

WOMAN IN INDUSTRY SERVICE

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June 10, 1919.

Miss Mary Van Kleeck,
Judson Hotel,
53 Washington Square,
New York City.

Dear Mary:

Mrs. Robins is in Washington gathering information as to the possibilities of handling this coming international working women's conference. We had lunch with Miss Lathrop and Miss Abbott this noon and we talked over the possibilities of maternity benefits as one of the agenda to be discussed in the Conference next fall. It seems to me that we must work out that question in conjunction with the Children's Bureau. The other question on the agenda that ought to be considered by the Children's Bureau is Child Labor. Then we have the question of education that enters into the subject of child-labor. Then we have the question of the 8-hour day, night work for women, women employed in unhealthful processes, etc. These questions are to be formulated and presented in conjunction with women from other countries to the preliminary committee of seven men that is to sit probably in London during the summer to formulate the questions on the agenda to be presented at the international labor conference that will be held in October here in Washington. I feel, of course, that the Women's Trade Union League will have to send some one over to present this material but that it is our duty to work up the material. Mrs. Robins and myself are to see the Secretary of Labor at Washington tomorrow afternoon to talk over with him the possibilities of this question. I may have to take a flying visit to Atlantic City to see Mr. Gompers on the same question. I am awaiting word from Elisabeth as to what is the best time to see him. I think, too, that I ought to go over there for a day or two to say "Hello" to the brothers in behalf of the Department because they certainly know about us now since the "Standards" have been distributed so widely. I see in the report of the Executive Council that they have reported favorably on the Woman in Industry Service I suppose a resolution ought to be presented there so as to get them on record.

Mrs. Irvin tells me that several people have asked her to speak. Two engagements would be in North Carolina between the 24th and 30th of June. They are meetings of two colored universities and it may be possible that they will pay her traveling expenses and also entertain her while there. If they don't pay her traveling expenses do you think we ought to pay them? There will be no per diem while she is there so as to enable her to go. I think it is very important and desirable myself that the colored people of the South know what our Department is doing. There is a meeting of the colored women's

clubs in the State of New Jersey July 24th at which Mrs. Irvin has been asked to speak. It seems to me it is desirable that she should attend this meeting if we are still in existence by that time.

Miss Brown is going away for two weeks beginning June 24th to have an operation on her nose.

Mrs. Robins is to see Mr. Good, Chairman of the Appropriation Committee, while she is in Washington. She will be here until Thursday night and she then goes to New York but she probably will be back here very soon again. The office sends love to you and hopes that your mother is very much better. With love and best wishes,

Affectionately yours,

Mary Anderson, Assistant Director
Woman in Industry Service.

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WOMAN IN INDUSTRY SERVICE.
U. S. Department of Labor.

PURPOSES FOR WHICH ORGANIZED.

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

ACTIVITIES OF THE WOMAN IN INDUSTRY SERVICE.

Standards have been formulated governing the employment of women. These standards deal with wages, hours, collective bargaining, necessity for employment management in industry and the working conditions which should be established in plants where women are employed.

To assist in establishing policies regarding the employment of women, a Committee on Hazardous Occupations was organized to report on the employment of women in hazardous occupations, an Advisory Council of working women has been formed, special investigations are being made in a number of cities of the conditions of employment of Negro women in industry, and an initial inquiry has been made into the status of women in the ^{metal} machine trades in Michigan.

The Service cooperates with the War and Navy Departments by advising on conditions affecting the employment of women in navy yards and arsenals.

Special assistance and advice has been given in the States with a view towards formulating or furthering programs of legislation. At the request of the Governor of Indiana a survey was made of the conditions under

which women were employed in that State and a report was submitted in advance of the meeting of the legislature.

Information regarding legislation and working conditions for women is furnished to those who are interested.

A stereopticon slide lecture, and a 15-panel exhibit illustrating the standards which are advocated for the employment of women have been prepared for use throughout the country by State Labor Departments, schools and colleges and other organizations.

PERSONNEL.

Miss Mary Van Kleeck is the Director of the Woman in Industry Service. Miss Van Kleeck was in charge of the Woman's Branch of the Industrial Service Section of the Ordnance Department from the time of its organization until the establishment of the Woman in Industry Service. Before entering the Ordnance Department she was in charge of the Division of Industrial Studies of the Russell Sage Foundation in New York.

The Assistant Director, Miss Mary Anderson, was also in the Woman's Branch of the Industrial Service Section of the Ordnance Department. She is a member of the National Executive Board of the Boot and Shoe Workers Union, and is Chairman of the Washington Committee of the National Women's Trade Union League.

PUBLICATIONS OF THE WOMAN IN INDUSTRY SERVICE.

Bulletin No. 1. Proposed Employment of Women during the War in the Industries of Niagara Falls.

Bulletin No. 2. Labor Laws for Women in Industry in Indiana.

Bulletin No. 3. Standards for the Employment of Women in Industry.

U. S. DEPARTMENT OF LABOR

WOMAN IN INDUSTRY SERVICE

WASHINGTON

The Judson,
53 So. Washington Square,
New York City.

June 28, 1919.

Miss Mary Anderson, Assis. Director,
Woman in Industry Service,
Department of Labor,
Washington, D. C.

