the Children's Bureau, and possibly other branches of the Department.

Respectfully submitted,

*Royal Neeker*  
Commissioner of Labor Statistics.

*Edith Wood Steward*  
Chief, Investigation and Inspection Service.

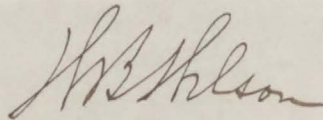
Dept. Labor  
213-320

DEPARTMENT OF LABOR  
OFFICE OF THE SECRETARY  
WASHINGTON

July 20, 1918

MEMORANDUM FOR THE DIRECTOR, WOMEN IN INDUSTRY SERVICE:

I hope it will not throw too much of a burden upon you to prepare a weekly progress report of your Service. I should like this to be as brief as is consistent with giving a picture of the work of your Service, week by week, in order that thereby a closer knowledge may be obtained of the relation of your work to the other bureaus of the Department. Such a report will also serve Mr. Frankfurter as an available means for the work of coordination with which I have charged him. I hope it may be possible that a copy of each report may reach me and Mr. Frankfurter regularly every Monday .



Secretary.

Dept. of Labor 213-  
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DEPARTMENT OF LABOR  
Office of the Secretary  
Washington

August 5, 1918.

The Director of the Woman in Industry Service:

Secretary Wilson has directed me to send you for your information and guidance the attached copy of a letter from the President which is self-explanatory.

*H. K. Kewin*  
Assistant to the Secretary.

Inclosure.

w

THE WHITE HOUSE  
WASHINGTON

24 July, 1918.

My dear Mr. Secretary:

I am disturbed to find that the present industrial demands of the country for the supplying of war needs, either directly or indirectly, are in some instances far in excess of the productive capacity of the country and in other instances almost as great as the full capacity of our present organized industries.

The apparent direct and indirect requirements for steel for the last six months of the present year are estimated at about twenty million tons, whereas the greatest productive capacity of the steel industry for an equal period has not exceeded 16,500,000 tons. From the data in hand, it appears that the Army will need all of the available wool in this country and as much as can be supplied from without by the shipping now available, and so it is with many other materials.

I, therefore, suggest that it is highly necessary that the various departments of the Government which are placing large contracts of any sort should have a careful re-survey made which would check every considerable item for the purpose of seeing to it that material is not ordered to be in hand until it can actually be used. The war demands must, of course, be met, but it has become necessary that they should not be anticipated. What I fear is an unnecessary curtailment and destruction of the less essential industries, and this may be brought about by the accumulation of material which it is not possible to use as fast as it is received.

I am solicitous that our war programme should be carried out with as little disturbance of our usual industries and our normal economic fabric as possible, and with this in mind suggest that it is of paramount importance that existing plants which have been rendered idle or are likely to be rendered idle by the curtailment of non-essential production should be converted to war uses as far as possible. The present tendency in many cases is to create new plants or enlarge old ones without a sufficient survey of such possibilities of conversion.

I would be very much obliged if you would again call the attention of the bureau chiefs of your Department to the fact that I have specially charged the War Industries Board with the conversion of existing plants to war uses and have asked that no new facilities should be provided without consultation with the War Industries Board. If these suggestions are acted upon, many of the hardships that would fall upon business may be lessened or avoided altogether. The War Industries Board is in a position to know the businesses that will have to be curtailed, because of the withdrawal of materials and their adaption to other uses.

The financial advantage of maintaining industrial efficiency at its best and most economical point is, of course, manifest, and I am writing this letter not because the argument is not plain but because I think it will be advantageous just at this point to have a re-survey all around to see whether the active and energetic directors of production in the departments are keeping these questions in mind.

Cordially and sincerely yours,

(Signed) Woodrow Wilson.

Hon. William B. Wilson,  
Secretary of Labor.

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DEPARTMENT OF LABOR  
OFFICE OF THE SECRETARY  
WASHINGTON

WOMEN IN INDUSTRY SERVICE

August 6, 1918.

My dear Mr. Kerwin;

I wish to acknowledge your letter of August 2nd to Miss Van Kleeck, with attached copy of a letter received, by reference from the President, from Mrs. Lucy H. Boggs, and a copy of the Secretary's reply to the President. Miss Van Kleeck is out of town at present, expecting to return to her office again on Thursday, and this matter will then be brought to her attention so that she may take it up immediately upon her return.

Sincerely yours,

Secretary to Miss Van Kleeck.

Mr. H. L. Kerwin,  
Assistant to the Secretary of Labor,  
Washington, D. C.

Gen. No. 22

**SPECIAL**



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DEPARTMENT OF LABOR

Office of the Assistant Secretary.

Washington

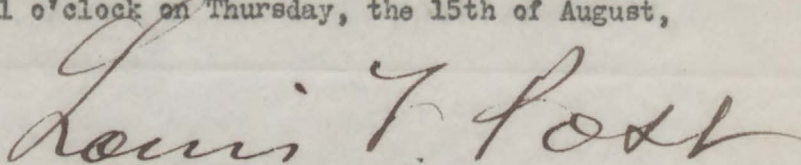
August 14, 1918.

TO ALL BUREAUS AND DIVISIONS OF THE DEPARTMENT OF LABOR.

At the meeting of the Secretary's Cabinet on August 13, questions regarding the release of news and the promotion of Departmental publicity were discussed on the basis of a memorandum of the Assistant Secretary under date of August 8, 1918, and at the conclusion thereof the Secretary directed the Assistant Secretary to call a meeting of Bureau Chiefs for the purpose of drafting a memorandum of the Secretary supplementary to and explanatory of his memorandum on the same subject under date of July 29, 1918.

For your information a copy of the Secretary's memorandum of July 29, a copy of the Assistant Secretary's memorandum of August 8, and a memorandum of the Director of the Information and Education Service, all of which were before the Secretary at the discussion in his Cabinet on the 13th, are herewith transmitted.

The conference directed by the Secretary to be called with reference to the above stated matters is hereby called to meet in the Office of the Assistant Secretary at 11 o'clock on Thursday, the 15th of August, 1918.



Assistant Secretary.

LFP,LC

COPY

July 29, 1918.

In accordance with previous practice, all publicity must receive Departmental approval before it is released to the press. Authority to approve publicity has been committed to the Office of the Assistant Secretary.

The Department of Labor has accordingly arranged to have the Committee on Public Information convey to the newspapers and to the press associations approved publicity material. As news release must, of course, be exclusive to be of value, there can be but one release office in the Department.

All Bureau and Division heads are instructed, therefore, to make use of the facilities of the Committee on Public Information, through the office of the Assistant Secretary. Mr. William L. Chenery, 1607 H Street, N. W. - telephone Main 8474, Branch 166 - is the representative of the Committee assigned to the Department of Labor. The promotion of publicity is in the Division of Education and Information.

Matter intended to be mailed through the special lists of the Bureaus is as before to be handled directly by the Division concerned.

(Signed) W. B. Wilson  
Secretary.

August 8, 1918.

MEMORANDUM FOR THE SECRETARY:

I respectfully advise a conference of Bureau chiefs on the subject matter of your memorandum of July 29, 1918, which deals with (1) news release, and (2) promotion of publicity.

Regarding that memorandum there are misunderstandings which, as it seems to me, can be best adjusted by such a conference. They arise in part from supposed ambiguities in the phrasing of the memorandum, and in part from differences of opinion between Bureaus and Divisions as to their respective functions with reference to news release and to publicity promotion.

As I interpret the memorandum in question it distinguishes the functions of releasing Departmental news from that of promoting publicity, placing the former function in the Assistant Secretary's Office and the latter in the Information and Education Service. Upon this interpretation, the duties of the Assistant Secretary are of two kinds: (1) Determination (pursuant to the requirements of said memorandum) of all questions of news release for publication; and (2) administrative routine (pursuant to general instructions irrespective of said memorandum) with reference to the relations of the Information and Education Service to other Bureaus, Divisions, and Services.

Over the special function of news release as described in said memorandum, there appears as yet to be no serious misapprehension. On the contrary it appears to be understood that news rising out of any of the activities of the Department, inclusive of all Bureaus, Divisions and Services, must not be first published in any way without the sanction of the Release Office. So, also, it appears to be understood that released news - usually called "wire news" or "spot news" - shall be released primarily to the Committee on Public Information through Mr. Chenery as the representative of that Committee assigned to this Department. There is a twilight zone at this point, but in all probability any disputes within it can be readily adjusted one by one as they arise.

Over the function of publicity promotion, the possibilities of misunderstanding are such as in my judgment to necessitate the conference hereinabove suggested. In addition, they may possibly necessitate also a supplementary memorandum explaining more definitely the relations of the Information and Education Service to the other Divisions, Bureaus, and Services, and the authority of the Department over them all by whomsoever the Secretary may designate to exercise such authority. As the Secretary's memorandum now stands, it seems that the promotion of all the publicity of the Department, "except matter intended to be mailed through the special lists of the Bureaus," is within the exclusive jurisdiction of the Information and Education Service; and this raises possibilities of conflict, because other Bureaus, Services, or Divisions either possess or are undertaking to create machinery for publicity promotion. Incidental, also, to those possibilities there are questions as to what distinguishes news that must be released through the Assistant Secretary's Office before any publication at all, from publicity which is to be promoted exclusively by the Information and Education Service.

On those points more specific instructions from the Secretary may be desirable; and a spirit of cooperation would doubtless be stimulated through a more general understanding, if the instructions were made as the result of an all-round consultation. In this connection it may be helpful to recall the circumstances under which your memorandum of July 29, 1918, was promulgated. At your Cabinet session of July 23, 1918, you instructed the Assistant Secretary and the Director of Information and Education to prepare a memorandum for adjustment of the news release and the publicity promotion functions. At the next Cabinet meeting I stated the adjustment arrived at, explaining the twilight zone and proposing a postponement of the subject until the following cabinet meeting, owing to the absence of the Director of Information and Education. At the following meeting, August 6, 1918, (the memorandum of July 29, 1918, having meanwhile been issued), I brought up the subject as unfinished business, and you instructed the Director and myself to propose alterations for your consideration if the memorandum in its present form were found by him and me to be unsatisfactory. Pursuant to those instructions, the annexed statement is presented as representing the views of the Director of Information and Education. They are recommended by him, and as at present advised, I see no objection to their adoption if they commend themselves to you.

Meanwhile, both as to the special subject of news release and as to my general routine functions with reference to approvals of Bureau recommendations, I am following your oral instructions of August 6 that I be governed by your memorandum of July 29 until altered or supplemented by you, and am interpreting the memorandum as follows:

1. As to the special subject of news release, all Departmental news, inclusive of news of Bureaus, Services, and Divisions, is required to be released by the Release Office prior to any kind of publication, (In all cases in which there is publication of such news without such release, it is because the requirements of the Release Office are disregarded).
2. Also as to the special subject of News release, all Departmental news so released is released directly to the Committee on Public Information through Mr. William L. Chensry as the representative of said Committee assigned by it to the Department of Labor.
3. Also as to the special subject of news release, matter intended to be mailed through special lists of the Bureaus is released as heretofore when submitted to the Release Office for that purpose in accordance with the established practice. (Any mailing or publication of such matter not so released is in disregard of the requirements of the Release Office).
4. With reference to the activities of the news release office, I am attaching for your information a report dated August 8, 1918, made to me by Mr. Reid, whom I have authorized to manage that office under me.
5. As to the general routine functions of the Assistant Secretary, I am treating the promotion of publicity, whether of released news or of special material prepared for publicity purposes, as under the exclusive control and upon the corresponding responsibility of the Information and Education Service; and pursuant to this interpretation of your memorandum of July 29, 1918, I am withholding Departmental approval from all recommendations for the promotion of publicity coming from other Bureaus, Divisions, or Services, unless or until they are endorsed by the Director of the Division of Information and Education or his duly authorized representative.

In submitting this memorandum I respectfully recommend

1. A conference with all the Bureaus and Divisions concerned; or, as an alternative, submission of the subject matter to the Secretary's Cabinet at its next meeting:

2. Such instructions by the Secretary after such conference as may seem to him to be advisable for the purpose (a) of protecting the Department from premature or otherwise objectionable publications; (b) of securing the cordial cooperation of all the units in the Department whose affairs are involved; and (c) of securing conformity (subject to formal appeal to the Secretary) to the administrative requirements of officials whom he charges with responsibility in the premises.

Assistant Secretary.

LFP.LG

CGL

August 8, 1918.

MEMORANDUM REGARDING THE FUNCTIONS OF THE INFORMATION  
AND EDUCATION SERVICE.

The Secretary's memorandum of July 29 distinguishes between the jurisdiction of the committee on Public Information and that of the Information and Education Service. It does not, however, indicate the adjustments which will be necessary in practice between the Information and Education Service and the other Bureaus in the Department of Labor. The situation is complicated by the presence of publicity organizations, promotional in nature, already existing in various Bureaus.

It is self-evident that the primary essentials for a harmonious adjustment are; first, the prevention of further conflicts in jurisdiction which may arise through the creation of more publicity divisions in addition to those that now exist; second, a harmonious consolidation or cooperation between existing divisions and the Information and Education Service.

In explanation of the first point, it is pointed out that although the Information and Education Service may conflict with established divisions, it is possible to adjust its relations with the War Emergency Services without such conflict since these are not as yet unorganized, and their publicity activities in consequence are not yet operative. Therefore it seems that sound administration dictates that the Information and Education Service should immediately assume jurisdiction in the case of all war emergency services.

The same line of reasoning applies to forms of publicity which have not already been adopted by established publicity divisions. For instance, the use of trailers for moving pictures, the show windows of chain stores, the establishment of speakers' bureaus, the use of posters, and the promotion of feature stories, etc. Since the exclusive handling of these forms by the Information and Education Service involves no conflict with older divisions, it should assume jurisdiction there also.

The coordination of the existing divisions, however, may offer more difficulty, as Bureaus with established work of this nature will not readily give it up. Yet it is quite possible that this situation may be adjusted easily, either by memorandums of cooperation or by the voluntary cession of this work to the Information and Education Service. To sum up, therefore, the principles which should govern the administration of this new Service are as follows:

The Information and Education Service should have exclusive control over

1. All promotion of publicity for War Emergency Services.
2. All new or heretofore unused forms of promotion of publicity whether for War Emergency Services or not.

Existing publicity divisions therefore

1. Should not be added to either in personnel or functions, but
2. Should be consolidated with the work of the Information and Education Service wherever it can be done harmoniously.

Director, Information and Education Service.

*Stinson*  
*Carroll*

August 19, 1918.

MEMORANDUM FOR THE SECRETARY:

After conference with all the Bureaus and Divisions of the Department pursuant to your instructions at your Cabinet Meeting of August 13, I hereby and with the approval of the Conference recommend for your consideration the subjoined draft Memorandum on News Release and Publicity Promotion as a substitute for your memorandum on that subject of July 29, 1918, which is now in operation. Namely:

MEMORANDUM IN RE NEWS RELEASE AND PUBLICITY PROMOTION.

News Release and Publicity Promotion are distinct functions.

News Release is the function of authorizing first publication of news originating in the Department. It relates, as a general rule, to what is technically known as "wire news;" but there should be no first publication of any news of the Department or of any Bureau, Division or Service until it has been regularly released by the Department.

Authority to release for first publication has been committed exclusively to the Assistant Secretary and his authorized representatives for that purpose, subject to instructions from the Secretary.

Upon release of what is technically known as "wire news," it is to be delivered to the Committee on Public Information for newspaper and press association use. Such delivery will be to William L. Chenery, the representative of that Committee who has been assigned to the Department of Labor under an arrangement between the Committee and the Department. Mr. Chenery can be communicated with at 1607 H. Street or at the Office of the Assistant Secretary, and by telephone through Main 8474, Branch 166, or Main 8474, Branch 3. Delivery of released news material which is not of the kind technically known as "wire news," will be determined in each instance by the Assistant Secretary.

Publicity Promotion is the function of attracting public attention to the activities of the Department and its subdivisions (after release thereof as news) by means of special articles for magazines, newspapers, and other periodicals, and by advertising.



circularizing, public addresses, posters, motion picture trailers and slides, and other means commonly understood as being legitimate methods for securing legitimate public interest in public affairs.

The subject matter of such publicity is required to be under the control (subject to Departmental supervision) of the Bureau, Division or Service to which such subject matter relates. The method and management of publicity is required to be under the control (subject to Departmental supervision) of the Information and Education Service. This Service shall be furnished by the Release Office with a copy of all released matter immediately upon the release thereof, and for this and other purposes material offered for release shall be supplied in triplicate copy to the Release Office.

Whenever, in a particular instance the Bureau, Division or Service having control of the subject matter of proposed publicity may appear to be in better position than the Information and Education Service to promote publicity along lines in operation therein prior to the creation of the latter Service, the matter is required to be submitted by said Bureau, Division or Service to the Department in writing for special instructions with reference to special cooperation in respect thereof.

The foregoing draft for consideration by the Secretary will be reported to him at his Cabinet Meeting, August 20, 1918, at 11 A. M.

Respectfully,

(Signed) Louis F. Post

Assistant Secretary.

LFP:LC

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September 12, 1918.

My dear Mr. Secretary:

As I have been obliged to be away from Washington for several days during this week, I regret that the preparation of the weekly report of the Woman in Industry Service has been delayed. Our report to be sent to your office on Monday, September 16th will contain the report of our activities for the period of two weeks.

Sincerely yours,

Eary Van Kleeck, Director,  
Woman in Industry Service.

Hon. William B. Wilson,  
Secretary of Labor.

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DEPARTMENT OF LABOR

OFFICE OF THE SECRETARY

WASHINGTON

1607 H Street

September 18, 1918.

Dear Miss Van Kleeck:

At the President's suggestion, Secretary Wilson called a conference of the representatives of all the labor adjustment boards with a view to securing a concert of attitude and action in the decisions of these various boards. This meeting resulted in a further conference of the chairmen of the various labor boards with a view to formulating the elements of a national policy within the common field of action of these boards. As the result of this conference, recommendations were made to the Secretary of Labor for submission to the War Labor Policies Board. The recommendations are sought to be a basis of an expression of policy by our Board as the common voice of the industrial activities of the government.

I enclose herewith a copy of the recommendations and invite your special consideration because it is essential to take action thereon at the meeting of the Board on Friday next.

Faithfully,

*Felix Frankfurter*  
Chairman. W.

Miss Mary VanKleeck,

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September 21, 1918.

