

NIGHTWORK

September 3, 1918.

SUGGESTED DRAFT OF STATEMENT ON NIGHT WORK OF WOMEN TO BE ISSUED  
BY THE WAR LABOR POLICIES BOARD

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As the war goes on and larger and larger numbers of men are withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to an increasing number of requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to make clear its attitude and to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

From the beginning of the war it has been the announced policy of the national administration to oppose shortsighted attempts to relax the labor laws of the various states. It has held that long hours of labor and employment seven days in the week tend to decrease rather than to increase production. Night shifts, however, although in general found to produce less than the day shifts, nevertheless result in a net increase of output through the continuous use of the available machinery.

It is recognized that continuous night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the leading European countries. In the United States several important industrial states have laws prohibiting night work for women, and the New York statute has been upheld as constitutional by the highest court of the state. In European countries, however, the progress

of the war has led to the employment of women at night, although experience indicates that it should be kept within limits and carefully regulated.

It is of the utmost importance that the standards attained in state legislation should be upheld and that the need for any temporary deviation from conditions prescribed by law should be determined only by the national government, and the need met without permanent or sweeping changes in state labor laws. On the other hand, women should be protected against the dangers of night work in states which now legally permit it.

Therefore, if the necessity for the employment of women between the hours of 10 P.M. and 6 A.M. is demonstrated and if working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, under conditions approved by the Woman in Industry Service of the U. S. Department of Labor, will ask the state agency charged with enforcement of labor laws to grant to a particular plant for a specified period a war emergency permit allowing the employment of women at night, These permits will be issued under the war demands of the federal government. Plants in states where night work has been legally resorted to in the past will come under the same regulations, beginning January 1, 1919. No plant working on a war contract for the federal government will be allowed. Thereafter to employ women after 10 P.M. or before 6 A.M. without a war emergency permit.

Careful investigation will determine the need for night work, and each establishment holding a permit shall be under the continued supervision of a designated federal department. The permit will be issued only for night shifts of eight hours or less, and rotating shifts whereby night work for any individual occurs only for one week in three will be encouraged. No such permit will be issued unless the awards of the War Labor Board and other standards set by the federal government and the provisions of the state labor law for safety, health and comfort shall have been fully complied with. Night work of women can often be avoided by the employment of men over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants or the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply, or by improved management. Permits will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

Night work for women  
Aug 22, 18

For Mrs Van Kleeck

from P. Goldman

Corrections suggested in night work policy statement:

2 paragraphs:

after "for temporary war permits allowing such work" ✓

add: "in particular cases"

3rd paragraph

after "military service" add: partially X

disabled men

4th paragraph

change "specifying periods of rest" to: ✓

Prohibiting night work

(rest etc is not clear & sounds as if occasional rest only were required)

5th Paragraph

change: "in cases of extraordinary urgency" to

in circumstances of extraordinary urgency

and for limited periods.

~~Deletion  
omitted~~ X

also

add: after "legally resorted to in the past

will"

when engaged in government work

6th paragraph

"Careful investigation will determine

the need (change to necessity) ✓

for such work"

~~Suit of  
style  
structure~~

OCT 13 A.M.

To: Miss Mary Anderson, Women in Industry Service.

From: Elizabeth Brandeis

In Re: Night Work at the War Risk Bureau

I had a talk with Miss Alice H. Grady, Assistant Director of the War Risk Bureau, concerning the night work of women in the Bureau. Miss Grady stated that there is a night shift from 5 P.M. to 12 P.M. with time out for a meal. Some of the women work the whole time, others part of that time. Miss Grady who has just taken up her work at the War Risk could not say definitely who the women are who do the night work. She stated that a great many of them are older women who do not work in the day time. She did not know how many of the night workers worked in other Government departments or in the War Risk Bureau in the day time.

Miss Grady declared that in general she is very much opposed to night work for women. She is firmly of the opinion that to employ women at night who work in the War Risk Bureau or other government departments in the day time is an extremely objectionable policy both from the point of view of the women and of the efficiency of the Bureau. She wants to put a stop to it but she is convinced that at present it is impossible because of the shortage of day clerks and the lack of space which would prevent the use of an adequate number of clerks even if they were available. The work of the Bureau is considerably behind and the present epidemic adds to the difficulties. She hopes that they will get more space in the near future, and that better organization will lessen the number of clerks needed. She feels that there are other more pressing problems which must be solved before the night work question can be tackled.

Miss Grady has just begun her work at the War Risk Bureau. She finds a great many things that must be done at once. It seems very probable that she is right in saying that night work can not be stopped at present. I

feel sure that she wants to have it stopped as soon as it is feasible.

I suggest that the Women in Industry Service take up the matter with Miss Grady in about a month's time and endeavor to have some action taken then. It does not seem to me wise to press the matter further at present.



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NIGHT WORK FOR WOMEN

The following suggestions about matters in the memorandum entitled "Regulations governing night work of women in plants manufacturing war products for the Federal Government" are submitted for what they are worth. They are rather inquiries than dogmatic opinions about policy. If the war is protracted, the extensive employment of women in night-work will doubtless become imperative here, as it has abroad. But the human values involved are so high that the presumption must be against it, the burden of making out a case must fall upon its advocate, and it must be allowed only under the most carefully prescribed conditions.

I. Necessity for night work. It may well be that at present conditions demand a limited removal of the prohibition upon night work of women. However, there is nothing in the memorandum under consideration to prove the case. In this document

A. The case for night work is based upon the following considerations:

1. The increasing need for labor based upon the unsatisfactory status of the ordnance program.
2. The threatened revocation of prohibitory laws by state legislatures.
3. The desirability of securing control by the federal government of night-work by women in states with no prohibitory laws.

B. It is evident that the real case lies in the first of these considerations. As an argument it is inconclusive for the following reasons:

1. It is a general and unsupported statement. Facts and figures are not given. The general situation is not presented. At best, only the failure to secure an adequate supply of munitions is shown.
2. The recommendation does not grow out of an adequate analysis of the present status of ordnance production. The shortage of munitions is too real to be questioned. But evidence is accumulating to indicate that the malady is

## Night Work. 2.

too acute, too comprehensive, and too deep to be reached by a simple device such as the one proposed. At best the employment of women at night is a mere palliative which does not touch the deeper trouble. It is an easy and slovenly sacrifice of an important value to escape analysis of a complicated problem.

3. Nothing in the memorandum indicates that alternative plans for meeting the situation have been adequately considered. These include, among other things, a reduction of the high rate of labor turnover in munitions industries, the use of laborers soon to be released from non-essential industries (300,000 are soon to be released), the holding to account of the unions who object to the proposal for devising a constructive plan for meeting the emergency, etc., etc.

4. The memorandum does not indicate that the administrative difficulties of finding adequately equipped inspectors, of fixing standards for determining when night work is to be permitted, and of getting devices installed and arrangements made for the proper safeguarding of women workers on night shifts can be adequately met.

5. This device as a means for meeting the ordnance situation contains one fundamental contradiction. The conditions which seem to make night work by women necessary are general; yet permits are to be given only in specific cases. The general responsibility for conditions rests with the organization of ordnance; yet permits are to be only where the local manufacturer can show that scarcity of labor, which can be obtained in no other way, stands in the way of efficient production. This almost implies that this device is used to avoid facing essential difficulties.

II. The Administration of Night Work. If, after careful and thorough consideration, it is deemed essential to the munitions program to permit limited night-work by women, the administration of this proposal should be ~~highly~~ hedged about with some such proposals as the following:

1. The general principle is to be no night-work by women. Permis-

Night Work. 3.

sion to use women on night-work is to be regarded as an exception, not as the rule. This is to apply to all concerns holding federal contracts, in the 41 states which do not have laws prohibiting such work as well as in the 7 which have.

2. Concerns in states which have no prohibition of night-work for women and which have been employing them are not to be permitted to continue unless granted permission on the conditions required of concerns in states prohibiting such work.

3. In every case the burden of proving the necessity of night-work for women shall be upon the employer.

4. In no case shall a permit be issued unless it is proved that every effort has been made and every available device has been used to find men to supply the labor shortage.

5. In no case shall a permit be issued before the plant has been inspected and conditions of work carefully studied by a personal representative of Miss Van Kleek.

6. Recommendations for permission to use women in night-work are to be made by Miss Van Kleek alone.

7. Permission to use women in night-work in every instance shall be withheld until arrangements shall be perfected for properly safeguarding the health and morals of the women so employed.

As revised September 26, 1918.

TO THE GOVERNORS OF ALL STATES:

REGULATIONS CONTROLLING NIGHT WORK OF WOMEN IN PLANTS  
MANUFACTURING WAR PRODUCTS FOR THE FEDERAL GOVERNMENT.

As a rapidly increasing force of men is withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to frequent requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

From the beginning of the war it has been the policy of the government to oppose short-sighted attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than increase production. It is recognized also that continuous and unregulated night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the European countries. Several important industrial states in this country have laws prohibiting night work for women. It is of the utmost importance that such laws prohibiting night work of women should not be repealed or the standards attained through them lowered. In those states in which night work is legal, it is important that the conditions of employment of women should be further safeguarded.

It has been decided, therefore that night work for women in plants working on contracts for the Federal Government should be prevented so far as lies in the power of the Government to prevent

it and not allowed except upon official request of the Secretary of War or the Secretary of the Navy under conditions approved by the Secretary of Labor through the Woman in Industry Service. Such request should be in the form of a certificate to the proper state officials declaring that a war emergency has arisen in a particular place for a particular time. By this method, if any temporary deviation from conditions prescribed by law should be demonstrated to be necessary, the necessity for it will be determined solely by the national government, and the need will be met without permanent or sweeping changes in state labor laws. Furthermore, women will be protected against the dangers of night work in states now legally permitting it.

\* If the necessity for the employment of women between the hours of 10 P.M. and 6 A.M. is demonstrated, and if working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, under conditions approved in advance in each instance by the Woman in Industry Service of the U. S. Department of Labor, acting for the Secretary of Labor, will call upon the state agency charged with enforcement of labor laws to grant to a particular plant for a specified period a temporary war certificate allowing the employment of women at night. These certificates will be issued under the war powers of the federal government. Plants in states where night work has been legally resorted to in the past will come under the same regulations beginning December 1, 1918. No plant working on a war contract for the federal government will be allowed thereafter to employ women after 10 P.M. or before 6 A.M. without a war emergency certificate.

Thorough investigation preceding the issuance of the certificate will determine the necessity for night work and each establishment holding a certificate shall be under the continued supervision of the Woman in Industry Service of the Department of Labor or of a federal agency designated by it. In the enforcement of the regulations the cooperation of state agencies will be sought, as it has already been secured in the working out of this plan. It should be emphasized that night work of women can often be avoided by the employment of men over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Certificates will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

A plant holding a certificate will be required to limit the employment of women each day or night to shifts of eight hours or less, and rotating shifts will be encouraged. Full compliance will be required with the standards and wards of the War Labor Board, including the provision that women introduced into work hitherto done by men shall receive equal pay for equal work, and other standards set by the federal government and the state labor laws. A certificate will be continued in force only so long as the required standards are maintained.

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From the beginning of the war it has been the policy of the government to oppose short-sighted attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than increase production. It is recognized also that continuous and unregulated night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the European countries. Several important industrial states in this country have laws prohibiting night work for women. It is of the utmost importance that such laws prohibiting night work of women should not be repealed or the standards attained through them lowered. In those states in which night work is legal, it is important that the conditions of employment of women should be further safeguarded.

It has been decided, therefore, that night work for women in plants working on contracts for the Federal Government should be prevented so far as lies in the power of the Government to prevent it and not allowed except upon official request of the Secretary of War

or the Secretary of the Navy under conditions approved by the Secretary of Labor through the Woman in Industry Service. Such request should be in the form of a certificate to the proper state officials declaring that a war emergency has arisen in a particular place for a particular time. By this method, if any temporary deviation from conditions prescribed by law should be demonstrated to be necessary, the necessity for it will be determined solely by the national government, and the need will be met without permanent or sweeping changes in state labor laws. Furthermore, women will be protected against the dangers of night work in states now legally permitting it.

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Thorough investigation preceding the issuance of the certificate will determine the necessity for night work and each establishment



holding a certificate shall be under the continued supervision of the Woman in Industry Service of the Department of Labor or of a federal agency designated by it. In the enforcement of the regulations the cooperation of state agencies will be sought, as it has already been secured in the working out of this plan. It should be emphasized that night work of women can often be avoided by the employment of men over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Certificates will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

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*night work for women*

May 24, 1918.

FROM: Women's Branch, Industrial Service Section.

TO: The Acting Chief of Ordnance, through Industrial Service Section.

SUBJECT: Requests of plants for exemptions from state labor laws.

1. Three requests, made either to the Pennsylvania Board of Labor and Industry or to the Ordnance Department and now pending, involve important questions regarding the policy of the Ordnance Department and of the national government with reference to suspension of existing laws regulating the hours of work for women. These three cases are as follows:

(1) Request of E. I. Du Pont de Nemours Company for permission to employ women after 10 P.M. in their Tullytown, Pa., plant.

(2) Request of Worthington Pump and Machinery Company to employ women on a night shift.

(3) Request of the Eddystone Munitions Company to extend the weekly hours beyond 54.

The details of these cases are treated in separate memoranda, but attention is here called to the policy and procedure already established as a basis for decision.

2. The Council of National Defense in letters addressed to Governors of States under dates of April 9, 1917, and December 17, 1917, (copies attached) has asked that no exemptions from State Labor Laws be granted except after "declaration of the Council of National Defense that such a departure is essential for the effective pursuit of the national defense." The Council has further stated in a letter directed to the Children's Bureau, February 27, 1918, (copy attached) that the "Council of National Defense is very desirous of maintaining existing standards as to labor. Furthermore the labor laws as to which the power to suspend was asked to be given to the Governors were intended to be only those relating to the adult male labor engaged in war work. The Council of National Defense therefore unites with the Children's Bureau in urging that the laws relating to the hours and conditions of labor of women and children should be rigorously enforced."

3. This policy with reference to upholding existing labor laws has been confirmed from time to time by the President of the United States, the Secretary of War, and the Ordnance Department. Attention is called, for instance, to the following quotations:

(a) In a letter from President Wilson to the National Child Labor Committee, December 20, 1917: "As the labor situation created by the war develops I am more interested than ever, if that were possible, in throwing all the safeguards possible around the labor of women and children, in order that no intolerable or injurious burden may be placed upon them."

(b) In a letter from Secretary of War Baker to the War Emergency Board, Industrial Commission, of Massachusetts, December 18, 1917, in reference to an application from a cartridge company for authority to work two shifts of women 10 hours each: "The maintenance of the standards established by law for the protection of women and children I deem of the greatest importance to the country during the present crisis and it is my policy at no time to ask for a suspension of these standards."

(c) In the endorsement of a memorandum from the Industrial Service Section to the Acting Chief of Ordnance, January 4, 1918, (copy attached): "The policy of the Department as outlined in paragraphs 5 and 6 is approved." Paragraphs 5 and 6 asked whether it is to be the policy of the Ordnance Department to act in line with General Orders No. 13 and whether the Women's Branch will be expected to see that the specific rules and general regulations are not violated, but that in extraordinary cases a thorough investigation would be made to determine that the emergency is great enough to warrant action by the Secretary of War.

4. It is the opinion of the Legal Advisory Board of the General Administration Bureau, as expressed by Lt. Col. Maitland F. Griggs, under date of February 18, 1918, (copy attached) that a contractor working for the United States on a cost-plus or fixed price basis under which he retains control over his employees and does not act as a mere agent of the government, must comply with any laws of the state in which the work is done, relating to hours of labor. On the other hand, the Legal Advisory Board states that "The Judge Advocate General has several times held that state laws are not binding upon the Federal government or its agencies. A contractor acting as an agent of the government would, therefore, not be forced to comply with state labor laws. Attention is called, however, to General Orders No. 13, issued by the Chief of Ordnance November 15, 1917,

recommending the prohibition of night work for women. While it is understood that General Orders No. 13 is suggestive merely and does not attempt to lay down any definite body of rules, nevertheless it would seem advisable to submit the matter to the Acting Chief of Ordnance before proceeding with a project which contemplates working women at night."

5. As the war goes on, and more women are employed in making munitions, it is probable that the number of requests for exemption from state laws will increase. The Women's Branch therefore urges that at the time of placing contracts the attention of contractors be called to the policy of the Secretary of War with reference to state labor laws, and that at the same time, in advance of placing a contract, attention be given to the available labor supply, housing and transportation and the possibility of fulfilling the contract in conformity with state labor laws.

6. On the basis of the preceding outline of procedure and policy, it is suggested that in every request for exemption the following action be taken:

(a) That a careful inquiry should be made by the Women's Branch of the Industrial Service Section to determine whether the exemptions asked for are likely to be in the best interests of production, or whether other methods may be adopted in conformity with the best accepted standards of labor affecting women.

(b) That if modification of the state labor laws is clearly necessary in the interests of production, it be made only on the request of the Secretary of War, and that definite requirements for safeguarding the health and efficiency of the workers be made.

7. These recommendations are made because it is believed that convincing evidence of experience in this country and abroad demonstrates the urgent need of the establishment of proper working conditions if production by women workers is to be increased. Without these safeguards the rapid introduction of women may ~~ix~~ seriously hamper production.

MARY VAN KLEECK

In Charge of Women's Branch,  
Industrial Service Section.

Encls.

COPY

April 9, 1917.

To the Honorable \_\_\_\_\_,

Governor of \_\_\_\_\_,

Sir:

I respectfully call your attention to the following resolutions passed at the meeting of the Council of National Defense, and its Advisory Commission, held on Saturday April 7th:

That the Council of National Defense urge upon the legislatures of the states, as well as all administrative agencies charged with the enforcement of labor and health laws, the great duty of rigorously maintaining the existing safeguards as to the health and welfare of workers, and that no departure from such present standards, in state laws or state rulings affecting labor should be taken without declaration of the Council of National Defense that such a departure is essential for the effective pursuit of the national defense.

That the Council of National Defense urge upon the legislatures of the several states that before final adjournment they delegate to the Governors of their respective states the power to suspend or modify restrictions contained in their labor laws when such suspensions or modification shall be requested by the Council of National Defense; and such a suspension or modification, when made, shall continue for a specified period and not longer than the duration of the war.

Very truly yours,

(Signed) NEWTON D. BAKER

Secretary of War  
and  
Chairman of the Council of National Defense.

[Copy] made by  
State Councils Section,  
Council of National Defense,  
Washington, D.C.

December 17, 1917.

To the Honorable \_\_\_\_\_  
Governor of \_\_\_\_\_

Sir:

Attached, for your convenient reference, is copy of a letter sent you April 9, 1917 by the Chairman of the Council of National Defense, quoting certain resolutions expressing the views of the Council concerning the maintenance of standards and the suspension of labor laws during the period of the war.

Since that time the Council has given the subject considerable study, and I now respectfully call your attention to the following resolution adopted by the Council of December 3, 1917, stating its further and more detailed recommendations in connection with the suspension of state labor laws:

RESOLVED, That state legislative action should provide that the Governor of the State be empowered to suspend the state labor laws only upon the following conditions.

1. Upon notice from the Council of National Defense stating that a war emergency or that public welfare require such suspension.
2. That such suspension should be made only after public hearings have been held, reasonable notice (of not less than five days) of such hearings having been sent to the State Labor Department of State Labor Commission, to the plant, organization and employes in the industry affected, and to the public by appropriate notice in the press.
3. That the particular provisions of the Labor laws that are suspended and the length of time of suspension should be stated in a permit to be issued by the Governor.
4. That permits should be issued for limited periods not to exceed six months and to be renewed only upon re-hearings.

Copy made by  
State Council Section,  
Council of National Defense,  
Washington, D. C.

2-

5. That all permits should expire two months after the close of the war.

6. That the permits should be issued to individual plants and not to an entire industry, provided, however that no suspension of outstanding regulations or orders herein provided for, shall be construed to apply to state laws requiring installation of protective devices.

7. That copies of all permits issued should be posted in conspicuous places in each factory or plant affected over the proper official signature.

Very truly yours,

(Signed) W. S. Gifford,  
Director.

COPY

February 27, 1918.

Miss Grace Abbott, Director,  
Child Labor Division, Children's Bureau,  
United States Department of Labor,  
Washington, D. C.

My dear Miss Abbott:

Your letter of February 21st concerning the attitude of the Council of National Defense in regard to the suspension of laws relating to hours and conditions of labor of women and children, addressed to Mr. E. D. Smith of the State Councils Section, has been brought to my attention as Director of the Council of National Defense.

On April the 9th Secretary Baker as Chairman of the Council of National Defense sent to the governors of the several States a letter urging upon them the duty of maintaining the existing standards as to the health and welfare of workers unless a declaration be made by the Council of National Defense that a departure from these standards is essential for the effective pursuit of the national defense. This letter also urged upon the Legislatures of the several States that they delegate to the governors the power to suspend or modify labor laws when requested by the Council of National Defense. On December 3rd, the Council of National Defense adopted certain resolutions supplementary to the letter of April 9th recommending certain conditions upon which the power to suspend state labor laws should be granted. These resolutions were transmitted to the governors of the several States by a letter of the Council of National Defense dated December 17th. I attach copies of these letters.

You will note that both letters state clearly that the governors should be given the power to suspend labor laws only when requested by the Council of National Defense on the ground that a war emergency or public welfare requires such suspension. The Council of National Defense has not issued any such statement.

As expressed in its letter of April 9th, the Council of National Defense is very desirous of maintaining existing standards as to labor. Furthermore, the labor laws as to which the power to suspend was asked to be given to the governors, were intended to be only those relating to the adult male labor engaged in war work.

The Council of National Defense therefore unites with the Children's Bureau in urging that the laws relating to the hours and conditions of labor of women and children should be rigorously enforced.

Yours very truly,  
(signed) W. S. Gifford  
Director.



C O P Y

HS-ec

January 4, 1918.

MEMORANDUM from : Ordnance Department - Industrial Service Section.

To : General Wheeler

Subject : Maintaining established standards of work.

1. The President has stated that the safe guards in connection with industrial work should be maintained throughout the period of the war. The Secretary of War has re-inforced this with an additional statement. The Chief of Ordnance has issued a general order, Number 13, giving specific suggestions for Arsenal Commanders and manufacturers.

2. The Ordnance Department is constantly receiving requests from manufacturers, asking for assistance in breaking down the restrictions set forth by the President, Secretary of War and Chief of Ordnance. These have to do primarily with womens work. I handed one to you on January 2nd, from a manufacturer of ordnance at Milwaukee, Wisconsin. Today I am in receipt of a similar request from the Peters Cartridge Company.

3. I understand that Federal action is to be taken in extraordinary emergencies, setting aside these restrictions. Such action can be taken only by authority of the Secretary of War. He will issue a special certificate for each specific case, after the case has been established as an extraordinary emergency.

4. Miss Van Kleeck is to take charge of this work and we must give her a specific policy. It will be her duty to see that this policy is adhered to in all plants manufacturing for the Ordnance Department.

5. May I say to Miss Van Kleeck that the policy of the Department is to act in line with General Orders No. 13, and that her Department will be expected to see that the specific rules and general regulations are not violated?

2 - Memo to General Wheeler.

6. My own thought is that we should adhere to these rules and in extraordinary cases make a thorough investigation to determine that the emergency is great enough to warrant action by the Secretary of War.

(Signed) H. Schneider

In Charge of  
Industrial Service Section.

O.O.N.B.300.42/1

1st Ind.

CDC/gjk

Ordnance Office, January 10, 1918 - To Industrial Service Section.

1. The policy of the Department, as outlined in Paragraphs 5 and 6, is approved.

By direction of the Acting Chief of Ordnance.

(Signed) T. R. Ayer

Major, Ord. R. C.