Dear Miss Anderson:

Do you know the dates when the International Labor Conference will be held in Washington next autumn? I have been invited to speak at a mass meeting in connection with the General Convention of the Protestant Episcopal Church in Detroit on October 21st. This will offer an opportunity which I should wish to take advantage of to discuss women in industry. I am accepting with the understanding that I may shortly have to withdraw my acceptance if the dates for the International Labor Conference, and especially the women's part of it, should conflict. Will you let me know about this soon?

I have your letter of June 19th about the request of the Consumers' League of Philadelphia for advice about their proposed investigation of negro women in industry. I suggest that ~~after~~ talking it over with Mrs. Irvin, you tell ~~them~~ that we have no definite plans for an investigation in Philadelphia next Fall, but that when their plans are definitely formulated we shall be glad to make suggestions, especially by asking Mrs. Irvin to confer with their field workers.

Thank you very much for sending me the telegram about the Sundry Civil Bill last Saturday. To make it doubly sure the Western Union delivered it once at six o'clock and again at ten. I am hoping soon to have news of the action by the Senate. Meanwhile I am also awaiting information about the hearings on the employment service bill. I am so glad that it was not necessary for me to go to Washington this week.

Will you be back from the Y. W. C. A. conference in North Carolina by July 8th, and will the Secretary of Labor be in Washington that week? Of course, you will not wish to find out definitely about his plans until the date is nearer, but I hope to be able to spend a few days there beginning July 8th, and I should wish to choose dates when I could confer with the Secretary and accomplish as much as possible.

Faithfully yours,

Mary Van Kleeck

Mary Van Kleeck, Director,
Woman in Industry Service.

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New York City

June 11, 1919.

Miss Mary Anderson,
Washington, D. C.

Dear Miss Anderson:

I certainly agree that it is the work of the Woman in Industry Service to get together the material needed for the discussion of Women in Industry at the conference next fall. Is it your idea that material should be prepared which will be printed in the form of briefs as a basis for discussion? It might be well to have Miss Jones begin to think about the whole question at once so that she and Miss Campbell could begin to compile material on the different subjects. I should think it was very desirable for you to go to Atlantic City.

I agree that Mrs. Irvin ought to accept the engagements in North Carolina if she and Dr. Haynes think they will offer opportunities to further the cause in which we are interested. In that case it is certainly legitimate and right that her expenses should be paid by the Woman in Industry Service in the usual way. I should think that she would accept the July 24th engagement tentatively, calling the attention of those who have invited her to the facts about the conditions of this Service. Miss Larrabee will take you other messages.

Very sincerely yours,

Mary Van Kleeck, Director
Woman in Industry Service.

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Mary Van Kleeck

A.B., Smith College, 1904. For ten years before 1918, directing industrial investigations for the Russell Sage Foundation, first as Secretary of the Committee on Women's Work, and afterwards as director of the Division of Industrial Studies. Lecturer and instructor in industrial problems in New York School for Social Work, 1914 to 1917. In January, 1918, appointed director of the Women's Branch, Industrial Service Section, Ordnance Department, U.S.A. In July, 1918, following the appropriation by Congress for the War Labor Administration, which included the Woman in Industry Service to co-ordinate all work for women in industry in the Federal Government, appointed director of the Service by the Secretary of Labor, and at the same time appointed member of the War Labor Policies board. Beginning August, 1919, resumed position of director of the Division of Industrial Studies, Russell Sage Foundation.

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

*A Digest of proceedings of Women's Bureau
for 1919-1920. sent to Secretary to be
incorporated in his Annual Report. 213
d.f.*

Continuing the policies originally established by the Women in Industry Service, the Women's Bureau has made the following investigations this past year:

1. WOMEN IN THE GOVERNMENT SERVICE. *Life*

in this investigation
This report showed, among other conditions, that 60 per cent of the examinations held by the Civil Service Commission during the period studied were closed to women and that the prevailing entrance salary paid women was much lower than ^{that} for men in the same grade. Within two weeks after these discriminations against women were brought to the attention of the Civil Service Commission they issued a ruling which opened all examinations to men and women alike. The Bureau report of this investigation was included in the final report to the Joint Congressional Commission on Reclassification of Salaries.

2. ~~WOMAN'S PART IN AMERICAN INDUSTRIES DURING THE WORLD WAR.~~ *The new position of women in American Industry*

This survey was based on data covering for the prewar period nearly 9,000 firms, for the war period nearly 15,000 firms and for the postwar period over 1,300 firms. The significant facts drawn from this large field bear evidence that women were employed during the war in crafts from which they had practically been debarred before the war, and that they are being retained in most of these industries now with an outlook of a larger use of woman labor in these skilled occupations for which the trade training has been thus far denied women except as given by her employer in his shop. The Y.W.C.A. through its War Work Council made this investigation because of the Women's Bureau lacking the funds to make such an extensive investigation. The original report as submitted by the War Work Council was revised and condensed by the Women's Bureau.

3. INDUSTRIAL TRAINING FOR WOMEN AND GIRLS.

Following the disclosures made by the foregoing study an extensive survey was made of the trade training courses offered women and girls in over 100 trade schools in 20 States with an analysis of the local industries for which training would most successfully fit women. This report recommends an immediate program opening all vocational classes to girls as well as boys, and encouraging girls to fit themselves for occupations in the various industries of their communities.