Dear Mr. Secretary:

On October 4th and 5th the Woman in Industry Service will hold a conference of women delegates from national and international unions to take counsel with representative trade union women regarding their present urgent problems of women in industry. The group present will probably be small. Approximately fifty organizations have been asked to send delegates, but it is not likely that we may expect more than twenty-five to be able to respond. Nevertheless, as the group will be representative of large numbers of working women the conference seems to us to be of great importance.

It will be an honor greatly appreciated by the delegates if you will consent to meet with them and give them your greeting. The conference is scheduled to begin Friday morning October 4th and last through the afternoon of October 5th, and we shall of course arrange to have you come at whatever time you may find convenient. We expect to hold the meetings in the conference room of the War Labor Board on the ninth floor of the Southern Building, Fifteenth and H Streets, where the Woman in Industry Service also now has offices.

May we count upon your being present at that time?

Very sincerely yours,

Mary Van Kleeck, Director,  
Woman in Industry Service.

Hon. William B. Wilson,  
Secretary of Labor,  
Washington, D. C.

Resolution

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November 21, 1918.

MEMORANDUM

For The Secretary of Labor.

At the meeting of the Council on Women in Industry held this afternoon the following resolution was passed, and I was asked to bring it to your attention.

WHEREAS, the attention of members of the Council on Women in Industry has been called to the fact that women employed as government clerks during the war are being dismissed by departments in Washington without notice, and that some of them have not the means of paying their transportation home, be it

RESOLVED, that we respectfully ask the Secretary of Labor to call the attention of government departments to the necessity for an order by the head of the department declaring that at least two weeks' notice shall be given before dismissal, that one person in each section be designated to interview every worker before she leaves, in order to ascertain whether sufficient provision has been made for her return home, that advance notice be given to the U. S. Employment Service or the U. S. Civil Service Commission to facilitate the transfer to another position, and that steps be taken to consider the possibility of giving transportation home to the women employed by the government during the war at the same rate as is given to returning soldiers.

MVK:P

Mary Van Kleeck, Director,  
Woman in Industry Service.

213  
J. J.  
~~3/18~~

October 30, 1918.

Mr. H. L. Kerwin,  
Assistant to the Secretary,  
Department of Labor,  
Washington, D. C.

My dear Mr. Kerwin:

I wish to acknowledge receipt of your letter enclosing copy of a memorandum on the substitution of women for men in industry, which came during Miss Van Kleeck's absence from the city for a few days. It will be brought to her attention upon her return.

Very truly yours,

Secretary to Miss Van Kleeck.

IMP

~~Howe Anderson~~

DEPARTMENT OF LABOR  
OFFICE OF THE SECRETARY  
WASHINGTON

213-  
330

October 28, 1918.

File :- Woman in Industry Service  
Functions and program

Memorandum for the Director,  
Woman in Industry Service:

By direction of the Secretary, I am submitting  
herewith, for your information, copy of a memorandum on  
the substitution of women for men in industry.

*W. L. Keenan*  
Assistant to the Secretary.

Incl.  
H

Memorandum for Secretary Wilson

From Mr. Frankfurter.

Subject: Substitution of women for men in industry\*

The extension of the employment of women in occupations in which they have heretofore been employed and their introduction into new occupations are questions that call for the formulation of a central policy by the Labor Administration under your charge. The formulation of such a policy must be attained through the harmonious efforts of different branches of the Department of Labor. The policy must be applied by several of the Services of the Department and serve, as well, as a guide to other agencies of the government. The objectives, broadly speaking, are:-

- (a) The determination of the occupations in which and the conditions under which women should be employed;
- (b) The recruiting and distribution of women in appropriate employments;
- (c) The training of women for such employments;
- (d) The enforcement of the policy not only through the appropriate arms of the Department of Labor, but the other Departments of the Government that are vitally concerned in the right utilization of the labor power of the country; i.e. the enforcement of the Selective Service Law, and other agencies of the Government that can render the enforcement of standards



effective, e.g. the War Industries Board. This analysis of the problem indicates the functions that are to be exercised and the agencies that are to discharge them.

A. Formulation of a Substitution Policy.

1. Standards for substitution must be nationwide standards and they must bind all the branches of the Government. This necessary if improper substitutions are to be avoided. Inevitably, therefore, such standards should be adopted by the War Labor Policies Board. These standards cannot be expected to remain unchanged. Modifications in them must be expected as new needs arise, and particularly as new knowledge is revealed through the actual experience with substitutions.

2. The primary responsibility in formulating these standards for consideration by the War Labor Policies Board rests with the Women in Industry Service. To discharge this responsibility the Women in Industry Service will need the cooperation of the Working Conditions Service, the Investigation and Inspection Service, the Training and Dilution Service, the Bureau of Labor Statistics, the Public Health Service and any other bureau of the Department of Labor or branch of the Government whose interests or experience make consultation appropriate.

B. Enforcement of the Policy

1. The Employment Service.

The U. S. Employment Service is the instrument of information as to the needs for labor which make substitutions necessary. It is also responsible for the placement of women in accordance with the National standards laid down by the War Labor Policies Board. These standards must necessarily allow a certain flexibility for application to local conditions within the frame of the general standards. This process of application should be made by the Community Labor Boards. These Boards, therefore, should be directed:

- (a) To make local application of the national standards.
- (b) To report to the Employment Service processes at which women are locally employed and which are not included among those approved by the War Labor Policies Board in order that this information may be made available to the Woman in Industry Service and the Labor Policies Board.
- (c) To act generally in an advisory capacity to the local Employment offices so that local substitutions will be made in accordance with the national policy with as little confusion and as little divergence as possible.

2. Training and Dilution Service.

For the successful utilization in war industries of the women as well as the men now employed in non-war occupations, and of women not now productively employed, the Training and Dilution Service must work out the necessary means for training. Inasmuch as this Service is responsible for training it should be consulted, as already indicated, in the determination of standards for which women are to be trained.

3. The War Industries Board.

The standards of substitution having once been determined by an analysis based on all available information, the War Industries Board has effective machinery for promoting and directing such substitutions.

4. The Provost Marshal General.

The intimate relation between industrial and military man-power need not be argued. Therefore, the local and the district draft boards should be directed to follow the national standards as to the substitution of women for men as general guides in determining whether industrial exemptions should be granted. The machinery for a working relation between industrial and military needs has been established by the recent draft regulations.

Undoubtedly there will be modifications from time to time, both in the factors of the problem and the means by which it should be met. But the objectives seem clear and so also the means indicated above for meeting them.

October 19, 1918.

November 11, 1918.

From: Mary Van Kleeck, Director, Woman in Industry Service.

To: The Secretary of Labor.

Subject: Plans for reconstruction in relation to the Woman in Industry Service.

1. THE IMMEDIATE TASK.

Obviously the immediate task is to accomplish the change from a war basis to a peace basis with the least possible unemployment and with the reinstatement of the largest possible number in normal occupations for which they are best adapted. Thus stated the task is the same for all workers including women and men and this memorandum assumes therefore that the fundamental aspects of the program as affecting both men and women are being worked out. In it will be inferred the necessity for a policy with reference to cancellation of contracts with due regard to its relation to the transfer of labor from one occupation to another; the conversion of plants manufacturing munitions to the manufacture of products required in peace; plans for public works and consultation on this point with Governors of states, in order that the states may plan with full knowledge of the plans of the federal government; and that demobilization of returning soldiers at a sufficiently slow rate to insure their reinstatement in normal occupations.

The question peculiar to women in relation to this task relates to those who have taken men's places and those who although not previously employed, have been drawn into gainful employment for patriotic reasons. Many persons are asking whether these women should not now withdraw to give places to the men. At least one central federated labor body (that in New York City) has passed a resolution calling on these women to withdraw. No information is available showing the extent of the employment of women not hitherto gainfully employed. Such evidence as there is at hand seems to indicate that the number is smaller than is generally supposed and that large numbers of women employed in the war industries have been transferred from other occupations. For them it will be necessary to arrange for their transfer to normal employment unless the plants in which they are employed are converted to production in peace time under conditions making it possible to retain the same personnel.

For the women who have taken men's places or have been drawn into industry for the first time, the question is more complicated. It would seem to be a fair policy for business organizations to reinstate returning soldiers in the positions which they held before the war, if they wish to be reinstated, but it is inconceivable that the federal government should urge upon any group of workers, whether men or women, that they withdraw entirely from gainful employment if they wish to make their contribution to the economic life of the nation. The problem here is not one of withdrawal of any group of workers voluntarily, but rather a task of organization of industry in such a way as to utilize to the full all of the available working forces of the country. That this working force is needed in

larger numbers than ever before, cannot be doubted. The problem of making possible steady employment is not one which concerns women in industry as a separate group. There remains, therefore, a task of dealing with the individual case through such an agency as the Employment Service. Thus women who have no equipment through past experience for the new work to be undertaken, will normally find that there is no demand for their work. For those who have had some experience in gainful employment, however, during the war, there will undoubtedly be a demand for training which will fit them for continued employment.

There is in industry, however, a large group which should be withdrawn at the earliest possible moment. This is the group of children in industry, of whom there were 1,990,000 under sixteen, according to the census of 1910 and of these, 557,645 were in non-agricultural pursuits.

With reference to the immediate task of reconstruction as it relates to women or children in industry, it is therefore

#### RECOMMENDED

- a. That provision be made for the representation of women in the groups in the government who will determine policies of cancellation of contracts and other aspects of the relation of the government as a purchaser to the labor conditions immediately following the war.
- b. That plans be made to enable the Woman in Industry Service to establish such connections with these groups as to insure knowledge in advance concerning the policies and plans for cancellation of contracts and conversion of plants, in order that the necessary plans may be developed for the transfer of women employed in these plants or for their continued employment.
- c. That after consultation with the Children's Bureau, a statement be issued by the War Labor Policies Board or some other appropriate federal agency regarding the desirability of raising the age limit for the employment of children in industry. This statement should also be of assistance in securing the passage of a new federal law. It will have added force if made a part of the reconstruction program.

## II. DEVELOPING NEW STANDARDS FOR THE EMPLOYMENT OF WOMEN.

The problems of women in industry which have been familiar before the war will be accentuated during the reconstruction period. These include danger to health from unsanitary working conditions and hazardous occupations; the general conditions in the sweated trades which have always borne heavily upon women workers; a distinctly lower wage scale for women than for men despite the demonstrated necessity for large numbers of women workers to support dependents; inadequate opportunities for training and limited chances to be advanced to more responsible work in many industries and the danger to health involved in long hours and employment at night. These conditions have always been a check upon the rendering of the

most efficient service by women workers. The war has demonstrated that the range of possibilities for efficiency by women in industry is much larger than has been assumed in the past. This is notably illustrated in the work of women in machine trades. This suggests that in planning vocational training the wider range of occupations open to women should be fully recognized and in the workshop correspondingly large opportunities should be given to women. On the other hand the danger that women may become the competitors of men through underbidding, is very real.

These complicated problems can only be met by a variety of methods of attack. They suggest the necessity for strengthening the resources of the federal government for dealing with these problems. This should be done at once. Otherwise the difficult questions concerning women in industry will be a constant obstacle in the development of any reconstruction program for labor. It is probable that such federal agencies as the Women's Branch of the Ordnance Department will be discontinued, as the production program of the War Department becomes unnecessary and it is the more important therefore that the force in the Department of Labor should be increased. It is therefore

RECOMMENDED

- a. That in accordance with a supplementary memorandum provision be made for an enlargement of the Woman in Industry Service to make possible the addition of a field force and the carrying out of plans for a program of education of public opinion.
- b. Immediate issuance of standards governing the employment of women already adopted by the War Labor Policies Board with such changes in the introductory statement as will make the standards applicable to the reconstruction period and not merely as in its first form to the war industries.
- c. That the following resolution regarding night work be adopted:

WHEREAS, On September 6th the War Labor Policies Board endorsed the plan which provided for federal control of night work of women through the insertion of a clause in contracts prohibiting the employment of women between the hours of ten p.m. and six a.m. in any plant working on a contract for the federal government unless the plant held a certificate from the Secretary of War or the Secretary of the Navy granted with the approval of the Secretary of Labor after demonstration that production for the war required the employment of women at night for a specified period in that particular plant and

WHEREAS, By this action the War Labor Policies Board recognized that the employment of women at night is harmful because of its bad effects on health, family life, the welfare of children and industrial efficiency and that only an extreme emergency created by the war could justify night work for women in any plant working for the federal government.

BE IT RESOLVED that now with the prospect of an early restoration of peace and the necessity for strengthening the safe-guards for women workers in the difficult period of reconstruction, the Board hereby reaffirms its conviction that the employment of women at night should be prevented and urges upon all federal departments that pending the enactment of legislation in those states which at present have no laws prohibiting night work of women, the employment of women at night in plants working on contract for the federal government shall be controlled through provisions in the contracts and shall cease at the earliest possible moment consistent with the immediate demands of the war, and that, furthermore, the employment of women at night in all arsenals, navy yards, and other establishments owned or controlled by the federal government, shall be discontinued as soon as possible and that with the restoration of peace, night work of women shall be prohibited in all plants under federal control whether by contract or ownership by the federal government.

(Substantially this resolution was adopted by the War Labor Policies Board on November 15th in response to our request).

### III. AGENCIES THROUGH WHICH A WOMEN'S BUREAU IN THE FEDERAL GOVERNMENT MAY ACT

#### A. The federal government as employer.

During the war the federal government has had an unprecedented opportunity to develop standards through the control of plants manufacturing for federal departments. Although its control during the reconstruction period will be very much less extensive the standards which it maintains in plants owned by the federal government will have a marked influence in private industry. Its control through contracts can also be continued even though the contracts will be fewer in number. It is therefore

#### RECOMMENDED

- a. That the standards endorsed by the War Labor Policies Board be made strictly enforceable in arsenals, navy yards and in plants working on contract for the federal government.
- b. That the Woman in Industry Service be given supervision over conditions affecting women in government owned plants with the right to inspect and report as a basis for advising the department responsible for the plant, this supervision to become effective when such existing agencies as the Women's Branch of the Ordnance Department, discontinue the supervision now exercised.
- c. That the Woman in Industry Service be authorized to secure from all the federal departments facts about their activities with relation to women in industry during the war. In the Council of National Defense, in the Quartermaster's Department and in the Ordnance Department, noteworthy work has been done to raise standards affecting women. In the government arsenals employment management departments for women have been established. The record of these activities will have an influence in showing standards already adopted by the federal government. Authorization is necessary, however, in order that the records may be collected in a central place before the discontinuance of activities in these departments.

B

#### B. State Labor Legislation.

As the control of the federal government exercised during the war is lessened, the responsibility of states will increase. One of the primary purposes of a Women's Bureau in the Department of Labor will therefore be to strengthen in every possible way state labor legislation and its enforcement. This can be done by establishing close connections with state labor departments and by assisting state groups to secure necessary information on which to base



plans for labor legislation and administration. It is in this connection especially that additional resources for field work for the Woman in Industry Service are imperatively needed. It is therefore

RECOMMENDED

- a. That women holding important positions in state labor departments be deputized by the Secretary of Labor to act for the Woman in Industry Service.
- b. That the Woman in Industry Service be authorized to call a conference of representatives of minimum wage commissions already established in thirteen states, to confer with them regarding their task in the reconstruction period.
- c. That the Woman in Industry Service be authorized to make necessary arrangements with the Council of National Defense to establish continuing relations with State Committees on Woman in Industry which may decide to continue their activities especially in working for more adequate state legislation and in developing the necessary public opinion to make possible constructive action for women in industry in the states both by voluntary and official agencies.

C. Employment Management in the Plants.

The test of federal activities will be the actual results in the various plants and industrial establishments throughout the country. The application of standards and policies will devolve largely upon the individual shop organization, including employers and workers. The further development of intelligent employment, management will be of great importance in relation to the problems of women in industry. It is therefore

RECOMMENDED

- a. That the Woman in Industry Service be authorized to call a conference of employers with a view to the organization of a permanent advisory council which will exert an influence in the establishment of such methods on the part of the management of the industries of the country as shall be in accord with the highest standards already demonstrated to be practicable in the employment of women.
- b. That the Woman in Industry Service include in its purpose, especially in planning for enlarged resources the task of industrial counselling which shall make available for the industries of the country the best experience in the employment of women. This should be done not only through

RECOMMENDATIONS

- 1. That some holding agencies be authorized to... (text is mirrored)
- 2. That the Board in industry service be authorized... (text is mirrored)

General Management in the Field

The best of general activities will be the... (text is mirrored)

RECOMMENDATIONS

- 1. That the Board in industry service be authorized to... (text is mirrored)
- 2. That the Board in industry service be authorized to... (text is mirrored)

publication but through visits to plants for a long enough period to assist in a practical way in their problems.

D. Representation of Women Workers.

It will be impossible to deal effectively with any of the problems affecting the women in industry unless the women themselves participate actively in their solution. It is therefore

RECOMMENDED

- a. That it be urged by the Department of Labor that representatives of working women be added to such wage adjustment boards in the federal government as may continue to function through the reconstruction period.
- b. That the Woman in Industry Service be authorized to continue the Advisory Council of working women already established and to call them into consultation at an early date to confer regarding the program of reconstruction.

E. Public Opinion.

Obviously it will be impossible to continue useful work unless public backing is secured in the development of higher standards for the employment of women. It is therefore

RECOMMENDED

- a. That the Woman in Industry Service be authorized to formulate a program of public education through exhibits, moving pictures, published reports, lectures and other methods, the plans to be worked out by the Woman in Industry Service and to be put into effect through the cooperation of such agencies as the U.S. Employment Service, the Information and Education Service and state groups.
- b. That the Woman in Industry Service be authorized to secure the cooperation of the Navy, Shipping Board, and the various divisions of the War Department, in securing a photographic record of women's work in arsenals, navy yards and plants which may continue to manufacture on contract for the federal government.

F. Employment Service.

A large part of the task of transferring women from one occupation to another will of course devolve upon the Employment Service and on the other hand the successful carrying out of policies in connection with the federal government will depend upon the unity of purpose of the women responsible for work for women in the employment service. In the interest of closer cooperation it is therefore

RECOMMENDED

That as a means of developing the policies necessary at this time and securing unity of action through the federal agencies, the Woman in Industry Service be authorized to call regional conferences of women in the Employment Service acting in this matter through the state directors and in other ways to develop closer contact with the women's work in the employment Service.