GENERAL ADMINISTRATION BUREAU  
WAR DEPARTMENT  
Office of the Chief of Ordnance-  
Washington

Feb. 18, 1918.

1. It is the opinion of this Board that a contractor working for the United States on a cost-plus or fixed price basis, under which he retains control over his employees and does not act as a mere agent of the Government, must comply with any laws of the State in which the work is done relating to hours of labor.

2. The Judge Advocate General has several times held that State Laws are not binding upon the Federal Government or its agencies. A contractor acting as an agent of the Government would therefore not be forced to comply with State Labor Laws. Attention is called, however, to General Orders #13, Office of the Chief of Ordnance, November 15, 1917, recommending the prohibition of night work for women. While it is understood that General Orders #13 is suggestive merely, and does not attempt to lay down any definite body of rules, nevertheless it would seem advisable to submit the matter to the Chief of Ordnance before proceeding with a project which contemplates working women at night.

3. Attention is called to the fact that there are many disadvantages in connection with a contract under which the contractor acts as agent of the United States; it is possible that these disadvantages may outweigh the advantage of securing freedom from restrictions imposed by State Laws.

4. Attached hereto is a copy of a draft of instructions for the guidance of contractors acting under agency contracts, which points out various rules which must be complied with by such contractors. These instructions have not yet been sent out and should not be regarded as final, but they will serve to show the questions which must be considered in connection with an agency contract. It will be noted that such contractors are subject to many restrictions imposed by statute or regulation, and the inconvenience of such restrictions should be thoroughly weighed before entering into an agency contract.

LEGAL ADVISORY BOARD  
By: MAITLAND F. GRIGGS

Lt. Col., Ord. Dept., U. S. A.

Enc

File with statistics on women's work.

INFORM

*Please fill this blank  
postage.*

Will go if asked.....

Name .....

Present address .....

Permanent address.....

(Please notify address be

Age.....

What branch of the car

Have you done wooden

Have you done dock wo

4' 20' 05

April 1918

ORDNANCE DEPARTMENT - Industrial Service Section - Women's Division

REPORT ON EMPLOYEES

Date..... Name of Establishment.....  
Address.....  
Product for Ordnance Dept.....

Directions: Use the figures for the pay day nearest the first of the month

	Office Force		Shop Force	
	Males	Females	Males	Females
April 1, 1918				
April 1, 1917				

How many female employees engaged in shop work were, on April 1st, 1918, doing work previously done by men? .....

State any plans your firm may have relating to the employment of women on shop work.....

Mail promptly to Chief District Ordnance, Industrial Service Section, Women's Division, Room 206 Terminal Building, 12th & Filbert Streets, Philadelphia, Pa.

1) and because of the abundant demonstration through the experience globally here and abroad that they can not be long tolerated without resulting in a radical slowing up of production.

2) <sup>diminution of labor turnover which will result</sup> through <sup>from</sup> the adoption of standards and the creation of improved working conditions, and through the inevitable realization of all participation in industry of the cost in lives which ~~there~~ that the price of their delays is the blood of our men at the front production & may further be accelerated to the point where the employment of women in night work shall become unnecessary.

*Mr. J. J. [unclear]  
Washington*

The increasing withdrawal of men from industry coupled with the enormous expansion of our war program, has brought us face to face with the alternative of providing an immediate increase in the labor supply or of suffering our forces to go into the field underequipped and undermanned. The exigency and immediacy of the need, as set forth by the departments of the Government responsible for the conduct of our military operations, is such as to render it manifest that it must be met here as it has been met abroad by the greater utilization of women in the essential industries.

A large number of women are now thus employed, and we are already confronted with the problem arising from their introduction into the night shifts. To this practice the Government has always been opposed, and since the beginning of the war its efforts have been directed to the maintenance of standards which forbid this as well as other <sup>similar</sup> practices, ~~which have long been~~ <sup>both because</sup> ~~of their deleterious effect upon~~ <sup>and</sup> ~~which are universally recognized to be~~ detrimental to the health and moral tone of the Community, <sup>and</sup>

Nevertheless it cannot but recognize that under the pressure of <sup>the employment of women in war work</sup> war demands ~~it~~ may now be, or in the near future ~~may~~ become, a practical necessity. Moreover irrespective of its necessity it is now in many of the



important centres of industry an established fact; and in the 41 States of the Union where the laws impose no restrictions, and in two others where under discretionary powers conferred by the Statutes the restrictions of the Statutes are permitted to be waived, women either are now or in the near future will be employed in night work, and may be expected <sup>thus</sup> ~~then~~ to be employed in constantly increasing numbers unless the Federal Government shall devise some method of restricting the practice to the occasion <sup>'</sup> ~~the~~ <sup>us</sup> wherein the need may justify the adoption.

?

Moreover, the states in which the employment of women at night is neither forbidden nor subject to regulation include some of the more important industrial <sup>Centres</sup> ~~states~~, and some of those <sup>States are</sup> adjacent to the few which, in their more forward looking labor policy have forbidden it, <sup>it is</sup> and ~~in~~ the opinion of those who, by their experience are qualified to speak with authority, that these conditions reinforced by the patriotic impulse in favor of measures that lead or seem to lead to increased production, may enable the forces that have consistently opposed the adoption of higher labor standards and as consistently sought to undermine those standards when achieved, to secure the repeal of the statutes and to relegate the situation to the abyss from which years of patient endeavor alone have sufficed to rescue it.

Recognizing the threat of permanent impairment of labor standards which the situation unfolds, the War Labor Policies Board regards it as a matter of the highest public importance that it shall formulate a program which, while adequately meeting

the need of immediate production, will maintain the necessary safeguards for women workers; will insure that their introduction into night work shall be limited to the periods of emergency and will render it certain that those periods shall be restricted to the time when, through the recruiting and mobilization of male labor withdrawn from other fields, production can be maintained without the utilization of women for night work.

*Continued -  
Labor turnover*

*or the better utilization & distribution of labor and the production of the field*  
 employment  
 (2)

To this end it advises the promulgation and enforcement of the following regulations.

*Such certificate will be  
etc*

1 Night work for women in plants working on or in connection with contracts for the Federal Government will be ~~permitted only~~  
~~under~~

when authorized by the official certificate of the Secretary of <sup>War or the Secretary of the Navy</sup> ~~War or the Secretary of the Navy~~ and ~~under regulations~~ <sup>upon laws</sup> approved ~~of the Secretary of Labor~~ <sup>of the Secretary of Labor</sup>. Each certificate will contain

~~the designation of the plant for which it is issued and will specify~~ <sup>to which it is applicable</sup> a period to which it is limited.

(3) <sup>These</sup> Certificates will be issued <sup>only after</sup> Thorough investigation

~~will precede the issuance of the certificates,~~ and the establish-

ments holding such certificates will be under the continued super-

vision of a designated Federal Department. (4) The certificates

will be issued only when the necessity therefor has been demon-

strated, and when it has been established to the satisfaction of

<sup>issuing authority</sup> the Government that the working conditions in the plant conform

to the standards set by the Federal Government, and are in compli-

ance with the provisions for health, safety and comfort required.

5. They will be ~~continued~~ <sup>continued</sup> upon the payment of ~~equal~~ <sup>equal</sup> wages <sup>equal to those paid to men for equal work</sup> by the State law, and they will be continued in force only so long

<sup>these</sup> as such standards are maintained, <sup>and this condition is observed.</sup> 6. No certificate will permit

a shift of more than eight hours, and rotating shifts will be

7. <sup>The issuance of</sup>  
 encouraged. [It will be the policy to avoid ~~issuing~~ certificates  
 unless it shall be made <sup>is</sup> apparent that it ~~has been~~ impracticable  
 to <sup>escape</sup> ~~avoid~~ the necessity <sup>such</sup> ~~therefor~~ <sup>for</sup> ~~by~~ the employment of men over  
 the draft age or unqualified for military service, <sup>or</sup> by the transfer  
 of men from non-essential industries, <sup>or</sup> by the extension of plants,  
 by improved management, <sup>or</sup> by the introduction of industries into new  
 areas; and the departments will endeavor to minimize the <sup>occasion for</sup> ~~necess-~~  
<sup>such employment</sup> ~~sities~~ by a careful distribution of contracts with ~~due~~ regard to the  
 local labor supply. <sup>8. Administration and</sup> In the <sup>enforcement</sup> of the regulation the  
 cooperation of state agencies will be sought <sup>wherever appropriate</sup> ~~in so far as~~  
<sup>these agencies exist</sup> ~~may be possible~~, and the powers confided to the various depart-  
 ments and bureaus of the Federal Government will be invoked to the  
 fullest extent.

and — — — — members of said Commission

The Secretary of War hereby designates The New York State Industrial Commission as his duly authorized <sup>representative</sup> representatives <sup>with respect to contracts for work to be performed by various departments of the War Department</sup> on his behalf and on behalf of the various departments, ~~and~~ and contracting officers of the War Department to ~~enforce~~ <sup>enforce</sup> the provisions of the contracts with the ~~various~~ <sup>various</sup> departments of the War Department requiring all work <sup>done in the State of New York</sup> to be performed in ~~and~~ full compliance with the laws of New York State.

INFORMATION BLANK FOR SHIPPING BOARD SERVICE.

DEPARTMENT OF LABOR

U. S. EMPLOYMENT SERVICE

*Please fill this blank in full, whether you are working or not, and mail in inclosed envelope, without postage.*

Will go if asked \_\_\_\_\_ Will not go \_\_\_\_\_

Name \_\_\_\_\_

Present address \_\_\_\_\_

Permanent address \_\_\_\_\_

(Please notify address below if you *change* this address)

Age \_\_\_\_\_

What branch of the carpenter trade are you working at? \_\_\_\_\_

Have you done wooden bridge work? \_\_\_\_\_

Have you done dock work? \_\_\_\_\_

OFFICIAL GOVERNMENT TELEGRAM

GOVERNMENT RATES

*Night work for women*

Acting Commissioner of Labor,  
L. R. Palmer,  
Harrisburg, Pa.

THE WAR DEPARTMENT IS ASKING FOR REPORT FROM PHILADELPHIA ORDNANCE REGARDING  
NIGHT WORK IN PLANT WHICH YOU REPORT. YOU WILL BE ADVISED WHEN INFORMATION IS  
RECEIVED. PROCEDURE REGARDING NIGHT WORK NOT YET DETERMINED. WILL KEEP YOU  
INFORMED.

Van Kleeck

War Labor Administration - 1919    Woman in Industry Service.



INFORMATION BLANK FOR SHIPPING BOARD SERVICE.

DEPARTMENT OF LABOR  
U. S. EMPLOYMENT SERVICE

*Please fill this blank in full, whether you are working or not, and mail in inclosed envelope, without postage.*

Will go if asked ..... Will not go .....

Name .....

Present address .....

Permanent address .....

(Please notify address below if you change this address)

Age .....

What branch of the carpenter trade are you working at? .....

Have you done wooden bridge work? .....

Have you done dock work? .....

Have you had shipbuilding, shipyard, or dry-dock experience? ..... If yes, at what branch  
of such work, and how long? .....

Shipwright? ..... Ship carpenter? ..... Joiner? ..... Fastener? ..... Boat builder? .....

Can you lay out work? .....

Can you read blue prints? .....

Do you understand calking? ..... What experience? .....

How soon could you respond after being asked to go to a shipyard for the Government? .....

What experience in superintending work? .....

Can you instruct men and get along with them? .....

Please send here the names and addresses of two or three men, not members of the Brotherhood,  
who have experience that might, under training, qualify them in some branch of shipyard work?

5

Night work for women in plants working on or in connection with contracts for the Federal Government will be permitted only when authorized by the official certificate of the Secretary of War or the Secretary of the Navy. Each certificate will contain a designation of the plant for which it is issued and will specify a period to which it is limited. Thorough investigation will precede the issuance of the certificates, and the establishments holding such certificates will be under the continued supervision of a designated Federal Department. The certificates will be issued only when the necessity therefor has been demonstrated, and when it has been established to the satisfaction of the Government that the working conditions in the plant conform to the standards set by the Federal Government, and are in compliance with the provisions for health, safety and comfort required by the State law, and they will be continued in force only so long as such standards are maintained. No certificate will permit a shift of more than eight hours, and rotating shifts will be

*Don't men's work shall receive the same pay,*

*including the permission that women shall they*

*Certificates*

*by day or night,*

Moreover, the states in which the employment of women at night is neither forbidden nor subject to regulation include some of the more important industrial states, and some of those adjacent to the few which in their more forward looking labor policy have forbidden it, and in the opinion of those who by their experience are qualified to speak with authority, that these conditions reinforced by the patriotic impulse in favor of measures that lead or seem to lead to increased production, may enable the forces that have consistently opposed the adoption of higher labor standards and as consistently sought to undermine those standards when achieved, to secure the repeal of the statute and to relegate the situation to the abyss from which years of patient endeavor alone have sufficed to rescue it.

Recognizing the threat of permanent impairment of labor standards which the situation unfolds, the War Labor Policies Board regards it as a matter of the highest public importance that it shall formulate a program which, while adequately meeting

the need of immediate production, will maintain the necessary safeguards for women workers; will insure that their introduction into night work shall be limited to the periods of emergency and will render it certain that those periods shall be restricted to the time when, through the recruiting and mobilization of male labor withdrawn from other fields, production can be maintained without the utilization of women for night work.

Doing away with  
avoidable labor  
turn over.  
"Continuity of  
employment."

From the very entrance of our country into the world war it has been the announced policy of the national administration to look with disfavor upon short-sighted attempts to set aside or to relay legal measures taken by the various states to safeguard the health and efficiency of the workers. Indeed in those states where legal regulation had not already been provided, it has been deemed wise in the interest of sustained output to extend equivalent protection and thus to require observance of well established rules of health. Upon careful consideration of more than a year's experience we reaffirm the wisdom of this policy, and recognizing that in time of war the emergency need for any temporary deviation from protected conditions prescribed by law or administrative order is best understood by the national administration, we now urge strict compliance with this rule that work be not done under other than the legally prescribed conditions, until application to the War Labor Policies Board has determined that in the specific instance a war emergency exists sufficient to warrant the federal administration in assuming responsibility for granting a war emergency permit.

*Night work for women*

# The Consumers' League

## of Connecticut

Incorporated

### AFFILIATED CLUBS

- The Fortnightly Club, Madison
- The Hearthstone Club, Hartford
- The Saturday Afternoon Club, Wethersfield
- The Woman's Club, New Preston
- The Woman's Club, Washington
- The Woman's Literary Club, Wallingford
- The Camaraderie Club, Y. W. C. A., Bridgeport
- The Etnoia Club, Y. W. C. A., Bridgeport
- The Iota Sigma Club, Y. W. C. A., Bridgeport
- The Ramona Club, Y. W. C. A., Bridgeport
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36 Pearl Street, HARTFORD, CONN.

July 24, 1918

My dear Miss Van Kleeck:

Some time ago you wrote in reply to a letter of mine, advising me to take up the gas mask situation in New Britain with the Surgeon General's office.

Had I not been so busy, I should have written you at once that that would imply a criticism of the New Britain manufacturers- which was far from our minds. Everybody admired the spirit in which the city rose to meet the emergency, and nobody felt critical of the overtime work in the unusual conditions.

What we did deplore was the fact that no suspension of law was asked for by the authorities in Washington. The factory inspector was approached informally.

Naturally the idea spread throughout the state that no violations of labor laws would be noticed, and one company began employing women eleven hours a night. This violation of law was reported to the factory inspector who co-operated with us perfectly and stopped the practice. He does not think that any other violations are going on now and we have dropped the matter unless necessity for further action occurs.

The Sargent Company of New Haven is employing a night shift of women seven hours and a half five nights in the week, from 5 p.m. until about 12. 50 a.m. and giving them high pay to start with. They are having no trouble in getting workers. They have given me the complete list of their night workers to investigate and publish the report. You may find it interesting, and I shall like to send it to you. It is the best thing I know of in the way of night work.

<sup>you</sup> Congratulating you on your steady line of promotions and wishing all success, I am

Sincerely yours,

Miss Mary Van Kleeck  
Labor Department  
Washington, D.C.

*Mary C. Welles,*

Night work for women

WOMEN IN INDUSTRY SERVICE

July 26, 1918.

My dear Mrs. Semple:

Thank you for your letter of July 18th. As Chairman of a special sub-committee of the War Labor Policies Board I have been working this week on a report which will determine the status of State Departments of Labor in reference to inspection of plants working on contracts for the federal government. As soon as action is taken by the War Labor Policies Board you and Commissioner Palmer will be notified. Meanwhile I am very glad to have your opinion on this point.

I have not yet filed recommendations regarding plan and procedure in plants employing women at night, as I wish to have the ripest possible wisdom before making recommendations. I agree with you that we should have conference in advance, although I am not sure that it need be a formal meeting.

Sincerely yours,

Director, Women in Industry Service.

Mrs. Samuel Semple,  
Titusville,  
Pennsylvania.



E.L. WESTON, MANAGER.

*Must be placed*

CABLE ADDRESS  
"RALEIGH, WASHINGTON."

# THE RALEIGH

EUROPEAN PLAN.

ABSOLUTELY FIREPROOF.

WASHINGTON, D.C.,

July 18<sup>th</sup> 1918

My dear Miss Van Kleeck, -

In thinking over the conference of this morning, I recall that something was said concerning the tendency of federally controlled, or supervised, plants to bar out state inspection. Thinking of our own Pennsylvania situation, it is borne in upon me that such a possibility is something to be guarded against. Would it be possible, in the contract clauses, to write one that would maintain the standing and authority of state inspection? I have not forgotten your statement of the clause requiring of state labor laws; but it



CABLE ADDRESS  
"RALEIGH, WASHINGTON"

# THE RALEIGH

EUROPEAN PLAN.

ABSOLUTELY FIREPROOF.



E. L. WESTON, MANAGER.

WASHINGTON, D. C.,

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seems to me that observation of state laws should be buttressed by maintenance of state inspection; and that this might well be provided for quite apart from any thought that the federal appointment as to inspection might be the state labor departments. There is quite a field of state inspection that might be jeopardized if there should not be a positive attitude as to state authority.

My own personal feeling is still that a larger hearing on the proposed plan of procedure would be a good thing. You will understand, I know, when I say that it would - I believe - be a decidedly protective measure for state labor departments. They bear the brunt of harsh criticism. It does not seem to

CABLE ADDRESS  
"RALEIGH, WASHINGTON."



# THE RALEIGH

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E. L. WESTON, MANAGER.

WASHINGTON, D. C.,

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me unfair at this time that agencies that  
give some of that criticism should be asked  
to share the responsibility of willingness to  
meet a national emergency — when proven  
to be an emergency — by a temporary  
modification in policy.

It will be a pleasure to Miss Davidson  
to hear of your splendid work; and it will  
give me pleasure to tell her of meeting  
you here.

Very truly yours,

H. H. Sample,

(Mrs. Samuel Sample,  
Pitts-ville, Penna.,

that night work of women can often be avoided by the employment of men over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Certificates will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

Certificates will be issued only for night shifts of eight hours or less and rotating shifts will be encouraged. Full compliance will be required with the standards set by the federal government, through the War Labor Board, the War Labor Policies Board and other agencies, including the requirement that women introduced into work hitherto done by men shall receive equal pay for equal work, and provisions for health, safety and comfort required in state labor laws.

*Copies filed under different dates.*

TENTATIVE STATEMENT ON NIGHT WORK TO BE ISSUED BY WAR LABOR POLICIES BOARD

As the war goes on and larger and larger numbers of men are withdrawn from industry for military service, requests for permission to employ women at night are growing more frequent, and the War Labor Policies Board <sup>therefore</sup> regards it as a matter of public importance to make clear <sup>its</sup> ~~the~~ attitude of ~~the federal government~~ on this subject.

It is the policy of the administration as voiced frequently by both the President of the United States and the Secretary of War that the standards protecting women in industry shall be rigidly maintained, and it is highly important that no <sup>backbone of steel</sup> (state) should take a backward step by failing to maintain the safeguards already achieved. Night work for women has been held to be injurious because of its effects upon health and because of its social effects. <sup>(am) D. X. Vincent</sup> Several important industrial states have no laws prohibiting night work,

and it has been resorted to extensively in working on war contracts. <sup>There will come under government regulations</sup> It has been the experience of England that with an increasing number of women in industry it is exceedingly difficult to avoid night work for women, but it should be permitted only when the federal government finds that it is necessary for essential production for the war. Where it is proved to be necessary, the Secretary of War or the Secretary of <sup>the Navy</sup> ~~Labor~~ will grant to a particular plant for a specified period a war emergency permit making possible the employment of women at night. <sup>Conditions</sup> This permit will be issued only after careful investigation, and after the <sup>approval</sup> ~~consent~~ of the employer has been obtained to the establishment of adequate safeguards under the continued

However the time may come when  
there is temporarily a ~~need for~~  
national necessity for such  
labor of women caused by  
the necessity of essential  
production for the ~~war and~~  
the national ~~good~~ <sup>in war</sup> ~~must~~ facing  
this situation, and will  
assume responsibility for  
such ~~destruction~~ <sup>destruction</sup> from its  
~~own~~ <sup>own</sup> ~~resources~~ standards.

It will do so however <sup>only</sup> under  
~~strict~~ ~~reg~~ convincing proof of  
need and strict regulation which  
it intends to require (even in  
states ~~legal~~ <sup>legal</sup> ~~having~~ <sup>having</sup> no laws  
prohibiting night work.)

supervision of a designated federal department.

The War Emergency permit <sup>must</sup> ~~is to~~ be obtained by all plants employing women at night, even in states permitting night work for women. State departments of labor and industrial commissions are asked to co-operate by seeing to it that no exemptions are granted to any plant under state laws except after the issuance of a war emergency permit. The permit will be issued only for night shifts of eight hours or less. ~~No woman under eighteen years of age will be permitted to work at night, and in general~~ The standards outlined by the War Labor Board and the War Labor Policies Board, and the requirements of state labor laws will be rigidly enforced in any plant having a permit for night work.

H. In general the standards outlined by the War Labor Board, the War Labor Policies Board, General Orders #13 of the Chief of Ordnance and Circular #18 of the Quartermaster General and state labor laws, should be rigidly required in any plant having special exemption for night work.

4. Records of output should be kept in such a way as to determine the best schedule of hours from the point of view of production.
5. There should be adequate provision for health supervision including physical examination of women employed on the night shift.

From the ~~very~~ entrance of our country into the world war it has been the announced policy of the national administration to look with disfavor upon short-sighted attempts to set aside or to relax legal measures taken by the various states to safeguard the health and efficiency of the workers. Indeed in those states where legal regulation had not already been provided, it has been deemed wise in the interest of sustained output to extend equivalent protection and thus to require observance of well established rules of health. Upon careful consideration of more than a year's experience we reaffirm the wisdom of this policy, and recognizing that in time of war the emergency need for any temporary deviation from protected conditions prescribed by law or administrative order is best understood by the national administration, we now urge strict compliance with this rule that work be not done under other than the legally prescribed conditions <sup>insert</sup> until application to the War Labor Policies Board has determined that in the specific instance a war emergency exists sufficient to warrant the federal administration in assuming responsibility for granting a war emergency permit.



Statement from the Council of National  
Defense to the Governors of States  
Regulations governing Night Work of Women  
in War Manufacturing War Products  
for the Federal Government. Date :-

The increasing withdrawal of men from industry coupled with the enormous expansion of the War program has created the imperative necessity for the more extensive employment of women in the essential ~~and~~ industries. As their numbers increase while the available supply of men workers decreases, the departments of the government responsible for the conduct of ~~the~~ military operations are confronted with the problem of permitting women to be employed on night shifts in plants where women's production is <sup>required</sup> essential, as of allowing machinery to stand idle with the possible result of suffering our forces to go into the field under-equipped and undermanned. To the ~~practice~~ of employing women at night, the Government since the beginning of the war has ~~repeatedly expressed its~~ Recognizing the threat of permanent impairment of labor standards which the situation unfolds, the War Labor Policies Board regards it as a matter of the highest public importance that it shall formulate a program which while adequately meeting <sup>adequately</sup> the necessity for immediate production, will maintain the necessary safeguards for women workers.