4. EFFECTS OF LAWS REGULATING THEIR HOURS OF WORK ON THE EMPLOYMENT OF WOMEN.

The ~~restrictive~~ ^{State} legislation passed recently in New York limiting the employment of women to nine consecutive hours a day and 54 hours a week, and also forbidding their employment after 10 p.m. or before 6 a.m. resulted in the immediate dismissal of the women employed in the street railway companies of New York City and Brooklyn. Whereupon the Bureau undertook an investigation of women in the same employments in other cities, and in Chicago and Boston it was found that women could be employed under conditions far in advance of local legal requirements and of the requirements in New York. Another investigation was made of the effects

of the 48-hour law for women recently passed in Massachusetts, comparing the conditions of employment and unemployment/^{of women} in the chief industries there with similar conditions in New Jersey, where the law still permits the employment of women 60 hours a week. The conclusions indicated that in spite of the restricted ^{measures} the actual number of women employed increased considerably in Massachusetts, but decreased slightly during the same period in New Jersey. The proportion of women employed decreased in both States, in New Jersey 3.1 per cent but in Massachusetts only one-tenth of 1 per cent.

5. THE RESPONSIBILITY OF WAGE EARNING WOMEN FOR THE SUPPORT OF OTHERS.

It is generally admitted that the discrimination in wage rates against women as compared with rates for men serves as a serious handicap to the woman responsible for the support of others. What per cent of wage-earning women are the chief bread winners in their families has never been determined except in very ^{limited} restricted investigations. In order to ascertain to what extent women are contributing to the support of others an intensive study was made of a limited number of families in Manchester, New Hampshire. The total earnings of all the working members of these families was obtained from the employer's pay rolls for the year, and it is hoped that the report, ^{now} (in preparation) by combining this data with the cost of living survey made by the Bureau of Labor Statistics covering the same period will show the justice ^{the} of woman's demand for a wage rate based on the cost of living

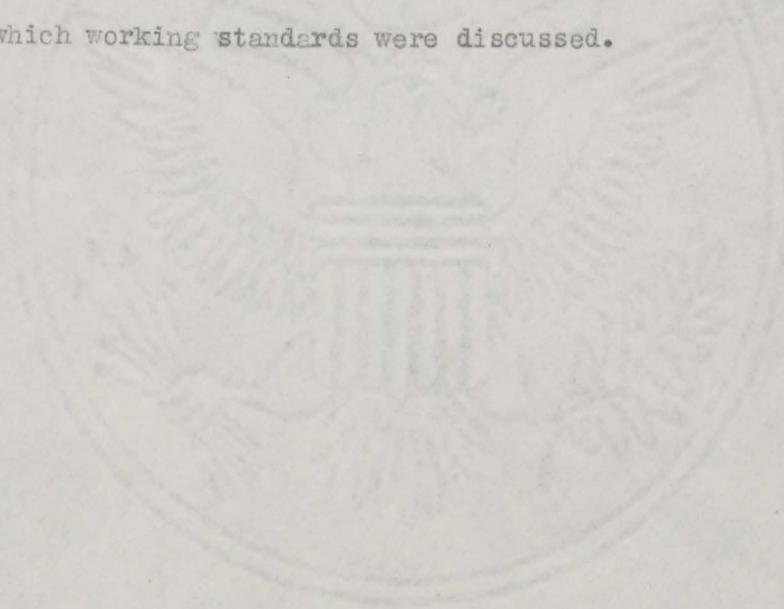
for dependents and not merely for the individual.

6. GENERAL INDUSTRIAL CONDITIONS FOR WOMEN IN THE STATES.

In all investigations made in the States the Women's Bureau has worked in conjunction with and many times at the request of the State departments of labor. In Virginia the Women's Bureau made a special survey at the request of the Governor, of the hours and conditions of work for women in industry in that State, and a report upon conditions in 144 plants with specific recommendations for the improvement of hours and working conditions was made to the Governor. A study of ^{similar} the same conditions was made in Atlanta, Georgia, and another more extensive investigation is now in progress in Kansas in cooperation with the State Industrial Commission.

In addition to these field investigations the Women's Bureau has had many demands made upon it to supply information in matters relating to the industrial problems of women. Special bulletins, maps and charts were issued for the International Labor Conference on the legal regulations of the employment of women in the States. The Women's Bureau was even more intimately in touch with the First International Congress of Working Women and the influence of the Director of the Bureau was felt in formulating the international program for the improvement of all conditions throughout industry. To meet the demands from State departments of labor, women's clubs, universities, chambers of commerce and other private organizations for educational information

upon working conditions of women the Bureau has circulated pictorial exhibits showing poor and ideal conditions, and photographs illustrating different phases of women's work have been furnished magazines and newspapers. Members of the staff of the Women's Bureau have participated in many conferences of which working standards were discussed.



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U. S. DEPARTMENT OF LABOR

W. B. WILSON, SECRETARY

Issued through
INFORMATION AND EDUCATION SERVICE
Roger W. Babson, Chief



Washington, D. C.

WOMAN IN INDUSTRY SERVICE

This contains a copy of the statement of principles concerning the employment of women in war work as adopted by the War Labor Policies Board. It defines what kind of work women may perform, how they shall best be introduced, under what conditions they should be employed and what work should be prohibited.

Employers should avail themselves of the assistance of the Woman in Industry Service for advice on the best methods of introducing women and the working conditions which should be established.