G. Institutions for Training Women Workers.

The successful employment of women will depend in large part upon the policies guiding those institutions now existing in cities, states and the federal government which are responsible for the development of vocational education. Policies in connection with training are so intimately associated with all the other aspects of women's work that it should be made possible and appropriate for the Woman in Industry Service in the federal government to develop plans to be recommended to local trade schools, state departments of education and such national agencies as the Federal Board for Vocational Education, and the Training and Dilution Service. It is therefore

RECOMMENDED

That the Woman in Industry Service be authorized to include this subject in its activities as soon as sufficient resources can be provided and to make such investigations as will result in recommendations to the appropriate agencies on the subject of the training of women.

SUMMARY OF RECOMMENDATIONS.

1. REPRESENTATION OF WOMEN IN GROUPS NOW PLANNING THE POLICIES OF THE PRODUCTION DEPARTMENTS OF THE GOVERNMENT WITH REFERENCE TO CANCELLATION OF CONTRACTS AND CONVERSION OF PLANTS.
2. PROVISION FOR INFORMING THE WOMEN IN INDUSTRY SERVICE OF THESE PLANS AND POLICIES IN ADVANCE.
3. STATEMENT IN COOPERATION WITH THE CHILDREN'S BUREAU REGARDING THE IMPORTANCE OF MORE STRINGENT CHILD LABOR LEGISLATION AS A RECONSTRUCTION MEASURE.
4. ENLARGEMENT OF RESOURCES OF THE WOMEN IN INDUSTRY SERVICE.
5. ISSUANCE OF STANDARDS GOVERNING THE EMPLOYMENT OF WOMEN.
6. ADOPTION OF A RESOLUTION ON NIGHT WORK OF WOMEN LOOKING TOWARD ITS PROHIBITION IN GOVERNMENT OWNED PLANTS AND IN PLANTS WORKING ON CONTRACT FOR THE FEDERAL GOVERNMENT.
7. STRICT ENFORCEMENT IN GOVERNMENT OWNED PLANTS OF THE STANDARDS GOVERNING THE EMPLOYMENT OF WOMEN.

8. PROVISION FOR ADVISORY RELATIONSHIP BY THE WOMAN IN INDUSTRY SERVICE TO THE CONDITIONS AFFECTING WOMEN IN GOVERNMENT OWNED PLANTS.
9. PROVISION FOR FORMULATION OF REPORT ON ACTIVITIES FOR WOMEN IN INDUSTRY IN THE FEDERAL GOVERNMENT DURING THE WAR.
10. DEPUTIZING OF WOMEN IN IMPORTANT POSITIONS IN STATE LABOR DEPARTMENTS TO ACT FOR THE WOMEN IN INDUSTRY SERVICE.
11. CONFERENCE OF REPRESENTATIVES OF STATE MINIMUM WAGE COMMISSIONS.
12. ESTABLISHMENT OF CONTINUING RELATIONS WITH STATE COMMITTEES ON WOMEN IN INDUSTRY ESTABLISHED DURING THE WAR.
13. CONFERENCE OF EMPLOYERS AND ORGANIZATION OF ADVISORY COUNCIL REPRESENTATING MANAGEMENT.
14. INCLUSION OF INDUSTRIAL COUNSELLING OF PLANTS AMONG THE PURPOSES OF THE WOMAN IN INDUSTRY SERVICE.
15. REPRESENTATION OF WORKING WOMEN ON FEDERAL WAGE ADJUSTMENT BOARDS FUNCTIONING AFTER THE WAR.
16. CONTINUANCE OF PERMANENT ADVISORY COUNCIL OF WORKING WOMEN IN CONNECTION WITH RECONSTRUCTION PROBLEMS.
17. DEVELOPMENT OF A PROGRAM OF PUBLIC EDUCATION ON STANDARDS AFFECTING WOMEN IN INDUSTRY.
18. PROVISION FOR PHOTOGRAPHIC RECORD OF WOMEN'S WORK IN GOVERNMENT PLANTS AND IN TYPICAL WAR INDUSTRIES.
19. ESTABLISHMENT OF CLOSER COOPERATION BY THE WOMEN IN INDUSTRY SERVICE WITH THE WOMEN EXAMINERS AND STATE SUPERINTENDENTS IN THE EMPLOYMENT SERVICE.
20. INCLUSION OF THE FORMULATION OF POLICIES FOR TRAINING WOMEN WORKERS AMONG THE PURPOSES OF THE WOMEN IN INDUSTRY SERVICE.

MVK/ALL

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December 10, 1918.

Hon. William B. Wilson,  
Secretary of Labor,  
Washington, D. C.

My dear Mr. Secretary:

We have taken the liberty of addressing the enclosed letter to the War Labor Board. We of course realize the wisdom of your policy in leaving the War Labor Board free from any guidance in reaching its decisions, and we realize, therefore, that this decision in no way reflects your views. We are concerned, however, that the general public believe that this expresses the view of the Department of Labor. If an appropriate occasion arises we hope that the Woman in Industry Service with your approval may issue a statement, not dealing with this case, but covering its general principles in a way which will more accurately interpret the attitude of the Department of Labor on this vital subject.

Meanwhile, we hope that the War Labor Board may be willing to reopen the case. You will note that our letter is sent personally by Miss Anderson and myself and not by the Woman in Industry Service, as we would then be in the position of acting officially for the Department contrary to the principle which you have established in reference to the War Labor Board.

Sincerely yours,

Mary Van Kleeck, Director,  
Woman in Industry Service.

MVK:P

209 Southern Building,  
Washington, D. C.  
December 10, 1918.

Mr. W. Jett Lauck, Secretary,  
War Labor Board,  
Washington, D. C.

My dear Mr. Lauck:

Because of the fundamental importance of the decision of the War Labor Board in the Cleveland Street Car case, we feel impelled respectfully to protest against the establishment of such a precedent by the federal government. Because of our responsibility for developing a program of reconstruction for women in industry we have a vital interest in the decision, which would imply that the federal government will not only permit but direct dismissal of an entire group of women from an occupation as a means of settling an industrial dispute in which apparently there was no issue of strike breaking or lower wages involved.

We sincerely hope that this case may be reopened by the War Labor Board, as we feel convinced that it must have been settled with reference to immediate local needs rather than in the light of its far reaching implications for women in industry.

This communication is sent to you by us personally rather than in our official capacity, since the Woman in Industry Service has at no time had any official relation to the case.

Sincerely yours,

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U. S. DEPARTMENT OF LABOR  
WOMAN IN INDUSTRY SERVICE  
WASHINGTON

December 17, 1918.

Hon. William B. Wilson,  
Secretary of Labor,  
Washington, D. C.

My dear Mr. Secretary:

The budget which we submitted last September was based on war conditions. Although it is true that the problems of women in industry are so important as to justify either in peace or in war the expenditure of \$300,000 by the federal government, nevertheless, with the changed conditions due to the signing of the armistice it seems to us wiser not to ask for so large an increase for the second year of the existence of the Woman in Industry Service. Slower growth has decided advantages. We are therefore submitting for your consideration the enclosed revised estimate providing for a budget of \$150,000. This is submitted, of course, subject to the policy which the Department may adopt in reference to changes in the estimates for the services, established during the war.

The report of the Committee on Organization will undoubtedly deal with the whole question of policy involved, but it seems desirable to submit the attached estimate in advance of their report so that it may receive consideration before the Committee on Appropriations calls upon us for a statement.

Sincerely yours,

*Mary Van Kleeck*

Mary Van Kleeck, Director,  
Woman in Industry Service.

MVK:P



WAR LABOR ADMINISTRATION - WOMAN IN INDUSTRY SERVICE.

To enable the Secretary of Labor to carry into effect the provisions of the Act of July 1, 1918, especially the employment of women in industry, including personal services, and rent in the District of Columbia and in the field, per diem in lieu of subsistence when allowed, traveling expenses, law books, books of reference, periodicals, newspapers, supplies and equipment, and contingent and miscellaneous expenses.

(Increase of \$110,000 submitted)

Employees	Rate per annum	Estimate 1920 Number
Director	\$5,000	1
Assistant Director	3,500	1
Chief Clerk	2,500	1
Industrial Experts	3,000	4
Industrial Experts	2,500	5
Supervising Agents	2,000	6
Private Secretary	1,800	1
Research Assistants	1,800	1
Research Assistants	1,600	2
Special Agents	1,600	6
Special Agents	1,400	6
Clerks	1,600	3
Clerks	1,400	3
Clerks	1,320	15
Messenger	900	1
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		56

Salaries \$102,000

Other objects of expenditure

Supplies and equipment	\$ 10,000
Per diem and traveling expenses	25,000
Material for publication purposes	7,500
Telegraph and telephone	500
Office rent	5,000
	<hr/>

Total \$150,000

Revised estimate,  
December 17, 1918.

September 24, 1918.

Dear Mr. Secretary:

You may recall that at my request you signed a letter to the Secretary of the Navy suggesting that in order to carry out the request of the Navy Department that we act for them in matters affecting women in navy plants a woman inspector whom we nominated be appointed and detailed for duty in our office. Miss May Allinson was named in the letter as our nomination.

Through Mr. Howe, Assistant to Mr. Roosevelt, the Secretary of the Navy has requested me to say to you that the procedure is entirely acceptable to the Navy and that the Secretary would welcome from you a statement of the experience of Miss Allinson for this position.

Miss Allinson is at present serving as Executive Secretary of the Committee on Women in Industry of the Council of National Defense. In that position she has made investigations of conditions of women's work in plants in which the Navy is particularly interested. Her reports have been submitted to the Navy Department and I have been told by Mr. Howe that they have been very helpful.

Previous to this connection Miss Allinson has been Assistant Secretary and Acting Secretary of the National Society for the Promotion of Industrial Education. Her experience before that covered several years as Assistant Director of the Research Department of the Women's Educational and Industrial Union of Boston, where she supervised investigations of women's work in Boston factories. One of these reports on "Dressmaking as a Trade for Women in Massachusetts" has been published by the Bureau of Labor Statistics.

It would seem that by experience in the past as well as by actual familiarity with the problems of women's work in Navy plants at present Miss Allinson has unique qualifications for this position.

This nomination is of course made by us at the request of the Secretary of the Navy. If other nominations are desired by ~~the~~ we shall be glad to make every effort to secure the person best fitted for the work, if any better than Miss Allinson can be found. On the basis of acquaintance with the women who would be available we are inclined to believe that we would be fortunate to secure Miss Allinson.

It is suggested that if you think it wise, an informal talk with the Secretary of the Navy would probably be what he desires.

Sincerely yours,

Mary Van Kleeck, Director,  
Woman in Industry Service.

Hon. William B. Wilson,  
Secretary of Labor.

September 21, 1918.

Mr. H. L. Kerwin,  
Office of the Secretary of Labor,  
Washington, D. C.

My dear Mr. Kerwin:

If the Secretary of Labor decides to write to the Secretary of the Navy on this subject may I ask that you notify me when the letter is ready so that I may carry it by hand to Mr. Howe, who wishes to handle this matter?

Sincerely yours,

Mary Van Kleeck, Director,  
Woman in Industry Service.

213-330

U. S. DEPARTMENT OF LABOR  
WOMAN IN INDUSTRY SERVICE  
WASHINGTON

September 26 1918.



Memorandum

To: H. L. Kerwin, Assistant to the Secretary  
From: Mary Van Kleeck, Director, Woman in Industry Service

I held the attached letter from the Department of Education of New York, in order to get some information about the situation there. As a result of a recent trip to New York, I have drafted the attached letter for the signature of the Secretary if he approves.

*Mary Van Kleeck*

Mary Van Kleeck,  
Director, Woman in Industry Service.

*Mail to* →

*see copy in  
Mr. Andrew.*

October 1, 1918.

Dr. William McAndrew,  
Acting Superintendent of Schools,  
Department of Education,  
New York, N. Y.

My dear Dr. McAndrew:

You have asked for our opinion as to the desirability of opening trade classes to women which in the past have been organized for men only, and you point out that you are receiving applications from women for instruction not hitherto provided for them, and that you have vacancies in the classes of the men's trade schools.

It is certainly clear that as the war goes on women are needed in increasing numbers in occupations to which they have not hitherto been accustomed. Preliminary training is very desirable if these women are to meet the new demands successfully. Decision as to opening courses should depend upon whether the work and its conditions are such as to be healthful for women besides offering opportunities for training. If these opportunities exist, as they undoubtedly do in the City of New York, the Department of Education will be rendering a public service both to the women and to the war industries if it makes available every possible chance for training for women both in day and evening schools.

The organization of separate classes for women would obviously be an unnecessary expense and a policy of doubtful wisdom, especially as men and women are working together in the industries.

Sincerely yours,

EXACT COPY AS SIGNED BY W. E. WILSON  
MAILED 10-1 BY *RHW*  
Secretary.

213-  
830

November 26, 1918.

Hon. William B. Wilson,  
Secretary of Labor,  
Washington, D. C.

My dear Mr. Wilson:

In accordance with our conference with you on November 20th regarding the program for the Woman in Industry Service, I enclose a suggested draft of a letter to be sent by you to the Secretary of the Navy regarding supervision by us over conditions affecting women in navy yards.

We are not preparing a similar letter to the War Department, because we are informed that the Washington Office of the Women's Branch of the Ordnance Department will continue its work until January first, and it would be inappropriate for us to take action until then.

Sincerely yours,

MVK:P  
Mary Van Kleeck, Director,  
Woman in Industry Service.

Dictated by Miss Van Kleeck  
and signed in her absence.

213-330

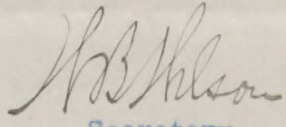
DEPARTMENT OF LABOR  
OFFICE OF THE SECRETARY  
WASHINGTON

November 30, 1918.

MEMORANDUM FOR THE DIRECTOR OF THE  
WOMAN IN INDUSTRY SERVICE:

I have your memorandum of the 21st instant, quoting resolution passed by the Council on Women in Industry relative to the dismissal of women employed as Government clerks in Washington.

This matter has been taken up at the Cabinet, and a measure has been prepared by the War Department and introduced in Congress to authorize the payment by the Government of the expenses of transportation to their homes of women war-workers discharged as the result of the termination of the war emergency.

  
Secretary.

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December 2, 1918.

The Secretary of Labor,  
Washington, D. C.

My dear Mr. Secretary:

In accordance with your request at the Cabinet Meeting of November 26th for a copy of the reconstruction plans of the various bureaus, I am enclosing a copy of the reconstruction program of the Woman in Industry Service, substantially like the copy formerly sent to you, but with one or two omissions suggested by you at the conference which Miss Van Kleeck and I had in your office on November 20th.

Sincerely yours,

Mary Anderson, Assistant Director,  
Woman in Industry Service.

P.

*M. J.*

*copy revised as  
sent December 9/18 395*

THE DEPARTMENT OF LABOR AUTHORIZES THE FOLLOWING:

As the basis for a program of reconstruction affecting women in industry the Woman in Industry Service of the United States Department of Labor has issued standards based on the experience in production during the war and recommended now for the employment of women in times of peace.

"In time of peace no less than in time of war," said Mary Van Kleeck, Director of the Woman in Industry Service, "the nation must depend for its prosperity upon the productive efficiency of its workers. During the period of the war clauses were inserted in the contracts of the federal government establishing standard working conditions and the state labor officials co-operated with the federal government in enforcing these contract provisions. This affords a basis and a precedent for ~~the~~ continued relations between state and federal agencies for the establishment and maintenance of standards for women's work. As the contracts expire, the responsibility of the state increases. Also the industries of the country are called upon to co-operate to the fullest extent in maintaining these standards."

"The most important question arising now is the comparative wage paid to women and to men. The principle of equal pay for equal work was affirmed repeatedly by agencies of the federal government during the war as a means of preventing the lowering of industrial standards. This principle should be carried further. Wages should be based upon occupation and not upon sex."

The provisions considered of vital importance include the principle of the same wage for the same work as men, with such proportionate increases as the men receive in the same industry; a minimum wage covering the cost of living for dependents and not merely for the individual, and the determination of wage rates on the basis of occupation rather than on the basis of sex; the eight hour day; one day of rest in every seven; prohibition of night work; allowance of three-quarters of an hour for meals; and the establishment of methods of negotiation between employers and groups of employees in determining wages and working conditions.

Other provisions include clean and sanitary working conditions, provision for rest rooms and lunch rooms, seats properly adjusted to the work, adequate safety devices and first aid equipment, fire drills, intelligent systems of employment management, protection against dust, fumes and excessive heat or cold, ten minute rest periods and the protection of women against the lifting of heavy weights.

These standards have been approved by the Secretary of Labor and endorsed by the War Labor Policies Board. Copies of the complete standards are being sent to all state labor officials, as well as to the large employers of women throughout the country. The Woman in Industry Service is acting as a co-ordinating agency between these groups and the various departments of the federal government dealing with the conditions of labor, wages, hours, employment, and training, in order to assist to the utmost in the difficult problems of adjustment during the period of reconstruction.

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The Tudson, New York  
June 13. 1919

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Dear Every Member of the  
Woman in Industry Service -

The beautiful pink  
pennies which brought your  
greetings and good wishes to  
my mother gave her a great  
deal of pleasure. She named  
you all as I read her the  
card, for she knows you  
all, and you were not  
a collecting staff, but  
several friends whose combined

thought helped a lot in  
the day's gain in strength.  
She enjoyed their lovely  
colors and they made  
her room very bright.  
She thanks each one of  
you very heartily, and  
so do I - with added  
gratitude for all the  
satisfaction your loyalty and  
fine spirit and enthusiasm  
have given in our work  
together.

I am sorry to be away from  
you all so long, but I am sure  
that you all understood that I  
cannot leave until my mother  
is a little stronger. I might  
get away for a day in an  
emergency if it should arise  
in Washington, but I think that  
I cannot be in the office longer  
until mother is strong enough  
to be installed in a house in  
the country - away from city heat.  
She sat up twenty minutes on  
Wednesday, twenty-five yesterday,  
and a half hour today, so the  
office statisticians can measure  
the rate of her progress. It is  
really very encouraging.

With affectionate greetings  
to you all, and hearty thanks,  
Believe me, Faithfully yours  
Mary Van Kleeck

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December 23, 1918.

Hon. William B. Wilson,  
Secretary of Labor,  
Washington, D. C.