From the beginning of the war it has been the policy of the Government to apprise short-sighted

TENTATIVE STATEMENT ON NIGHT WORK TO BE ISSUED BY WAR LABOR POLICIES BOARD

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As the war goes on and larger and larger numbers of men are withdrawn from industry for military service, requests for permission to employ women at night are growing more frequent. The War Labor Policies Board therefore regards it as a matter of public importance to make clear its attitude on this subject.

attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than increase production. It has been demonstrated that continuous and unregulated night work for women is harmful because of its bad effects on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the European countries. Several important industrial states in this country have laws prohibiting night work for women. It is of the utmost importance that these laws should not be repealed if the evidences are increasing that the laws will be attacked at the coming session of the legislatures unless wise plans are devised for meeting the problem through a more far-sighted policy.

This policy must be devised also in the light of the fact that in <sup>the Empire</sup> ~~the~~ in equality of states the employment of women at night is neither forbidden by law nor subject to regulation. In respect to the necessity for night work of women, it is now in many of the important centers of industry an established fact. In these states women will be employed at night in increasing numbers and without supervision by the government unless some method is devised of restricting the practice to the occasion wherein the national need may justify its adoption. Measures of protection throughout all the states must be taken because

From the entrance of our country into the world war it has been the announced policy of the national administration to ~~look with~~ <sup>oppose</sup> ~~disfavor upon~~ short-sighted attempts to ~~set aside or to~~ relax legal measures taken by the various states to safeguard the health and efficiency of the workers. ~~Indeed in those states where legal regulation had not already been provided, it has been deemed wise in the interest of sustained output to extend equivalent protection and thus to require observance of well established rules of health.~~ Upon careful consideration of more than

a year's experience we reaffirm the wisdom of this policy <sup>and</sup> ~~and~~ recognizing that in time of war, the emergency need for any temporary deviation from <sup>of the</sup> ~~prescribed~~ conditions, <sup>is demonstrated in</sup> ~~prescribed by law or administrative order~~ <sup>understood</sup> by the national administration, we now urge strict compliance

*the future*  
1  
*it should*

~~with this rule that work be not done under other than the legally prescribed conditions.~~ <sup>Prescribed by</sup> ~~prescribed~~ <sup>Government</sup> ~~in State Laws,~~

<sup>In case</sup> If, however, an emergency caused by the necessity of

essential production should be shown to arise indispensably requiring the night work of women, the War Labor Policies Board has determined to formulate procedure for temporary war permits allowing such work

*. A*  
*West*

It is recognized <sup>that</sup> night work for women has been found in the industrial <sup>thereby superseding local</sup> ~~experience of all countries, to be harmful~~ <sup>regulations under the</sup> ~~because of its effect on health~~ <sup>war powers</sup> ~~and because of its social effects.~~ <sup>of the Govern-</sup> ~~Before the war it was forbidden by inter-~~ <sup>ment</sup>

*morals, family life, welfare of children & industrial efficiency*

national treaties in the leading European countries. In the United States several important industrial states enacted laws <sup>specifying periods of rest at night</sup> ~~prohibiting night work and~~

*for women employed in factories and*

the New York statute was upheld as constitutional by the highest court of the state (Schweiner Press vs the People). In view of the country's need of preserving the industrial efficiency of its wage earning women, <sup>their employment at</sup> ~~the night work~~ will be allowed only in cases of <sup>extraordinary</sup> ~~extreme~~ urgency. ~~It is now decided that night~~

<sup>Plants</sup> ~~work for women~~ in states where <sup>it</sup> ~~it~~ has been legally resorted to in the past <sup>employment</sup>

Industrial experience has demonstrated that it is in the interests of long-continued production to safeguard the health and industrial efficiency of its women workers. The industrial efficiency of women workers is essential to the winning of the war and must be maintained by a definite safeguards against fatigue and physical strain.

In all states, therefore, night work of women will be permitted so far as the exigencies of the war situation will permit. If in any <sup>plant</sup> ~~plant~~ working on ~~or in connection with~~ a contract <sup>for the</sup> federal government, the War Department or the Navy finds that the employment of women between the hours of 10 p.m. and 6 a.m. is necessary for the prosecution of the war, ~~and if working hours between~~ the Secretary of War or the Secretary of the Navy, under conditions of employment of women recommended in each instance by the Women in Industry Service of the Federal Department of Labor (and approved by the Secretary of Labor), will transmit through the state agency charged with enforcement of labor laws, a temporary war certificate allowing the employment of women at night.

<sup>In states having laws prohibiting night work</sup> These certificates will be issued under the war powers of the federal government and will be a declaration to the state officials that a war emergency has arisen requiring that local regulations <sup>regarding</sup> shall be superseded in a particular plant for a specified period. ~~Night~~ Plants in states having no law

DEPARTMENT OF LABOR

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Insert- : <sup>Part</sup> Nightbreaks of Women can often be avoided by the employment of men & above draft age, & those not classified for military service; by the extension of plants or the introduction of an industry into new areas; ~~or by~~ <sup>or by</sup> thorough competent management. Permits will not be granted unless it is clear that these methods do not suffice to increase production.

<sup>will</sup> ~~be~~ come under uniform regulations with <sup>Use in</sup> ~~all applications in~~ states where  
<sup>in specified cases</sup>  
federal permits will in future supersede the state regulations.

Where the necessity <sup>for night work for women</sup> is proved, the Secretary of War or the Secretary  
of the Navy <sup>A</sup> will grant to a particular plant for a specified period, a war  
emergency permit, allowing the employment of women at night. Careful in-  
vestigation will determine the need <sup>for such work</sup> and each establishment holding a permit,  
shall be under the continued supervision of a designated federal department.  
The permit will be issued only for night shifts of eight hours or less. No  
such permit shall be issued unless the standards ~~of the War Labor Board and~~  
the War Labor Policies Board and the <sup>awards</sup> ~~determinations~~ of the War Labor Board  
shall have been fully complied with.

and where working conditions satisfactory  
<sup>Federal</sup>  
to the U.S. Government are established,

upon recommendations of the  
Woman in Industry Service of the  
Department of Labor

prohibiting night work will come under the  
same regulations beginning December 1<sup>st</sup> 1918.  
No plant working on a ~~war~~ contract for  
the War Department or the Navy will be allowed  
hereafter to employ women after 10 p.m. or  
before 6 a.m. without a war emergency  
certificate.

Proceeding the issuance of a certificate  
through misapprehension will determine the  
necessity for night work and each establishment  
holding a permit shall be under the continued  
supervision of the Woman in Industry Service  
of the Department of Labor, ~~or of~~ a  
federal agency designated by it.



6

encouraged. It will be the policy to avoid issuing certificates unless it shall be made apparent that it has been impracticable to void the necessity therefor by the employment of men over the draft age or unqualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by improved management, by the introduction of industries into new areas, *or by two day shifts of women* and the departments will endeavor to minimize the necessities by a careful distribution of contracts with due regard to the local labor supply. In the enforcement of the regulation the cooperation of state agencies will be sought in so far as they may be possible, and the powers confided to the various departments and bureaus of the Federal Government will be invoked to the fullest extent.



important centres of industry an established fact; and in the 41 States of the Union where the laws impose no restrictions, and in two others where under discretionary powers conferred by the Statutes the restrictions of the Statutes are permitted to be waived, women either are now or in the near future will be employed in night work, and may be expected then to be employed in constantly increasing numbers unless the Federal Government shall devise some method of restricting the practice to the occasion wherein the need may justify the adoption.

These measures of protection are taken by the Federal Government because industrial experience has demonstrated that there is in the interests of production to safeguard the <sup>health</sup> industrial efficiency of its woman workers.

*Labor, following a declaration from the Secretary of War or Navy*  
~~the Navy.~~ Such certificate should be in the form of a declaration to the proper state officials that a war emergency has arisen in a particular plant for a particular time. By this method, if any temporary deviation from conditions prescribed by law should be demonstrated to be necessary, the necessity for it will be determined solely by the national government, and the need will be met without permanent or sweeping changes in state labor laws. Furthermore, women will be protected against the dangers of night work in states now legally permitting it.

If the necessity for the employment of women between the hours of 10 P. M. and 6 A. M. is demonstrated, and if working conditions satisfactory to the Federal Government are established, the Secretary of ~~War or~~ *Labor* the Secretary of the Navy, under conditions *recommended* ~~approved~~ *Secretary of Labor* and *approved by the Secretary of Labor* ~~the U. S. Department of Labor~~, will transmit through the *State* state agency charged with enforcement of labor laws a temporary war certificate allowing the employment of women at night in the particular plant for a specified period and will request the State agency to co-operate in the enforcement of the limitations specified in each certificate. These certificates will be issued under the war powers of the Federal Government. Plants in states where night work has been legally resorted to in the past will come under the same regulations beginning December 1, 1918. No plant working on a war contract for the Federal Government will be allowed thereafter to employ women after 10 P. M. or before 6 A. M. without a war emergency certificate.

Thorough investigation *by the* will determine the necessity for night work and each establishment holding a certificate shall be under the continued supervision of a designated federal department. It should be emphasized that night work of women can often be avoided by the employment

of men over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Certificates will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

Certificates will be issued only for night shifts of eight hours or less and rotating shifts will be encouraged. Full compliance will be required with the standards set by the federal government, through the War Labor Board, the War Labor Policies Board and other agencies, including the requirement that women introduced into work hitherto done by men shall receive equal pay for equal work, and provisions for health, safety and comfort required in state labor laws.

(As corrected by Mr. Howe.)

*Statement*

September 6, 1918.

SUGGESTED DRAFT OF PROCEDURE ON NIGHT WORK OF WOMEN TO BE ISSUED  
BY THE WAR LABOR POLICIES BOARD.

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As a rapidly increasing force of men is withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to frequent requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers. ✓

From the beginning of the war it has been the policy of the ~~national administration~~ <sup>government</sup> to oppose short-sighted attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than to increase production. It is recognized also that continuous and unregulated night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the European countries. Several important industrial states in this country have laws prohibiting night work for women. ~~The national administration deems~~ <sup>government</sup> ~~It is~~ of the utmost importance that such laws prohibiting night work of women should not be repealed or the standards attained through them ~~generally~~ lowered. In those states in which night work is legal, it is important that the conditions of employment of women should be safeguarded. ✓

*Further*



Thorough investigation will determine the necessity for night work and each establishment holding a <sup>certificate</sup> permit shall be under the continued supervision of a designated federal department. It should be emphasized that night work of women can often be avoided by the employment of ~~women~~ men over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. <sup>Certificates</sup> Permits will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

<sup>Certificates</sup> Permits will be issued only for night shifts of eight hours or less and rotating shifts will be encouraged. Full compliance will be required with the standards and awards of the War Labor Board, including the provision that women introduced into work hitherto done by men shall receive equal pay for equal work, and other standards set by the federal government and the state labor laws.



Sept 6, 1918.

The increasing withdrawal of men from industry coupled with the sudden and enormous expansion of our war program, has brought us face to face with the alternative of providing an immediate increase in the labor supply or of suffering our forces to go into the field underequipped and undermanned. The exigency and immediacy of the need, as set forth by the departments of the Government responsible for the conduct of the *and* military operations, is such that it can be met only by stimulating the increased employment of women in the essential industries and by sanctioning temporarily even their employment on night shifts.

Since there lies in the adoption of that course a danger of lowering those standards which it has been the consistent policy of the Government to uphold, the War Labor Policies Board regards it as a matter of the highest public importance that it shall formulate a program which, while adequately meeting the need of immediate production, will maintain the necessary safeguards for women workers; will insure that their introduction into night work shall be limited to the periods of emergency and will render it certain that those periods shall be restricted to the time when, though the recruiting and mobilization of male labor withdrawn from other fields, production can be maintained without the utilization of women for night work. The need of the adoption of such a program and of the exercise of vigilance in its enforcement is emphasized by the fact that many of the states of the Union impose no restrictions whatever upon the employment of women in night work, and that but for such a program here might result a permanent lowering of essential standards.

September 6, 1918.

SUGGESTED DRAFT OF STATEMENT ON NIGHT WORK OF WOMEN TO BE ISSUED  
BY THE WAR LABOR POLICIES BOARD.

As a rapidly increasing force of men is withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to frequent requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

From the beginning of the war it has been the policy of the government to oppose short-sighted attempts to relax labor laws. *It has realized that* Long hours of work and employment seven days in the week tend to decrease rather than increase production. *It has realized also that* It is recognized also that continuous and unregulated night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war *such work* it was forbidden by international treaties in the European countries. *and* Several important industrial states in this country have laws prohibiting *or* night work for women. It is of the utmost importance that such laws *and that* prohibiting night work of women should not be repealed *if* the standards attained through them *should not be permanently* lowered. In those states in which night work is legal, it is important that the conditions of employment of women should be further safeguarded.

7 It has been decided therefore, that *where* night work for women in plants working on or in connection with contracts for the Federal Government *should* be prevented so far as the exigencies of the war situation will permit *and* *shall, will* *it* will be authorized only upon the official certificate of the Secretary of

*The Secretary of the*

War or Navy. Such certificate should be in the form of a declaration to the proper state officials that a war emergency has arisen in a particular plant for a particular time. <sup>well</sup> ~~By this method,~~ <sup>thus</sup> any temporary deviation from conditions prescribed by law should be demonstrated to be necessary, the necessity for it will <sup>thus</sup> be determined solely by the national government, and the need will be met without permanent or sweeping changes in state labor laws. Furthermore, women will be protected against the dangers of night work in states <sup>where it is now unregulated.</sup> ~~now legally permitting it.~~

<sup>when</sup> If the necessity for the employment of women between the hours of 10 P. M. and 6 A. M. is demonstrated, and <sup>where the existence of</sup> ~~if~~ working conditions satisfactory to the Federal Government <sup>is</sup> ~~are~~ established, the Secretary of War or the Secretary of the Navy, under conditions approved by the <sup>Secretary of Labor</sup> ~~Woman~~ Industry Service of the U. S. Department of Labor, will transmit through the state agency charged with enforcement of labor laws ~~an~~ <sup>temporary war cert-</sup> ~~ant~~ certificate allowing the employment of women at night in the particular plant for a specified period and will request the State agency to co-operate in the enforcement of the limitations specified in each certificate. These certificates will be issued under the war powers of the Federal Government. Plants in states where night work has been legally resorted to in the past will come under the same regulations beginning December 1, 1918. No plant working on a war contract for the Federal Government will be allowed thereafter to employ women after 10 P. M. or before 6 A. M. without a war emergency certificate.

[ Thorough investigation will <sup>ascertain the necessity of the certificate</sup> ~~determine the necessity for night~~ work and each establishment holding a certificate <sup>will</sup> ~~shall~~ be under the continued supervision of a designated federal department. ] It should be emphasized that night work of women can often be avoided by the employment

that night work of women can often be avoided by the employment of men over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Certificates will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

Certificates will be issued only for night shifts of eight hours or less and rotating shifts will be encouraged. Full compliance will be required with the standards set by the federal government, through the War Labor Board, the War Labor Policies Board and other agencies, including the requirement that women introduced into work hitherto done by men shall receive equal pay for equal work, and provisions for health, safety and comfort required in state labor laws. *with/ke*

20 copies

September 6, 1918.

SUGGESTED DRAFT OF STATEMENT ON NIGHT WORK OF WOMEN TO BE ISSUED BY THE WAR LABOR POLICIES BOARD.

As a rapidly increasing force of men is withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to frequent requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

From the beginning of the war it has been the policy of the government to oppose short-sighted attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than increase production. It is recognized also that continuous and unregulated night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the European countries. Several important industrial states in this country have laws prohibiting night work for women. It is of the utmost importance that such laws prohibiting night work of women should not be repealed or the standards attained through them lowered. In those states in which night work is legal, it is important that the conditions of employment of women should be further safeguarded.

It has been decided, therefore, that night work for women in ~~plants~~ <sup>in connection with</sup> plants working on contracts for the Federal Government should be prevented so far as ~~the power of the Government is concerned~~ <sup>the exigencies of the war situation will permit, and will</sup> ~~be not allowed~~ <sup>(be authorized) only</sup> ~~upon the official request~~ <sup>certificate</sup> of the Secretary of War or Navy. Such



draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Certificates will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

Certificates will be issued only for night shifts of eight hours or less and rotating shifts will be encouraged. Full compliance will be required with the ~~standards and awards of the War Labor Board~~ <sup>standards set by the federal government, through the War Labor Board, including the provision</sup> that women introduced into work hitherto done by men shall receive equal pay <sup>permissible for health, safety and comfort.</sup> for equal work, and ~~other standards set by the Federal Government~~ <sup>required in</sup> state labor laws.

*Board, the War Labor Board and other agencies,*

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*required in*  
*state labor laws.*

September 6, 1918.

SUGGESTED DRAFT OF STATEMENT ON NIGHT WORK OF WOMEN TO BE ISSUED  
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It has been decided, therefore, that night work for women in plants working on contracts for the Federal Government should be prevented so far as lies in the power of the Government to prevent it and not allowed except upon the official request of the Secretary of War or Navy. Such



request should be in the form of a certificate to the proper state officials declaring that a war emergency has arisen in a particular place for a particular time. It is the belief of the Board that such certificate should be recognized by all state officials as sufficient evidence of the necessity of temporarily modifying state regulations. By this method, if any temporary deviation from conditions prescribed by law should be demonstrated to be necessary, the necessity for it will be determined solely by the national government, and the need will be met without permanent or sweeping changes in state labor laws. Furthermore, women will be protected against the dangers of night work in states now legally permitting it.

If the necessity for the employment of women between the hours of 10 P.M. and 6 A.M. is demonstrated, and if working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, under conditions approved by the Woman in Industry Service of the U. S. Department of Labor, will call upon the state agency charged with enforcement of labor laws to grant to a particular plant for a specified period a temporary war certificate allowing the employment of women at night. These certificates will be issued under the war powers of the federal government. Plants in states where night work has been legally resorted to in the past will come under the same regulations beginning December 1, 1918. No plant working on a war contract for the federal government will be allowed thereafter to employ women after 10 P.M. or before 6 A.M. without a war emergency certificate.

Thorough investigation will determine the necessity for night work and each establishment holding a certificate shall be under the continued supervision of a designated federal department. It should be emphasized that night work of women can often be avoided by the employment of men over the

draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Certificates will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

Certificates will be issued only for night shifts of eight hours or less and rotating shifts will be encouraged. Full compliance will be required with the standards and awards of the War Labor Board, including the provision that women introduced into work hitherto done by men shall receive equal pay for equal work, and other standards set by the federal government and the state labor laws.

September 3, 1918.

SUGGESTED DRAFT OF STATEMENT ON NIGHT WORK OF WOMEN TO BE ISSUED  
BY THE WAR LABOR POLICIES BOARD  
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As the war goes on and larger and larger numbers of men are withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to an increasing number of requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to make clear its attitude and to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

From the beginning of the war it has been the announced policy of the national administration to oppose short-sighted attempts to relax the labor laws of the various states. It has held that long hours of labor and employment seven days in the week tend to decrease rather than to increase production. Night shifts, however, although in general found to produce less than the day shifts, nevertheless result in a net increase of output through the continuous use of the available machinery.

It is recognized that continuous night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the leading European countries. In the United States several important industrial states have laws prohibiting night work for women, and the New York Statute has been upheld as constitutional by the highest court of the state. In European countries, however, the progress of the war has led to the

employment of women at night, although experience indicates that it should be kept within limits and carefully regulated.

It is of the utmost importance that the standards attained in state legislation should be upheld and that the need for any temporary deviation from conditions prescribed by law should be determined only by the national government, and the need met without permanent or sweeping changes in state labor laws. On the other hand, women should be protected against the dangers of night work in states which now legally permit it.

Therefore, if the necessity for the employment of women between the hours of 10 P.M. and 6 A.M. is demonstrated and if working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, under conditions approved by the Woman in Industry Service of the U. S. Department of Labor, will ask the state agency charged with enforcement of labor laws to grant to a particular plant for a specified period a war emergency permit allowing the employment of women at night. Plants in states where night work has been legally resorted to in the past will come under the same regulations. No plant working on a war contract for the federal government will be allowed hereafter to employ women after 10 P.M. or before 6 A.M. without a war emergency permit.

Careful investigation will determine the need for night work, and each establishment holding a permit shall be under the continued supervision of a designated federal department.

The permit will be issued only for night shifts of eight hours or less, and rotating shifts whereby night work for any individual occurs only for one week in three will be encouraged. No such permit will be issued unless the awards of the War Labor Board and other standards set by the federal government and the provisions of the state labor law for safety, health and comfort shall have been fully complied with. Night work of women can often be avoided by the employment of men over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants or the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply, or by improved management. Permits will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

September 3, 1918.

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BY THE WAR LABOR POLICIES BOARD

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As the war goes on and larger and larger numbers of men are withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to an increasing number of requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to make clear its attitude and to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

From the beginning of the war it has been the announced policy of the national administration to oppose short-sighted attempts to relax the labor laws of the various states. It has held that long hours of labor and employment seven days in the week tend to decrease rather than to increase production. Night shifts, however, although in general found to produce less than the day shifts, nevertheless result in a net increase of output through the continuous use of the available machinery.

It is recognized that continuous night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the leading European countries. In the United States several important industrial states have laws prohibiting night work for women, and the New York statute has been upheld as constitutional by the highest court of the state. In European countries, however, the progress

of the war has led to the employment of women at night, although experience indicates that it should be kept within limits and carefully regulated.

It is of the utmost importance that the standards attained in state legislation should be upheld and that the need for any temporary deviation from conditions prescribed by law should be determined only by the national government, and the need met without permanent or sweeping changes in state labor laws. On the other hand, women should be protected against the dangers of night work in states which now legally permit it.

Therefore, if the necessity for the employment of women between the hours of 10 P.M. and 6 A.M. is demonstrated and if working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, under conditions approved by the Woman in Industry Service of the U. S. Department of Labor, will ask the state agency charged with enforcement of labor laws to grant to a particular plant for a specified period a war emergency permit allowing the employment of women at night. These permits will be issued under the war demands of the federal government. Plants in states where night work has been legally resorted to in the past will come under the same regulations, beginning January 1, 1919. No plant working on a war contract for the federal government will be allowed. Thereafter to employ women after 10 P.M. or before 6 A.M. without a war emergency permit.

WZPB

WAR LABOR POLICIES BOARD

July 23, 1918.

REPORT OF COMMITTEE ON ENFORCEMENT OF STATE LABOR LAWS IN WORK DONE  
ON CONTRACT FOR THE FEDERAL DEPARTMENTS.

On July 12, 1918 the War Labor Policies Board adopted the following clause to be inserted in government contracts:  
"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 question arises as to the means of enforcement of this provision, especially as the recent opinion of the Acting Judge Advocate General has been interpreted by some manufacturers as denying the right of inspection to State Departments of Labor.

At the meeting of the Board held on July 19th a committee was appointed "to determine the interpretation of the contracts clause adopted by the Board on July 12th in regard to the right of State Departments of Labor to make inspections in plants doing government work, the committee to report at the next meeting."

This committee makes the following report:

The committee is agreed that it is desirable to use the State Labor Inspection force in securing compliance with the provisions of federal contracts regarding labor conditions, but that it is necessary that the work of inspection should be carefully supervised by departments of the federal government and that from time to time federal officers themselves should make inspections under the direction of the Department of Labor or the Industrial Service Sections of the departments placing contracts. To accomplish this end the following resolution is suggested to be adopted by the War Labor Policies Board. "In order to insure the enforcement of the provisions of the contracts that all work required in carrying them out shall be performed in full compliance with the laws of the State, Territory or District of Columbia where such labor is performed

" Be it resolved, that the head of each department placing contracts be asked to designate State Labor Departments or Industrial Commissions as his duly authorized representatives to enforce this provision of the contracts, such designation to be made for each state separately on recommendation of the War Labor Policies Board based on the effectiveness of the organization for enforcement in each state."