STANDARDS FOR THE EMPLOYMENT OF WOMEN OUTLINED BY THE WAR LABOR POLICIES BOARD

The War Labor Policies Board, for the Department of Labor, announces the Government's attitude toward the employment of women in war industry. The principles set forth will underlie the work of the Woman in Industry Service, of which Miss Mary Van Kleeck has been appointed Director and Miss Mary Anderson, Assistant Director.

The existing shortage of labor, aggravated daily by the military and naval demands of the Government which requires a greatly increased production of war materials and at the same time the withdrawal from civil occupations of about a quarter of a million additional recruits each month, necessitates widespread recourse to the labor of women in the United States.

In order that their services may be fully utilized and their working power conserved, a clearly defined policy is needed which shall determine what kinds of work women should perform, how they should best be introduced, under what conditions they should be employed, and what work should be prohibited.

Standards as to hours, night work, wages, and conditions of labor have already been defined by the Government in orders issued by the Chief of Ordnance and the Quartermaster General, and in the recommendations made by the War Labor Board, which should be observed by all employers.

First. The shortage of labor in essential war industries should be met in part by further introducing women into occupations easily filled by them, such as clerical and cashier service and accounting in manufacturing, mercantile and financial establishments and in the offices of transportation companies and other public utilities; such as sales

clerks and floorwalkers in mercantile establishments, including among others department stores, specialty stores, shoe stores, men's furnishing stores, florists' shops, jewelry stores, drug stores, soda water fountains, etc.

Second. Women should not be employed to replace men in occupations or places of employment clearly unfit for women owing to the physical or moral conditions, as for instance, in barrooms and saloons; in pool rooms; in or about mines, smelters, and quarries; on furnace work; in glass works, etc. In addition, girls under years 21 of age should not be employed in occupations or places of employment clearly unfit for them owing to their youth, as for instance, in the public messenger service, in street car, elevated and subway transportation service, as elevator operators, as bell boys in hotels, and clubs, etc.

Third. 1. The introduction of women into war industries or into employments involving special hazards, such as the use of industrial poisons, should be guided by the standards as to health, comfort and safety set up from time to time by the War Labor Policies Board, in addition to the standards already defined by the Federal Government and by State labor departments.

2. The introduction of women into new occupations such as street railway service, public messenger service, etc., should be guided by regulations concerning hours of labor, night work, etc., such, for instance, as those adopted by the Industrial Commission of Wisconsin for street railway service and by the legislature of New York State for messenger service.

3. The recruiting of mothers of young children for war industries should be discouraged.

The advice of the Woman in Industry Service should be sought by employers regarding the best methods of introducing women and the working conditions which should be established.

Fourth. Older men should be more generally employed. They constitute a largely unused labor reserve. In the past they have been considered superannuated at early ages. It is estimated that since the war began, the maximum age of engaging men has advanced ten to twelve years, that is, from about 38 to 50. It has been found that tasks can be graded for these workers according to their strength, and that work unsuitable for women, especially at night, can be performed by them. In many trades their experience is an asset which offsets less physical strength. Thus the productive power of this large class now wasted can be utilized.

The needs of the country require the united efforts of all classes of workers, in accordance with their capacities; and to maintain the standards and conditions of labor set up by the Government is, in the words of President Wilson, "indispensable to the Nation's full productive efficiency."

WOMAN IN INDUSTRY SERVICE.

Purpose and Duties.

The purpose and duties of this service is stated in the Secretary's letter as follows:

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

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

In view of the fact that the other services will, as above indicated, include within their sphere women as well as men, this special service of women in industry is not large, will be largely policy making and administrative in character rather than itself executive; but it will maintain close contact with all the work of the department on this special subject and will also coordinate and control such work in all other departments."

Stated more specifically the purpose of this Service is,-

1. To consider all general policies with respect to women in industry and to advise the Secretary of Labor as to the policies which should be pursued.
2. To keep informed of the work of the several divisions of the department insofar as they relate to women in industry and to advise with the divisions on all such work.
3. To secure information on all matters relating to women in industry and to collate such information into useful form.
4. To establish useful connections with all governmental departments and divisions on this subject and with voluntary agencies and societies.

The Relation of the Work to other Departments.

This is sufficiently shown in the above statement, the relation of this service to other departments being the same as its relation to other services in the Department of Labor.

II. The Service is Necessary for War Production.

There is no organization which deals effectively with this subject at the present time or is qualified so to do. The different committees dealing with it in Washington are as follows:

1. The Woman's Committee of the Council of National Defense;
2. Mr. Gompers' subcommittee on Woman in Industry;
3. The National League for Woman's Service connected with the Department of Labor.

None of these has executive power and is not a proper agency in which to bring together the various persons engaged on work with reference to women wage-earners in any of the departments.

III. The Plan here Proposed will be Effective.

The obvious purpose of the plan is to organize a service on this subject having real authority for the Government, instead of the committees which now exist and which have no authority, though they employ a considerable number of persons in their work. If the proposed service does nothing more than to do away with most of the work of the existing committees, it would justify itself. As a matter of fact, however, a well-established service with funds and authority will be able actually to produce valuable results where numerous committees, without authority, would practically fail.

February 1, 1919.

Memorandum Regarding Appropriation Requested for the Woman in Industry
Service of the Women's Bureau of the United States Department
of Labor, for the year beginning July 1, 1919.

To the Committee on Appropriations:

Revision of
Estimate.