My dear Mr. Secretary:

In connection with the relation of the Post Office Department to the Telephone and Telegraph operators, may we add a report to you on the dismissal of clerical workers without notice from the office of the Executive Postal Censorship Committee of New York? We understand that this Committee is under the Censorship Board of the Post Office Department. We have received in the office three letters from women employed there, who agree in their statement of facts. One of them enclosed the attached notice, which shows that her services were dispensed with December 11, 1918, while the notice itself bore the same date.

All agree in the statement made by one of them, as follows; "Although we were officially assured that the work would not come to an end suddenly and were begged not to desert our posts, we were at the end given but one day's notice and not a cent of pay over that day." They all agree also in claiming that at least two weeks' notice should have been given, and one of them points out that many suffered great inconvenience while some were actually in distress. Over one hundred employees are said to have been dismissed. We have, of course, the original letters, which are at your disposal if you care to see them.

Sincerely yours,

Mary Van Kleeck, Director,  
Woman in Industry Service.

MVK:P

April 3, 1919.

To: The Secretary of Labor.

From: The Woman in Industry Service.

As you probably know, the order of the War Labor Board to the Cleveland Street Car Company to reinstate the women conductors, has not yet been carried out. On my way from Chicago I stopped in Cleveland on Monday and have therefore accurate information about the newest developments in the case. The Company declares that it will reinstate the women if the Trade Union agrees. The local union declares that it will strike if the women are reinstated. The issue now, therefore, is not merely one concerning the women conductors but it challenges the right of the War Labor Board to act in this case.

In this situation the statement in the New York Times Magazine of March 30th, 1919, in which Miss Gertrude Barnum is quoted as Assistant Chief of the Investigation Service of the Department of Labor, is certainly embarrassing to the War Labor Board and to the Department as a whole, since the statements contained in it are manifestly inaccurate.

There is no question of a "third sex in industry" involved in the protests of the women's organizations against the dismissal of these conductors. They are asking that women be given the right to join a local of a Union to which women belong in other cities. These women were not employed as strike breakers or even when a strike was pending and they have never at any moment been unwilling to join hands as members of the local union in Cleveland "for the advancement of the general cause of labor."

As this article is only one of several which are being credited to Miss Barnum, with explicit reference to her position in the Department of Labor, I feel compelled as Director of the Service responsible for policies of the Department with reference to women in industry to protest against mis-statements of fact as harmful not only to women in industry but to the Department as a whole.

MVK/ALL

Mary Van Kleeck, Director  
Woman in Industry Service.



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June 12, 1919.

Miss Anderson:

Will you and Miss Smith decide whether it is wise to get out a publicity statement based on the enclosed memorandum about the employment of women as ticket agents on the Chicago Elevated Trains? I should think that this story would run somewhat as follows:

"The Woman in Industry Service of the United States Department of Labor has today filed with the Industrial Commission of New York State a statement of conditions of employment of women as ticket agents on the elevated trains of Chicago, indicating that it should be entirely possible for the transit companies in New York to comply with the new law prohibiting night work, while at the same time retaining the women who have been employed for many years in these positions. The report states that:

"Women have been successfully employed as ticket agents in Chicago since the establishment of the present transit system. ~~The~~ ~~work~~ shifts of eight hours with the prohibition of night work voluntarily adopted by the Company in agreement with the Trade Union. The women's work is limited to the two shifts following within the hours of the day. The seniority rights of all the workers which give the privilege of choice of shift are maintained by the establishment of one list for men and another for women. The men are entitled to select their shifts as their length of service permits and the only difference between their seniority rights and that of the women is that the women are not permitted to select the night shift. On the other hand the prohibition of night work for women does not compel the men to work exclusively at night since within the men's list the choice of day shift becomes possible. That this plan should have been adopted as a practical working scheme when the Illinois law would have permitted night work is very significant in showing the practicability of adjustment to comply with a night work law while retaining women in the position of ticket agents."

This is not intended to be a news story but merely the basis for one which Ethel Smith would prepare. It seems desirable to give some indication in the Press that there is more than one side to this story and also to get out something which is a challenge to the Company to make these adjustments. Nelle Swartz's report will be given to the Industrial Commission tentatively next Tuesday but her work will not be finished for some time. Meanwhile every effort is being made by the League for Equal Opportunities. I should like to get the law repealed at t

at the special session of the Legislature called to ratify the Suffrage Amendment. Hence the timeliness of a news story. The material, however, is somewhat slight and it may be that you will think we ought to wait until we have reports from other cities; or it may be that there is an angle to this suggestion about two seniority lists which has not occurred to us.

Nelle Swartz is very glad to have this publicity given but she would like us not to stress the fact that in Chicago the women work seven days a week. Of course, the seven-day employment is quite unnecessary and does not affect the main points of the practicability if avoiding night work, while not robbing the men of all their seniority rights. The only disadvantage for the men is the fact that ~~there are~~ <sup>there are</sup> mormen night shifts for them to fill in proportion to the day shifts, but this is not too much to expect of them in the interest of society!

Mary Van Kleeck, Director  
Woman in Industry Service.

MEK:PHL-H

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December 10, 1918.

Hon. William B. Wilson,  
Secretary of Labor,  
Washington, D. C.

My dear Mr. Secretary;

We have taken the liberty of addressing the enclosed letter to the War Labor Board. We of course realize the wisdom of your policy in leaving the War Labor Board free from any guidance in reaching its decisions, and we realize, therefore, that this decision in no way reflects your views. We are concerned, however, that the general public believe that this expresses the view of the Department of Labor. If an appropriate occasion arises we hope that the Woman in Industry Service with your approval may issue a statement, not dealing with this case, but covering its general principles in a way which will more accurately interpret the attitude of the Department of Labor on this vital subject.

Meanwhile, we hope that the War Labor Board may be willing to reopen the case. You will note that our letter is sent personally by Miss Anderson and myself and not by the Woman in Industry Service, as we would then be in the position of acting officially for the Department contrary to the principle which you have established in reference to the War Labor Board.

Sincerely yours,

Mary Van Kleeck, Director,  
Woman in Industry Service.

MVK:P

(Copy)

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January 13, 1919.

Hon. William B. Wilson,  
Secretary of the Department of Labor,  
Washington, D. C.

My dear Mr. Secretary:

Inclosed you will find a clipping from the American Federation of Labor "Weekly News Letter," December 23, 1918. In case you have not seen this clipping, I am sending it to you as I feel that the headline to this article is very unjust to the working women of the nation, and I personally know that you have no such thought in your mind. Although the article that follows has nothing in it that would call forth this headline, this article with the headline has been copied widely by the Labor papers throughout the country. Hence, my desire to call this to your attention.

Very sincerely yours,

Mary Anderson, Assistant Director,  
Woman in Industry Service.

L.G.B.  
Inclosure.

MA/LGB

January 14, 1919.

Members of the Staff:

The following regulations are prepared in accordance with the general rules of the Department of Labor, and are brought to your attention in order that you may be informed and able to cooperate toward the attainment of fullest efficiency.

(Signed) Lillian M. Lewis,  
Chief Clerk.

Approved:

(Signed) Mary Van Kleeck,  
Director.

1. General Office Regulations.

Addresses: 1. Change of address or of telephone number should be reported at once to the Chief Clerk, in order to facilitate the delivery of mail and telegrams.

2. All employes of the Bureau on leave are requested to keep the office of the Chief Clerk informed of changes in their mail and telegraph addresses. Checks will be mailed to employes on leave on the 15th and last day of each month, and unless the Office is advised of change of address before the mail of that day is dispatched, checks will be sent to the last known address.

Hours: 1. The law requires each employee in Federal departments to work at least seven hours a day. The recognized time for the day's work is between the hours of 9: a.m. and 4:30 p.m. The period for lunch is one-half hour from 12:30 to 1 o'clock, except in cases where, for administrative reasons, other hours are designated.

2. All absences during office hours, except on official business, should be covered by applications for leave. (See Department of Labor Regulations, a copy of which is in the office of the Chief Clerk.)

3. No one should be absent from the office on official business except by direction of the person to whom he or she is responsible.

4. Except in cases, where, for administrative reasons, other arrangements are authorized by the Director or the Assistant Director, all members of the staff leaving the office on official business should notify the Chief Clerk's office, by telephone or in person, where they are going, how long they expect to be gone, and also notify her of their return.

5. All members of the staff leaving the office during office hours on other than official business should notify the proper division head and also the office of the Chief Clerk, how long they expect to be gone and should report to both upon their return.

6. All members of the staff expecting to be absent from the office on other than official business for a portion of a day, or for a longer period, should fill out the regular application for leave.

7. Whenever it is impossible to arrive at the office at 9 o'clock and leave has not been applied for the day before, application for leave should be made by telephoning or sending word to the Chief Clerk's office.

## 2. Room Regulations.

1. The official entrance to the Woman in Industry Service is through Room 209. A clerk in this room will receive visitors and furnish information concerning the whereabouts of members of the staff.

2. In the interest of good administration the following requests are made of all employees:

(a) That the telephone be not used for personal calls and that personal calls from the outside in office hours be discouraged.

(b) That when conversation is necessary, it be carried on in such a manner as not to interfere with the work of others in the room.

(c) That in going from one room to another, the halls be used wherever possible.

3. The Department requires that at night the windows of each room be closed, the curtains drawn to the center of the window, also that electricity be turned off, and the room door closed. On account of lack of sufficient messenger service, it is requested that the last person leaving each room see that these instructions are complied with.

## Publicity.

All publicity is handled through the Office of the Director and no interview or other unpublished information about the work of the Service is to be given except at the direction of the Office of the Director.

All initials of the writer and typist should be used.

10. Inclosures. Letters containing one inclosure should bear at the lower left-hand corner above the initials of the writer the letters "Inc." and when there are two or more different inclosures "Incs. (2)" or whatever the number may be. The person who types a letter is responsible for placing the inclosures in the envelope except when the enclosure is a frank addressed to the Bureau. In that case the frank to be inclosed is clipped to the face of the correspondence before it is placed in the basket in the Chief Clerk's office (in order that the frank may be folded into the letter instead of being placed separately in the envelope). When the inclosure has been made, the person's initials should be written above "Inc." on the carbon of the letter. This provides file record of inclosing. If for any reason inclosure other than frank addressed to the Bureau cannot be made by the person who types the letter, a slip should be clipped to the face of the letter with exact instructions for the file clerk.

Whenever a reply is requested, a franked self-addressed envelope should be enclosed.

11. File Copy. The typist should make at least one carbon copy of all material typed, and such additional carbon copies as may be specified. The typist is also responsible for seeing that no correspondence or other material is sent out of the Bureau unless copy has been made and sent to the files. This does not apply to routing requests for publications which are referred to other Departments.

A carbon of every office memorandum should be sent to the files.

12. Promises. The typist must write a card reminder which she will attach to the correspondence for the call-up file, which will be kept in the office of the Chief Clerk for fulfillment. The typist should initial the carbon of the letter opposite the promise, so that the file clerk may know that provision has been made for its fulfillment.

13. Outgoing letters. All outgoing letters, as such, are to be accompanied by addressed envelope and the carbon copy, except where reverse of original is used. The carbon is pinned or clipped to the letter to which it is a reply, and the material is so arranged that one sees first the outgoing letter, then the envelope, the carbon, and the letter to which it is a reply. If previous correspondence has been drawn from the files in connection with the writing of a letter, it should also be attached in front of the last letter received. When the outgoing letter is more than one page long, the page for signature of Director or Assistant Director should be on top, with the first page of the letter immediately below.

#### Telegrams

1. Outgoing telegrams are written with two carbon copies, on manifold paper, one of which is to be marked "Confirmation", which should be mailed at once to the party to whom it is addressed, and the other filed.

2. Telegrams to be sent collect should be so marked in upper right-hand corner.

3. All outgoing telegrams must be countersigned by the Director or Assistant Director, or Chief Clerk.

4. If a telegram is in answer to one received, the file carbon copy must be pinned to the original by the typist.



U. S. DEPARTMENT OF LABOR  
WOMAN IN INDUSTRY SERVICE  
WASHINGTON

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Statement To be Sent to Mr. Friedman  
in answer to attached letter from him.

(A.C.C. please write accompanying  
note.)

Mary Van Kleeck

A.B., Smith College, 1904. For ten years  
before 1918, ~~in charge~~ directing industrial  
investigations for the Russell Sage Foundation,  
first as Secretary of its Committee on Women's  
Work, and afterwards as director of the  
Division of Industrial Studies. In January,  
1918, appointed director of the Women's  
Branch, Industrial Service Section,  
Armed Forces Department, U. S. A. In  
July, 1918, following the appropriation  
by Congress for the War Labor Administration,  
which included the Woman in Industry  
Service to co-ordinate all work for  
women in industry in the Federal Government,

Lecturer and instructor in industrial  
problems in New York School for  
Social Work, 1914 to 1917.

Handwritten note on the left margin, partially cut off.

U. S. DEPARTMENT OF LABOR  
WOMAN IN INDUSTRY SERVICE  
WASHINGTON

Appointed director of the Service by the Secretary of Labor, and at the same time appointed member of the War Labor Policies Board.

Beginning August, 1919, resumed position of director of the Division of Industrial Studies, Russell Sage Foundation.

Author of books, published by the Russell Sage Foundation; Women in the Bookbinding Trade; Artificial Flower Makers; Working Girls in Public Evening Schools; <sup>and</sup> A Seasonal Industry, a Study of the Millinery Trade in New York; and various <sup>on labor problems</sup> articles, published in the Survey Magazine and elsewhere.

March 3, 1919.

To: The Secretary of Labor.

From: Mary Van Kleeck, Director, Woman in Industry Service.

I notice that the weekly statement sent out by the Information and Education Service regarding the work of the Department, contains a digest of our weekly report but this section of the statement is not submitted to us for approval. We have always prepared our weekly reports as confidential statements to you and frequently information is contained in them which we are not ready to make public. This refers especially to investigations in progress.

May I ask for instructions from you as to whether we are to continue to prepare our report as a full statement of our activities, in which case we would prefer not to have the information made public without consultation with us, or whether you would prefer that we should prepare a statement to be used as a basis for publicity? I am sure that you will readily appreciate the fact that reference to our activities before we are ready for publicity, would sometimes seriously embarrass our work. On the other hand we do not wish to withhold from the Secretary's Office important information about the work which we are doing.

MVK/ALL

Mary Van Kleeck, Director  
Woman in Industry Service.

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DEPARTMENT OF LABOR

OFFICE OF THE SECRETARY

WASHINGTON

MAR 19 1919

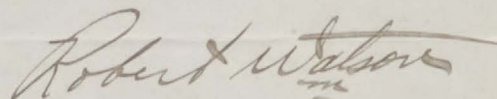
March 6, 1919.

Chief, Bureau Women in Industry,  
Department of Labor.

The Department has been requested by the Joint Committee on Government Exhibits to participate through exhibits illustrative of its various activities and achievements in the State Fairs which are to be held throughout the country during the ensuing summer.

The expense incident to the preparation of such models, charts, and other material as may be created for exhibit purposes must be borne by the exhibitor. It is expected, however, that the transportation expenses of both the material and such demonstrators as are necessary for its effective display will be met by a fund to be provided by the Committee or the Fairs.

If your branch of the Department will be in a position to cooperate along these lines, it is requested that a representative be designated to attend a meeting to be called within the near future for the purpose of outlining such program as may be feasible for this Department. If, for any reason, participation by your branch will be impracticable, your early advice to that effect will be appreciated.



Assistant to the Secretary.

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April 3, 1919.

To: The Secretary of Labor.

From: The Woman in Industry Service.

I note in the minutes of the Cabinet Meeting of April 1st a reference to your request for suggestions as to prospective managers of the Union Station project of the Housing Corporation.

I have no suggestions to make at this time but I should be glad to do what I can to assist as it seems to me most important that a woman should be selected who has had the specific experience necessary for such a position. There will undoubtedly be many candidates and many nominations of women who have general qualifications but not the specific experience in management which is essential in this instance. Knowing the very keen interest on the part of women's organizations in this subject, I should be glad to give some time to it, if you so desire. I make this offer because I realize that there will be a good deal of detail involved in securing good nominations and in sifting out the list of suggestions.

MVK/ALL

Mary Van Kleeck, Director  
Woman in Industry Service.

April 14, 1919.

Memorandum for the Assistant to the Secretary:

The attached letter from Mr. Lynden Evans addressed to the Secretary of Labor is returned at your request. We enclose publications of the Woman in Industry Service to be sent from the office of the Secretary to Mr. Evans.

We have no statistics on the present situation in household service but in a number of sections in the country definite efforts are being made to organize household service on a more definite standardized basis, in order to attract a larger number of efficient workers. Mr. Evans would doubtless be interested in the plan now being worked out in New York City by the Committee on Home Assistants which is composed of representatives of the Consumers' League, Teachers College, Pratt Institute, the Women's City Club, the Women's Municipal League, the Y. W. C. A. and the U. S. Employment Service. Miss Louise C. Odencrants formerly of the Employment Service is Chairman of the Sub-Committee on standards for the Committee on Home Assistants. She could be addressed at 285 St. Nicholas Avenue and would I am sure be glad to give information.

MVK/ALL

Mary Van Kleeck, Director  
Woman in Industry Service.

April 12, 1919.

Mr. Hugh L. Kerwin, Assistant to the Secretary,  
Department of Labor,  
Washington, D.C.

My dear Mr. Kerwin:

I wish to acknowledge your letter, with enclosure, to Miss Van Kleeck which came during her absence from the city. It will be brought to her attention upon her return on Monday.

Sincerely yours,

ALL

Secretary to Miss Van Kleeck.



DEPARTMENT OF LABOR  
OFFICE OF THE SECRETARY  
WASHINGTON

APR 12 1919

April 11, 1919.

Memorandum for the Director, Woman in Industry Service:

With the return of the attached letter from Mr. Lynden Evans, will you kindly submit a memorandum with respect to its subject matter for the information of the Secretary.

*H. L. Kerwin*  
Assistant to the Secretary.

Inclosure.

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May 10, 1919.

MEMORANDUM:

To: Robert Watson, Assistant to the Secretary.

From: Mary H. Winslow, Women in Industry Service.

Subject: Exhibits.

I agree entirely with Mr. Ford's suggestions as to exhibits contained in the memorandum of April 30th to you. I feel also that such a scheme of exhibit as Mr. Ford has outlined will require the services of one person who is expert in preparing and arranging exhibits and who should have entire charge of the Labor Department exhibit.