The following form is suggested:

"The (Secretary of War or Secretary of Navy) hereby designates the (New York State Industrial Commission) and (designate by name) members of said Commission as his duly authorized representative or representatives with respect to contracts for work to be performed in (New York State) on his behalf and on behalf of the various bureaus, contracting officers and agencies of the (War or Navy) Department, to enforce the provisions of the contracts with said department, its officers, bureaus and agencies requiring all work done in the (State of New York) to be performed in full compliance with the laws of (New York State)."

effective

As a means of securing enforcement of these provisions and of establishing means of co-operation between State Departments of Labor and the federal departments, it is further suggested that the War Labor Policies Board call a conference of representatives of State Departments of Labor at an early date. The Child Labor Division of the Children's Bureau held such a conference a year ago, and its Director assures us that it would be of service to her if a meeting of this kind could be called with one session devoted to the subject of enforcing the contract provision regarding child labor. The Women in Industry Service had also contemplated such a conference on the subject of women's work with the additional subject of enforcement of State labor laws. A meeting of this kind would seem to be amply justified and would have the advantage of acquainting officers of State Departments of Labor with the federal agencies now formulating labor policies.

Respectfully submitted,

Mary Van Kleeck, Chairman

Samuel J. Rosensohn  
Major, J. A. G., R. C.,

Harry Leonard  
Major, J. A. G., M. C.,  
Navy Department.

WAR LABOR POLICIES BOARD

-2-

REPORT OF COMMITTEE ON ENFORCEMENT OF STATE LABOR LAWS

(To be considered August 16th, 1918)

The following form of designation is submitted by the Committee:

"The (Secretary of War or Secretary of Navy) hereby designates ....., or his successor, as his duly authorized representative to cooperate with the federal government with respect to contracts for work to be performed in.....(state), and to make specified inspections on his behalf and on behalf of the various bureaus, contracting officers and agencies of the (War or Navy) Department, to enforce the provisions of the contracts with said department, its officers, bureaus and agencies, requiring all work done in the .....(state) to be performed in full compliance with the laws in regard to labor of.....(state)."

Form suggested  
by Mr. Howe

"The (Secretary of War or Secretary of Navy) hereby designates the Secretary of Labor or his duly authorized representative with respect to inspection and enforcement of the clauses in this contract as to conditions and hours of labor, on his behalf and on behalf of the various bureaus, contracting officers and agencies of the (War or Navy) Department, to enforce said provisions of the contracts with said department, its officers, bureaus and agencies, and as his authorized representative for the enforcement of the provisions of this contract, requiring all work done in.....(state) to be performed in full compliance with the laws of.....(state)."



WAR LABOR POLICIES BOARD

DRAFT OF TELEGRAM TO GO TO STATE GOVERNORS RE ENFORCEMENT  
OF STATE LAWS

(For consideration at meeting of August 16th, 1918)

To : The Governor of (name of state)

I. The War Labor Policies Board, appointed to unify the labor policies of the Federal Government, has prepared various contract clauses which affect industrial relations. All future contracts given out by government departments will include these clauses. They make certain requirements such as the restriction of child labor and of convict labor and the observance of all State factory laws.

II. It is planned to designate the proper officials in each state to consult with and assist the federal authorities who are responsible for enforcing these regulations and who will, to some extent, maintain inspection services of their own.

III. For this purpose, the War Labor Policies Board requests your cooperation in carrying out this policy. It intends to designate \_\_\_\_\_ (and \_\_\_\_\_) or his successor (their successors) for this work and hopes that you will direct him (them) to assist the federal authorities. It will be of great advantage for a representative from his (their) department (or board) to attend a conference of federal and state officials, to be held in Washington on September 16th and 17th.

Will you kindly wire what action you have taken, collect?

Felix Frankfurter, Chairman,

War Labor Policies Board.

WAR LABOR POLICIES BOARD

August 14, 1918.

REPORT OF THE COMMITTEE ON ENFORCEMENT OF STATE LABOR LAWS.

To the War Labor Policies Board: (To be considered August 16th, 1918)

The Committee recommends that all State bodies duly authorized by their states to enter factories for the purpose of enforcing state factory laws, be designated to consult with and assist the Federal Government in enforcing contract clauses. In some States more than one body is so authorized. If a formal designation is given to each one, it will avoid local friction and will leave the federal authorities free to use any that prove to give valuable assistance. On the other hand, such a designation will not bind the government to work through these bodies. The fact that part of the inspection will be carried on directly by federal officials will be made clear to them.

It is recommended that this designation be made by the Secretary of War, the Secretary of the Navy, the Executive Chairman of the Shipping Board and the President of the United States Housing Corporation.

Appended is a form letter to be sent to the Governors, a copy going at the same time to each official to be designated. The Committee recommends that these letters be sent immediately.

Careful investigation will determine the need for night work, and each establishment holding a permit shall be under the continued supervision of a designated federal department. The permit will be issued only for night shifts of eight hours or less, and rotating shifts whereby night work for any individual occurs only for one week in three will be encouraged. No such permit will be issued unless the awards of the War Labor Board and other standards set by the federal government and the provisions of the state labor law for safety, health and comfort shall have been fully complied with. Night work of women can often be avoided by the employment of men over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants or the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply, or by improved management. Permits will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

charged with responsibility for determining the conditions under which a given plant will be permitted to employ women at night and will cause an investigation to be made in advance of the granting of the permit. At the time when the permit is granted the Woman in Industry Service will designate an appropriate official agency to supervise the night shift for women during the period of the permit and will receive regular reports regarding the conditions of employment in each plant holding a permit.

Conferences have been held with the War Department and with the Navy regarding the organization of staffs of women inspectors in connection with those departments to carry on the necessary administrative procedure for the granting of permits. A women's Branch is already organized in the Ordnance Department and is fairly well equipped to handle the work in plants working on contracts for that department, although the staff must be enlarged. Arrangements can probably be made for inspections through the existing forces in the Quartermaster's Department, and plans are under way for other divisions of the War Department. The Navy prefers to have the administrative work done in the Department of Labor and will make this possible through co-operation with the Woman in Industry Service.

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Alternative suggestions for the first and second sentences on Page 2.

In the adoption of this policy it has been moved by its recognition of the fact that long hours of work and employment seven days in the week tend to decrease rather than to increase production, by the demonstration that the non-regulated night work of women is harmful because of the deteriorating effects on health, morals, family life and the welfare of children, emphasized as this demonstration is by the international treaties in European countries which forbade the practise, and by the legislation adopted in several important industrial states in this country to the same effect.

Paragraph on page six.

It is believed that this plan of regulating night work for women in all states, while meeting the need of immediate production will remove the incentives to repeal of state laws against night work and will maintain necessary safeguards for women workers and insure that their introduction into night work shall be limited to the period of emergency. Moreover, it will render it certain that those periods of emergency will be restricted to the time when, through the recruiting and mobilization of male labor withdrawn from other fields or the better utilization of distribution of labor within the field, production will be adequate. And further, through the decrease of labor turnover which will result from the adoption of standards and the creation of improved working conditions, and through the more vivid realization by all participants in industry that the price of delay is the blood of our men at the front, production will be accelerated to the point where the further employment of women at night may become unnecessary.

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*Night work  
Sept.*

TENTATIVE STATEMENT ON NIGHT WORK TO BE ISSUED BY WAR LABOR POLICIES BOARD

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As the war goes on and larger and larger numbers of men are withdrawn from industry for military service requests for permission to employ women at night are growing more frequent, and the War Labor Policies Board regards it as a matter of public importance to make clear the attitude of the federal government on this subject.

It is the policy of the administration as voiced frequently by both the President of the United States and the Secretary of War that the standards protecting women in industry shall be rigidly maintained, and it is highly important that no state should take a backward step by failing to maintain the safeguards already achieved. Night work for women has been held to be injurious because of its effects upon health and because of its social effects. Several important industrial states have no laws prohibiting night work, and it has been resorted to extensively in working on war contracts. It has been the experience of England that with an increasing number of women in industry it is exceedingly difficult to avoid night work for women, but it should be permitted only when the federal government finds that it is necessary for essential production for the war. Where it is proved to be necessary, the Secretary of War or the Secretary of Labor will grant to a particular plant for a specified period a war emergency permit making possible the employment of women at night. This permit will be issued only after careful investigation, and after the consent of the employer has been obtained to the establishment of adequate safeguards under the continued

supervision of a designated federal department.

The War Emergency permit is to be obtained by all plants employing women at night, even in states permitting night work for women. State departments of labor and industrial commissions are asked to co-operate by seeing to it that no exemptions are granted to any plant under state laws except after the issuance of a war emergency permit. The permit will be issued only for night shifts of eight hours or less. No woman under eighteen years of age will be permitted to work at night, and in general the standards outlined by the War Labor Board and the War Labor Policies Board, and the requirements of state labor laws will be rigidly enforced in any plant having a permit for night work.

Night Work for Women

August 31, 1918.

Mr. L. R. Palmer, Commissioner  
Department of Labor,  
Harrisburg, Pa.

My dear Mr. Palmer:

I have received a copy of your letter of August 16th to Mr. William M. Hargest, Deputy Attorney General, regarding the request made by Miss Mary A. Brosnahan of the United States Employment Service on behalf of the Thurlow Steel Works, for permission to employ women at night and I note that you have suggested that Miss Brosnahan refer this matter to the Woman in Industry Service. We are filing these papers for future reference in case either the Company or the Employment Service sends us a direct communication. Until that time we assume that no action is necessary.

Very truly yours,

Mary Van Kleeck,  
Director, Woman in Industry Service.

August 31, 1918.

My dear Mrs. Neale:

The Department of Labor and Industry of Pennsylvania has sent me the attached copy of a letter from Miss Brosnahan, Examiner in Charge, Woman's Division, United States Employment Service in Chester, Pa. It raises a question at once as to whether the examiners in charge of the local employment service, should, on behalf of the plant, make application to the Attorney General or to state authorities, for permission for night work for women. The Acting Commissioner of Labor of Pennsylvania has written to the Deputy Attorney General, suggesting that I ask Miss Brosnahan to refer the matter to me. Until an official communication comes to me from the plant or from Miss Brosnahan, I am not acting upon it, but I bring it to your attention in case you may wish to take the matter up directly with Miss Brosnahan.

Sincerely yours,

Mary Van Kleeck,  
Director, Woman in Industry Service.

Mrs. Margaretta Neale, Director  
Woman's Division,  
U. S. Employment Service,  
Washington, D. C.

COPY FOR MISS VAN KLEECK

①  
Redeemed Aug 21 9:20 P.M.

August sixteenth,  
Nineteen hundred and eighteen.

SUBJECT: Request for Employment of Females after  
10:00 P.M. Thurlow Steel Works, Chester.

Mr. William M. Hargest,  
Deputy Attorney General,  
Harrisburg, Pennsylvania.

My dear Mr. Hargest:

Acknowledging your letter of August sixteenth with attached communications from Mr. Collins and Miss Mary A. Brosnahan, would advise that Mr. Collins is correct in his statement that this Department has no authority to grant such permit as requested by Miss Brosnahan.

I would suggest that you ask Miss Brosnahan to refer the matter to Miss Mary Van Kleeck, Director of Women in Industry of the Federal Department of Labor, Ouray Building, 8th and G Streets, Washington, D. C., who is the proper party to investigate this matter.

Yours very sincerely,

Acting Commissioner.

P/P/J

COPY FOR MISS VAN KLEECK

DEPARTMENT OF LABOR  
U. S. EMPLOYMENT SERVICE

616-618 Sproul St.,  
Chester, Pa.

August 8, 1918.

Attorney General,  
Harrisburg, Pa.

The Thurlow Steel Works of Chester, Pa., a firm engaged in the manufacture of steel shells for the United States Government, intends to take on women labor in their plant providing they can obtain a permit for women to work at night as it is absolutely necessary for them to have a night shift.

What procedure is necessary to obtain such a permit?

Your immediate assistance is requested as the work of this plant will be held up until such information is forthcoming. Thank you for a prompt reply.

(Signed) Mary A. Brosnahan,  
Examiner in Charge, Women's Div.  
U. S. Employment Service,

*Night work for women*

Pre

August 30, 1918.

Miss Pauline Goldmark,  
The National Consumers' League,  
289 Fourth Avenue,  
New York, N.Y.

My dear Miss Goldmark:

Thank you for your letter of August 27th. As you may have surmised, the tentative draft which was mailed to you in New York, was sent out before I had received your suggestions for changes. All of your suggestions are noted. Meanwhile we are having conferences with representatives of the men's and women's unions, called together informally in the office of the A.F. of L. It is not likely that immediate action will be taken but it is of course important that all of the groups interested should be thinking together, in order that we may deal wisely with the situation when the emergency arises.

Thank you so much for all that you are doing to help.

Sincerely yours,

Mary Van Kleeck,  
Director, Woman in Industry Service.



NATIONAL CONSUMERS' LEAGUE

289 FOURTH AVENUE, NEW YORK CITY

Telephone, 5923 Gramercy

2

President, Hon. NEWTON D. BAKER, Washington, D. C.  
Treasurer, G. HERMANN KINNICUTT, New York City

General Secretary, Mrs. FLORENCE KELLEY  
Publication Secretary, Miss Josephine Goldmark  
Research Secretary, Miss Pauline Goldmark

August 27, 1918

Miss Mary Van Kleeck  
Ouray Building  
Washington, D. C.

Dear Miss Van Kleeck:-

Thank you for your letter of the 24th enclosing the revised statement of nightwork. I shall be glad to give it further consideration and send you my suggestions.

May I suggest now that in the last paragraph "cases of extraordinary urgency" should be changed to "under circumstances of extraordinary urgency" as a somewhat stronger statement?

Sincerely yours,

*Pauline Goldmark*

PG

Night work for women

August 28, 1918.

MEMORANDUM

FOR: Mr. Frankfurter, Chairman, War Labor Policies Board.  
FROM: Miss Van Kleeck, Director, Woman in Industry Service.

I have taken up with Dr. Hopkins and Mr. Howe the necessary procedure for administration of the proposed plan for regulation of night work, and find that they are both ready to accept such suggestions as we may make. Mr. Howe thinks that there are objections to the establishment of a women's branch in connection with the Navy. He would prefer to have it centralized in our office, but the Navy would assume the necessary expense. His suggestion is that we nominate women as inspectors for the Navy, who will then be appointed by the Navy and assigned to our office to handle the work in plants working on Navy contracts. As a procedure he asks that when we are ready to nominate, the request come from the Secretary of Labor to the Secretary of the Navy.

Do you approve the plan suggested? Do you think that it will involve any difficulties in relation to other divisions of the Department of Labor? Have I your authorization to proceed at once to prepare the necessary list of nominations? Assuming that the plan is approved, I would of course wish to select a Director for the work, who would then choose her own staff. I am sure that there is a great deal to be done on the industrial problems affecting women in Navy plants, and the plan suggested seems to me to be a very promising one.

Mary Van Kleeck,  
Director, Woman in Industry Service.

Night Work for Women

August 28, 1918.

MEMORANDUM

FOR: Dr. E. M. Hopkins, Office of the Secretary of War.  
FROM: Miss Van Kleeck, Director, Woman in Industry Service.

In accordance with our conversation yesterday I should like to outline what seems to me necessary in the way of administrative machinery to carry out the proposed plan for regulation of night work for women. As you know, the plan proposed the issuance of a war emergency permit for a specified period to a particular plant. These permits would have to be secured by any plant working on contracts for the federal government whether in a state prohibiting night work for women or in a state permitting it. Before the plan is announced, it is essential that we should be prepared promptly to make the necessary investigations.

The recommendations are to be made to the Secretary of War or the Secretary of the Navy by the Woman in Industry Service of the Department of Labor. With our limited funds it will be possible for us only to act as a reviewing office, while the investigation work is done by a force in the purchasing Department. The bulk of the work in the War Department will

come in the Ordnance Department, the Bureau of Aircraft Production and the Quartermaster's Department, although provision should also be made for plants working for the Chemical Warfare Service.

1. ORDNANCE DEPARTMENT. It would seem to me to be necessary to ascertain from the Industrial Service Section of the Ordnance Department whether they are prepared to handle investigation of plants now employing women at night, especially in New Jersey and Connecticut, as well as to handle special requests coming from states prohibiting night work. In my judgment it is essential if prompt investigations are to be made while not curtailing the other work of the Women's Branch, that the Women's Branch of the Ordnance Department should very soon have a staff of fifty workers. Of course the Industrial Service Section is in the best position, however, to determine how large a staff may be necessary. I should be glad if we could have information on this point soon.

2. BUREAU OF AIRCRAFT PRODUCTION. As I understand it, the plans for the Industrial Relations Division of the Bureau of Aircraft Production do not contemplate the establishment of a separate women's branch, but this problem would seem to come under the heading of the section dealing with working conditions and standards. Will this section be prepared to handle the necessary investigations of plants manufacturing aircraft?

3. QUARTERMASTER'S DEPARTMENT. As I understand it the board of administration of labor standards for army clothing is developing an inspection force. Is this sufficiently extensive to make it possible for them to handle at once the problems which

we have suggested? In any case it would seem to me to be essential that a woman should be appointed in connection with the Quartermaster's Department, whose whole time and attention would be given to the problems of night work for women, utilizing the inspection force already established if that is sufficient.

4. CHEMICAL WARFARE SERVICE. Concerning this Service the same general plan seems to me to apply, although I have very little information as to the extent of manufacture for this service. The inquiry which we are now making in Niagara Falls reveals the fact that there will be serious health problems in the chemical industries, and therefore very special qualifications it seems to me should be required of the inspecting force which might be appointed for this work.

COORDINATION OF INSPECTION. It would seem to me to be highly important that some plan of districting and interchange of inspections between these various divisions should be worked out. This can only be determined on the basis of exact facts as to the location of the contracts for the various services. Will it be possible to secure this information from the Industrial Relations Section of the Bureau of Labor Statistics as a basis for determining a plan?

You may be interested in knowing that the Navy has decided not to appoint a separate women's branch, but on nomination from the Woman in Industry Service of the Department of Labor they will appoint a staff of women inspectors who will then be assigned to the Woman in Industry Service to handle all work for Navy plants.

*Night work for women*

August 24, 1918.

Doctor J. B. Andrews,  
131 East 23rd Street,  
New York, N.Y.

My dear Doctor Andrews:

The enclosed revised statement was read informally at the meeting of the War Labor Policies Board yesterday, and I was instructed to proceed with the plan, having the approval in general of the Board. No final vote will be taken and no statement issued until next Friday at the earliest. Meanwhile, I should appreciate greatly any criticisms or suggestions from you regarding the proposed draft, especially if they tend to shorten the statement. We are most appreciative of your help in coming to Washington and going over this important matter with us and we shall count upon your continued advice, as our plans develop. We realize more and more that we have a tremendous administrative task ahead and we shall certainly need the help of the Association.

Sincerely yours,

*Night Work for Women*

August 24, 1918.

Miss Mary E. Dreier,  
37 Madison Avenue,  
New York, N.Y.

My dear Miss Dreier:

On Monday Dr. Andrews and Miss Goldmark helped to prepare a tentative statement to be read to the War Labor Policies Board. The enclosed draft was submitted to them yesterday and the general plan of procedure approved, although no final vote on the plan or the statement to be issued, will be taken until next Friday or possibly later. Will you not let me have any criticisms or suggestions of the enclosed statement before that date.

Thank you heartily for coming to Washington for the conference. We shall wish to maintain close connections with you in the development of this important plan.

Sincerely yours,

Mary Van Kleeck,  
Director, Woman in Industry Service.

Enc.



*rights and for women*

August 24, 1918.

Miss Pauline Goldmark,  
National Consumers' League,  
105 E. 22nd Street,  
New York, N.Y.

My dear Miss Goldmark:

I enclose a copy of the revised statement proposed to be issued by the War Labor Policies Board. This was read to the Board yesterday and I was instructed to proceed along the lines indicated. The statement, however, will not be made public and no final vote will be taken upon it until administrative procedure and various other details have been worked out. Meanwhile will you not send me any comments on the enclosed draft. It should probably be condensed.

Thank you very much indeed for all the help that you have given in this important matter. We shall hope to keep constantly in touch with you regarding it.

Sincerely yours,

Mary Van Kleeck,  
Director, Woman in Industry Service.

Enc.

TENTATIVE DRAFT OF STATEMENT ON NIGHT WORK OF WOMEN

TO BE ISSUED BY

THE WAR LABOR POLICIES BOARD

(As read to the War Labor Policies Board at its meeting, August 23, 1918)

*Members of War  
Committee  
frequent*

As the war goes on and larger and larger numbers of men are withdrawn from industry for military service, <sup>the urgent need for continuous production</sup> requests for permission to employ women at night are ~~growing more frequent~~. The War Labor Policies Board therefore regards it as a matter of public importance to make clear its attitude.

From the entrance of our country into the world war it has been the announced policy of the national administration to oppose short-sighted attempts to relax legal measures by the various states to safeguard the health and efficiency of the workers. Upon careful consideration of more than a year's experience we reaffirm the wisdom of this policy.

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*WTP* If, because of the extraordinary conditions caused by the war in

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Where the necessity for <sup>the employment of</sup> night work for women is proved and where <sup>between the hours of 10 p.m. and 6 a.m.</sup>

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 tension of plants or the introduction of an industry into new areas; or by thoroughly competent management. Permits will not be granted unless it is clear that these methods do not suffice to increase production.

*with due regard to the local labor supply;*

In view of the country's need of preserving the industrial efficiency of its wage earning women, their employment at night will be allowed only in cases of extraordinary urgency. Plants in states where night work has been legally resorted to in the past will come under <sup>the same</sup> uniform regulations ~~with those in states where federal permits in specified cases will~~ <sup>on and after January 1st, 1919 -</sup> in future take precedence over the state regulations. No plant working on a war contract for the federal government will be allowed hereafter to employ women after 10:00 p.m. or before 6:00 a.m. without a war permit.

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THE WAR LABOR POLICIES BOARD

(As read to the War Labor Policies Board at its meeting, August 23, 1918)

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*Night Work for Women*

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*Night walk for women  
August 21, 1918.*

MEMORANDUM.

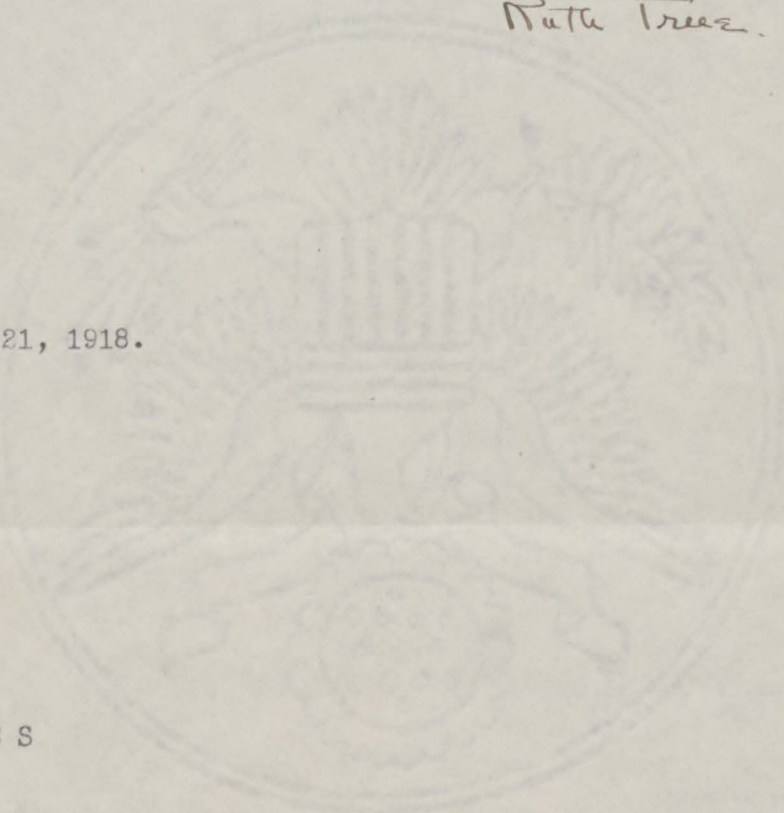
TO: Miss Van Kleeck.  
FROM: Miss True.