1. A revised estimate of \$150,000, providing an increase of \$110,000 over the present appropriation of \$40,000 is herewith submitted. The original estimate of \$300,000 was prepared during the war when it was evident that if the war should continue the industries of the country would depend in rapidly increasing measure upon the work of women. The successful introduction of so large a new personnel into the war industries would have involved administrative responsibilities which would have made any smaller appropriation unwise in view of the importance of women's work to production. With the signing of the armistice the problems of women in industry are none the less serious and important but so rapid an expansion of activities by the Federal government is deemed unnecessary at this time.
2. The amount now requested represents a decrease in the combined scales of expenditure for the same purpose by several agencies of the Federal Government during the war. These included besides the Woman in Industry Service of the Department of Labor, which was designated as the unifying agency for all such organizations, the Women's Branch of the Ordnance Department, which at the time of the signing of the armistice had developed activities, the cost of which was rated at somewhat over \$100,000 a year; the Industrial Relations Section of the Quartermaster's Department, which included women in plants working for that department; and the Shipping Board, which was giving increasing attention to the introduction of women into its subsidiary plants and even considering their wider use in the shipyards. In addition there was the work of the Committee on Women in Industry of the Advisory Commission of the Council of National Defense and the Department of Women in Industry of the Women's Committee of the Council.

The former was partially supported by private contributions. None of these listed will continue unless the Women's Committee carries forward a limited range of work through the women's clubs. It is impossible to estimate accurately the total expenditures for women in industry by the Federal Government through all these organizations during the war, but evidently it was at a rate higher than that now requested during the equally important reconstruction period.

Expenditures
to Date.

3. The budget submitted contains a statement of the size of staff and actual expenditures for the six months ending December 31, 1918.

Purposes for
which
Organised.

4. The appropriation of 1919 was made "to enable the Secretary of Labor to establish a service with special reference to promoting and developing the welfare of wage-earning women, improving the working conditions of women and advancing their opportunities for profitable employment, and in this service to coordinate and control all work in the Department of Labor and other Departments having to do with any matters of policy or procedure with reference to women wage-earners."
5. In explanation of the reasons for a special service for women, the Secretary of Labor made the following statement in submitting the estimate for 1919:

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

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

It has been the purpose of the Service, therefore, to bring together agencies concerned with special aspects of the problem for united action on a common basis which should make the work of each more effective.

Work accomplished 6.
to Date.

STANDARDS GOVERNING THE EMPLOYMENT OF WOMEN IN INDUSTRY, a copy of which is attached, were formulated by the Woman in Industry Service after study of the experience of plants in which women were most successfully employed during the war, and consultation with State departments of labor, representatives of employers, and representatives of wage-earning women. The Standards were adopted by the War Labor Policies Board in October, with the expectation of including the most important in federal contracts. After the signing of the armistice a few changes were made, consisting chiefly of the elimination of provisions for modifications to meet the necessities of war, and the Standards were then as a statement of purpose and program for the reconstruction period. They are being widely distributed by State departments of labor and organizations interested in conditions of women's work. They have been translated into Spanish by an organization in Porto Rico and translation into other languages are planned by the Young Women's Christian Association in its work among foreign-born women. They form a basis for suggestions to employers especially as they are actually a statement of conditions now prevailing and found practicable in the best establishments of the country.

7. In fulfillment of instructions to co-ordinate all federal activities for women in industry, the Service organized the COUNCIL ON WOMEN IN INDUSTRY, composed of representatives of every division of the Department of Labor, the War Department, the Railroad Administration, the Women's Committee and the Committee on Woman in Industry of the Council of National Defense, and the Federal Board for Vocational Education. This Council has held weekly meetings and served as a center of information to its members as to each other's programs.
8. The director of the Service has represented women in industry on the WAR LABOR POLICIES BOARD, thus further insuring unity of action among federal departments in dealing with women's work. Acting for the War Labor Policies Board the director assisted in formulating a statement of policy for the introduction of women into new occupations; developing a plan, whereby State Departments of Labor should work with the Federal Government during the war in maintaining standards set in State labor laws; and outlining for the several agencies concerned a plan of cooperation for intensive war-time training of workers for industry. The Woman in Industry Service also assisted the War Labor Policies Board in a conference of the State

Departments of labor held in Washington in September, for the purpose of more affective cooperation in the use of their combined resources in dealing with these problems from a national point of view.

9. At the request of the Secretary of War, the Women in Industry Service REVIEWED ALL REQUESTS FOR MODIFICATION OF STATE LABOR LAWS, including temporary suspension of provisions prohibiting night work, in plants engaged in production for the war. The review consisted in careful scrutiny of reports submitted by industrial service sections of the War Department, conference with the Department of labor in the State concerned, the securing of a report from the local employment office as to the availability of a supply of labor making modification of State laws unnecessary, and, where necessary, a supplementary investigation by the Women in Industry Service designed to discover other methods of meeting the emergency. In the course of dealing with these cases the Service formulated a method of procedure for control of night work and the safeguarding of any modifications demonstrated to be necessary, and after consultation with organizations vitally interested in the labor laws, including State labor departments, trade unions and other voluntary associations, and with employers, submitted the plan to the War Labor Policies Board. The signing of the armistice made its adoption unnecessary, and it is possible to report that throughout the war all standards in State labor laws were rigidly maintained to the advantage of production.
10. The introduction of women into HAZARDOUS OCCUPATIONS, including the chemical industries, manufacture of explosives and the lead trades, became a serious problem early in the summer. Following a request from the Employers' Association of Niagara Falls for permission to employ women at night in the chemical industries there, this Service organized a Committee on Hazardous Occupations composed of representatives of the Public Health Service, the Bureau of Standards, and the National Research Council, and the engineers from the War Department and the Navy whose contracts in these industries were important. A careful investigation was made in Niagara Falls by representatives of the Public Health Service and the Women in Industry Service, the former dealing with technical problems of hygiene and safety and the latter with policies and conditions especially affecting women. The report formulated by this Service is submitted herewith in multigraphed form. It is to be published in the forthcoming Monthly Labor Review.
11. A similar piece of work was projected and begun in EAST CHICAGO but not continued because the signing of the armistice made the further introduction of women unnecessary.