As for methods of portraying graphically the work of the Women in Industry Service we feel that our exhibit which is already prepared is the only possible way of showing our work. The standards which are represented on our exhibit panels are what we are advocating and trying to get generally followed. The methods by which we are presenting and backing up the standards by making special studies and investigations, etc., can hardly be shown in photographs.

In addition to that difficulty we have no funds with which we can prepare additional exhibit material.

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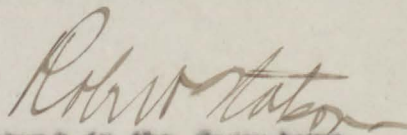
DEPARTMENT OF LABOR  
OFFICE OF THE SECRETARY  
WASHINGTON

May 5, 1919.

Memorandum for Miss Mary N. Winslow,  
Women in Industry Service.

I attach hereto a copy of a self-explanatory memorandum which has been handed me by Dr. Ford of the Housing Corporation.

May I request an expression of opinion as to the practicability of following out this general idea in the preparation of your exhibit.

  
Assistant to the Secretary.

Mc

Copy.

OFFICE MEMORANDUM

From: James Ford  
To: Mr. Robert Watson  
Date: April 30, 1919.

Subject: Exhibits.

In order to show the American public effectively the sort of service which the Federal Department of Labor performs I would like to recommend that special attention be given in the preparation of the exhibits within the Department to series of photographs describing graphically the function of each of the Bureaus or Services within the Department.

The meeting held this morning indicated to me that the tendency of each department would be to represent chiefly the kind of conditions which each service is prepared to improve. I do not wish to minimize the importance of photographs or charts showing the kind of condition which each branch of the Department of Labor must meet. It is highly important that the Children's Bureau, for example, should have charts showing relative infant mortality by age groups, by months, of the year, etc.; of that the Immigration Service should show types of immigrants received at Ellis Island; that the Bureau of Labor Statistics should illustrate types of occupational diseases, and the Working Conditions Service types of accident.

But in addition to photographs of this sort which forcibly indicate the need of the Department of Labor services it seems to me desirable that each Bureau or Service should be instructed, and if necessary assisted to prepare a series of photographs or diagrams which would show each of the main kinds of problem which it meets and how it meets that problem.

Thus the Children's Bureau could show how it protects the child through each stage of its growth beginning with pre-natal care, the care of infants, protection from poverty, from delinquency, from child labor, etc. The Bureau of Immigration could show the history of the immigrant in his relations to the Bureau beginning with his first contact with the Immigration Service in the country of emigration, showing inspection of immigrants, care of immigrants at Ellis Island and distribution of immigrants; to be followed by an exhibit from the Bureau of Naturalization showing the process of naturalization and the various kinds of means utilized to promote Americanization. The same method of indicating contacts of a Bureau with its clientele in their usual order of sequence could be followed by most, if not all of the bureaus of the Department of Labor. Such an exhibit could be made distinctly interesting and graphic, and would at the same time help materially to educate the American voter to the significance of the remarkable work done by the Department of Labor.

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July 15, 1919.

Honorable William B. Wilson,  
Secretary of Labor,  
Washington, D. C.

My dear Mr. Wilson:

I very much regretted not being able to have an appointment with you today in order that I might personally submit my resignation and discuss with you several important matters in connection with it. When you return to Washington I hope that you will give me an early opportunity to confer with you.

As I am sure you appreciate, it is of great importance now to plan the future program of the Women's Bureau. In submitting my resignation I venture to ask that in advance of a decision regarding the appointment of my successor, I have an opportunity to confer with you regarding this program and the relation of the ~~character~~ new director to the policy to be adopted.

Sincerely yours,

Mary Van Kleeck, Director  
Women's Bureau

MVK/ALL

U. S. DEPARTMENT OF LABOR  
Office of the Secretary  
Washington

213-  
330  
July 30, 1919.

To all officers of the Department of Labor:

The Civil Service regulations, as amended by an executive order of the President, place upon the Federal Board for Vocational Education the responsibility of testing, training, and certifying to the United States Civil Service Commission disabled soldiers, sailors and marines who desire to enter Civil Service employment. The amended regulations permit the fullest cooperation of government agencies with the Federal Board, in the vocational rehabilitation of men disabled in the war against Germany.

Everybody desires to cooperate with the Federal Board in the discharge of its duties to men disabled in the service. Individuals and private institutions are working with the Federal Board in a most patriotic way. The Government Departments have been desirous of lending full cooperation. This is now possible because of the removal of certain restrictions.

Arrangements for meeting this changed situation have been worked out by representatives of the Federal Board for Vocational Education and the United States Civil Service Commission and are stated in a publication of the Federal Board designated as C. L. H. #55, copy of which is attached hereto. Additional copies of this circular letter can be obtained by addressing the Federal Board for Vocational Education, Washington, D. C.

The Federal Board proposes to discharge its obligations under the amendments to the Civil Service regulations through cooperative arrangements with the Government Departments and through the expert advice, counsel, and assistance of Government officials and employees.

The amended regulations permit the Civil Service Commission to exempt a disabled soldier, sailor, or marine from the physical requirements providing he has been tested or trained, and certified by the Federal Board for Vocational Education. The executive order also permits the Federal Board to utilize government facilities and the services of Federal officers and employees in the execution of this provision.

The Federal Board has outlined the procedure set forth herein to reach the ends desired and you are hereby authorized to cooperate with its agents in the execution thereof.

You are permitted and authorized to arrange with agents of the Federal Board to try out disabled soldiers, sailors and marines by a practical test on the job to determine if the disabled man has the physical ability to perform the work required. If the test indicates that the man can qualify physically, you are authorized to arrange with the Federal Board to train the man "on the job" for the work he is to perform, providing this kind of training, in the opinion of the Federal Board, is desirable and feasible and, in your opinion, is not seriously detrimental to the public service. If such training is deemed to be seriously detrimental to the public service, a detailed report giving the reasons for this decision should be made to the Department for transmittal to the Federal Board, and if deemed advisable for conference as to the final disposition of the case.

It is not expected that there will be a large number of placement training cases, which means simply that the man is trained on the job by a government employee or official. Most cases after a try out for physical ability will be trained in established institutions offering suitable courses. Probably not a very large number of cases will need to be tried out by a practical test of physical ability. This question can usually be determined through the joint action of the Federal Board and the United States Civil Service Commission.

This is simply and solely a "tryout" and "training" proposal of the Federal Board and does not imply that the person being tried out for physical ability or trained to perform the detailed work of a position will be placed in the specific position in which he is tried out or trained but in a like position elsewhere by regular methods under the amended civil service regulations and Vocational Rehabilitation Act.

Men being tried out or trained as set forth herein will receive no remuneration from the government other than the stipulated sums paid by the Federal Board under the provisions of the amended Vocational Rehabilitation Act.

Any arrangements entered into for placement training, should be submitted to the Federal Board for Vocational Education, Washington, D. C., through the Federal Board district office. Before any further action is taken, the Federal Board, through a designated representative, will confer with the person delegated by the department concerned to represent it in these matters. If the agreement received the joint approval of the Department representative and the Federal Board, the placement training can begin under the agreement.

No further formal arrangements will be required to test or "try-out" a man's physical ability to do the work of a specified job. This can be done by mutual agreement between the local representatives of the Federal Board and the government agency concerned, acting under this authorization. "Test" and "Try-out" cases need to be referred to Washington only when it is impossible for local representatives to agree, or when the test is likely to be prolonged so that it amounts in reality to placement training.

You are requested to cooperate in every way possible to assist in the proper consummation of this effort.

Secretary.

G c

WOMEN'S BUREAU  
U.S. Department of Labor  
Washington

CHANGES IN WOMEN'S INDUSTRIAL OCCUPATIONS, 1914-1918

The tremendous range of manufacture required to equip our forces for actual warfare is reflected in the War Department's official statement that "in the American ordnance catalogue of supplies during the recent war there were over a hundred thousand separate and distinct items." 1/

When the war broke out there was a seasoned, hard-drilled army of women workers in manufacturing industries and a woman army of larger proportions in the other wage-paying activities. But the most important of the industries which sprang into prominence as war agent and implement industries upon our entrance into the world conflict--the industries most wrenched and strained by the first impact of war orders--were not, except in the case of cartridge making, conspicuous employers of woman labor, though some were among the largest employers of male workers. Furthermore, so far as skilled labor was concerned, with but few exceptions, woman workers were a negligible part of the working force in industries from which the blades and bullets, the guns, grenades, and gases, and all the other implements of war were requisitioned for the battle fields of the earth, the air, and the water. The number of women in the iron and steel industry--which was foremost in the manufacture of firearms and ammunition--constituted less than 3 percent of the working force in 1914, and but little more apparently in 1916. During the war, however, the proportion of women after the first draft in the iron and steel plants was double the proportion for 1914, and more than treble after the second draft.

The labor shortage and excessive demands on industries essential to the production of implements and agents of warfare resulted during the war in -

- (a) A sharp increase in the number of women workers in these industries during the war.
- (b) A marked decrease in the number of women in the traditional woman-employing industries, resulting in a relief of the long-standing congestion of woman labor in these pursuits and in part contributing to a marked increase in the wage scales of the women remaining in these industries.
- (c) The employment of woman labor in other skilled crafts from which women had been practically debarred before the war.

1/ America's Munitions 1917-18, Report of Benedict Crowell, Assistant Secretary of War, Director of Munitions, Washington, 1919, p.21.



The success attending the emergency employment of women in occupations requiring a high degree of skill and the expansion of commercial trade, resulted in the retention of women in most of these crafts and industries after the close of the war and bade fair to encourage a larger use of woman labor.

War-time information furnished by official agencies shows the number of men and the number of women employed after the first and after the second draft, the number of firms substituting women for men, the number of women substituted and the number of firms increasing the woman labor force without substitution. These data include reports from nearly 15,000 firms representing all leading industries and employing nearly 2,500,000 wage earners.

Such records were supplemented by an intensive analysis of substitution based on data secured directly through personal interviews by Women's Bureau field agents. In this particular study 562 of the 3,558 firms reporting substitutions during the war were visited. Establishments were selected for field work in those industries and those localities in which the available war-time data revealed the greatest substitution of women workers for men. The field agents also secured data on the retention of women employed 9 months after the armistice in plants in which substitution had occurred during the war. The four tables that follow summarize this information. The succeeding pages give a list of occupations in which women were substituted for men.

Tables 1 and 2 show proportions of women in various industries before, during, and after the war; and numbers of women substituted and added but not substituted in a large number of plants in 21 war agent and implement or war food and fabric industries. They are based on data from the War Industries Board, the Bureau of the Census and other agencies.

Tables 3 and 4 show numbers and proportions of women employed before, during and after the war in 474 identical firms visited by Women's Bureau agents.

Table 1. - Proportion of Women on Labor Force of Leading War Agent and Implement Industries Before, During, and After the War. <sup>1/</sup>

Industry <sup>2/</sup>	Women per 1,000 wage earners					
	1914 <sup>3/</sup>	1916 <sup>4/</sup>	After first draft <sup>4/</sup>	After second draft <sup>4/</sup>	1919 <sup>4/</sup>	1929 <sup>3/</sup>
Iron and steel and their products	29	33	61	95	94	55
Lumber and its remanufactures	21	40	46	94	68	38
Cars, steam and electric railroad, and: railroad repair shops	2	2	29	55	16	3
Stone, clay, and glass products	39	59	115	155	154	74
Leather and its finished products	277	304	307	330	263	337
Chemicals and allied products	85	79	98	142	85	181
Metal and metal products (other than: iron and steel)	150	148	149	178	191	158
Automobiles, including bodies and parts	118	21	44	114	43	50
Electrical machinery, apparatus and supplies	202	175	214	270	173	285
Rubber goods	205	187	277	354	116	237
Carriages, wagons and materials	15	15	22	45	2	4
Agricultural implements	10	18	15	43	37	18
Musical implements	77	81	165	260	246	185
Shipbuilding, including boat-building:	2	1	6	7	2	1
Optical goods	265	154	327	371	251	315
Motion picture and photographic apparatus and supplies	278	277	303	351	347	232
Instruments, scientific and professional	156	152	145	171	135	245
Motorcycles, bicycles, and parts	20	77	66	98	91	96
Airplanes, seaplanes, and parts	5	36	155	186	88	25
<b>Total</b>	<b>65</b>	<b>77</b>	<b>106</b>	<b>139</b>	<b>100</b>	<b>107</b>

<sup>1/</sup> From a study by the Women's Bureau in 1920. Women's Bureau Bul. 12, not out of print, Table 1, p. 35.

<sup>2/</sup> Industries are arranged in order of importance according to the Census of Manufactures, 1914.

<sup>3/</sup> From Census of Manufactures, December 1914 and January 1929.

<sup>4/</sup> "After first draft" indicates a period 7 to 8 months after the first draft in February-March, 1918;

"after second draft" refers to a period 4 to 5 months after the second draft in October-November, 1918;

1916 refers to summer figures; and 1919 refers to August, 1919, 9 months after the signing of the armistice. Data from War Industries Board and other Federal agencies, supplemented by Women's Bureau field agents.

~~for 1919 figures:~~

~~5/ Includes sleighs and sleds.~~

Table 2.-Women Employed After First and Second Drafts and Substituted on Men's Work or Added Without Substitution After Second Draft in Plants in 21 War Agent and Implements or War Food and Fabric Industries. 1/  
(From Schedules of the War Industries Board and Other Federal Agencies)

Industry	:Total :firms :report- :ing	:Women :employed :After		:Firms :employ- :ing wo- :after 2d: :draft	:Substitution of :women on men's work : Women : Women		:Increase in force :of women without :substitution : Women : Women					
		:first :draft	:second: :draft		: Women : employed	: Women : substituted	: Women : employed	: Women : added				
Agricultural implements	:	116:	488: 1,318:	57	:	980	:	743	:	270	:	89
Airplanes, seaplanes, <del>and</del> parts	:(	34:	1,887: 2,696:	26	:	1,953	:	799	:	576	:	452
Automobiles <sup>(also</sup> <del>including</del> bodies, <del>and</del> parts)	:(2/	6:	: 3,412:	6	:	3,412	:	2,412	:	:	:	:
	:(	144:	1,437: 4,902:	107	:	2,713	:	1,917	:	728	:	265
	:(2/	19:	: 9,500:	19	:	7,806	:	6,739	:	:	:	:
Buttons	:	44:	1,515: 1,406:	33	:	573	:	46	:	262	:	21
Carriages, wagons, <del>and</del> materials	:	36:	78: 162:	23	:	131	:	51	:	12	:	5
Cars (steam, <del>and</del> electric) <del>railroad</del>	:	15:	324: 836:	8	:	836	:	556	:	:	:	:
Dental goods	:	14:	776: 749:	14	:	317	:	38	:	161	:	10
Electrical machinery, apparatus & supplies:	:	172:	5,277: 6,786:	155	:	4,751	:	1,385	:	1,010	:	349
Fur (tanning, dyeing, <del>and</del> its remanufacture)	:	122:	1,137: 1,048:	93	:	100	:	26	:	638	:	206
Hats, caps, and their materials	:	323:	11,249: 8,208:	312	:	1,694	:	104	:	1,399	:	328
<del>(Instruments, Scientific &amp; professional</del>	:	46:	768: 892:	38	:	699	:	278	:	94	:	22
<del>Motion picture, photographic apparatus</del>	:	:	:	:	:	:	:	:	:	:	:	:
<del>and supplies</del>	:	32:	2,827: 3,339:	30	:	3,129	:	346	:	72	:	18
Motorcycles, bicycles, <del>and</del> parts	:	7:	168: 287:	6	:	283	:	225	:	:	:	:
Musical instruments	:	77:	2,341: 3,557:	64	:	3,386	:	1,048	:	113	:	44
Optical goods	:	21:	462: 507:	21	:	355	:	103	:	144	:	47
Railroad repair shops	:	10:	137: 182:	6	:	89	:	37	:	3	:	3
Rubber goods	:(	80:	6,633: 7,772:	73	:	6,518	:	994	:	614	:	134
Shipbuilding <sup>(also</sup> <del>including</del> boat building)	:(2/	3:	: 3,916:	3	:	375	:	375	:	:	:	:
	:(	72:	246: 412:	25	:	174	:	101	:	208	:	93
	:(2/	5:	: 634:	5	:	634	:	453	:	:	:	:
Surgical appliances, <del>and</del> artificial limbs	:	30:	1,306: 1,716:	29	:	374	:	110	:	1,203	:	460
Toys and sporting goods	:	53:	812: 827:	50	:	344	:	112	:	320	:	127
Miscellaneous goods 3/	:	379:	7,310: 6,766:	340	:	3,573	:	637	:	951	:	292
←Total <del>for</del> plants reporting after both 1st <del>and</del> 2nd drafts	:	1,827:	47,178: 54,368:	1,510	:	32,972	:	9,656	:	8,778	:	2,965
←Total for all plants, including 33 re- <del>porting after 2nd draft only</del>	3/	1,860:	: 71,830: 1,543	:	:	45,199	:	19,635	:	:	:	:

1/ Adapted from a Study by the Women's Bureau in 1920. Women's Bureau Bul.12 (now out of print). Table 21, p.78.

2/ When figures are bracketed the lower one represents firms reporting after the second draft only. (See Totals)

3/ Includes beds, mattresses, brooms, pens, pipes, roofing materials, and abrasive papers.