I have received the same memorandum from Mr. Bell regarding the printed lists of state officials to be attached to state contracts. I have the matter in mind and will take care of it, but thought it could wait until the rush of plans for the conference was over and the formal designations were gotten out.

*Ruth True.*

August 21, 1918.

R T : E S



night work

Dear Miss Van Kleeck

Sau-

for

August 20, 1918.

My dear Mrs. Kelley:

Thank you heartily for your letter of August 16th. Miss Goldmark has been most helpful to us in developing a policy in this matter but we shall reach no final decision without very full consideration and we shall have to have further advice from you.

Yours sincerely,

MARY VAN KLEECK,  
Director, Women in Industry Service.

Mrs. Florence Kelley,  
Wasskeag, Hancock County,  
Maine.

NASKEAG  
HANCOCK COUNTY, MAINE

8-16-18

ack

very sorry to be unable to attend tomorrow's conference. Under existing conditions, with boats and trains withdrawn, and telegrams transmitted by mail in rural Maine, it is physically impossible to reach Washington in the interval between the sending of your telegram and the holding of the conference.

It is good news that it will be held.

And Pauline Goldman will represent the National Consumers' League in the best sense of the word "representative".

If I were there, my position would be as follows: - The Consumers' League is in no way in opposition to right work for women, in normal times, on grounds of health, morals, family life, welfare of children and, finally, industrial efficiency and output.

Every argument which applies in normal times, applies with added weight in war times.

When we return ~~that~~ ~~may~~ ~~be~~ ~~convinced~~

HARVEY  
HARVEY COUNTY, MAINE

When the nation's men are being killed  
and disabled wholesale, women and  
children must be safeguarded to the  
limits of human ingenuity, in the interest  
of the future.

Thousands of descendants of soldiers of  
the Civil War are undernourished both in  
the generations of the children and the  
grandchildren, because of hardships suffered  
a half century ago. Striking individual examples  
of this are within my own observation, and  
slight enquiry among Southern people never  
fails to draw forth fresh examples.

On grounds of actual output, moreover, I am  
convinced that nightwork is an important con-  
structing cause to large labor turnover. I do not  
mean I after women have broken down from  
nightwork, but in anticipation that they may  
do so. The figures are, of course, meagre and  
inadequate. But I have lived a quarter cent-  
ury among women wage earners. I know their  
tendency to drifters, floaters, and how this is  
intensified by overtime and nightwork.

John  
my opinion,  
I have never  
and

fact  
policy  
very  
from  
the

- 1. any drafted men remain unattached  
to be used on night shifts, they should,  
in my opinion, be utilized in preference to women.
- 2. Wherever older men can be employed, this should  
be done, and evidence furnished that it has been  
done, before women are taken on.
- 3. But far more important is the extension of  
plants, or the introduction of an industry into  
new areas, so that work 16 hours by the whole  
plant, instead of 24 may be the rule.
- 4. I am convinced that employing women at  
night is a confession of incompetent  
management, all apparently conflicting  
evidence to the contrary notwithstanding.
- 5. From the point of view of the Nation's future,  
it is undeniably so.
- 6. On rereading the foregoing, I see that I  
have omitted to mention negro men  
as possible substitutes for women at  
night. Women are doing men's work in  
many fields both by day and by night, in  
which I believe that negro men could

History of  
in the interest  
of the  
of the  
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of the



4

will replace them. Negro men are excluded  
from much industrial employment on  
grounds of their prejudice.

A glaring example of this is the recent  
employment of women in glasswork in  
nightwork in which they were never before  
engaged.

I am very sorry, indeed, to miss the dis-  
cussion. I am sure it will be most enlightening.

Nothing that can be cited will, however,  
outweigh, to my own mind, the observations  
made when I was factory inspector of Min-  
ois, as to the effect of nightwork upon  
the health and character of the women and  
girls who were then employed at it.

Yours Sincerely,  
Forence Kelley

Night work In brief.

Report on Investigation of Night Workers in New Haven  
July 19th, and August 1-4, 1918

Employer: Sargent & Co. and the Government

Number of workers interviewed: 56

Age: 36 between 20 and 30 years, 4 under 20, 16 over 30

Family: 45 with husbands at work  
11 without other means of support

Nationality: 44 Italian, 6 Irish-American, the rest scattering

Kind of work: press work for Sargent & Co., link inspection for the Government

Hours of work: 5 p.m. to 1 a.m. Mon. to Fri. night -1/2 hour offtime  
5 " to 12 m Saturday night  
44 hours per week

Pay: \$16.75 a week by day rates  
2.85 to \$4.00 a night by piece work

Hours of rest: 51 rest until 8 or 9 a.m. mostly  
5 get up between 4.30 and 6 o'clock to get their husbands' breakfasts and go back to bed again  
53 reported that they slept well

Home duties: 20 reported all of the housework, care of the children and the laundry  
26 reported most of the work and care of the children  
1 worked in her father's store in the day  
9 did little or no housework  
56

Meals: 24 ate a shop lunch at 10 p.m.  
28 ate two shop lunches, at 7 and at 10 p.m.  
All reported but one hearty meal during the day

Use of Stimulants: 15 drink a pint of coffee at 10 p.m.  
32 drink tea or coffee only once a day or none at all  
11 drink " " " 3, 4, or 5 times a day

Health: 44 reported good health  
12 " not very good health  
56

Moral environment: unanimously reported good

Reasons for taking up night work:

47 for the money and to do the housework and care for the children or husband during the day  
9 for various other reasons

Reasons for giving up night work at Sargent's:

2 could not stand it, 11 had various other reasons

Previous night work: 15 had previously worked a 10-hour night at the Winchester Repeating Arms Co. and given it up because too hard

11 had worked from 10 nights to 6 weeks at Winchester's and  
" " " 6 weeks to 4 months at Sargent's and  
all but one were still at work  
4 " " " 3 to 6 months at Winchester's  
all but one were still at work at Sargent's

See pages 6, 7, & 8.

Report on Investigation of Night Workers in New Haven  
July 19th and August 1-4, 1918

Employer: Sargent & Co.

Six of the workers interviewed were working in the Sargent factory but directly for the Government and were on the same schedule of hours and pay as the Sargent workers.

Number interviewed: 56

43 working nights at the time of the investigation  
13 " " no longer  
56

Ages: 1 was over 50 years of age  
3 were " 40 and under 50 years  
12 " " 50 " " 40 "  
36 " " 20 " " 30 "  
4 " under 20  
56

Family: 6 were single and boarding with the family  
2 " widows with young children  
37 " married, with young children, and husband at work  
1 was " " " " " " " " off & on  
1 " " " " " " " " in jail  
1 " " " one young child, deserted by husband  
1 " " " grown children, and husband at work  
6 were " " no " " husband at work  
1 was married, " no " " " in the army  
56

Nationality of the Sargent workers: 44 were Italian  
2 " Jewish  
1 was English  
1 " Irish-American  
1 " Ukrainian  
1 " German-American  
of the Government workers: 5 were Irish-American  
1 was English  
56

Kind of work: bending on a big press, dangerous  
curling on a foot press  
sizing, hard work, both hand and foot motions necessary  
machine operating on shells  
link inspection, Government work, very monotonous, not popular with the younger women who like the excitement of the machine.

Hours of work: 5 - 10 p.m. : 10.20 p.m. - 12.50 a.m., Mon.-Fri. inclusive  
5 - 10 p.m. : 10.20 p.m. - 12 midnight, Saturday  
7-1/2 hours 5 nights in the week  
6-1/2 hours Saturday night  
Total: 44 hours per week  
Sunday work: none

The machinery stops at 10 p.m. for 20 minutes for a lunch period, but nothing is said if a little more time is taken.

Some workers stop about 5 minutes at 7 o'clock to eat a sandwich

They are allowed to stop at 10 minutes before 1 o'clock to clean and wash up.



Hours of rest of those working nights at the time of the investigation:

12 reported rest until 7.30 or 8.30 a.m. Eleven slept well.  
 25 " " " 9 or 10 " , sometimes later.  
 1 can't sleep until 3 a.m., sleeps lightly and wakes with the noises.  
 1 does not sleep well because the baby wakes her up, sometimes gets up early to wash.  
 1 " sound sleep until 12 noon.  
 5 " that they got up anywhere from 4.30 to 6 a.m. to get their husbands breakfasts, went back to bed and slept until 9, 10 or 11 a.m.  
 43

of those working nights no longer:

4 reported that they rested until 6, 7 or 8 a.m.  
 4 " " " " " 8, 9 or 9.30 a.m.  
 4 " " " " " 9.30, 10 or 11 a.m.  
 1 " " she " " 8 to 11, very irregular.  
 13

Total 56.

Home duties: 9 reported none at all or a little help.  
 1 had a little maid but did a good deal herself.  
 4 did all except the flat wash.  
 5 " " " " wet wash.  
 12 " " " " washing and ironing.  
 20 " " the house work and the washing and ironing.  
 1 helped her mother in the house and her father in the store, found it too hard, has given up night work.  
 4 did not report. Three had little children.  
 56

Meals:

1 ate three meals a day and no night lunch.  
 18 reported three meals a day and one shop lunch, at 10 p.m.  
 5 " two " " " " one " " " 10 p.m.  
 1 " one " " " " one " " " 10 p.m.  
 has always had poor health.  
 13 " three meals a day and two shop lunches, at 7 & 10 p.m.  
 11 " two " " " " two " " " 7 " 10 p.m.  
 2 " one meal " " " two " " " 7 " 10 p.m.  
 2 " one " " " " two " " " 7 " 10 p.m.  
 3 did not report.  
 56

Use of stimulants:

4 did not report  
 11 reported drinking no stimulant at all.  
 3 " " a little tea or coffee.  
 18 " " tea or coffee once a day, 5 at 10 p.m.  
 9 " " " " " twice " " , 4 " 10 p.m.  
 7 " " " " " three times, 3 " 10 p.m.  
 4 " " " " " 4 or 5 " , 4 " 10 p.m.  
 56 15

Health of those working nights at the time of the investigation:

35 reported good health.

1	had worked 2 nights.			
1	" " 2 weeks,	had 4 children,	did all work but laundry	
2	" " 3 "	" 4 & 6 "	" " " " "	
			" " and "	
8	" " 4 "	2 1 to 5 "	" most of the work.	
		1 had no child		
1	" " 5 "			
2	" " 6 "	had 4 & 5 children	" all work and laundry	
			" " " but "	
1	" " 7 "	" no "	" most of the work	
4	" " 2 months	" 3, 3, 6 & no "	" " " " "	
1	" " 2-1/2 "	" 3 "	" all work & laundry	
2	" " 3 "	" 3 & 3 "	" " " " "	
7	" " 4 "	" 3, 4 or no "	" most of work & "	
1	" " 5 "	" 3 "	" all but flat wash	
2	" " 6 "	" 4 & no "	" " " " "	
			" " and wash	

33

10 reported not very good health:

1	had worked 1 week,	had 1 child,	" all work but laundry
2	" " 2 weeks,	" 4 & 5 children,	" " " " "
2	" " 4 "	" 2 & no "	" " " " "
			" " " and "
1	" " 6 "	" 1 child,	expects to stop night work
2	" " 7 "	" 1 "	does all her work, just
			living on her nerves
		" no "	does all work but laundry
1	" " 8 "	" 4 children,	" " " but flat wash
1	" " 4 "	" 5 "	" " " " laundry

10

Total: 43

of those working nights no longer:

11 reported good health.

1	had worked 1 week,	had no child.	
1	" " 2 weeks,	" 1 "	did all work but laundry
2	" " 3 "	" 1 & no "	" " " and "
1	" " 4 "	" no "	" " " " "
2	" " 1 month,	" 4 children each,	" " " " "
1	" " 6 weeks,	" no "	" no housework
1	" " 2 months,	" 3 "	" all work and "
1	" " 2-1/2 "	" 1 child,	" " " " "
1	" " 3 "	" 4 children,	" some housework

11

Total 56 reporting health.

Moral environment: unanimously reported good.

" Good crowd."

" Mr. S. ( the superintendent ) is awful careful. "

" The inspectors are the only men allowed in the rooms  
the girls. "

Reasons for taking up night work:

- 38 for the money and to take care of the children by day.
- 1 to pay hospital bills and take care of the baby by day.
- 2 " " " " " " " " husband by day.
- 1 for the sake of her health, got run down with day work & dances.
- 4 to do the housework by day, no children.
- 2 because it does not interfere with other arrangements.
- 2 could not get day work.
- 3 thought they would like the hours.
- 1 " it would be easier than day work.
- 1 likes to go to Savin Rock afternoons for the bathing ( single )
- 1 took the notion ( single ).

1  
56

Reasons for giving up night work at Sargent's:

- 1 was asked to go on days because night work was slack.
- 1 did not like to work on Saturday nights.
- 2 were afraid of the big press and could not get changed to daywork
- 2 went on a strikeoff sizers for higher pay & were not taken back.
- 1 was discharged because of trouble with another worker.
- 1 left to have an operation.
- 1 left to have a baby, will take it up again.
- 2 could not stand it.
- 1 asked for piece rate pay, claimed that she" put out 35  
boxes where many did only 18 or 19. "
- 1 gave it up because her mother wished her to ( single, age  
17 years ).

—  
13

Previous night work:

15 of the Sargent night workers had previously worked at the  
Winchester Repeating Arms Co.

Their hours had been 7 to 12 p.m.  
12.30 to 3 a.m.  
3.15 to 5 a.m.

9-3/4 hours a night five nights in the week.  
48-3/4 hours a week.

Service 9-3/4 hours a night	Why given up.	Service 7-1/2 hrs. a night
1 week	did not like the long night	6 weeks, still at work
10 nights	too hard	2 months, " " "
2 weeks	too hard	4 months, " " "
2 weeks	could not keep awake nights or sleep days	4 months, " " "
3 weeks	did not like the job at W's left S's because afraid of the big press	1 month, - - -
4 weeks	could not keep awake nights or sleep days	4 months, " " "
4 weeks in 1916	could not stand it	7 weeks, " " "
5 weeks	too hard	4 months, " " "
5 weeks	had to sleep all day, no time to care for children	4 months, " " "
6 weeks	" My God, sleep all the time, no good. "	4 months, " " "
1 month	could not stand it	2 months, " " "
3 months	too hard, so tired in the morning	1 month, " " "
4 months in 1915		
6 months in 1917	tired and sleepy	2 months, " " "
4 months in 1918	did not like the job or the pay	3 weeks, " " "
6 months	could not sleep all day left Sargent's to have an operation	3 weeks - - -

15 workers with previous experience in working nights.



Remarks of workers:

As to hours: " Five to one o'clock is grand. "

" Five to one is ideal. Whoever put that up did something good. "

" Could never have more satisfactory hours even in time of peace. "

" The last hour from 12 to 1 o'clock is just as good for work as any. Nobody minds it. From 3 a.m. in Winchester's is not good for anything. Everybody got tired. "

" Have been on piece work in day work, but never worked so willingly as on the 8 hour night. Very tired the last hour on the 10 hour shift. "

" I would stand for it in time of peace on general principles for those who have to work. It is better than a 10 hour day for married women and single ones too. "

A former practical nurse.

" I would approve of such hours in peace, would like to see two eight hour shifts from 7 a.m. to 12 midnight. It would be worse for the women who need money to worry than to work until 1 o'clock. "

A former schoolteacher.

" The girls stand up fine under an 8 hour night, don't get tired. The night gang gets more work out in 8 hours than the day gang does in 9. The boss says so. "

" I was up until 12 nights before I began night work. "

" All Italians are up until 11 or 12 at night. "

" Part of the night workers sit up late Sunday night. Some go to bed early. "

"

In general:

" The children go to bed with the father and get up with the mother or sleep till after the mother is up. "

" You know how it is with children. When they go to bed early, they wake early. When they go to bed late they sleep late "

" My husband wants me to give up night work. He doesn't like to put the children to bed. "

" Fine at Sargent's. "

" Lovely at Sargent's. "

" Awful pleasant at Sargent's. "

" You can't imagine how good it is at Sargent's. No man in the room. Girls sing when they work. "

General remarks:

" Nice bosses. The day boss gaveme an easy job when I was not feeling well. He did not send me home as they usually do. "

" Fifty girls applied for night work this morning. Some sid they came from Winchester's. Unless they have been out six weeks, they don't get hired. "

" There are a great many accidents, not every day, but every week. "

" The strike lasted only two days. They all went back. "

" The Italians have a coffee club. A man comes around with bananas and ice-cream cones.at ten o'clock every night. Every-body buys of him. "

In one family a little girl of ten years does all the housew| work except the laundry, even washes the floor. Her brother of twalve sells papers.

From 5 to 6 o'clock in the afternoon, the oldest child or the grandmother or an aunt or a neighbor takes care of the children until the father comes home at 6 o'clock.

One girl had injured two fingers because the other girls were fooling and pushed her elbow. It happened twice. She told the boss she was careless.

One worker who had given up night work because of poor h health was earning a dollar a day doing homework on ladies gowns for a factory, works all day and sometimes up to 10 o'clock at night.

Night work for women

WOMAN IN INDUSTRY SERVICE

August 19, 1918.

Miss Agnes Nestor,  
Room 820, 139 N. Clark Street,  
Chicago, Ill.

Dear Agnes:

We had a conference here last Saturday with the National Consumers' League, The A.A. of L.L. and the National Woman's Trade Union League. Miss Goldmark, Dr. Andrews, Mary Dreier, Mrs. Rantoul and Grace Abbott attended the conference. We were considering the question of night work for women. There are certain industries where war work is particularly pressing, that are asking continuously for permit to work women at night in the states where there are laws prohibiting night work for women. Of course in the other states they are doing as they please about it. The question that we considered very seriously was the one, how are we going to best protect the laws now on the statute books. We feel that where the pressure of the production is so great, that there is no other way out, and it is better to grant the permit, under strong supervision of the Government, taking wages, hours and conditions of work into consideration, and thereby forestalling a general onslaught on the labor laws for women when the next legislatures meet. If we take the position, after thorough investigation, that it is necessary to relax the laws and the Government taking the responsibility and not the state, we feel that under those conditions we can keep intact the labor laws. After a three hours' conference we were able to agree that this was the best way out of it. Miss Van Kleeck is going to write a statement which will be taken before the War Labor Board and then issued as the Government's position on this question. I will see that you get a copy.

Elizabeth is doing very fine in her new position and seems quite happy. I suppose you know that Hockels is here as secretary to Mr. Olander. He is going to stay here for two weeks. Will probably be here most of the time. He is now a regular Washingtonian, wearing a Palm Beach suit. I suppose you know by this time what Olive is going to do, whether she is coming here or not. I sincerely believe that at this time, with as liberal government as we are having to organize labor, that we can do more for the labor movement by working on the inside of the government than on the outside.

With love and best wishes,

Yours sincerely,

MARY ANDERSON,  
Assistant Director, Woman in Industry Service.

8-18-'18

Night work

TENTATIVE PROGRAM REGARDING NIGHT WORK FOR WOMEN IN THE WAR INDUSTRIES.  
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As the war goes on and more men are drafted, requests for exemption from laws prohibiting night work of women are growing more frequent, and it is desired to work out a policy and a procedure for dealing with them.

From a legal point of view the problem has three aspects:

1. Requests are made from states like Wisconsin or Massachusetts in which the legislature of the state has granted power to an industrial board or commission to permit exemptions.
2. Requests are made from states like Pennsylvania in which the Industrial Board is held to have no power to grant exemptions.
3. Night work is prevalent in the war industries in states like New Jersey in which there is no law prohibiting night work.

Discussion Discussion is therefore desirable on the following points:

1. If it is clearly proved that production demands an increased labor supply for a given equipment, is it desirable for the federal government to urge or to permit the employment of women at night even in states in which there is now a prohibition of night work ~~or in~~ <sup>on</sup> ~~these states~~ should it be held by the federal government that the state law prohibiting night work should be rigidly adhered to?
2. Is it desirable to try to work out a definite method of regulation and supervision applying to all federal contracts which shall be based on the idea that night work is to be permitted only in specific plants after definite investigation of its necessity, and then under a definite method of regulation and supervision?

3. What shall be the procedure before granting an exemption?

A plan of procedure is already in process of development. Requests made to the office of the Secretary of War either directly by a plant or by the Industrial Commission or through a contract department such as the Ordnance Department, are referred for recommendation to the Woman in Industry Service. If the request has not already been investigated, the Woman in Industry Service requests an investigation, preferably by the contracting department, if that department is equipped for it. This investigation is expected to cover:

- (1) The necessity for night work in that plant from the point of view of production.
- (2) The conditions in the plant from the point of view of labor management, showing whether or not a night shift for women is likely to produce results or whether there may be some other more desirable method of increasing production.
- (3) In case the employment of women at night seems necessary, the conditions which should be required as a prerequisite to making a recommendation to the Secretary of War.

4. What should be the method of regulation in case an exemption is granted? Up to the present time no requests for exemption from night labor laws passing through the hands of the Director of the Woman in Industry Service or the Chief of the Women's Branch of the Ordnance Department has been granted. Therefore, the method of supervision after the granting of a request remains to be formulated. Formulation in advance of making such a recommendation is obviously desirable. It has been suggested that in every instance a statement of the conditions under which the recommendation will be made should be submitted in advance to be accepted by the employer before the Woman in Industry Service makes a recommendation to the office of the Secretary of War, and the recommendation should then have attached to it the written consent of the employer to the conditions imposed.

The suggested procedure is as follows:

1. The Woman in Industry Service will designate a supervising authority, which may be the contracting department such as the Ordnance Department through its Women's Branch, the state Industrial Commission, the U. S. Public Health Service, (if for example the request comes from a hazardous industry in which health supervision is essential), or some other official agency.
2. That if the plant should agree to employ a woman in a responsible supervisory position to have charge of the night shift of women.
3. That the following conditions should be required:
  - A. The night shift should not work more than eight hours and should have not less than three quarters of an hour recess at night with rest periods in the period of work before and after midnight.
  - B. No woman under eighteen years of age should be employed at night.
  - C. There should be adequate illumination and the sanitary conditions of the plant should be acceptable to the Woman in Industry Service.
  - D. There should be transportation facilities making it possible for the worker to come to work and return home without undue delay or fatigue, and there should be supervision of the women workers in their journeys at night hours.
  - E. A lunch room should be provided in which a nourishing meal can be secured at midnight and at the close of the night shift.
  - F. Night work should be strictly limited to women employed on the contract specified, and there should be a time limit at the end of which period the extension of the permit should be again considered by the same procedure as when it was first granted.
  - G. Rotating shifts should be encouraged which will make continuous night work unnecessary.

Night work for women.

WOMAN IN INDUSTRY SERVICE

August 15, 1918.