12. The inquiry at Niagara Falls revealed the need for an authoritative scientific statement of the DANGERS OF EMPLOYING WOMEN IN THE LEAD TRADES, since lead-poisoning of women causes sterility and infant mortality. This Service, therefore, asked Dr. Alice Hamilton of the Bureau of Labor Statistics to formulate such a statement, which is now in press. The Woman in Industry Service will assist in securing action on its conclusions, by advocating the enactment of State laws prohibiting the employment of women in processes involving exposure to lead-poisoning.

13. At the request of the Governor of Indiana, the Industrial Board and the State Council of Defense, this Service has completed a survey of LABOR LAWS FOR WOMEN IN INDUSTRY IN INDIANA, and submitted the report of which a copy is attached. Indiana is one of six States having no limitation in the daily or weekly hours of work of adult women in any occupation. At the request of the State Committee organized to take action on the results of the survey, we cooperated in a two days' conference in Indianapolis on women and children in industry, securing in this program the assistance of the Children's Bureau. We presented the results of the survey not only in a printed report but in stereopticon slides showing conditions needing correction and high standards already attained in Indiana factories.

14. At the request of private organizations in Philadelphia, an inquiry into WAGES PAID WOMEN IN CANDY-MAKING AND PAPER BOX-MAKING there is now in progress. Agents of the Bureau of Labor Statistics are working with agents of this Service so that the data may also form part of the nation-wide survey of wages and hours now being made by the Bureau, while our agents will secure the additional data needed to show causes and possible remedies for low wages from the point of view of the local standards of women's work.

15. To further the development of wiser policies in industry itself in dealing with women workers, the director has served as a member of the EMPLOYMENT MANAGEMENT COMMITTEE OF THE WAR INDUSTRIES BOARD. We have also responded to requests from employers for advice by sending information or by making plant inspections.

16. Through an ADVISORY COUNCIL OF WORKING WOMEN, the Service is enabled to keep continuously in touch with the needs of the women employed in the largest industries and to have their counsel in its plans and policies.
17. The Federal Government can exert an important influence through its own policy as an employer of women. The Secretary of the Navy has requested this Service to have an ADVISORY RELATION TO THE NAVY DEPARTMENT in all matters affecting women employed in Navy Yards or in plants under the jurisdiction of the Navy. The initial inspection is now in progress.
18. THE FUTURE OF WOMEN IN THE MACHINE INDUSTRIES, in which they have been largely and successfully employed during the war involves many important problems of policy relating to extension of their opportunities in skilled work. An initial inquiry has been begun into the status of women in the machine trades in Michigan. On the basis of this initial inquiry the feasibility of a more extensive survey will be determined.
19. THE POSITION OF NEGRO WOMEN IN INDUSTRY has changed during the war. In their case, the problems of race are added to the problems of women's economic position. Information is greatly needed as a basis for a wise policy. A member of the staff of this service working with the Director of Negro Economics of the Department is making a series of brief inquiries, which has already included Detroit, Chicago, and St. Louis, as a basis for determining a program of investigations which will give the facts needed.
20. AN ANALYSIS OF THE LABOR LAWS AFFECTING WOMEN IN INDUSTRY IN ALL THE STATES has been prepared in chart form convenient for reference.
21. On the basis of this analysis, MEMORANDA SHOWING THE PROVISIONS DEMONSTRATED TO BE DESIRABLE IN THE BEST LABOR LAWS have been submitted to the industrial board or labor department in Indiana and Minnesota, and bills based on these memoranda have been introduced in these States.
22. Plans for the coming year contemplate a continuation of the methods already shown to be effective on a limited scale. Future activities are outlined on the basis of an analysis of those instrumentalities through which standards for the employment of women can be developed and applied, as follows:

Plans for the
Year 1919-
1920

a. THE FEDERAL GOVERNMENT AS EMPLOYER.

The control of the Federal Government over labor conditions has grown rapidly less as war contracts have been curtailed, but the influence of the Federal Government through the policies adopted where it has control will continue to be of great importance. The Women in Industry Service plans, therefore, to carry forward the inspection requested by the Secretary of the Navy and to extend it, if desired, to plants under the jurisdiction of other Federal Departments.

b. STATE LABOR DEPARTMENTS AND GROUPS INTERESTED IN STATE LABOR LEGISLATION.

The functions of the State and Federal Departments of labor in relation to women in industry are distinct since State departments are charged with enforcement of laws while the Federal Department is not a law-enforcing agency but informational and policy-making. It is appropriate and necessary that the Federal Government should supply data needed by one State as to experience gained in another and thus to assist in raising standards and encouraging uniformity. That the State departments are eager for this assistance is already demonstrated. Their need, emphasized during the war has created a responsibility for the Federal Government. Moreover, in the national problems of reconstruction the Federal Government must rely upon State action for solving many difficulties which have national consequences. Continuing cooperation with the States, is, therefore, a national asset, as well as a service to the States.

c. MANAGEMENT IN INDUSTRY.