Table 3.-Number of Wage Earners Employed Before, During and After the War in 474 Identical Firms  
In Leading War Agent and Implement Industries. 1/

Industry	Firms	Number of men				Number of women			
		1916	:After :first :draft	:After :second :draft	1919	1916	:After :first :draft	:After :second :draft	1919
Iron and steel and their products	162:	87,815:	85,863:	90,331:	70,710:	6,062:	10,403:	16,819:	8,467
Metal and metal products other than iron and steel	62:	49,164:	45,052:	44,807:	36,713:	8,795:	9,023:	11,605:	8,065
Lumber and its remanufactures	130:	26,321:	23,114:	21,046:	25,418:	850:	1,088:	2,701:	1,933
Leather and its finished products	18:	15,493:	14,530:	13,357:	16,914:	5,227:	5,807:	6,179:	6,964
Chemicals and allied products	33:	15,526:	24,952:	24,122:	23,159:	562:	1,856:	3,628:	1,582
Automobiles, including bodies and parts	15:	6,336:	7,163:	13,254:	9,203:	311:	451:	2,814:	1,390
Electrical machinery, apparatus and supplies	14:	4,549:	4,605:	4,474:	5,312:	585:	307:	1,359:	985
Instruments, scientific and professional	10:	904:	1,012:	1,056:	1,103:	72:	283:	328:	236
Other industries 2/	30:	15,213:	19,903:	19,881:	21,828:	2,564:	4,443:	6,164:	5,370
<b>Total</b>	<b>474:</b>	<b>221,321:</b>	<b>226,194:</b>	<b>232,328:</b>	<b>210,360:</b>	<b>25,028:</b>	<b>33,661:</b>	<b>51,597:</b>	<b>34,992</b>

1/ Adapted from a Study made by the Women's Bureau in 1920. Women's Bureau Bul.12 (now out of print),  
Table 26, p. 89.

2/ Includes plants in following industries: 5, airplanes, seaplanes, and parts; 2, bicycles, motorcycles, and parts;  
1, surgical appliances and artificial limbs; 3, motion pictures and photographic apparatus and supplies; 3, cars,  
steam and electric railroad; 1, optical goods; 4, musical instruments; 7, rubber goods; 4, stone, clay, and glass.

Table 4. - Proportion of Wage Earners Employed Before, During, and After the War in 474  
Identical Firms in Leading War Agent and Implement Industries.<sup>1/</sup>

Industry	Firms	Number of men per 1,000 employees				Number of women per 1,000 employees			
		1916	After first draft	After second draft	1919	1916	After first draft	After second draft	1919
		:	:	:	:	:	:	:	:
Iron and steel and their products	162:	935:	892:	843:	893 :	65:	108 :	157:	107
Metal and metal products other than iron and steel	:	:	:	:	:	:	:	:	:
Lumber and its remanufactures	130:	969:	955:	886:	929 :	31:	45 :	114:	71
Leather and its finished products	18:	748:	714:	684:	708 :	252:	286 :	316:	292
Chemicals and allied products	33:	965:	931:	870:	936 :	35:	69 :	131:	64
Automobiles, including bodies and parts	15:	953:	941:	825:	869 :	47:	59 :	175:	131
Electrical machinery, apparatus and supplies	:	:	:	:	:	:	:	:	:
Instruments, scientific and professional	10:	926:	781:	763:	824 :	74:	219 :	237:	176
Other industries <sup>2/</sup>	30:	856:	818:	763:	803 :	144:	182 :	237:	197
<b>Total</b>	<b>474 :</b>	<b>898:</b>	<b>870:</b>	<b>818:</b>	<b>857 :</b>	<b>102:</b>	<b>130 :</b>	<b>182:</b>	<b>143</b>

<sup>1/</sup> Adapted from a Study made by the Women's Bureau in 1920. Women's Bureau Bul.12 (now out of print).  
Table 26, p. 89.

<sup>2/</sup> Includes plants in following industries: 5, airplanes, seaplanes, and parts; 2, bicycles, motorcycles, and parts; 1, surgical appliances and artificial limbs; 3, motion pictures and photographic apparatus and supplies; 3, cars, steam and electric railroad; 1, optical goods; 4, musical instruments; 7, rubber goods; 4, stone, clay, and glass.

U. S. DEPARTMENT OF LABOR  
WOMEN'S BUREAU  
Washington

LIST OF OCCUPATIONS IN WHICH WOMEN WERE SUBSTITUTED FOR  
MEN

1. Blast furnaces and steel works.--Making chemical analyses of steel, operating crane, loading limestone rock on cars, other laboring jobs about the works.

2. Smelting and refining of brass and copper.--Making chemical analyses in laboratory, shearing scrap.

3. Metal rod, tube, bar, and sheet manufacturing.--Feeding and taking off in rolling mill, straightening tubes, slitting, trimming, operating press, inspecting in tube mill, inspecting on draw bench, inspecting finishing room, sorting scrap, cutting up scrap on alligator shears, balling up scrap on automatic machine, oiling roll engines, grinding on emery wheels, scouring, inspecting and drying sheets, packing bars, nailing cases, assorting nails, riveting hoops, operating stencil machine, weighing, trucking, operating cranes, testing in laboratory, laboring, machining in repair shop and tool room, shop clerking.

4. Wire and wire goods manufacture.--Winding on bobbins, operating stranding machine, braiding wire, weaving netting, weighing, inspecting, operating speed lathes, operating light power press, operating light drilling machine, brazing (with a brazier), lacquering, filing.

5. Foundries (iron, steel, brass, aluminum, etc.).--Core making by hand, core making by machine, spraying cores, straightening and sorting nails, distributing sand to core makers with wheelbarrow and shovel, carrying plates and boxes of cores, taking cores to and from bake oven conveyors, cleaning and packing cores, sorting castings, grinding castings, chipping with pneumatic hammer and trimming castings, filing castings by hand, drilling, molding, pulling up molds from sand bed and emptying them, inspecting, unloading freight cars of scrap iron, cleaning about yards.

6. Stoves and furnaces.--Turning and threading radiator nipples, bushes, and plugs; assembling radiators; operating hand-screw machine on gas stove parts; operating punch press on sheet steel; cutting in tin shops; riveting in tin shops; assembling in tin shops; soldering; spraying and dipping; bench work, as filing, chipping, etc.

7. Cannon and cannon mount manufacturing.--Rough boring on gun tubes on gun lathes; planing recuperator forgings on heavy planer operated by hand and foot lever; planing recuperator forgings on power-driven planer; planing bars on Whitcomb planer; shaping of breech mechanism parts on Cincinnati shaper; finishing surfaces of small parts on plain milling machine; boring and countersinking on turret lathe; rough and finished turning on engine lathe of pinions, spindles, and tumblers for gun carriages, plungers, etc.; rough ~~turning~~ turning and boring axle ends; drilling holes on

sensitive and radial drills; grinding plungers on Landis tool grinders; milling the top, bottom, face, and radius of elevating arch on horizontal miller; milling parts on vertical miller; forewoman of drilling department; operating automatic screw machine; slotting on breech mechanism; gear cutting; operating power hack saws; bench work - hand filing of wheels, hand stamping, miscellaneous; inspecting.

8. High-explosive or shrapnel shell manufacture.--Shell proper: Hand chipping, burrs removed by pneumatic hammer; rough turning to repair eccentric forgings on shells weighing 19½ to 22 pounds; drilling on shell forgings; forge inspecting with gauge; rough turning on engine lathes and on turret lathes; facing base square with body on vertical drilling machine; boring and reaming of thread on turret lathe; milling internal thread on shell nose; finish turning shell body on engine lathe; boring and facing on special-purpose lathes; operating Warner & Swasey screw machines; operating Blood lathes; operating Tapping lathes; drilling fixing-screw hole on sensitive drill; operating hand-screw machines; assembling base plates in shell base with hand hammer; driving in base plates on pneumatic riveters; sawing off square stems on power saw; filing burrs; cutting out copper bands on punch presses; notching on punch press and fitting copper driving band; crimping band on shell by hydraulic punch press; ~~sub-fitting press, punch crimping press;~~ turning and forming driving band on engine lathe with special forming slides or on brass lathe; stamping name and number on Bliss punch press; notching on emery wheel or by hand with hammer; washing on revolving wheel; varnishing with air-pressure machines; painting by hand; cleaning with cotton; inserting plug with hand wrench; marking; packing; passing shell from boxes to tables; inspecting shells after rough turning, rough boring, finish boring, mouth threading, finish turning, basing, band turning, and final inspection, using gauges and micrometers; finish grinding shell and parts. Fuses: Turning fuse bodies, drilling, milling, reaming, turret lathe work, engraving, assembling, polishing, filing and bench work, tool crib work, inspecting, operating punch press.

9. Machine-gun and rifle manufacture.--Rough and finish turning rifle barrel, profiling gun parts, hand milling on gun and rifle parts, reaming, power milling, drilling, operating punch press, polishing, grinding rifle barrel, filing, inspecting, assembling.

10. Pistol and revolver manufacture.--Hand milling, machine milling, grinding and polishing, drill-press operating, bench filing, assembling, inspecting.

11. Torpedo manufacture.--Threading and blurring, inspecting and gauging, polishing, assembling, bench work (small lathe).

12. Navy float manufacture.--Acetylene welding.

13. Cartridge and shot shell manufacture.<sup>13/</sup>--Cartridges: Feeding drawing press, feeding automatic trimming machine, operating case heading machine, feeding mouth annealing machine, feeding head turning machine, feeding tapering press, feeding primer making press, feeding shell priming press, feeding bullet assembling press, plate filling for loading machines, inspecting, operating cartridge-gauging machine, operating cartridge-clipping machine, packing. Shot and shell: Paper shell winding, feeding sizing machine, cutting to length, waterproofing, inspecting wads and shells, feeding paper shell assembly press. Bullet jackets: Operating punch press, inspecting.

14. Metal work on trench warfare material.--Grenades: Core making, inspecting, castings, operating lathe on rifle, drilling, inspecting, hammer assembly of springs, fitting plugs, wax dipping. Bomb parts: Drilling, inspecting gears, packing gears, operating power punch press, assembling timing devices, assembling bombs, painting bombs, varnishing bombs, inspecting bombs, acetylene welding.

15. Steam or gasoline engine, turbine and pump manufacture.--Cutting blades on presses, assembling blades in rotor disks and segments, calking tubes into tube plates of condensers, assembling pump parts, drilling on governor parts, ~~examining~~ turning governor parts on engine lathes, milling governor parts, grinding governor parts, assembling governor parts, drilling gasoline engine parts, grinding gasoline engine parts, operating semiautomatic lathe, operating turret lathe, erecting, painting, bearing babbiting, filing, packing, stockroom work.

16. Manufacture of machines, machinery, and parts.--Cutting, rough and finish threading, and throating chasers on milling machines; rough and finish milling on die blocks; rough and finish grinding on die blocks; turning, milling, threading, drilling, and screw-machine operating on lathe parts; operating milling machines, grinders, turret lathes, and doing bench work on milling machine parts; operating engine lathes, drill presses, and doing assembling on drilling machine parts; operating lathes, drills, and automatic machines, and inspecting and assembling tool-grinding machines; boring, facing, and turning gear blanks on lathe; cutting gears on Fellows gear shaper; operating Gleason generator; milling teeth; burring, filing, and inspection of gear cutting machine parts; operating power punch press on looms and other machine parts; milling on typesetting, cigar, weaving, and other machine parts; drilling (sensitive multispindle, radial, and vertical) on cigar, weaving, coal-cutting, and other machine parts; operating hand screw machine on various machine parts; operating automatic screw machine on various machine parts; grinding parts of various machines; inspecting parts of various machines; bench work; filing; painting; assembling of parts and machines; packing.

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<sup>13/</sup> The opening of new plants in this manufacture makes it difficult to determine where the line of substitution should be drawn.



17. Tool manufacturing.--Centering, facing on engine lathe, boring on lathe, rough turning on engine lathe, threading on chasing lathe, profiling, power milling, hand milling, operating automatic screw machine, operating hand screw machine, drilling, counterboring, tapping, grinding (rough and finish), filing, polishing, operating punch press, burring, inspecting with guages and micrometers, pasting and shellacking, carpentering, wrapping.

18. Manufacture of cutlery and saws.--Attending saw-setting machines, milling hack-saw blades and high speed saws, filing hack-saw blades, punching on hack-saw blades, grinding on saws, inspecting saw teeth, attending automatic cutting machines on blades, attending automatic honing machines on blades, attending automatic stropping machines on blades, drilling, threading, bolts, riveting pocket cutlery, assembling pocket cutlery.

19. Manufacture of small machines.--Sewing machines: Drilling, operating hand milling machine, inspecting with guages, grinding, polishing, lapping, assembling. Typewriters: Sample writing, fitting ribbon, grinding nickel bars, soldering type, fitting paper feed rolls, fitting segment bars, grinding key levers, reaming and tapping, drilling, assembling, operating punch press, milling, miscellaneous machine operating, bench work. Adding machines: Making springs, bench assembling, operating drill press, operating assembling machines, operating milling machines, spot welding. Cash registers: Operating drill press, operating hand screw machine, operating milling machine, riveting, bench work, assembling, inspecting, packing, operating for tests.

20. Manufacture of hardware and miscellaneous machine-shop products.--Bolts, nuts, and screws: Threading bolts, burring nuts, operating hand screw machine on screws, operating drill press, inspecting. Locks: Milling, drilling, assembling, wrapping. Miscellaneous builders' hardware: Operating turret lathe, turning on engine lathe, shaping, milling, operating automatic screw machine, inspecting, assembling packing. Valves, piston rings, and fittings: Drilling flanges, turning on lathe, threading, rough grinding, magnet heel grinding, assembling, wrapping. Metal mirrors: Wiping. Scales: Operating punch press, drilling.

21. Manufacture of agriculture implements.--Turning and boring on lathes, operating turret lathe, milling, drilling, operating hand screw, operating automatic screw machine, gear cutting, rethreading, grinding, operating punch press, filing, other bench work, inspecting, assembling small parts, assembling tractors, assembling radiators, welding, soldering, heating rivets, dry wiping, painting, packing, bowl balancing, drafting, tacking canvas, operating crane, repairing tool crib work, helping in tool room, laboring.

22. Manufacture of railway, street car, and field wagon equipment.--Metal work: Drilling, milling, heating rivets, sticking rivets, threading bolts, operating drawing press. Other work: Handling lumber, operating sanding machine, operating planing machine, camouflage painting, painting and putting together boxes, mattress working, assembling switches, scrubbing and sweeping, tool crib working, shop clerking.

23. Metal work in automobile manufacture.--Operating engine lathe on axle and engine parts; operating turret lathe; operating speed lathe; milling on engine parts; heading and slotting screws; gear cutting; stock chasing; drilling (single and multiple drills); operating punch press; straightening; bench work; inspecting; electric welding; acetylene welding; soldering; riveting; assembling steering gear, transmissions, universal joints, etc.; laboring; upholstering; time keeping.

24. Manufacture of motor cycles and bicycles.--Boring and reaming on lathes, drilling, milling, gear cutting, operating gear hopper, inspecting, sanding, helping rivet machine operator, assembling wheels and other parts, packing, wrapping, time keeping and shop office work.

25. Brass and bronze fabrications.--Operating speed lathe, operating engine lathe, operating turret lathe, operating hand screw machine, operating automatic screw machine, operating automatic lathe, drilling, milling, grinding, cutting and punching on power and foot presses, soldering, spring making, filing, feeding for electroplating, dusting and shining, assembling, inspecting, wrapping, tool setting, time keeping.

26. Manufacture of tin and aluminum containers and utensils.--Casting white metal; cutting sheets on shearing and slitting machines; cutting sheets on punch presses (power, ~~foot~~ foot, and hand); lock seaming on draw press; soldering; heading; flanging; lithographing labels on tin; welding; buffing and polishing; inspecting; wrapping; salvaging with hammers, pincers, and mallet; operating motor truck.

27. Manufacture of lanterns and miscellaneous sheet metal work.--Welding, light punch press work on lanterns, inspecting, buffing, taping, cementing, soldering, assembling, testing.

28. Aluminum manufacture.--Operating rodding and carbon setting machines, helping machinists, helping electricians.

29. Silver manufacture.--Polishing.

30. Manufacture of jewelry.--Polishing, <sup>and</sup>power drops, operating power presses, swaging and pointing, operating foot presses, drilling, operating auto presses, stone setting on presses, soldering.

31. Manufacture of rolled gold.--Operating small lathes, helping with rolling, cleaning sheets to plate, drawing and tubing.

32. Manufacture of clocks, watches, and watch cases.--Cutting on jewel lathes, threading, fine drilling, filing, punching on punch presses (power and foot), sandpapering cases, dipping and lacquering, stringing plates for electroplating, assembling, packing, repairing.

33. Manufacture of needles and pins.--Operating power press, roll threading.

34. Instrument manufacture.--Operating hand screw machine, operating spindle drill press, assembling, operating precision lathe, operating turret lathe, operating punch press, operating bench lathe, operating milling machine, operating grinding machine, operating engraving machine, inspecting, bench work finishing.

35. Manufacture of electrical apparatus and supplies.--Making leads; winding in form armature coils; winding transformer and resistance coils; winding magnet spools; insulating or taping coils; connecting commutators; assembling and connecting armatures; testing for resistance and insulation; operating presses, slitters, and hand screw machines on mica insulations; cleaning spools; molding on hydraulic presses; spooling tissue; spraying; wiring automobiles; press operating on armature bars and plates, switchboard parts, and meter covers; rolling punchings; lathe operating on armature shoulders and on punchings; milling machine operating on turbine bucket wheels and brush holders; drill operating on motor and switchboard parts; screw making on hand and automatic machines; grinding dies; slotting on automatics; stamping and attaching name plates; spinning caps; tapping; stranding wire; braiding wire; assembling; filings and bench work; inspecting; operating millers, lather, drills, and grinders in tool room; designing tools; stock clerking.

36. Meter and electrical instrument work.--Scale drawing, jewel shaping on jewelers' lathes, wiring instruments, lathe work, drilling, operating automatic slotting and screw machine, cleaning and attaching back plate of meter to cover.

37. Manufacture of baking powder and yeast.--Operating presses for the separation of liquids from solids, washing and emptying centrifugal machines, removing debris.

38. Manufacture of carbon and polishing preparations.--Weighing wax, forewoman in charge of inspectors, operating small presses, shipping, machine helping in lithographic press department.

39. Manufacture of chemicals, acids, and dyestuffs.--Repairing and washing mits, filling cans, reading meters, light inspecting, cleaning and sweeping, sewing filled bags, packing and shipping, operating elevator, operating power sewing machine, laboring (handling bark), double seaming cans, side seaming cans, operating small punch press, feeding slitting machine, labeling, operating power presses, stamping tin.

40. Manufacture of smokeless powder, loading of shells, bags, fuses, and cartridges.--Smokeless powder manufacture: Operating press, operating cutting machine, temperature reading, moisture testing, ether weighing, forewomen, commissary work, laundry work, bag repairing, routine analysis. Loading shells: Removing shipping plugs, washing shells, weighing shells, cleaning threads, gauging, polishing cartridge case mouth (using lathe chuck and emery cloth), wiping case, hand-press stamping, painting groove in cartridge case, weighing powder, loading case with powder, packing shells. Bag loading: Weighing powder, filling bags, operating power sewing machines on bags, assembling and wrapping bags. Fuse loading: Disassembling fuse parts, placing detonators, inserting washers, painting socket threads, screwing sockets, wrapping fuse with tape, operating Battle crimping machine, operating pelleting machine, operating charging machine, operating pressing machine. Cartridge loading: Operating cartridge loading machine.