My dear Mrs. Robins:

I received your letter together with copies of the other letters a few days ago and I have just heard that you have left New York and gone back home. I was hoping very much that you would attend the meeting here on Saturday but have just heard that Melinda Scott is coming in your place. We

We have the question of exemptions in night work continuously before us and we have one particular place at the Bethlehem Steel. It so happens that the work they make for the Government is needed very badly and we were told if production could be pulled up, if only one percent, it would be appreciated by the War Department. We will have to decide what our attitude will be on the premises. If we stand pat and say that no night work should be allowed for women, there will be a general on-slaught on these laws as soon as the legislatures meet. If we, on the other hand, will permit night work in not more than eight hour shifts, and the rotation of shifts under the best possible supervision, and take each case separately, we will be able to keep intact the labor laws now on the statute books for women.

I have not been able to see Mary O'Sullivan as yet but shall do so at the earliest possible moment. I do not believe that you need to worry very much about Miss Smith's attitude on Miss Rankin. She, of course, will abide by whatever the Executive Board decides. I feel that she was just a little needlessly agitated on the subject but I believe that it comes from her training with the suffrage organization. I wish you could have been in Washington next Saturday. With much love and best wishes,

Yours sincerely,

MARY ANDERSON,  
Assistant Director, Woman in Industry

Mrs. Raymond Robins,  
1437 West Ohio Street,  
Chicago, Ill.

P.S. It is a joy to have Elizabeth Christman here. Her first work was with the Argo people and they had a dandy hearing. It looks very good. She may have to go to Chicago soon for the hearing of the waiters and waitresses' case that is now before the War Labor Board.

Night work

WOMAN IN INDUSTRY SERVICE

August 14, 1918

My dear Mr. Neave:

In accordance with our discussion last Friday I am writing to outline to you the special problem now before the Woman in Industry Service, which is very directly related to the work which your committee will undertake.

As you know, some of our most important industrial states have laws prohibiting the employment of women at night, and there has been a strong and sustained movement in this country on behalf of several responsible organizations to prevent night work for women. This is an international movement in which a large number of foreign nations have agreed.

As the war goes on, however, many demands are coming from plants turning out essential products to be relieved of the night work restrictions in order that they may employ women on three eight hour shifts. In view of the far reaching consequences of any policy which may be adopted by the federal government on this subject, it is of course essential that the need for women workers on night shifts in the plants requesting it should be clearly established, and this cannot be done until we have a thorough-going appraisal of the man power of the country, not only as of today, but as it may be changed through the draft in the next few months.



There is now established a procedure whereby the office of the Secretary of War refers to the Woman in Industry Service all requests for exemption from state labor laws affecting women, and a number of important cases are now pending, notably the request from the Bethlehem Steel Plant. Probably no one plant is working on more essential products than the Bethlehem Steel Company, and the need for increased production seems to be abundantly proved. The situation at Bethlehem also seems to indicate that without a much greater supply of houses at least, the number of available women cannot be greatly increased. The problem must obviously be handled, however, not with reference to any one community, but with reference to the entire labor supply of the country. A similar request is before us from the chemical industries of Niagara Falls. Therefore we should be exceedingly glad to be kept in touch with the progress of your work in order that we may have all possible light in acting upon these important questions.

Sincerely yours,

Mary Van Kleeck,  
Director, Woman in Industry Service.

Night work

TENTATIVE PROGRAM REGARDING NIGHT WORK FOR WOMEN IN THE WAR INDUSTRIES.

August

As the war goes on and more men are drafted, requests for exemption from laws prohibiting night work of women are growing more frequent, and it is desired to work out a policy and a procedure for dealing with them.

From a legal point of view the problem has three aspects:

1. Requests are made from states like Wisconsin or Massachusetts in which the legislature of the state has granted power to an industrial board or commission to permit exemptions.
2. Requests are made from states like Pennsylvania in which the Industrial Board is held to have no power to grant exemptions.
3. Night work is prevalent in the war industries in states like New Jersey in which there is no law prohibiting night work.

Discussion is therefore desirable on the following points:

1. If it is clearly proved that production demands an increased labor supply for a given equipment, is it desirable for the federal government to urge or to permit the employment of women at night even in states in which there is now a prohibition of night work or in those states should it be held by the federal government that the state law prohibiting night work should be rigidly adhered to?
2. Is it desirable to try to work out a definite method of regulation and supervision applying to all federal contracts which shall be based on the idea that night work is to be permitted only in specific plants after definite investigation of its necessity, and then under a definite method of regulation and supervision?

3. What shall be the procedure before granting an exemption?

A plan of procedure is already in process of development. Requests made to the office of the Secretary of War either directly by a plant or by the Industrial Commission or through a contract department such as the Ordnance Department, are referred for recommendation to the Woman in Industry Service. If the request has not already been investigated, the Woman in Industry Service requests an investigation, preferably by the contracting department, if that department is equipped for it. This investigation is expected to cover:

- (1) The necessity for night work in that plant from the point of view of production.
- (2) The conditions in the plant from the point of view of labor management, showing whether or not a night shift for women is likely to produce results or whether there may be some other more desirable method of increasing production.
- (3) In case the employment of women at night seems necessary, the conditions which should be required as a prerequisite to making a recommendation to the Secretary of War.

4. What should be the method of regulation in case an exemption is granted? Up to the present time no requests for exemption from night labor laws passing through the hands of the Director of the Woman in Industry Service or the Chief of the Women's Branch of the Ordnance Department has been granted. Therefore, the method of supervision after the granting of a request remains to be formulated. Formulation in advance of making such a recommendation is obviously desirable. It has been suggested that in every instance a statement of the conditions under which the recommendation will be made should be submitted in advance to be accepted by the employer before the Woman in Industry Service makes a recommendation to the office of the Secretary of War, and the recommendation should then have attached to it the written consent of the employer to the conditions imposed.

The suggested procedure is as follows:

1. The Woman in Industry Service will designate a supervising authority, which may be the contracting department such as the Ordnance Department through its Women's Branch, the state Industrial Commission, the U. S. Public Health Service, (if for example the request comes from a hazardous industry in which health supervision is essential), or some other official agency.
2. <sup>That</sup> If the plant should agree to employ a woman in a responsible supervisory position to have charge of the night shift of women.
3. That the following conditions should be required:
  - A. The night shift should not work more than eight hours and should have not less than three quarters of an hour recess at night with rest periods in the period of work before and after midnight.
  - B. No woman under eighteen years of age should be employed at night.
  - C. There should be adequate illumination and the sanitary conditions of the plant should be acceptable to the Woman in Industry Service.
  - D. There should be transportation facilities making it possible for the worker to come to work and return home without undue delay or fatigue, and there should be supervision of the women workers in their journeys at night hours.
  - E. A lunch room should be provided in which a nourishing meal can be secured at midnight and at the close of the night shift.
  - F. Night work should be strictly limited to women employed on the contract specified, and there should be a time limit at the end of which period the extension of the permit should be again considered by the same procedure as when it was first granted.
  - G. Rotating shifts should be encouraged which will make continuous night work unnecessary.

H. In general the standards outlined by the War Labor Board, the War Labor Policies Board, General Orders #13 of the Chief of Ordnance and Circular #18 of the Quartermaster General and state labor laws, should be rigidly required in any plant having special exemption for night work.

4. Records of output should be kept in such a way as to determine the best schedule of hours from the point of view of production.

5. There should be adequate provision for health supervision including physical examination of women employed on the night shift.

8 -- MEMO for War Labor Policies Board, July 8, 1918.

III-A

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.

of women is an important means of accomplishing this end.

The statements as to the policies made by the War Labor Policies Board along the line outlined above will enable the War Industries Board to insist on substitutions the reasonableness of which have been determined by an expert analysis of all the facts. Any attempt on the part of the War Industries Board to promote substitution except on such a basis will mean that the best possible use is not made of the reserve supply of women workers.

The Office of the Provost Marshal General

The Local Draft Boards need to know whether men for whom industrial exemptions are sought are necessary or whether women can be substituted either immediately or after a period of time is given for necessary readjustments.

The substitution policies formulated by the War Labor Policies Board in accordance with the plan here outlined could form a general guide for local and District Draft Boards.

The Employment Service.

The United States Employment Service will be responsible for information as to labor shortage rendering the substitutions necessary and in its placement of the individual women for seeing that they are made in accordance with the standards laid down by the War Labor Policies Board. The Community Labor Boards can be of great assistance in (a) making local application of the policies by preparing for the local employment office lists of local industries in which approved substitutions are possible and (b) in reporting through the Director of the Employment Service to the War Labor Policies Board as to processes at which women are locally employed and which are not included among those approved by the War Labor Policies Board, and (c) in acting generally in an advisory capacity to the local employment office so that the local substitutions will be made in accordance with the national policies with as little confusion as possible.

The Training and Dilution Service

For the successful utilization in essential war industries of men and of women now employed in non-essential occupations and of women not now productively employed, it is necessary to provide training schools and classes. The Training and Dilution Service is responsible for the training and should be consulted with reference to the substitutions which are approved.



Dr. Hamilton called to see you and left the following message:

"I have been testing weights a good deal during the past week and I am no longer willing to assert to the standard for weights that may be lifted at intervals of from 1 to 5 minutes throughout the day. I am quite sure that instead of 5 lbs. higher than the first limit, the figure ought to be lower than the first limit, perhaps as low as 15 or 20 lbs, anyway not 30 lbs."

September 18, 1918

TO THE GOVERNORS OF ALL STATES:

REGULATIONS GOVERNING NIGHT WORK OF WOMEN IN PLANTS MANUFACTURING  
WAR PRODUCTS FOR THE FEDERAL GOVERNMENT.

The increasing withdrawal of men from industry coupled with the enormous expansion of the war program has created the imperative necessity for the more extensive employment of women in the essential industries. As their numbers increase while the available supply of men workers decreases the departments of the government responsible for the conduct of military operations are confronted with the problem of permitting women to be employed on night shifts in plants where continuous production is required, or of allowing machinery to stand idle with the possible result of suffering our forces to go into the field under-equipped and under-munitioned. Recognizing the threat of permanent impairment of labor standards which the situation unfolds, the War Labor Policies Board regards it as a matter of the highest public importance that it shall formulate a program which while meeting adequately the necessity for immediate production, will maintain the necessary safeguards for women workers.

From the beginning of the war, it has been the policy of the government

to oppose short-sighted attempts to relax labor laws.

and employment seven days in the week tend to decrease rather

production. It has been demonstrated that continuous and unregu-

lar work for women is harmful because of its bad effects on health, morals,

family life and the welfare of children. Before the war it was forbidden

by international treaties in European countries. Several important

industrial states in this country have laws prohibiting night work for

women. It is of the utmost importance that these laws should not be

repealed. Yet the evidences are increasing that these conditions reinforced

by the patriotic impulse in favor of measures that seem to lead to

increased production may secure the repeal of statutes which it has taken

years of patient endeavor to secure, unless wise plans are devised through for

meeting the problem through a more far sighted policy.

This policy must be devised also in the light of the fact that in

the large majority of states the employment of women at night is neither

forbidden by law nor subject to regulation. Irrespective of the necessity

for night work of women, it is now in many of the important centers of industry an established fact, with no state law to restrict it. In these states women will be employed at night in increasing numbers and without supervision by the government unless some method is devised of restricting the practice to the occasion wherein the national need may justify its adoption. Measures of protection throughout all the states must be taken because industrial experience has demonstrated that it is in the interest of long continued production to safeguard health and industrial efficiency. The industrial efficiency of women workers is essential to the winning of the war and must be maintained by adequate safeguards against fatigue and excessive physical strain.

In all states, therefore, night work of women will be prevented so far as the exigencies of the war situation will permit. If in any plant working on a contract or sub-contract for the federal government the War Department or the Navy finds that the employment of women between the hours of ten P. M. and six A.M. is necessary for the prosecution of the war, the Secretary of War or the Secretary of the Navy, under conditions of employment recommended in each instance by the women in

Industry Service of the Federal Department of Labor acting for the Secretary of Labor, will transmit through the state agency charged with enforcement of labor laws a temporary war certificate allowing the employment of women at night in a particular plant for a specified period. In states having laws prohibiting night work these certificates will be issued under the war powers of the federal government and will be a declaration to the state officials that a war emergency has arisen requiring that local regulations regarding night work should be superseded in a particular plant for a specified period. Plants in states having no law prohibiting night work of women will come under the same regulations beginning December first, 1918. No plant working on a contract or sub-contract for the War Department or the Navy will be allowed thereafter to employ women after ten P.M. or before six A.M. without a war emergency certificate.

Thorough investigation preceding the issuance of a certificate will determine the necessity for night work and the safeguards which should be established for the women employed, and each establishment holding a permit shall be under the continued supervision of the Woman in Industry

Service of the Department of Labor or of a federal agency designated by it.

In the enforcement of the regulations the cooperation of state agencies will be sought and the powers confided to the various departments and bureaus of the federal government will be invoked to the fullest extent.

A Certificate will be issued only when the necessity therefor has been demonstrated and when it has been established to the satisfaction of the government that the working conditions in the plant conform to the standards set by the federal government, including the provision that women doing the same work as men shall receive the same pay. Full compliance will be required with the provisions for health, safety and comfort demanded in the state labor law. A plant holding a certificate will be required to limit the employment of women by day or night to shifts of eight hours or less, and rotating shifts will be encouraged. A certificate will be continued in force only so long as the required standards are maintained.

It will be the policy to withhold a certificate unless it shall be made apparent that it has been impracticable to avoid the necessity therefor by the employment of men over the draft age or unqualified for military

service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of industries into new areas by two day shifts of women, or by improved management. The departments will endeavor also to minimize the necessity for insuing certificates by a careful distribution of contracts with due regard to the local labor supply.

It is believed that this plan of insuring regulation of night work while meeting for women in all states, ~~wikkkxzak~~ the need of immediate production will maintain the necessary safeguards for women workers; will insure that their introduction into night work shall be limited to the period of emergency; will maintain the present state laws against night work on the statute books; and will render it certain that the period of employment of women at night shall be restricted to the time when through the recruiting and mobilization of male labor ~~is~~ withdrawn from other fields or the better utilization or distribution of labor within the field production will be adequate. Through diminution of labor turnover which will result from the adoption of standards and the creation of improved working conditions and through the more vivid realization on by all participants in industry

that the price of delays is the blood of our men at the front, production  
may be accelerated to the point where the further employment of women  
at night shall become unnecessary.



Tale: Night work

November 6, 1918.

From: Miss Jones.  
TO: Miss Van Kleeck.

In connection with some other work, it has come to my attention that both Kansas and Oregon might be considered as having night work laws. In each state the Industrial Welfare Commission has forbidden women working at night, and in each case this ruling has the force of a law. I venture to call this to your attention so that, if you are not familiar with the matter and care to have me look up the detailed information, I can do so.

## REPORT ON NIGHT WORK

(To be considered at the meeting of the War Labor Policies Board  
on September 6, 1918.)

On August 9th and again on August 23rd the problem of night work for women in war industries was presented by the Director of the Woman in Industry Service for discussion by the War Labor Policies Board. No action by the Board was requested at that time pending conferences with organizations and individuals vitally concerned. These conferences have now been held and as concrete cases of the utmost emergency are now before the War Department for decision it is important that the Board should take action.

The problem is how to meet the immediate necessity for increased production through more extensive employment of women and through continuous use of available machinery, while preventing the repeal of night work laws and at the same time regulating the night shifts of women in plants working on war materials in states which have no laws against night work.

To meet this situation it is suggested that a system of war permits be instituted, to be issued to particular plants for specified periods by the Secretary of War or the Secretary of the Navy through the state agency charged with enforcement of labor laws, under conditions determined in each instance by the Woman in Industry Service of the Department of Labor and in conformity with standards prescribed from time to time by the War Labor Policies Board.

The attached statement explains the procedure and the reasons for it, and it is suggested that it be issued by the Board at this time.

In working out the plan here suggested, conferences have been held with representatives of the Committee on Women in Industry and the Woman's Committee of the Council of National Defense, the Labor Division of the War Industries Board, the War Labor Board, the American Federation of Labor, especially its legislative committee, the Council on Women in Industry of the Department of Labor, the Committee on Hazardous Occupations appointed by the Woman in Industry Service, representing the Public Health and Service, the Army, the Navy, the Bureau of Standards, the Pennsylvania Board of Labor and Industry, the National Consumers' League, the National Women's Trade Union League and the American Association for Labor Legislation. Although we have not asked for official endorsement by any of these groups, we believe that the result of these conferences is an understanding on their part of the problem which we are facing. It has been clear in all the conferences that these agencies are much concerned that night work for women should not be permitted except where the need for it is fully demonstrated.

The effectiveness of the plan proposed will depend wholly upon its administration, and careful attention has therefore been given to this problem. In general the procedure will be that requests for permits will be sent to the office of the Secretary of War or the Secretary of the Navy, and the necessity for granting the permit from the point of view of production will be determined by the department concerned. The Woman in Industry Service will be

charged with responsibility for determining the conditions under which a given plant will be permitted to employ women at night and will cause an investigation to be made in advance of the granting of the permit. At the time when the permit is granted the Woman in Industry Service will designate an appropriate official agency to supervise the night shift for women during the period of the permit and will receive regular reports regarding the conditions of employment in each plant holding a permit.

Conferences have been held with the War Department and with the Navy regarding the organization of staffs of women inspectors in connection with those departments to carry on the necessary administrative procedure for the granting of permits. A women's Branch is already organized in the Ordnance Department and is fairly well equipped to handle the work in plants working on contracts for that department, although the staff must be enlarged. Arrangements can probably be made for inspections through the existing forces in the Quartermaster's Department, and plans are under way for other divisions of the War Department. The Navy prefers to have the administrative work done by the Woman in Industry Service and will therefore appoint a staff of inspectors for plants working on contracts for the Navy on nomination of the Woman in Industry Service, detailing them for duty in that Service. No plans have yet been made for administration of the plan in plants under the jurisdiction of the Food Administration or the U. S. Shipping Board, or other federal departments as the immediate problems brought to our attention concern the War Department and the Navy.

To administer the plan properly and to review the recommendations of the investigating forces in the various departments will require a larger staff than is possible under the present appropriation of the Woman in Industry Service. If the War Labor Policies Board approves the plan, therefore, it will be essential to provide the necessary funds for increasing the field force of the Woman in Industry Service. This will be the more important as it is likely that in addition to requests for permission to employ women at night there will be a large number of requests for permission to extend the daily or weekly hours of work. An effective plan and the machinery for carrying it out during the present emergency should have permanent and advantageous results in the establishment of standards for labor legislation as well as in the protection of standards already attained.

General standards including the limitation of the night shift to eight hours and rigid appliance of the principle of equal pay for equal work will be required of all plants holding permits, and in each plant specific conditions will be set in advance of recommending the permit. These conditions will cover such matters as the ages of the women employed at night, rotation of shifts, transportation facilities, installation of canteens, adequate supervision, facilities for health, comfort and safety and the selection and training of women workers.

unequivocal  
States now having laws prohibiting the employment of  
in factories  
women at night are as follows:

Delaware, Indiana, Kansas, Massachusetts, Nebraska,  
New York, Pennsylvania, and Wisconsin.

SUMMARY. The War Labor Policies Board is asked therefore to vote upon the plan outlined in the attached statement, and to endorse the administrative procedure suggested, including the need for larger funds for the Woman in Industry Service to make the plan effective.

Respectfully submitted,

Mary Van Kleeck, Director,  
Woman in Industry Service of the  
U. S. Department of Labor.

September 6, 1918.

SUGGESTED DRAFT OF PROCEDURE ON NIGHT WORK OF WOMEN TO BE ISSUED  
BY THE WAR LABOR POLICIES BOARD.

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As a rapidly increasing force of men is withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to frequent requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

From the beginning of the war it has been the policy of the national administration to oppose short-sighted attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than to increase production. It is recognized also that continuous and unregulated night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the European countries. Several important industrial states in this country have laws prohibiting night work for women. The national administration deems it of the utmost importance that such laws prohibiting night work of women should not be repealed or the standards attained through them generally lowered. In those states in which night work is legal, it is important that the conditions of employment of women should be safeguarded.

It has been decided, therefore, that night work for women in plants working on contracts for the federal government shall be regulated and controlled in all states through a system of war emergency permits. By this method, if any temporary deviation from conditions prescribed by law should be demonstrated to be necessary, the necessity for it will be determined solely by the national government, and the need will be met without permanent or sweeping changes in state labor laws. On the other hand, women will be protected against the dangers of night work in states now legally permitting it.

If the necessity for the employment of women between the hours of 10 P.M. and 6 A.M. is demonstrated, and if working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, under conditions approved by the Woman in Industry Service of the U. S. Department of Labor, will call upon the state agency charged with enforcement of labor laws to grant to a particular plant for a specified period a temporary war permit allowing the employment of women at night. These permits will be issued under the war powers of the federal government. Plants in states where night work has been legally resorted to in the past will come under the same regulations beginning December 1, 1918. No plant working on a war contract for the federal government will be allowed, thereafter, to employ women after 10 P.M. or before 6 A.M. without a war emergency permit.



Thorough investigation will determine the necessity for night work and each establishment holding a permit shall be under the continued supervision of a designated federal department. It should be emphasized that night work of women can often be avoided by the employment of women over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Permits will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

Permits will be issued only for night shifts of eight hours or less and rotating shifts will be encouraged. Full compliance will be required with the standards and awards of the War Labor Board, including the provision that women introduced into work hitherto done by men shall receive equal pay for equal work, and other standards set by the federal government and the state labor laws.

5. LIFTING WEIGHTS. The weights which a <sup>woman</sup> ~~man~~ should be permitted to lift must of course vary according to the frequency of the lifting and the posture of the worker; that is, whether it is necessary to stoop or whether the lifting is above the waist line, whether carrying is necessary and whether the worker is physically able to do work of this kind, whether she has been properly instructed in the way in which a weight can be lifted without injury to herself. Therefore definite standards cannot be determined which will have universal application. At no time should a woman be permitted to lift more than forty pounds, even when the lifting is only occasional. For repeated lifting twenty-five pounds should be the maximum. For lifting involving stooping or other fatiguing posture the weight should be less and the maximum should be determined by careful supervision by a competent physician or nurse.

October 5, 1918.

In order to carry into effect the resolutions of the War Labor Policies Board with respect to state laws and night work for women, the following procedure will be followed:

1. Where a plant considers <sup>(it)</sup> is confronted by a war emergency which can only be met by employing women at night, it may apply for a certificate of emergency.
2. The application may be made to The Secretary of War, either directly or through the branch of the Government with which the plant has a contract.
3. If the application should be made directly to the Secretary of War, a copy will be transmitted to the branch of the Government which it appears has contracted with the plant, and another copy will be transmitted to The Secretary of Labor through the women in Industry Service of the Department of Labor. The contracting branch of the Government will report on the nature and status of the contract, whether an emergency exists, whether all other available measures have been taken to meet the emergency, and whether it recommends issuing a certificate permitting women to work at night. The contracting branch of the Government may also attach to its recommendation any other information such, for instance, as investigations of

the plant and surrounding conditions, which it may have caused to be made.

4. It is understood that the women in Industry Service of the Department of Labor, has established standards in working conditions with which a plant must comply before a recommendation will be made for permitting women to work at night. In order to ascertain whether such standards exist, the women in Industry Service may accept as satisfactory the investigations and recommendations of the contracting branch of the Government submitting them, or it may request additional information. It may request the contracting branch of the Government to make further investigations prescribing their character and scope, or invite such department to cooperate in such investigation with the Women in Industry Service.

5. It is understood the Women in Industry Service may call on other branches of the Government, such as The War Industries Board, for information.

6. Upon comparing the conditions ascertained with the prescribed standards The Secretary of Labor, through the Women in Industry Service will notify The Secretary of War that he approves or disapproves of permitting women to work at night in the plant concerned.

7. If the facts disclosed warrant issuing a certificate of emergency permitting women to work at night, such certificate will be issued to the appropriate body in the state in which the plant is located and a notice to that effect will be sent to the state officer appointed and acting for the Federal Government in such matters.