The application of standards will devolve upon the management in individual establishments, and this Service is prepared especially to maintain contact with employment managers responsible for the conditions of women's work.

d. WORKING WOMEN.

Obviously the women themselves are an important factor in determining conditions of work and in cooperating in successful production. The Women in Industry Service affords for them a means of making known their needs and, in turn, the Service can enlist their aid in all matters affecting the relation of the Federal Government to them.

c. PUBLIC OPINION.

Underlying all the efforts of these agencies is the attitude of the public. The Women in Industry Service aims to supply to the public, through printed reports, through consultation, and through supplying photographic records and other forms of exhibit material, the facts needed for wise decisions on proposed legislation, or other action to improve the condition of wage-earning women.

SUMMARY

Women in industry in 1910 constituted more than 21 per cent of the total number of persons gainfully employed in the United States. It is not only their importance in numbers, but the special problems of their employment affecting industry on the one hand and family life and child welfare on the other hand which necessitates special provision by the Federal Government for a clearing house of policies and facts relating to their position in industry. The wisdom of Congress in designating such an agency as primarily policy-making rather than itself executive, seems to have been demonstrated in the actual experience of the Women in Industry Service in securing cooperation and stimulating the activities of other agencies. In view of the size of the country and the diversity of its conditions, however, the small staff made possible by the present appropriation has been shown to be very inadequate for the development of policies. The appropriation requested although also small in comparison with the magnitude of the task will be made effective through the extension of the present plan of activities designed to stimulate the cooperative effort of all the agencies concerned in the problem in the typical and important industrial centers of the country.

Respectfully submitted,

Mary Van Kleeck, Director
Women in Industry Service.

June 4, 1919.

Additional Memorandum of work accomplished by the Woman in Industry
Service of the U. S. Department of Labor from
February 1, 1919 to June 1, 1919.

To the Committee on Appropriations:

1. In accordance with the arrangement by which this Service assumed an ADVISORY RELATIONSHIP TO THE NAVY DEPARTMENT in all matters affecting women employed in Navy Yards and in plants under the jurisdiction of the Navy Department, inspections have been made and reports and recommendations submitted to the Secretary of the Navy in the following instances: The Brooklyn Navy Yard, The Brooklyn Clothing & Provisions Depot, The Brooklyn Fleet Supply Depot, The Philadelphia Navy Yard, The Naval Aircraft Factory, The Charleston Navy Yard. Recommendations in these cases covered readjustment of wage rates, better working conditions and improved methods of employment management, and the establishment of a definite policy by the Navy Department regarding the dismissal of women workers. Because the curtailment of the work in the Navy Yards necessitated laying off numbers of workers it was considered necessary in order to prevent hardship to recommend that due notice should be given before dismissal, that Negro workers should not be laid off in larger proportions than white workers, and that part time work for the whole force should be arranged, rather than unemployment for a portion of the force. In the Charleston Navy Yard the Service was asked to assist in establishing piece work prices and cost prices on underwear manufactured there.

Inspections are now being made of conditions in the Mare Island and Bremerton Navy Yards.

2. This Service has also been requested to COOPERATE WITH THE ORDNANCE DEPARTMENT in matters relating to the employment of women in Government arsenals. Inspections similar to those made in the navy yards are planned, beginning with the arsenals

at Benicia, California and at Rock Island, Illinois.

3. Further investigations have been made to collect information regarding NEGRO WOMEN IN INDUSTRY. Short surveys have been made of the employment of Negro women in the steel industries in Chester and in the candy industry in Philadelphia. A more extensive survey has been made of Negro women in the industries of Ohio. Conditions in Ohio are representative of conditions throughout the country showing both the northern attitude towards the problem of the Negro as represented in and about Cleveland and the northern part of the State, and the greater prejudice of the south as in Cincinnati and the southern part of the State. A report on this survey is now in preparation.
4. The investigation of WAGES OF CANDY MAKERS IN PHILADELPHIA has been completed. This investigation covered factories employing two-thirds of the workers in the candy industry in Philadelphia. It was found that although wage rates have increased since before the war, the earnings of the majority are less than the cost of living. One of the chief causes of this low income is irregularity of employment. Copies of the report were submitted in manuscript form to the management of all of the candy factories which had been included in the investigation, with the request that they submit suggestions or recommendations as to methods of eliminating this irregularity, to be incorporated in the final report.
5. The first draft of the report on THE FUTURE OF WOMEN IN THE MACHINE INDUSTRIES has been completed and shows the need for the establishment of a definite policy regarding the future employment of women in these trades, including special training and education for such work, and a just application of the standard of equal rates of pay for men and women.
6. At the request of the Corset Workers Union an investigation has been made of HOME WORK IN THE CORSET TRADE in Bridgeport, Connecticut. It was found that there is a considerable amount of home work in connection with this industry and that such work is carried on in crowded unsanitary surroundings, sometimes during the illness of members of the family, suffering from infectious or contagious diseases; that a

lower wage rate is given than would be paid for similar work in a factory, and that child labor is utilized. Recommendations have been made to the employers that the practice of giving out home work be discontinued as soon as possible and that in the mean time such work should be carefully supervised and the same rate paid for work done in the home as would be paid for similar work done in the factory. The employer in the most important plant has expressed interest in the findings and has asked for a special report on families taking work home from his factory. He will bring the recommendations to the attention of other employers in Bridgeport, and in the State.