41. Manufacture of fertilisers.--Sewing bags by hand; trucking, shoveling, bagging, and loading; sweeping; grinding bone; coopering; tending dry kiln.
42. Manufacture of illuminating and heating gas.--Shoveling and wheeling coal, sand, etc.; lamp trimming; meter repairing; stove adjusting; meter reading; collecting; assisting chemists; candlepower testing; valve regulators; stock-room checking; cleaning, adjusting, and repairing gas lamps.
43. Manufacture of grease, tallow soap, candles, and glue.--Handling glue nets, mixing room helpers, operating automatic soap-cutting machine, feeding automatic soap-~~wrapping~~<sup>stapling</sup> machine, feeding automatic soap-wrapping machine, operating automatic ~~xxx~~ machines for packing soap powder, stitching and riveting boxes.
44. Manufacture of oils from plant, fish, and animal life.--Trucking, handling bags, sewing, cleaning fillers, crushing seed, laboring, operating power sewing machine on bags, oiling engines, operating grabbot gin, sweeping, assisting in cotton press room.
45. Manufacture of paints and varnishes.--Labeling, shipping, mill operating, filling cans, rag cutting.
46. Manufacture of druggists' preparations.--Pressing tablets, labeling, janitors' work.
47. Refining of petroleum.--Operating punch press, operating drill press, tool-house checking, operating service station, testing in laboratory, geological work, drafting, laboring, waiting on table, driving electric truck, driving automobile, driving horses, cleaning yards.
48. Logging camps.--Signal work, cooking, helping in kitchen and dining room ("flunkies"), taking care of bunk houses.
49. Sawmills.--Controlling chain and live-roll movements, operating hogging machine, piling lumber, trucking, oiling, cleaning or sweeping, handling lumber in yard, taking care of boarding house ("flunkies"), shop clerical work.
50. Planing mills.--Off-bearing, grading, sorting, bundling, tying, marking, loading.
51. Manufacture of shingles and staves, barrel heads, and other mill by-products.--Stock picking, operating cut-off saw, operating jointer, operating small planer, operating matcher, operating barking machine, helping machine feeders, off-bearing, bundling, tying, shingle packing, loading, laboring.
52. Manufacture of sashes, doors, blinds, moldings, and other kinds of builders' materials.--Operating cut-off saw, operating ~~x~~mortising machine, operating sticker machine, machine helping, operating sanding machine, off-bearing, assembling and pumicing sashes, bundling small moldings, matching parquet flooring, ~~tying~~ flooring, ~~fixing~~ finishing woodwork, cleat gang work, loading and unloading trucks, glazing.
53. Wooden packing box and cooperage manufacture.--Operating boring machine, operating grooving machine, helping rip sawyer, off-bearing, printing, painting, ~~laboring~~ laboring, matching and sorting staves, operating sander, helping hoop machine, operating pail-sealing machine, gluing, putting on wire seals, assembling pail heads, packing, sweeping, operating nailing machine, operating matching machine, operating stapling machine.

54. Veneer manufacture.--Operating veneer saw; off-bearing; sorting, inspecting; and piling; feeding and taking away from dryer; assembling and gluing; splicing; operating boring machine; feeding dovetailing machine; sawing wedges; operating veneer taping machine; operating drum sander; stockroom work.

55. Manufacture of furniture.--Marking for sawyers; operating band and circular saw; operating trimmer; boring; mortising; planing; sanding (belt and drum); operating lathe; knob turning; spindle carving; press carving; composition carving; stenciling; cleaning carving; machine helping; off-bearing; cabinet making; helping cabinetmakers; nailing and gluing; finishing; staining; filling; varnishing; hand sanding; rubbing or polishing; sponging; gluing on ornaments; setting mirrors in frames; assembling small cabinets; making type cases; rubber-stamp molding; making pads; caning chairs; operating elevator; laboring.

56. Manufacture of miscellaneous woodwork.--Wheels: Operating spoke-finishing machine, boring felloes, sanding felloes, filling spoke crevices, sorting spokes, sawing spoke handles, planing, painting wheels, trucking and piling, helping. Wagons and cars: Planing, sanding, painting. Other wooden articles: Making snap flasks by machine; cork-machine splitting; sandpapering coat hangers; nailing and riveting ironing boards; laying webs for bee baskets; gluing, tacking, and trimming linings to coffins; operating match machine; sweeping.

57. Airplane and seaplane manufacture.--Metal work: Turning on turret lathe, turning on speed lathe, drilling, milling engine parts, profiling engine parts, grinding engine parts, cutting and threading on hand-screw machine, punching on ~~working~~ punch press, filing, layout work, keeping tool room, acetylene and electric welding, brazing, helping coppersmith, sheet-metal working, coppering struts, tube bending, splicing cable, wrapping wire, soldering wire, enameling, electric rivet heating, scraping, forewomen, inspecting. Woodwork: Operating band saw, helping jointer, helping molder, helping strut lathe worker, helping variety sawyer, helping band resawyer, helping power feed rip sawyer, helping cabinetmaker, sanding, gluing, finishing, building small wooden boats, painting and varnishing, assembling webs, constructing panels. Textile work: Operating sewing machine; covering, gluing, and sewing canvas on ~~hug~~ wings, etc.; doping; inspecting. Miscellaneous work: Wiring up, assisting airplane erectors, mechanical drafting, photographing, charting.

58. Manufacture of musical instruments.--Metal work: Operating hand-screw machine, drilling, milling. Woodwork: Helping planers, off-bearing in mill room, helping cabinetmakers, hand sanding, varnishing and staining, assembling sound boxes. Miscellaneous work: Motor assembling for phonographs, installing motors in phonographs, trimming and fly finishing, felting interiors, string spinning, electroplate stringing and cleaning, player-action work.

59. Shipbuilding.--Metal work: Electric welding, reamer sharpening, bolt and nut threading and oiling, machine-shop helping, tool keeping. Textile work: Oakum spinning, asbestos work, raft cover sewing. Miscellaneous: Sorting refuse, sweeping ships, janitor work in shops, handling lumber, driving automobile, driving truck, working in restaurant, working in office.

60. Rubber manufacture.--Running rubber washing machines, running refining and straining machine, separating rubber sheets, grinding rubber, molding rubber heels, cutting and splicing fabric for balloons, making boots, cutting fabrics for tires, joining fabric, making beads, cutting treads, cording tires, finishing tires, inspecting tires, making inner tubes, boxing inner tubes and tires, taping wire coils, weighing rubber and tires, making patches and repairing tires, trucking, stock labeling and inspecting, cleaning.

61. Tanning leather.--Operating putting-out machines, operating rollers, operating oiling-off machines, measuring skins by hand and machine, sorting skins, ~~ix~~ trimming, hand finishing.

62. Manufacture of shoes, harnesses, and miscellaneous leather goods.--Cutting uppers, linings, and trimmings; skiving uppers and insoles; sorting cut soles, uppers, heels, etc.; molding counters; sorting counters; stamping and slashing insoles; guaging heel lifts; tending heeling machine; inspecting and mating; assistant forewomen; miscellaneous minor operations on shoes; harness maker apprentice; harness finishing; running speed drills; labeling; operating sewing machines; matching belts; measuring belts; making welt on belts; operating elevators.

63. Clay and glass manufacture.--Off-bearing brick, polishing and cleaning mirrors, cleaning and packing glass, making clay rolls, helping in puddling, molding small carborundum wheels by hand and by air pressure, cleaning saggars and resistance rods, disk finishing, packing, trucking, molding paper stock, research laboratory work, sweeping, laboring, shop clerking. Metal work: Drilling, gear hobbing, milling, operating punch press, bench assembling.

64. Manufacture of optical goods and photographic supplies.--Lens grinding and polishing; lens mounting; lens inspecting; cutting and marking; bench assembling; forewomen; winding paper rolls, spooling and machine assembling in photographic supply factory. Metal work: Operating lathe, operating screw machine, milling, drilling, grinding, press work, inspecting.

From: THE SUBSTITUTION OF WOMAN FOR  
MAN POWER IN INDUSTRY  
Cleveland Chamber of Commerce  
July, 1918

Processes.

Generally, throughout the United States, there is little scientific study of the subject of physical adaptability of women, or of men either, to various processes.

The Women's Division of the City-State Labor Exchange in Cleveland reports that punch presses and drill presses were being operated by large numbers of women and girls in more than 16 plants. Lathes, milling machines, tapping machines, roll and cut thread machines, kick presses, slotters, shapers were being operated by girls and women in many shops.

Double headed counter sinking machines, grinding machines, emery wheels and buffers, centering machines, four spindle cutting machines, six spindle tapping machines, broaching, filing, burring and facing machines, shears and staple machines were being operated by small numbers of women in different plants.

Wire knotting machines, brush machines, tack machines, machines for winding and weaving wire were all being operated by women. Large numbers of women were also winding armatures and making cores.

Threading machines (cuts thread on the outside), automatic acmes (cuts rim) and automatic Cleavelands (complete screw from rod) were being operated by small numbers of women.

In at least seven plants women were found doing the work of skilled mechanics or assisting skilled mechanics. One woman was handling a lathe that had always been operated by a skilled machanic; one was working in a department manufacturing fine instruments, several in machine shops, and tool rooms, and several in railroad shops, one as a shop clerk and one as timekeeper, and one as weigh clerk.

In more than six plants girls and women were doing drafting and making blueprints. Women were also found on the following work, although in small numbers: acetylene welding, engraving, fine gauging and testing, in supply rooms, on messenger and elevator service, dipping and spraying enamel ware, stenciling, painting, soldering, cleaning small metal parts in a bath, wiping engines in roundhouses, (in these cases the engines were "dead", and the women did no climbing), washing windows in engines with steam up, all kinds of cleaning and sweeping, and some doing manual labor.

Output.

In those plants where they had observed women closely for the longest time, the general opinion seemed to be that women excel men and boys on short, repetitive operations, especially on small work. Women apparently seem less bothered by the monotony of working on automatic machinery. They are more patient, more careful and steadier at their work. Employers using women in the manufacture of screws, nuts and bolts find that on slotters and facing machines the woman's output is twice that of the man. One employer found that inexperienced girls will often equal the output of experienced boys; another employer said that in feeding a trimming machine where the man will turn out 700 pieces the women will turn out 2100.

Special tabulation of the number of wage earners in specific industries in Cuyahoga County:

	1914	1915	1916
Bolts, Nuts, Washers and Rivets, not made in Steel WORKS and Rolling Mills	1,848	5,532	4,280
Males	1,490	2,983	3,548
Females	358	549	712
Electrical Machinery, Apparatus and Supplies	5,350	5,490	6,930
Males	3,061	5,017	6,286
Females	289	473	644
Forgings	1,168	4,885	2,131
Males	1,168	4,653	2,117
Females		232	14
Foundry and Machine Shop Products	19,155	30,368	45,409
Males	18,759	29,769	43,989
Females	396	599	1,420
Steel Works and Rolling Mills	9,856	9,610	7,110
Males	9,582	9,538	7,000
Females	274	72	110
Stoves and Furnaces.	3,925	3,056	4,061
Males	3,893	3,000	4,004
Females	32	56	57

A list of occupations in which women might be used has been prepared by a committee from the employment department of the Winchester Repeating Arms Company. This information is particularly valuable coming from a firm that has had experience with woman labor, especially in the cartridge making department.

- |   |  |
|---|--|
| Adjusters   | Subassemblers                              |
| Armature winders  | Assemblers (leaf sight)                    |
| Assistant foremen   | Assemblers (small parts and stock)         |
| Assistant overseers (planning, preparation, inspection, production, scheduling, etc.) | Assorters (chief sorter)                   |
| Assemblers  | Automatic screw machiner (chief operators) |
| Assemblers (bolt)   | Bench hands                                |
| Assemblers (cases, cartridge)   | Bookkeepers                                |
| Bottom sealers (chief packers)  | Labelers                                   |
| Brass inspectors (chief inspectors)   |  |



Bullet swaging  
Bundlers  
Burrers

Clerks (car reports)  
Clerks (checkers)  
Clerks (cost and pay)  
Clerks (dispatching)  
Clerks (gage)  
Clerks (label)  
Compositor  
Comptometer operators (chf.opers.)  
Corner and polishers  
Counterborers  
Counters  
Crimpers

Detailers  
Drillers

Enamel work  
Errand boy  
Extractors (bullets)  
Extractors (powder)  
Extractors (primers)  
Extractors (wads)

Field inspectors  
Filers  
Filers (cornerers)  
Filers (to gage)  
Filling tubes  
Finishers (female)  
Forewomen

Gagers (bullet)  
Gagers (Shell)  
Gas annealers  
Gluers (levelers)  
Groove shakers  
Groovers (bullet)

Headers (large)  
Headers (small)  
Helpers

Inspectors (barrel, outside finish)  
Inspectors (bullet covers)  
Inspectors (overseers)  
Inspectors (female)  
Inspectors (grinding)  
Inspectors (machine cuts)  
Instructors

Machine operations (chief operations)  
Matrons  
Messengers (chief errand boys)  
Millers (hand)

Numberers (receivers)

Operators (automatic screw machine, Browne & Sharpe)  
Operators (comptometer)  
Operators (cutting-off machines)  
Operators (hand screw machine)  
Operators (machine)  
Operators (magneto separators)  
Operators (planning boards)  
Operators (press)  
Overseers (inspection)  
Overseers (planning)  
Overseers (preparation)  
Overseers (production)  
Overseers (scheduling)

Packers  
Packers (bottom sealers)  
Planning overseers (chief overseers)  
Planning board operators (chief operators)  
Pocketing  
Polishers (barrels)  
Polishers (bolt breech)  
Polishers (miscellaneous)  
Polishers (receivers)  
Polishers (sights)  
Preparation overseers (chief overseers)  
Press feeders  
Press operators (chief operators)  
Primers  
Primers (hand)  
Punching

Qualifiers

Reamers (hand)  
Reducers  
Re-inspectors  
Riveters  
Rubbers (stock)

Schedule overseer (chief overseers)  
Scheduler

Scrubbers  
Sealers, bottom (chief packers)  
Setting up wheels (polishing)  
Shellacking  
Slotting screws  
Solderers (tin)  
Sorters (metal)  
Sorters (scrap)  
Sorters (shells)  
Spring benders  
Spring workers  
Stampers, steel  
Stencilers  
Stenographers  
Stock clerk (chief clerk)  
Straighteners (bayonets)  
Straighteners (shells)  
Subforemen  
Supply clerk (chief clerk)  
Sweepers

Tallymen (clerk)  
Tappers  
Tappers (hand)  
Teamsters  
Testers (concentricity)  
Testers (primers)  
Tool-crib clerk (chief clerk)  
Tracers  
Tube fillers (chief fillers)  
Typists

Varnishers (Chief finishers)

Washing windows  
Weighers (chief clerk)  
Weighers (bullet)  
Window-curtain makers

The processes on which women are employed, as compiled from the lists sent in by the employment and production managers in Cleveland, are as follows:

Assembling  
Assorting-nuts, carbon  
Automatic drill press  
B  
Batteries-rolling, pitching, testing,  
gluing, labelling, wrapping  
Bench work - light  
Box making  
Bow cutting  
Bottling water and labelling by  
machine  
Burning nuts  
Bundling  
Brushes--filling, weighing, hand  
drawing, varnishing

Candy making  
Cake finishing  
Cigars-rolling, bunching  
Carbons-packing and sorting  
Cloth piling  
Coil winding  
Coring  
Copper connections-making,  
polishing

Drill press  
Drilling

Inspecting-carbons, tubing,  
water bottling  
Inspecting at machines  
Inspecting from bench

Janitor work

Labelling-batteries, bottles

Milling  
Machine sewing-ladies' and men's  
garments, upholstering  
Machine work-threading machines,  
tapping machines, box covering,  
ending and lacing machines

Packing-nuts, small parts, oils  
and varnishes  
Painting  
Punch presses  
Presses, crowning  
Pressing--ladies' and men's gar-  
ments

Rag Sorting-grading

Shipping  
Stoves-oil, small parts  
Stitching hdklets by power and  
hand  
Stock keeper

Forewomen  
Facing mits  
Filling cans and bottles  
Folding booklets  
Feeding rag picking machines  
Feeding rag carding machines

Grinding  
Gauging  
Gluing

Hand sewing-ladies' and men's  
garments, upholstering  
Hand nutting  
Heading

Testing carbons  
Tobacco strippers  
Trimming--in garment trades  
Upholstering by machine and hand

Varnishing

Wiring carbons  
Wrapping small parts  
Weighmasters

These same managers, in answer to a question, believe that women could be satisfactorily employed on the following additional processes:

Any box making operation except  
handling board and paper in bulk  
Cutting-garments trades industry  
Electro magnetic press machines  
Feed presses-printing industry  
Machine adjusters  
Molding, light

Machine operations, light  
nut making, cold  
bolt heading, cold  
screw  
tap fluting  
Woolen industry-any process  
except those requiring heavy  
lifting

From: WARTIME EMPLOYMENT OF WOMEN  
IN THE METAL TRADES  
National Industrial Conference Board  
Research Report No. 8. July 1918

WOMEN IN THE METAL TRADES BEFORE THE WAR

As early as 1867, women were grinding drills, tending light machines, and performing filing operations in a machine shop in New Bedford, Mass. By 1872 they were commonly employed in the manufacture of nails and tacks. Gradually women were introduced into similar occupations in other industries, as in the manufacture of electrical machinery, apparatus, and supplies, which in 1914 engaged a larger number of women than any other branch of the metal trades.

This investigation was carried on by means of a schedule of inquiry sent during April and May, 1918, to about 600 selected establishments, where it seemed probable that women were employed on metal manufacturing processes. In some cases the schedule was supplemented by field inquiries.

The widespread interest felt by manufacturers in the problem is reflected by their response. Replies were received from approximately 330 establishments; but of these, only 131 employed female labor in manufacturing processes. Out of a total labor force of 384,709 in these 131 establishments, 49,831 were women as against 334,878 men; the proportion of women was 12.9%.