8. The certificate of emergency when issued will be for a definite time within the duration of the war, and request for renewals will take the procedure outlined for an original request.

9. If a plant should make its request for a certificate of emergency through a district office of a production district of the Government, and it will be indicated to plants that wherever possible the request should be made through such district office, the request shall be sent to the Secretary of War by Production Division.

10. The purpose of these provisions being to bring about the necessary production of needed war supplies under emergency conditions, and at the same time, to surround women working at night with the safeguards that experience has shown to be advisable, the burden of proof will be upon the plant to show that such night work is necessary.

11. It is understood that circumstances may arise in which the Secretary of War would be called upon to issue summarily a certificate of emergency where delay inevitable to waiting upon an investigation would imperil the national interest. Such certificate shall be effective for not longer than 30 days.

This procedure agreed to October 3, 1918.

By Miss Van Kleeck, Representative Women in Industry Service,

By Major Gitchell, Representative Ordnance Department,

By Major Tully, Representative Office of the Secretary of War.

OCT 7 - A.M.

WAR DEPARTMENT,  
WASHINGTON.

October 5, 1918.

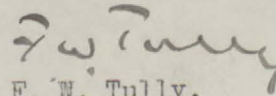
Miss Van Kleeck,  
Director Women in Industry,  
Department of Labor,  
Southern Building,  
Washington, D. C.

Dear Miss Van Kleeck:

I am enclosing herewith a copy of the procedure with reference to night work for women, which procedure was agreed upon by yourself, Major Gitchell, and myself, at conference held on Thursday October 3.

I would appreciate an acknowledgement.

Faithfully yours,



F. W. Tully,  
Major, Ordnance U. S. A.,  
Detailed to Office of Secretary of War.

OCT 2 - A.M.

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WAR DEPARTMENT.  
WASHINGTON.

October 2, 1918.

Miss Mary Van Kleeck,  
Director Women in Industry, Department of Labor,  
Southern Building,  
Washington, D. C.

Dear Miss Van Kleeck:

I have outlined a procedure form that I hope will reconcile the differences, and would like to go over it with you and am enclosing a copy. Will you be good enough to look this over and let me have your opinion preliminary to a conference with yourself, Major Gitchell, and Mr. Frankfurter.

Yours very truly,

F. W. Tully,  
Major, Ordnance U. S. A.,  
Detailed to Office of Secretary of War.

*It is absolutely necessary that an agreement be reached Thursday. I will explain more fully when I see you. Will you not telephone me and make an appointment, I ask someone in your office Tuesday night if she would not look a memo for you for an appointment today.*

October 2, 1918.

Miss Mary Van Kleeck,  
Director Women in Industry, Department of Labor,  
Southern Building,  
Washington, D. C.

Dear Miss Van Kleeck:

I have outlined a procedure form that I hope will reconcile the differences, and would like to go over it with you and am enclosing a copy. Will you be good enough to look this over and let me have your opinion preliminary to a conference with yourself, Major Gitchell, and Mr. Frankfurter.

Yours very truly,

F. W. Tully,  
Major, Ordnance U. S. A.,  
Detailed to Office of Secretary of War.



In order to carry into effect the foregoing resolutions of the War Labor Policies Board with respect to state laws and night work for women, the following procedure will be followed:

1. Where a plant considers it is confronted by a war emergency which can only be met by employing women at night, it may apply for a certificate of emergency.
2. The application may be made to The Secretary of War, either directly or through the branch of the Government with which the plant has a contract.
3. If the application should be made directly to The Secretary of War, a copy will be transmitted to the branch of the Government which it appears has contracted with the plant, and another copy will be transmitted to The Secretary of Labor through the Women in Industry Service of the Department of Labor. The contracting branch of the Government will report on the nature and status of the contract, whether an emergency exists, whether all other available measures have been taken to meet the emergency, and whether it recommends issuing a certificate permitting women to work at night. The contracting branch of the Government may also attach to its recommendation any other information such, for instance, as investigations of the plant and surrounding conditions, which it may have caused to be made. This information will be communicated to the Women in Industry Service of the Department of Labor.

In order to carry into effect the foregoing resolutions of the War Labor Policies Board with respect to state laws and night work for women, the following procedure will be followed:

1. Where a plant considers it is confronted by a war emergency which can only be met by employing women at night, it may apply for a certificate of emergency.
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As revised September 26, 1918.

TO THE GOVERNORS OF ALL STATES:

REGULATIONS CONTROLLING NIGHT WORK OF WOMEN IN PLANTS  
MANUFACTURING WAR PRODUCTS FOR THE FEDERAL GOVERNMENT.

As a rapidly increasing force of men is withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to frequent requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

From the beginning of the war it has been the policy of the government to oppose short-sighted attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than increase production. It is recognized also that continuous and unregulated night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the European countries. Several important industrial states in this country have laws prohibiting night work for women. It is of the utmost importance that such laws prohibiting night work of women should not be repealed or the standards attained through them lowered. In those states in which night work is legal, it is important that the conditions of employment of women should be further safeguarded.

It has been decided, therefore, that night work for women in plants working on contracts for the Federal Government should be prevented so far as lies in the power of the Government to prevent it and not allowed except upon official request of the Secretary of War

or the Secretary of the Navy under conditions approved by the Secretary of Labor through the Woman in Industry Service. Such request should be in the form of a certificate to the proper state officials declaring that a war emergency has arisen in a particular place for a particular time. By this method, if any temporary deviation from conditions prescribed by law should be demonstrated to be necessary, the necessity for it will be determined solely by the national government, and the need will be met without permanent or sweeping changes in state labor laws. Furthermore, women will be protected against the dangers of night work in states now legally permitting it.

If the necessity for the employment of women between the hours of 10 P. M. and 6 A. M. is demonstrated, and if working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, under conditions approved in advance in each instance by the Woman in Industry Service of the U. S. Department of Labor, acting for the Secretary of Labor, will call upon the state agency charged with enforcement of labor laws to grant to a particular plant for a specified period a temporary war certificate allowing the employment of women at night. These certificates will be issued under the war powers of the federal government. Plants in states where night work has been legally resorted to in the past will come under the same regulations beginning December 1, 1918. No plant working on a war contract for the federal government will be allowed thereafter to employ women after 10 P. M. or before 6 A. M. without a war emergency certificate.

Thorough investigation preceding the issuance of the certificate will determine the necessity for night work and each establishment

holding a certificate shall be under the continued supervision of the Woman in Industry Service of the Department of Labor or of a federal agency designated by it. In the enforcement of the regulations the cooperation of state agencies will be sought, as it has already been secured in the working out of this plan. It should be emphasized that night work of women can often be avoided by the employment of men over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Certificates will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

A plant holding a certificate will be required to limit the employment of women each day or night to shifts of eight hours or less, and rotating shifts will be encouraged. Full compliance will be required with the standards and wards of the War Labor Board, including the provision that women introduced into work hitherto done by men shall receive equal pay for equal work, and other standards set by the federal government and the state labor laws. A certificate will be continued in force only so long as the required standards are maintained.

September 19, 1918.

MEMORANDUM

For: Mr. Felix Frankfurter, Chairman, War Labor Policies Board.  
From: Miss Van Kleeck, Director, Woman in Industry Service.  
Subject: Procedure in dealing with requests for certification  
to employ women at night.

The essential features of the plan for controlling night work  
as endorsed by the War Labor Policies Board are as follows:

"If in any plant working on a contract or subcontract for the Federal Government the War Department or the Navy, finds that the employment of women between the hours of ten P.M. and six A.M. is necessary for the prosecution of the war, the Secretary of War or the Secretary of the Navy, under conditions of employment recommended in each instance by the Woman in Industry Service of the Federal Department of Labor acting for the Secretary of Labor, will transmit through the state agency charged with enforcement of labor laws a temporary war certificate allowing the employment of women at night in the particular plant for a specified period."

According to this plan the necessary procedure will have two main divisions:

1. Determination by the Secretary of War or the Secretary of the Navy of the necessity for increased production in the plant in question.
2. Determination by the Woman in Industry Service acting for the Secretary of Labor, of the conditions of employment to be required.

In both 1 and 2 thorough consideration will be given to the possibility of avoiding night shifts of women by such methods as employment of men over the draft age or unqualified for military service, the release of men from other industries, the extension of plants, the introduction of industries into new areas, the employment of two day shifts of women, improved plant management, or by a careful distribution of contracts with due regard to the local labor supply.

To carry out this plan and policy the following steps appear to be necessary:

1. The plant will file a request for a certificate in the office of the Secretary of War or the Secretary of the Navy.

2. The officers representing the Secretary of War or the Secretary of the Navy in industrial relations will at once ascertain the nature and extent of the contracts with the federal government held by the plant making the application.

3. At the same time the Secretary of War or the Secretary of the Navy will transmit to the Woman in Industry Service, representing the Secretary of Labor, a copy of the plant's application and a statement of the nature of the contracts (to enable the Woman in Industry Service to infer in what occupations the women are employed in the plant) and the Division or Bureau having the contracts (to enable the Woman in Industry Service to plan co-operation in making the investigation).

4. The Department or Bureau having the contract for the fulfillment of which the request for night work is made, will be asked by the office of the Secretary of War or the Secretary of the Navy to file a statement of the progress of the contract and its necessity from the point of view of production. This statement should also include a statement of the capacity of other plants manufacturing the same products and the possibility of utilizing them in such a way as to avoid night shifts for women.

5. The War Industries Board will be asked for a statement of the possibility of meeting the situation through the policy of dealing with less essential industries in such a way as to release more men workers through conversion of other plants to the manufacture of the required products or through a change in the distribution of contracts for these products.

6. As soon as the request of the plant and the data about the Divisions having contracts have been transmitted to the Woman in Industry Service, the Director of that Service will outline the essential facts needed, ascertain data already on file regarding this plant, and request the appropriate Division or Bureau to make investigation of working conditions affecting women in order to determine whether the plant has demonstrated the necessity for night work of women from the point of view of problems of employment as distinct from production of the working conditions already prevailing, and what standards and safeguards should be established if night shifts are recommended.

In designating the Division or Bureau to make the investigation the policy of the Woman in Industry Service will be to call on the Division or Bureau having contract wherever that Bureau is equipped with a force of women inspectors of labor conditions. The recommendations resulting from this investigation and the facts outlined in it will form the basis for decision by the Secretary of Labor represented by the Woman in Industry Service.

7. The entire plan will be subject to change if it is found possible and desirable to develop a field force under the direction of the Woman in Industry Service, but at all times it would be the policy to cooperate with every other department vitally concerned in the problem.



8. The Woman in Industry Service will notify the State Department of Labor that the request is under consideration and will wherever possible associate the State Department with the Federal representative charged with responsibility for the investigation.

9. It may prove desirable to ask the State Department of Labor to hold hearings at some point in these proceedings according to the method already followed in Massachusetts by the War Emergency Industrial Commission.

Mary Van Kleeck, Director  
Woman in Industry Service.

DEPARTMENT OF LABOR  
OFFICE OF THE SECRETARY  
WAR LABOR POLICIES BOARD  
WASHINGTON

September 17, 1918

Miss Van Kleeck,  
Women in Industry Service,  
Southern Bldg.,  
15th and H Sts.,

Dear Miss Van Kleeck:

Here is a statement with reference to Night Work  
which Mr. Hamilton wrote up after our conference on Friday.

Sincerely,

*Grace Abbott*

Research Consultant

GA/HL

*[Faint scribbles]*

## NIGHT WORK FOR WOMEN

The following suggestions about matters in the memorandum entitled "Regulations governing night work of women in plants manufacturing war products for the Federal Government" are submitted for what they are worth. They are rather inquiries than dogmatic opinions about policy. If the war is protracted, the extensive employment of women in night-work will doubtless become imperative here, as it has abroad. But the human values involved are so high that the presumption must be against it, the burden of making out a case must fall upon its advocate, and it must be allowed only under the most carefully prescribed conditions.

I. Necessity for night work. It may well be that at present conditions demand a limited removal of the prohibition upon night work of women. However, there is nothing in the memorandum under consideration to prove the case. In this document

A. The case for night work is based upon the following considerations:

1. The increasing need for labor based upon the unsatisfactory status of the ordnance program.
2. The threatened revocation of prohibitory laws by state legislatures.
3. The desirability of securing control by the federal government of night-work by women in states with no prohibitory laws.

B. It is evident that the real case lies in the first of these considerations. As an argument it is inconclusive for the following reasons:

1. It is a general and unsupported statement. Facts and figures are not given. The general situation is not presented. At best, only the failure to secure an adequate supply of munitions is shown.
2. The recommendation does not grow out of an adequate analysis of the present status of ordnance production. The shortage of munitions is too real to be questioned. But evidence is accumulating to indicate that the malady is

Night Work. 2.

too acute, too comprehensive, and too deep to be reached by a simple device such as the one proposed. At best the employment of women at night is a mere palliative which does not touch the deeper trouble. It is an easy and slovenly sacrifice ~~for~~ of an important value to escape analysis of a complicated problem.

3. Nothing in the memorandum indicates that alternative plans for meeting the situation have been adequately considered. These include, among other things, a reduction of the high rate of labor turnover in munitions industries, the use of laborers soon to be released from non-essential industries (300,000 are soon to be released), the holding to account of the unions who object to the proposal for devising a constructive plan for meeting the emergency, etc., etc.

4. The memorandum does not indicate that the administrative difficulties of finding adequately equipped inspectors, of fixing standards for determining when night work is to be permitted, and of getting devices installed and arrangements made for the proper safeguarding of women workers on night shifts can be adequately met.

5. This device as a means for meeting the ordnance situation contains one fundamental contradiction. The conditions which seem to make night work by women necessary are general; yet permits are to be given only in specific cases. The general responsibility for conditions rests with the organization of ordnance; yet permits are to be only where the local manufacturer can show that scarcity of labor, which can be obtained in no other way, stands in the way of efficient production. This almost implies that this device is used to avoid facing essential difficulties.

II. The Administration of Night Work. If, after careful and thorough consideration, it is deemed essential to the munitions program to permit limited night-work by women, the administration of this proposal should be ~~helped~~ hedged about with some such proposals as the following:

1. The general principle is to be no night-work by women. Permis-

Night Work. 3.

sion to use women on night-work is to be regarded as an exception, not as the rule. This is to apply to all concerns holding federal contracts, in the 41 states which do not have laws prohibiting such work as well as in the 7 which have.

2. Concerns in states which have no prohibition of night-work for women and which have been employing them are not to be permitted to continue unless granted permission on the conditions required of concerns in states prohibiting such work.

3. In every case the burden of proving the necessity of night-work for women shall be upon the employer.

4. In no case shall a permit be issued unless it is proved that every effort has been made and every available device has been used to find men to supply the labor shortage.

5. In no case shall a permit be issued before the plant has been inspected and conditions of work carefully studied by a personal representative of Miss Van Kleek.

6. Recommendations for permission to use women in night-work are to be made by Miss Van Kleek alone.

7. Permission to use women in night-work in every instance shall be withheld until arrangements shall be perfected for properly safeguarding the health and morals of the women so employed.

(To be considered at meeting Sept 13, 1918)  
September 18, 1918

TO THE GOVERNORS OF ALL STATES:

REGULATIONS GOVERNING NIGHT WORK OF WOMEN IN PLANTS MANUFACTURING  
WAR PRODUCTS FOR THE FEDERAL GOVERNMENT.

The increasing withdrawal of men from industry coupled with the enormous expansion of the war program has created the imperative necessity for the more extensive employment of women in the essential industries. As their numbers increase while the available supply of men workers decreases, the departments of the government responsible for the conduct of military operations are confronted with the problem of permitting women to be employed on night shifts in plants where continuous production is required, or of allowing machinery to stand idle with the <sup>danger</sup> ~~possible result~~ of suffering our forces to go into the field under-equipped and under-munitioned.

Recognizing the threat of permanent impairment of labor standards which the situation unfolds, the War Labor Policies Board <sup>speaking for all the departments</sup> regards it as a matter of the highest public importance that it shall formulate a program which, while meeting adequately the necessity for immediate production, will maintain the necessary safeguards for women workers.

From the beginning of the war, it has been the policy of the government

*of the government initially concerned*

to oppose short-sighted attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than increase production. It has been demonstrated that continuous and unregulated night work for women is harmful because of its bad effects on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in European countries. Several important industrial states in this country have laws prohibiting night work for women. It is of the utmost importance that these laws should not be repealed. Yet the evidences are increasing that these conditions reinforced by the patriotic impulse in favor of measures that seem to lead to increased production may secure the repeal of statutes which it has taken years of patient endeavor to secure, unless wise plans are devised through for meeting the problem through a more far sighted policy.

This policy must be devised also in the light of the fact that in the large majority of states the employment of women at night is neither forbidden by law nor subject to regulation. Irrespective of the necessity

for night work of women, it is now in many of the important centers of industry an established fact, with no state law to restrict it. In these states women will be employed at night in increasing numbers and without supervision by the government unless some method is devised of restricting the practice to the occasion wherein the national need may justify its adoption. Measures of protection throughout all the states must be taken because industrial experience has demonstrated that it is in the interest of long continued production to safeguard health and industrial efficiency. The industrial efficiency of women workers is essential to the winning of the war and must be maintained by adequate safeguards against fatigue and excessive physical strain.

In all states, therefore, <sup>the federal government</sup> ~~night work of women~~ will be <sup>discouraged</sup> ~~prevented~~

so far as the exigencies of the war situation will permit. If in any plant working on a contract or sub-contract for the federal government the War Department or the Navy finds that the employment of women between the hours of ten P. M. and six A.M. is necessary for the prosecution of the war, the Secretary of War or the Secretary of the Navy, under conditions of employment recommended in each instance by the woman in

*refuse to ~~enact~~ sanction permit night work for women on the War Production*



Industry Service of the Federal Department of Labor acting for the Secretary of Labor, will transmit through the state agency charged with enforcement of labor laws a temporary war certificate allowing the employment of women at night in a particular plant for a specified period. In states having laws prohibiting night work these certificates will be issued under the war powers of the federal government and will be a declaration to the state officials that a war emergency has arisen requiring that local regulations regarding night work should be superseded in a particular plant for a specified period. ~~Plants~~ In states *at present* having no laws prohibiting night work of women ~~will come under~~ the same regulations <sup>will apply</sup> beginning December first, 1918. No plant working on a contract or sub-contract for the War Department or the Navy will be allowed thereafter to employ women after ten P.M. or before six A.M. without a war emergency certificate.

Thorough investigation preceding the issuance of a certificate will determine the necessity for night work and the safeguards which should be established for the women employed, and each establishment holding a permit shall be under the continued supervision of the Woman in Industry

Service of the Department of Labor or of a federal agency designated by it.

In the enforcement of the regulations the cooperation of state agencies

*as it has already been secured in the working out of this plan*  
will be sought and the powers confided to the various departments and

bureaus of the federal government will be invoked to the fullest extent.

A Certificate will be issued only when the necessity therefor has been demonstrated and when it has been established to the satisfaction of the government that the working conditions in the plant conform to the standards set by the federal government, including the provision that women doing the same work as men shall receive the same pay. Full compliance will be required with the provisions for health, safety and comfort demanded in the state labor law. A plant holding a certificate will be required to limit the employment of women by day or night to shifts of eight hours or less, and rotating shifts will be encouraged. A certificate will be continued in force only so long as the required standards are maintained.

It will be the policy to withhold a certificate unless it shall be made apparent that it has been impracticable to avoid the necessity therefor by the employment of men over the draft age or unqualified for military

service, by the <sup>release</sup> ~~transfer~~ of men from <sup>other</sup> ~~non-essential~~ industries, by the extension of plants, by the introduction of industries into new areas by two day shifts of women, or by improved management. The departments will endeavor also to minimize the necessity for issuing certificates by a careful distribution of contracts with due regard to the local labor supply.

It is believed that this plan of ~~insuring~~ <sup>regulating</sup> regulation of night work while meeting for women in all states, ~~with~~ the need of immediate production will maintain the necessary safeguards for women workers; <sup>and</sup> will insure that their introduction <sup>of women</sup> into night work shall be limited to the period of emergency; <sup>and</sup> will <sup>preserve</sup> ~~maintain~~ <sup>continue</sup> the present state laws against night work on the statute books; <sup>and</sup> will render it certain that <sup>use</sup> the periods <sup>of employment</sup> of women at night <sup>will</sup> shall be restricted to the time when through the recruiting and mobilization of male labor ~~is~~ withdrawn from other fields or the better utilization or distribution of labor within the field production will be adequate. <sup>Further,</sup> through diminution of labor turnover which will result from the adoption of standards and the creation of improved working conditions and through the more vivid realization by all participants in industry

that the price of delays is the blood of our men at the front, production  
*will*  
may be accelerated to the point where the further employment of women  
at night shall become unnecessary.

Message from Mrs. Tead by telephone.

She has received memorandum signed by Maj. Rosensohn, addressed to Major Gitchell, dated September 11th, which reads as follows:

Subject: Requests for Exemption from State Labor laws.

4

1. All such applications involving the Ordnance Department I shall refer to the Ordnance Office for detailed information and recommendation.

2. Upon receipt of the findings and recommendations of the Ordnance Office, where the matter involves the employment of women, papers will then be forwarded to the Director of the Woman in Industry Service for her recommendations, this course being pursued in order that the same principles will be applied in deciding questions of such application not only in dealing with branches of the Ordnance Department but also any other branches of the government.

September 6, 1918.

SUGGESTED DRAFT OF STATEMENT ON NIGHT WORK OF WOMEN TO BE ISSUED BY  
THE WAR LABOR POLICIES BOARD

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As a rapidly increasing force of men is withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to frequent requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

From the beginning of the war it has been the policy of the government to oppose short-sighted attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than increase production. It is recognized also that continuous and unregulated night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the European countries. Several important industrial states in this country have laws prohibiting night work for women. It is of the utmost importance that such laws prohibiting night work of women should not be repealed or the standards attained through them lowered. In those states in which night work is legal, it is important that the conditions of employment of women should be further safeguarded.

It has been decided therefore, that night work for women in plants working on or in connection with contracts for the Federal Government should be prevented so far as the exigencies of the war situation will permit and will be authorized only upon the official certificate of the Secretary of

## REPORT ON NIGHT WORK

(To be considered at the meeting of the War Labor Policies Board  
on September 6, 1918.)

On August 9th and again on August 23rd the problem of night work for women in war industries was presented by the Director of the Woman in Industry Service for discussion by the War Labor Policies Board. No action by the Board was requested at that time pending conferences with organizations and individuals vitally concerned. These conferences have now been held and as concrete cases of the utmost emergency are now before the War Department for decision it is important that the Board should take action.

The problem is how to meet the immediate necessity for increased production through more extensive employment of women and through continuous use of available machinery, while preventing the repeal of night work laws and at the same time regulating the night shifts of women in plants working on war materials in states which have no laws against night work.

To meet this situation it is suggested that a system of war permits be instituted, to be issued to particular plants for specified periods by the Secretary of War or the Secretary of the Navy through the state agency charged with enforcement of labor laws, under conditions determined in each instance by the Woman in Industry Service of the Department of Labor and in conformity with standards prescribed from time to time by the War Labor Policies Board.

The attached statement explains the procedure and the reasons for it, and it is suggested that it be issued by the Board at this time.

In working out the plan here suggested, conferences have been held with representatives of the Committee on Women in Industry and the Woman's Committee of the Council of National Defense, the Labor Division of the War Industries Board, the War Labor Board, the American Federation of Labor, especially its legislative committee, the Council on Women in Industry of the Department of Labor, the Committee on Hazardous Occupations appointed by the Woman in Industry Service, representing the Public Health and Service, the Army, the Navy, the Bureau of Standards, the Pennsylvania Board of Labor and Industry, the National Consumers' League, the National Women's Trade Union League and the American Association for Labor Legislation. Although we have not asked for official endorsement by any of these groups, we believe that the result of these conferences is an understanding on their part of the problem which we are facing. It has been clear in all the conferences that these agencies are much concerned that night work for women should not be permitted except where the need for it is fully demonstrated.

The effectiveness of the plan proposed will depend wholly upon its administration, and careful attention has therefore been given to this problem. In general the procedure will be that requests for permits will be sent to the office of the Secretary of War or the Secretary of the Navy, and the necessity for granting the permit from the point of view of production will be determined by the department concerned. The Woman in Industry Service will be



charged with responsibility for determining the conditions under which a given plant will be permitted to employ women at night and will cause an investigation to be made in advance of the granting of the permit. At the time when the permit is granted the Woman in Industry Service will designate an appropriate official agency to supervise the night shift for women during the period of the permit and will receive regular reports regarding the conditions of employment in each plant holding a permit.

Conferences have been held with the War Department and with the Navy regarding the organization of staffs of women inspectors in connection with those departments to carry on the necessary administrative procedure for the granting of permits. A women's Branch is already organized in the Ordnance Department and is fairly well equipped to handle the work in plants working on contracts for that department, although the staff must be enlarged. Arrangements can probably be made for inspections through the existing forces in the Quartermaster's Department, and plans are under way for other divisions of the War Department. The Navy prefers to have the administrative work done by the Woman in Industry Service and will therefore appoint a staff of inspectors for plants working on contracts for the Navy on nomination of the Woman in Industry Service, detailing them for duty in that Service. No plans have yet been made for administration of the plan in plants under the jurisdiction of the Food Administration or the U. S. Shipping Board, or other federal departments as the immediate problems brought to our attention concern the War Department and the Navy.

To administer the plan properly and to review the recommendations of the investigating forces in the various departments will require a larger staff than is possible under the present appropriation of the Woman in Industry Service. If the War Labor Policies Board approves the plan, therefore, it will be essential to provide the necessary funds for increasing the field force of the Woman in Industry Service. This will be the more important as it is likely that in addition to requests for permission to employ women at night there will be a large number of requests for permission to extend the daily or weekly hours of work. An effective plan and the machinery for carrying it out during the present emergency should have permanent and advantageous results in the establishment of standards for labor legislation as well as in the protection of standards already attained.

General standards including the limitation of the night shift to eight hours and rigid compliance of the principle of equal pay for equal work will be required of all plants holding permits, and in each plant specific conditions will be set in advance of recommending the permit. These conditions will cover such matters as the ages of the women employed at night, rotation of shifts, transportation facilities, installation of canteens, adequate supervision, facilities for health, comfort and safety and the selection and training of women workers.

unequivocal

States now having laws prohibiting the employment of women at night in factories are as follows:

Delaware, Indiana, Kansas, Massachusetts, Nebraska,  
New York, Pennsylvania, and Wisconsin.

SUMMARY. The War Labor Policies Board is asked therefore to vote upon the plan outlined in the attached statement, and to endorse the administrative procedure suggested, including the need for larger funds for the Woman in Industry Service to make the plan effective.

Respectfully submitted,

Mary Van Kleeck, Director,  
Woman in Industry Service of the  
U. S. Department of Labor.

September 6, 1918.

SUGGESTED DRAFT OF PROCEDURE ON NIGHT WORK OF WOMEN TO BE ISSUED

BY THE WAR LABOR POLICIES BOARD.

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As a rapidly increasing force of men is withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to frequent requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

From the beginning of the war it has been the policy of the national administration to oppose short-sighted attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than to increase production. It is recognized also that continuous and unregulated night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the European countries. Several important industrial states in this country have laws prohibiting night work for women. The national administration deems it of the utmost importance that such laws prohibiting night work of women should not be repealed or the standards attained through them generally lowered. In those states in which night work is legal, it is important that the conditions of employment of women should be safeguarded.

It has been decided, therefore, that night work for women in plants working on contracts for the federal government shall be regulated and controlled in all states through a system of war emergency permits. By this method, if any temporary deviation from conditions prescribed by law should be demonstrated to be necessary, the necessity for it will be determined solely by the national government, and the need will be met without permanent or sweeping changes in state labor laws. On the other hand, women will be protected against the dangers of night work in states now legally permitting it.

If the necessity for the employment of women between the hours of 10 P.M. and 6 A.M. is demonstrated, and if working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, under conditions approved by the Woman in Industry Service of the U. S. Department of Labor, will call upon the state agency charged with enforcement of labor laws to grant to a particular plant for a specified period a temporary war permit allowing the employment of women at night. These permits will be issued under the war powers of the federal government. Plants in states where night work has been legally resorted to in the past will come under the same regulations beginning December 1, 1918. No plant working on a war contract for the federal government will be allowed thereafter, to employ women after 10 P.M. or before 6 A.M. without a war emergency permit.

Thorough investigation will determine the necessity for night work and each establishment holding a permit shall be under the continued supervision of a designated federal department. It should be emphasized that night work of men can often be avoided by the employment of women over the draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Permits will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

Permits will be issued only for night shifts of eight hours or less and rotating shifts will be encouraged. Full compliance will be required with the standards and awards of the War Labor Board, including the provision that women introduced into work hitherto done by men shall receive equal pay for equal work, and other standards set by the federal government and the state labor laws.

September 6, 1918.

SUGGESTED DRAFT OF STATEMENT ON NIGHT WORK OF WOMEN TO BE ISSUED  
BY THE WAR LABOR POLICIES BOARD.

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As a rapidly increasing force of men is withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to frequent requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

From the beginning of the war it has been the policy of the government to oppose short-sighted attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than increase production. It is recognized also that continuous and unregulated night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the European countries. Several important industrial states in this country have laws prohibiting night work for women. It is of the utmost importance that such laws prohibiting night work of women should not be repealed or the standards attained through them lowered. In those states in which night work is legal, it is important that the conditions of employment of women should be further safeguarded.

It has been decided, therefore, that night work for women in plants working on contracts for the Federal Government should be prevented so far as lies in the power of the Government to prevent it and not allowed except upon the official request of the Secretary of War or Navy. Such

request should be in the form of a certificate to the proper state officials declaring that a war emergency has arisen in a particular place for a particular time. It is the belief of the Board that such certificate should be recognized by all state officials as sufficient evidence of the necessity of temporarily modifying state regulations. By this method, if any temporary deviation from conditions prescribed by law should be demonstrated to be necessary, the necessity for it will be determined solely by the national government, and the need will be met without permanent or sweeping changes in state labor laws. Furthermore, women will be protected against the dangers of night work in states now legally permitting it.

If the necessity for the employment of women between the hours of 10 P.M. and 6 A.M. is demonstrated, and if working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, under conditions approved by the Woman in Industry Service of the U. S. Department of Labor, will call upon the state agency charged with enforcement of labor laws to grant to a particular plant for a specified period a temporary war certificate allowing the employment of women at night. These certificates will be issued under the war powers of the federal government. Plants in states where night work has been legally resorted to in the past will come under the same regulations beginning December 1, 1918. No plant working on a war contract for the federal government will be allowed thereafter to employ women after 10 P.M. or before 6 A.M. without a war emergency certificate.

Thorough investigation will determine the necessity for night work and each establishment holding a certificate shall be under the continued supervision of a designated federal department. It should be emphasized that night work of women can often be avoided by the employment of men over the



draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Certificates will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

Certificates will be issued only for night shifts of eight hours or less and rotating shifts will be encouraged. Full compliance will be required with the standards and awards of the War Labor Board, including the provision that women introduced into work hitherto done by men shall receive equal pay for equal work, and other standards set by the federal government and the state labor laws.

TENTATIVE DRAFT OF STATEMENT ON NIGHT WORK OF WOMEN

TO BE ISSUED BY

THE WAR LABOR POLICIES BOARD

(As read to the War Labor Policies Board at its meeting, August 23, 1918)

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As the war goes on and larger and larger numbers of men are withdrawn from industry for military service, requests for permission to employ women at night are growing more frequent. The War Labor Policies Board therefore regards it as a matter of public importance to make clear its attitude.

From the entrance of our country into the world war it has been the announced policy of the national administration to oppose short-sighted attempts to relax legal measures by the various states to safeguard the health and efficiency of the workers. Upon careful consideration of more than a year's experience we reaffirm the wisdom of this policy.

It is recognized that continuous night work for women has been found to be harmful in the industrial experience of all countries, because of its bad effect on health, morals, family life, welfare of children and industrial efficiency. Before the war it was forbidden by international treaties in the leading European countries. In the United States several important industrial states enacted laws specifying periods of rest at night for women employed in factories and the New York statute was upheld as constitutional by the highest court of the state. It is of the utmost importance that the standards attained in these states should be maintained and that women should be safe guarded against the dangers of night work in states now legally permitting it.

If, because of the extraordinary conditions caused by the war in

carrying out war contracts for the federal government, the need for any temporary deviation from conditions prescribed by law or administrative order is demonstrated, it should be determined only by the national government, and the need met without permanent or sweeping changes in state labor laws. In case an emergency caused by the necessity of essential production should be shown to arise indispensably requiring the employment of women at night after 10:00 p.m. or before 6:00 a.m., the War Labor Policies Board has formulated procedure for temporary war permits allowing such work, thereby taking precedence over regulations under the war powers of the federal government.

Where the necessity for night work for women is proved and where working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, upon recommendation of the Woman in Industry Service of the Department of Labor, will grant to a particular plant for a specified period, a war emergency permit, allowing the employment of women at night. Careful investigation will determine the need for such work and each establishment holding a permit shall be under the continued supervision of a designated federal department. The permit will be issued only for night shifts of eight hours or less, and rotating shifts whereby night work for any individual occurs in only one week in three will be encouraged. No such permit will be issued unless the awards of the War Labor Board and the provisions of the state labor law for safety, health, and comfort, shall have been fully complied with.

Night work of women can often be avoided by the employment of men above draft age, and those not classified for military service; by the extension of plants or the introduction of an industry into new areas; or by thoroughly competent management. Permits will not be granted unless it is clear that these methods do not suffice to increase production.

In view of the country's need of preserving the industrial efficiency of its wage earning women, their employment at night will be allowed only in cases of extraordinary urgency. Plants in states where night work has been legally resorted to in the past will come under uniform regulations with those in states where federal permits in specified cases will in future take precedence over the state regulations. No plant working on a war contract for the federal government will be allowed hereafter to employ women after 10:00 p.m. or before 6:00 a.m. without a war permit.

Received Oct 30 .PM 269

WAR LABOR POLICIES BOARD

October 28, 1918.

Memorandum for : Miss Van Kleeck  
Director, Woman in Industry Service,  
From : Mr. Frankfurter  
Subject : Reports of night work in government departments in  
Washington

In reply to your memorandum of the 23rd, it would not seem wise for a committee of the War Labor Policies Board to conduct an investigation to ascertain the facts in this matter. The Board should not be called upon to perform such administrative work, and is not equipped to do it. If you have the investigators available, I should think it would be preferable for your Service to make the investigation and report the matter to our Board, if you wish to have a discussion and a decision by the representatives of the various government departments. If you have not the staff available for a prompt investigation, I should think it advisable to call upon the Investigation and Inspection Service to undertake such inquiry.

*Frankfurter*

Chairman.

October 23, 1918.

MEMORANDUM

FOR: Mr. Felix Frankfurter, Chairman, War Labor Policies Board

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

SUBJECT: Reports of night work in government departments in Washington.

Reports of night work in government departments in Washington continue to come to us. Miss Brandeis had an interview with Miss Brady, Assistant Director of the War Risk Bureau where women are working at night, some of them after a day's work in a government department. She recommends further inquiry after one month.

In the Bureau of Engraving and Printing the bindery girls are working eleven hours at night, and we hear rumors from other departments.

It seems to us that an inquiry should be made of all the night work in connection with the government in the District of Columbia, especially as it affects women. Would you think it desirable to ask the Investigation and Inspection Service to undertake such an inquiry, or would it be wiser to have it done under the direction of a sub-committee of the War Labor Policies Board?

MVK:IMP

Mary Van Kleeck, Director,  
Woman in Industry Service.

October 9, 1918.

From: Mary Van Kleeck, Director, Woman in Industry Service  
 To: Felix Frankfurter, Chairman, War Labor Policies Board  
 Subject: Employment at night in Office of War Department.

On October 7th I had an anonymous telephone message from a woman who is employed in the War Department, reporting that in the allotment branch three shifts of clerical workers are now employed as follows:

- 1st shift - 8:30 to 3:30
- 2nd shift - 3:45 to 11:15
- 3rd shift - 11:30 to 7:00

It was reported that 11 women are employed on the night shift and that it is the general impression that it is quite unnecessary that they should work at night. Only one woman has been excused from night work as she had young children but others are required to work at night whether they are willing or not. Some of these are said to be young girls who live a long distance from the office. This telephone report was inspired by the newspaper notice in our interest in controlling and preventing night work except in an emergency. I have since learned that there are two allotment branches, one dealing with officers and one with enlisted men. My report did not show which office was involved but it would be an easy matter to find out. Is it not desirable that if this report is true, some action should be taken to prevent the employment of clerical workers on a night shift in the War Department.

MVK/AL

Mary Van Kleeck, Director,  
 Woman in Industry Service.

October 8, 1918.

Memorandum

From: Miss Van Kleeck

To: Miss Peterson

The following procedure is outlined for dealing with requests for exemptions from state labor laws referred to us from the office of the Secretary of War:

1. Immediate acknowledgment to the office of the Secretary of War, stating an immediate recommendation, <sup>if</sup> such is possible, or a plan of action, if additional steps are necessary.
2. Immediate notification to the State Department of Labor that such a request has been received. This should provide also for a joint investigation with the State Department of Labor.
3. Inquire at office of War Labor Board to ascertain whether this plan has ever come under the jurisdiction of the Board.
4. Arrange for investigation either by the Industrial Service Section of the Department concerned or by the Woman in Industry Service. This should include provision for inquiry at local office of U.S. Employment Service and for conference with local trade-unionists.
5. Recommendation sent to the office of the Secretary of War with copy to State Department of Labor. This recommendation should include a statement of the conditions required and a designation of the supervising agency.



October 8, 1918.

Major F. W. Tully,  
War Department,  
Washington, D.C.

My dear Major Tully:

Your letter of October 5th enclosing copy of procedure discussed by you, Major Gitchell and myself on October 3rd, is received.

As it seems to me of great importance that you should have a definite procedure, I have been quite willing to agree to your suggestions, with the possibility of modification as experience suggests its necessity.

The following suggestions are based upon experience in handling several cases which have come into our hands since our conversation on the third of October:

1. As the State Department of Labor will be called upon to transmit the certificate from the Secretary of War to the plant in which night work for women is to be permitted, it is of course desirable that a representative of the State Department should be associated with us in the preliminary investigation.

In the interest of a consistent policy, it seems desirable that contact with State Departments of Labor should be made through the office of the Woman in Industry Service, at least until the women in the District Offices of the Ordnance Department, have established their connections on a satisfactory basis.

If these contacts with State Departments are not made until after we have received from your office the report made by the Women's Branch, considerable delay will result, it is therefore suggested that if an application is received first in the District Ordnance Office, an immediate notification be sent simultaneously to your office and to ours by the representative of the Women's Branch in the District Office.

2. If the statement which you have prepared is to be issued as an order, it is suggested that the plan as accepted by the War Labor Policies Board be stated at the outset, possibly in the following words:

"If the necessity for the employment of women between the hours of 10 P.M. and 6 A.M. is demonstrated, and if working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, under conditions approved in advance in each instance by the Woman in Industry Service of the U.S. Department of Labor, acting for the Secretary of Labor, will transmit to the state agency charged with enforcement of labor laws, a certificate to a particular plant for a specified period, allowing the employment of women at night. These certificates will be issued under the war powers of the federal government. Plants in states where night work has been legally resorted to in the past will come under the same regulations beginning December 1, 1918. No plant working on a war contract for the federal government will be allowed thereafter to employ women after 10 P.M. or before 6 A.M. without a war emergency certificate."

3. Your paragraph No. 7 puzzles me a little in the words, "such certificate will be issued to the appropriate body in the state in which the plant is located and a notice to that effect will be sent to the state official appointed and acting for the federal government in such matters." Would it not be desirable to state this in some such words, "such certificate will be transmitted to the plant through the state agency charged with enforcement of labor laws." Would it not be the procedure always in practice to send the certificate to the state official deputized by the War Department to enforce the provisions of the contract? The wording of paragraph 7 seemed to me to imply that we seem to be dealing with two separate state agencies and might therefore be confusing if issued as an order by the Ordnance Department to their district Office.

With these modifications, this procedure seems to me to be satisfactory. It is suggested, however, that it would be advisable to include the Quartermaster's Department in the plan and therefore to confer with them before final adoption of an agreement with the Ordnance Department.

Sincerely yours,

Mary Van Kleeck, Director  
Woman in Industry Service.

MVK/AL

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NOV 14 A.M.

DEPARTMENT OF LABOR  
INVESTIGATION AND INSPECTION SERVICE  
WASHINGTON

November 13, 1918.

For: Miss Mary Van Kleeck, Director Woman in Industry Service  
From: Ethelbert Stewart, Director Investigation and Inspection Service  
Subject: Night work of women in Government Departments in Washington.

In the matter of your memorandum of November first upon the subject indicated above, I would like to submit the following considerations and recommendation:

The fact of night work for women in the Government Departments of Washington is a matter of common knowledge, - is done openly and above board. There is no law, executive order, rule or regulation against it, and there has been no official protest by any Department or any government Board or Service. It is suggested that under these circumstances an investigation of Government Departments by a Service in another Government Department of the extent of night work for women and its results, might reasonably be considered an impertinence. It might also be embarrassing to this Service to be met during the investigation with correspondence between another Branch of the Department of Labor with women outside the City, suggesting night work as a special inducement for them to come to Washington, inasmuch as there was a shift from 3:45 in the afternoon to 11 P. M. and another from 11:30 P. M. to 7 A. M., that therefore they could have all their days to be out in the sunshine.

In other words, there is nothing to investigate so far as night work for women in the Government Departments is concerned. Everybody knows it. In so far as the statement that women in Washington work day time for one Department, and night for another, is concerned, everybody knows that too, but here again there is no rule, regulation or order.

It is recommended that the Women in Industry through the War Policies Board or through the Secretary of the Department direct, get a recommendation from the Secretary of Labor to the Departments that night work for women in Departments in Washington shall cease, - or preferably an Executive order to that effect, then if an investigation as to any non-compliance with such order or regulation is desired, this Service will be ready at all times to make such investigation.

In the absence of standards, or regulations, or executive orders even pointing toward a standard, it is submitted an investigation to establish a fact already known would be void of valuable results.

*Ethelbert Stewart*  
Director.

S-E.

October 22, 1918.

MEMORANDUM

FOR: Mr. Ethelbert Stewart, Director, Investigation and Inspection Service.

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

SUBJECT: Night work in government departments in Washington.

A number of reports have been received at this office that women are being employed on night shifts in various government departments in Washington. We are sure that you will agree with us that this is a very serious matter, both in itself, and because of its effect on manufacturing establishments who can point to this practice on the part of the government itself. We should like to request that a thorough investigation be made of the extent of night work and its results insofar as these can be measured in the government departments in the District of Columbia, with a view to preparing a report which will bring the whole matter forcibly to the attention of the heads of departments.

The following information has reached us:

1. Clerical workers are being employed on a night shift in the War Risk Bureau from 5 P.M. to 12 P.M. with time off for a meal. Some of these women are not employed elsewhere during the day, but others are employed during the day in other government departments or in the War Risk Bureau, so that the night work for them represents an addition to the daily working hours. Miss Alice H. Grady, Assistant Director of the War Risk Bureau, considers this an objectionable policy, but says that it is impossible to put a stop to it at present because of the shortage of day clerks and the lack of space which would prevent the use of an adequate number of clerks needed (this information comes to us through Miss Elizabeth Brandeis of the staff of the War Labor Policies Board) who suggests that the matter be taken up with Miss Grady in about a month's time, as it "does not seem wise to press the matter further at present") This Service would suggest that if an inquiry into the practice in other departments were made first, time would be given to the War Risk Bureau to make the changes suggested by Miss Grady.

2. In the Bureau of Engraving and Printing, the bindery girls employed in connection with the printing department work eleven hours at night. One of the members of our advisory council of trade union women works on the night shift.

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3. We have had an anonymous telephone message to the effect that there is a night shift in the Allotment Branch of the War Department. The attached memorandum which we sent to Mr. Frankfurter gives the details.

MVK:IMP

Mary Van Kleeck, Director,  
Woman in Industry Service.

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September 6, 1918.

SUGGESTED DRAFT OF STATEMENT ON NIGHT WORK OF WOMEN TO BE ISSUED  
BY THE WAR LABOR POLICIES BOARD.

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As a rapidly increasing force of men is withdrawn from industry for military service, the urgent national need for continuous production of munitions of war has led to frequent requests for permission to employ women at night. The War Labor Policies Board therefore regards it as a matter of public importance to formulate a program which will adequately meet the needs of production, while maintaining the necessary safeguards for women workers.

( From the beginning of the war it has been the policy of the government to oppose short-sighted attempts to relax labor laws. Long hours of work and employment seven days in the week tend to decrease rather than increase production. It is recognized also that continuous and unregulated night work for women is harmful because of its bad effect on health, morals, family life and the welfare of children. Before the war it was forbidden by international treaties in the European countries. Several important industrial states in this country have laws prohibiting night work for women. It is of the utmost importance that such laws prohibiting night work of women should not be repealed or the standards attained through them lowered. In those states in which night work is legal, it is important that the conditions of employment of women should be further safeguarded.

It has been decided, therefore, that night work for women in plants working on contracts for the Federal Government should be prevented so far as lies in the power of the Government to prevent it and not allowed except upon the official request of the Secretary of War or Navy. Such

request should be in the form of a certificate to the proper state officials declaring that a war emergency has arisen in a particular place for a particular time. It is the belief of the Board that such certificate should be recognized by all state officials as sufficient evidence of the necessity of temporarily modifying state regulations. By this method, if any temporary deviation from conditions prescribed by law should be demonstrated to be necessary, the necessity for it will be determined solely by the national government, and the need will be met without permanent or sweeping changes in state labor laws. Furthermore, women will be protected against the dangers of night work in states now legally permitting it.

If the necessity for the employment of women between the hours of 10 P.M. and 6 A.M. is demonstrated, and if working conditions satisfactory to the federal government are established, the Secretary of War or the Secretary of the Navy, under conditions approved by the Woman in Industry Service of the U. S. Department of Labor, will call upon the state agency charged with enforcement of labor laws to grant to a particular plant for a specified period a temporary war certificate allowing the employment of women at night. These certificates will be issued under the war powers of the federal government. Plants in states where night work has been legally resorted to in the past will come under the same regulations beginning December 1, 1918. No plant working on a war contract for the federal government will be allowed thereafter to employ women after 10 P.M. or before 6 A.M. without a war emergency certificate.

Thorough investigation will determine the necessity for night work and each establishment holding a certificate shall be under the continued supervision of a designated federal department. It should be emphasized that night work of women can often be avoided by the employment of men over the

draft age and those not qualified for military service, by the transfer of men from non-essential industries, by the extension of plants, by the introduction of an industry into new areas, by a careful distribution of contracts with due regard to the local labor supply or by improved management. Certificates will not be granted unless it is clear that these methods do not suffice to increase production to the point demanded for the prosecution of the war.

Certificates will be issued only for night shifts of eight hours or less and rotating shifts will be encouraged. Full compliance will be required with the standards and awards of the War Labor Board, including the provision that women introduced into work hitherto done by men shall receive equal pay for equal work, and other standards set by the federal government and the state labor laws.



November 7, 1918.

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Proposed Resolution on Night Work of Women to be brought before the  
War Labor Policies Board.

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 and 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.