It is not possible to determine what percentage of the total number of women employees in the 131 establishments has been added or substituted on work performed by men previous to August, 1914. For 96 establishments which furnished definite figures on this point the women added or substituted during the period since that date number 10,801 out of a total of 34,667 female employees, or 31.2%; 5,107, or nearly 50%, have been added or substituted in 10 munition establishments.

In 66 establishments, or two-thirds of those furnishing definite information as to output, women's production was equal to or greater than that of men in the operations on which both were employed. In only 15 establishments was it found that women produced less than men in all operations on which they were engaged. Their production in the remaining 18 establishments, although less on some operations, was equal or greater on others.

Most of the tasks on which women are engaged are semi-skilled work of repetitive character, in which rapidity, lightness of touch, and natural dexterity are more important than skill acquired through long training and experience.

The reports of employers often refer to the special deftness of women in handling small repetitive work, and in numerous plants departments have been arranged to secure a better routing of material and a subdivision of tasks which offer a maximum of light repetitive operations. This is doubtless the most direct road to the immediate successful utilization of female labor.

Excluding the 21 establishments for which there was no basis for comparison, in 53 of the remaining 106, women received the same rates of pay as men, whether on time or on piece work; in 29, women's piece rates were the same as men's but their time rates were lower; in 24, both piece and time rates were lower.

The principle of equal wages for equal work found especially marked recognition among employers in these industries where the employment of women is a comparatively new feature.

The need of providing helpers for women in many classes of work is regarded by some manufacturers as one of the drawbacks to their employment. The lower rates of wages paid to women in an automobile factory are attributed to the necessity of employing helpers to carry stock to and from machines. On the other hand, many industrial managers regard the employment of a lower paid helper to deliver and take away stock from more highly paid skilled or semi-skilled workers a desirable economy, even when men only are employed. A partial solution of this difficulty is the wider use of handling, lifting, and conveying machinery, wherever feasible.

#### FUTURE OF WOMEN IN METAL TRADES

Opinions of manufacturers as to the desirability of the wider employment of women in the metal trades were as a rule favorable.

Favorable opinions were often merely expressions of satisfaction with the immediate results. Thus, among 90 employers who considered the introduction of women desirable, 61 had found the output of women in their establishments on some work greater than, or equal to, that of the men; 5 found it equal in some cases; while only 6 found it always less than that of the men; the others made no statement concerning comparative output. As 5 of the 6 manufacturers reporting the women's output always below that of the men were paying the women lower wages, the actual cost of production possibly was not greater than when men were employed.

#### SUMMARY

Experience of employers in the metal trades in the United States has clearly demonstrated the practicability of employing women in a large variety of manufacturing operations. In a majority of establishments included in this investigation where women were employed in the same work they have equaled or excelled men in respect to output. In some processes their superiority is marked. As a rule, however, they have not been employed on highly skilled work and it is on light repetitive work requiring little experience or initiative that they have made their best record. Nevertheless, it cannot fairly be concluded from available evidence that women are unfitted for highly skilled operations, since, in this country at least, they have had no adequate test of their ability. In Great Britain women have proved themselves efficient in some skilled operations. It is the consensus of opinion that women should not be employed on heavy work, or on machinery where the accident hazard is distinctly high, or on work where extreme temperatures, poisonous fumes, or other serious health hazards are involved.

~~Miss~~ *Women in Industry* <sup>395</sup>  
*Service*

Sixty fourth Congress, Second Session.  
 House of Representatives' Report #1205, Committee on Labor,  
 Woman's Division in the Department of Labor,  
 December 5, 1916.

The necessity for the establishment of the division rests mainly on three propositions:

1. The growing army of wage earning women creates problems in the industrial world of far reaching importance to the public as a whole.
2. Solutions of these problems can be effected only through the conditions and constructive studies which recognize not only the similarities but the essential differences in conditions surrounding wage earning women and wage earning men.
3. The record of twenty five years shows that without statutory existence the work of a division designed to ascertain the facts concerning women in industry cannot be continuous and co-herent because its reformers have been inadequate, its activities intermittent and its very existence a matter of chance.

Division of Information Needed.

Information concerning women in industry is necessary if the conditions to know what work and what conditions make for healthy womanhood; if industry is to know in what work and under what conditions women can give their best service; if the schools are to know what industrial training their young people should receive; if the public is to know what need there is for remedial legislation and the effect of such legislation upon the women and upon the industry. We must know how women fit into the great army of wage earners and where and under what conditions they join in the industrial conflict with danger to themselves, to their brother wage earners, and to the public. We must know in a given industry whether women suffer more or less from unemployment than men in that industry; we must know how much of this lost time is due to present causes which are common factors in the lives of wage earning women as distinguished from wage earning men, and how much is due to personal factors affecting men and women equally. We must know to what extent the equipment of machinery and the general management of the various industries take into consideration the physical and nervous organization of women wage earners. We must know the effects of speed, complexity and monotony all facts in modern industries in the physical and nervous organization of women. The division's greatest opportunity for service lies in its privilege of materially assisting the efforts to settle questions of fact by furnishing statistically accurate and intelligible descriptions of the demands of the various occupations upon women; in its co-operation with federal and state agencies in the effort to determine the extent to which these demands endanger the health of women wage earners and in devising and suggesting practicable means to lessen these dangers.

In 1909 the National Women's Trade Union League officially requested the creation of a separate woman's division within the department of commerce and labor which would devote itself to the studies of women in industry. As an answer to this request and to the increasing sentiment throughout the country in favor of an independent woman's division a subordinate division was created in the bureau of labor statistics and there was apportioned thereto such of the bureau's resources as other work previously organized and under way would permit.

Only very recently has the public come to recognize the importance of women in industry, and before that recognition had become articulated, the bureau had inaugurated lines of work which are valuable and which it cannot well drop, but which interfere with an adequate allotment of funds to the work for women. This allotment remained small in proportion to the importance of the work and the very existence of the division that became more and more difficult until early in 1916 its life was suspended altogether on account of the resignation of the Chief of the Division and her successor and the unwillingness of efficient women to undertake the work until the division is created by statute with the proper provision for salaries and with adequate appropriation for its work.

#### Widespread Interest in the Bill

The bill has the endorsement of innumerable local and state organizations, and is positively backed by the following national societies: The National Women's Trade Union League, the National Consumers' League, the General Federation of Women's Clubs, the Women's Division of the National Civic Federation, --in all over three million women--<sup>n. Not</sup> only do women appreciate the importance of the measure but many labor organizations <sup>have since gone on record urging the importance</sup> of the bill. Among them are the Pennsylvania State Federation, of Labor, the Baltimore Federation, of Labor, the Central Labor Union of the District of Columbia, the International Union of Machinists, etc. The bill has, moreover, the endorsement of the Department of Labor.

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MEMORANDUM REGARDING THE WORK DONE DURING THE WAR

BY

MISS MARY VAN KLEECK

1. August 1917 undertook investigation for Storage Committee of the War Industries Board into the possible employment of women in the stores depots and warehouses of the army. Results published November 1917 in Bulletin No. 9 of the Storage Committee. Miss Van Kleeck's services were loaned to the Storage Committee for this work by the Russell Sage Foundation.
2. January 1918 to July 1918 organized and served as Director of the Women's Branch of the Industrial Service Section of the Ordnance Department. In the investigation for the Storage Committee referred to in Paragraph 1 the chief recommendation was that a women's bureau should be organized in the War Department as the problem of introducing women into new occupations demanded continuous attention and adjustment. The general supervisory work was done from the main office in Washington and a woman was assigned to each of the ten District offices of the Ordnance Department. In each Government arsenal under the direction of the Ordnance Department a woman was appointed as employment manager to supervise the conditions of employment of women. This was the first time women had ever been appointed as supervisors or employment managers in the arsenals.

While with the Ordnance Department Miss Van Kleeck also planned the organization of welfare work for civilian employees in Washington and recommended the appointment of a woman to direct this work which was organized as the Civilian Workers' Branch of the Administration Division.

3. July 1918 to date appointed by the Secretary of Labor as Director of the Woman in Industry Service, one of the Services organized as part of the so-called War Labor Administration, established by appropriations in the Sundry Civil Bill passed by Congress June 1918. The purpose of the Woman in Industry Service was to formulate standards and policies to safeguard the interests of women in industry while making their work effective in production during the war. The Service was charged with the duty of coordinating all work for women in industry in any division of the Federal Government. To this end Miss Van Kleeck organized the Council on Women in Industry which included representatives of the Woman's Committee of the Council of National Defense, the Committee on Women in Industry of the Committee on Labor, Advisory Commission of the Council of National Defense, the Women's Section of the Railroad Administration, the Women's Branch of the Ordnance Department, Federal Board for Vocational Education, and all the divisions of the Department of Labor. Miss Van Kleeck was also appointed as a member of the War Labor Policies Board and as a member of the Departmental Cabinet of the Secretary of Labor.



4. To assist in furthering employment management in the plants as affecting women, Miss Van Kleeck served as a member of the Advisory Committee of the Employment Management Division of the War Industries Board.
5. From June 1917 Miss Van Kleeck was a member of the Committee on Women in Industry of the Committee on Labor of the advisory commission of the Council of National Defense, serving also as a member of its Executive Committee.

The purpose of all work done during the war on behalf of women in industry was to help to win the war through intelligent handling of the whole problem of women in industry as an essential part of the production program of the nation. It was very soon discovered that adequate production depended upon the establishment of proper standards of employment. This was especially so for women who in many important war plants constituted a new personnel. It was necessary to adjust them to new work and to establish the standards which would result in maximum production. The purpose was not merely the protection of women workers but their most effective service as a normal part of the industrial forces of the country. It was necessary

1. That standards and policies should be formulated by the Federal Government, This was the purpose of the Woman in Industry Service of the U. S. Department of Labor and the War Labor Policies Board.
2. That women representing the Federal Government should advise the plants in the application of these standards and policies. This was the task of the Women's Branch of the Ordnance Department, and inspectors in other Federal Departments.
3. That inspectors from state labor departments should be kept in close touch with the policies of the Federal Government and should share in the national program. To insure this cooperation was one of the tasks of the Woman in Industry Service and the War Labor Policies Board.
4. That women should be appointed as employment managers who could apply standards in the individual plants. The Woman in Industry Service contributed to this through membership of its Director in the Employment Management Division of the War Industries Board. The Women's Branch of the Ordnance Department had a large share in accomplishing it by assigning its inspectors to organize employment management departments and by selecting and recommending women for these positions. The Women's Branch also while under Miss Van Kleeck's direction planned and stimulated the giving of a course for health officers in munitions plants at Mt. Holyoke College. These were women who could especially supervise health conditions.

5. That the cooperation of women wage-earners themselves should be secured. To this end Miss Mary Anderson was appointed first in the Ordnance Department and later transferred to the Labor Department as Assistant Director of the Woman in Industry Service. Miss Anderson has been for years a leader in the trade union movement working recently in the National Women's Trade Union League. An Advisory Council of trade union women was also organized by the Woman in Industry Service, with a membership composed of delegates sent by the National trade unions to a conference called by this Service.
6. That a policy of training and placing women workers should be worked out in co-ordination with the standards and policies developed by the Federal Government. For the training of workers, the Training and Dilution Service was largely responsible. The Federal Board for Vocational Education had also a responsibility and the Women's Branch of the Ordnance Department made it the subject of advice by its inspectors. To secure co-ordination of these various agencies a Committee on Training was appointed by the War Labor Policies Board and Miss Van Kleeck served as a member. The placing of women workers was the responsibility of the United States Employment Service and the relation of its work to the other Federal agencies dealing with women in industry was dealt with primarily through the War Labor Policies Board.
7. That public support for all of these efforts should be secured as an aid in recruiting women workers as well as in accomplishing results in applying standards. This was the aim of the Woman in Industry Service in public statements made from time to time. It was also largely the responsibility of the Woman's Committee of the Council of National Defense and the Committee on Women in Industry of the Committee on Labor of the Council.

For ten years before the war Miss Van Kleeck was Director of the Division of Industrial Studies of the Russell Sage Foundation.

For further details regarding work during the war see the Hearings before Subcommittee of House Committee on Appropriations, Sundry Civil Bill for 1920, Part II, Pages 1556 to 1572.

Also interview with Miss Van Kleeck and Miss Anderson in "The Great Change" by Charles W. Wood, published by Boni & Liveright.

December 20, 1918.

To: The Secretary of Labor.  
From: Mary Van Kleeck, Director, Woman in Industry Service.

In response to your communication of December 12, the following report is submitted:

Amount expended November 30	\$15,233.43
Amount expended and obligated December 15	17,252.32
Approximate amount returnable January 1, 1919	20,000.00

Our conviction that the Woman in Industry Service should be continued is based on the following reasons.

1. The Service has under way important pieces of work such as a survey of the conditions of employment of women in a state in the middle West undertaken at the request of the Governor, who wished a basis of facts for a legislative policy. Similar pieces of work are projected in two other states and in one important eastern city.
2. The problems of readjustment for women workers who have been employed in the war industries and numerous questions which arise concerning the conditions of their employment in new occupations press for a solution and necessitate activity somewhere in the federal government in dealing with them. Responsibility for this action rests with the Department of Labor.
3. It is economical and effective to have a distinct division responsible for safeguarding the interests of women workers in order that their service may be made effective for the national good. Such a central division, charged as it is with responsibility for maintaining contact with other agencies dealing with different phases of the problem, such as employment or training, is necessary to bring about co-ordination of effort.

4. The Woman in Industry Service is not a war emergency service. It was projected and urged continuously for eight years before the war. Problems of the war led to its organization but the need for it existing earlier has been accentuated rather than decreased by developments during the war. The problems with which such an agency must deal include the danger to health from un-sanitary working conditions and hazardous occupations and from long hours and employment at night, and especially questions raised by the fact that the wage scale for women is distinctly lower than for men despite the demonstrated necessity for large numbers of women workers to support dependents. The war has demonstrated that the range of opportunities for efficiency by women in industry is larger than has been assumed in the past. Attention to the conditions of their employment will do much to develop their capacity for productive service.
5. There is great need for strengthening resources of the federal government for dealing with these problems and this should be done at once. Otherwise the difficult questions concerning women in industry will be a constant obstacle in the development of any reconstruction program for industry.
6. During the war several of the production departments of the government have maintained agencies dealing with the problems affecting women. These have now been suspended and larger burdens are therefore devolving upon the Woman in Industry Service of the Department, and it is no longer possible for the Woman in Industry Service to count upon the co-operation of these other agencies.

The discontinuance of the Woman in Industry Service would be uneconomical and unwise, since the pressure of the problems would undoubtedly necessitate the reestablishment of such an agency at the earliest possible date with the necessary loss of effort involved in a new organization.

Mary Van Kleeck, Director,  
Woman in Industry Service.

MVK:P

December 20, 1918.

Statement showing distribution of appropriation by objects.

Object	Amount expended to November 30th	Amount obligated to December 15th	Amount obligated to January 1st, 1919.
Salaries	\$8,262.34	\$ 9,764.66	\$11,464.66
Travel and per diem	1,500.00	1,600.00	2,500.00 <sup>x</sup>
Office rental	614.70	737.66	860.72
Supplies and equipment	4,656.44	4,700.00	4,800.00 <sup>x</sup>
Telephone and telegraph	<u>200.00</u>	<u>250.00</u>	<u>300.00</u> <sup>x</sup>
Total	\$15,233.48	\$17,252.32	\$19,925.38

<sup>x</sup> Estimate

Appropriation \$40,000.00

Expenditures to January 1 19,925.38

Balance January 1 \$ 20,074.62

Approximate amount which can be returned January 1 \$20,000

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November 21, 1918.

TO: The Secretary of Labor

SUBJECT: Woman in Industry Service in relation to organization of Department of Labor in the period of readjustment.

In the memorandum submitted to you yesterday we outlined in detail the program which seemed to us necessary for immediate action by the Woman in Industry Service. Perhaps this memorandum, of which an additional copy is attached, may serve to indicate our conception of the functions of the Woman in Industry Service and the necessity for its continuance as a permanent part of the Department of Labor. It was asked for by the women of the country during eight years before the war. The problems which it was desired to meet by such an agency in the federal government during the period before the war will be accentuated now that the war is over. Through state and federal agencies, through working women themselves, and through the cooperation of management, new standards for the employment of women must be established. National leadership in the development of these standards is needed, and it is especially important that the federal government should develop a consulting service which shall be able to win the cooperation of these different groups and advise with them on the intricate problems which, while fundamentally similar throughout the country, vary in detail from community to community and from industry to industry.

In the accomplishment of its purpose it is essential that the Woman in Industry Service should be able to control its own field work and its own plans of public education. On the basis of our experience since the establishment of the Woman in Industry Service, we believe that the chief problem of reorganization of the Department at this moment is to make it possible for bureaus like the Woman in Industry Service, charged with responsibility for standards and policies, to carry on its own field work and its own educational campaign. This suggests, therefore, our view of the problem of the Department as a whole.

In connection with the Training and Dilution Service there are dangers of duplication of effort, but these will lessen if the functions implied in the word "dilution" are no longer continued by that service. It is assumed that with the signing of the armistice the need for the work implied in the word "dilution" would no longer be necessary. So far as the problem of training is concerned, there is serious question as to whether any aspect of it

not included in the duties of the Federal Board for Vocational Education should not be more effectively handled by the labor administration section of the Working Conditions Service, since this section would be expected to advise the plants on all problems commonly known as employment management. This of course includes training plans worked out in the plant itself. If plans for training are divorced from the whole personnel problem of the plant they are less effectively handled. Moreover, it is a question whether a training division of the Department of Labor might not tend to accentuate the undesirable form of vocational training, which is mere practice in processes instead of a correlation with instruction which gives the worker a broader outlook on his work and on his relations with his other workers. In other words, the essential point in industrial training seems to be to emphasize the responsibility of the public schools for such training, and it is a question whether a policy which committed the Department of Labor to a continuance of a training division working primarily on plans for instruction in the plants would not be out of line with the most progressive thought on industrial education.

There will be a problem of relations between the Woman in Industry Service and the Working Conditions Service, but this is an administrative problem which does not present the same sort of inherent difficulties as are involved, for instance, in the separation of the functions of investigation and publicity from the policy making divisions of the Department.

MVK:P

Mary Van Kleeck, Director,  
Woman in Industry Service.