7. ASSISTANCE HAS BEEN GIVEN TO LOCAL ORGANIZATIONS WORKING IN THE INTERESTS OF WOMEN in various States. In Minnesota, where a special legislative campaign for shorter hours for women was carried on, this Service furnished, in addition to personal advice and assistance, charts showing State labor laws, and stereopticon slides showing standards of working conditions, for exhibition throughout the State. Other States where special assistance has been given are Iowa, New York, Rhode Island, Pennsylvania, and Ohio.
8. EXHIBIT MATERIAL has been prepared illustrating standards for the employment of women in industry. These exhibits consist of stereopticon slide lectures, and a series of panels containing photographs and sketches of actual conditions. This material is being widely circulated among State Labor Departments, schools, colleges, labor organizations and other groups who are interested in improving conditions.
9. In order to determine the effects of demobilization upon the status of women workers this Service has been requested to assume an advisory relation to a STATISTICAL INQUIRY INTO THE PRESENT STATUS OF WOMEN WHO WERE EMPLOYED IN THE WAR INDUSTRIES, to be made by the War Work Council of the Y. W. C. A. In view of the general lack of definite information as to the work of women in the war industries and as to the future opened to them by such employment it is considered that such a survey will be of great value and arrangements have been completed for its inauguration.
10. In connection with the publication of the reports of this Service an arrangement has been made for COOPERATION WITH THE BUREAU OF LABOR STATISTICS OF THE DEPARTMENT OF LABOR, in order to avoid dupli-

lication and unnecessary expenses in organizing an editorial and statistical force for the Woman in Industry Service. Under this arrangement the Bureau of Labor Statistics will advise in planning statistical work, will check tabulations and statistical material, and edit reports for publication, and, when advisable, the reports of this Service, will be published by the Bureau as joint publications of the Service and the Bureau.

Respectfully submitted,

Mary Van Kleeck, Director
Woman in Industry Service.

WAR LABOR ADMINISTRATION - WOMAN IN INDUSTRY SERVICE.
(Change of name requested to Women's Bureau)

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

(Increase of \$110,000 submitted)

Employees	Rate	Estimated 1920	Expended, 1918*
Salaries:		Number.	Number.
Director.....per.annum	\$5,000	1	1
Assistant Director "	3,500	1	**1
Chief Clerk....."	2,500	1	1
Industrial Experts..."	3,000	4	#2
Industrial Experts..."	2,500	5	#1
Industrial Agents...."	2,000	6	#2
Secretary to the Director "	1,800	1	-
(Secretary to the Director"	1,500	-	1
Research assistants....."	1,800	1	-
Research assistants....."	1,600	2	1
Special Agents....."	1,600	6	-
Special Agents....."	1,500	-	#2
Special Agents....."	1,400	6	-
Field Clerks....."	1,320	6	-
Clerks....."	1,600	3	-
Clerks....."	1,400	3	1
Clerks....."	1,320	9	4
Clerks....."	1,200	-	1
Messenger....."	900	1	-
		56	18

salaries.....	\$102,000	\$11,472.30
Other objects of expenditure		
Travel and per diem.....	25,000	2,732.96
Supplies and equipment.....	12,500	4,574.87
Office rental.....	5,000	# 860.72
Printing and binding.....	4,500	-----
Miscellaneous service, including telegraph & telephone.....	1,000	564.72
Total.....	\$150,000	\$20,205.57

* July 1 to December 31, inclusive
 ** Part time on field work
 # Exclusively on field work
 ## september 16 to December 31, inclusive

WAR LABOR ADMINISTRATION - WOMAN IN INDUSTRY SERVICE

(Change of name requested to Women's Bureau)

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

(Increase of \$110,000 submitted)

Employees	Rate	Estimated 1920	Expended 1918*
	Rate	Number	Number
Salaries:			
Director	per annum \$5,000	1	1
Assistant Director	" " 3,500	1	1**
Chief Clerk	" " 2,500	1	1
Industrial Experts	" " 3,000	4	2#
Industrial Experts	" " 2,500	5	1#
Industrial Agents	#- " 2,000	6	2#
Secretary to the Director	" 1,800	1	-
Secretary to the Director	" 1,500	-	1
Research Assistants	" 1,800	1	-
Research Assistants	" 1,600	2	1
Special Agents	" 1,600	6	-
Special Agents	" 1,500	-	2#
Special Agents	" 1,400	6	-
Field Clerks	" 1,320	6	-
Clerks	" 1,600	3	-
Clerks	" 1,400	3	1
Clerks	" 1,320	9	4
Clerks	" 1,200	-	1
Messenger	" 900	1	-
		56	18
Salaries		\$ 102,000	\$ 11,472.30
Other objects of expenditure:			
Travel and per diem		25,000	2,732.96
Supplies and equipment		12,500	4,574.87
Office rental		5,000	860.72##
Printing and binding		4,500	-----
Miscellaneous service, including telegraph and telephone		1,000	564.72
Total		\$ 150,000	\$ 20,205.57

- * July 1 to December 31, inclusive
- ** Part time on field work
- # Exclusively on field work
- ## September 16 to December 31, inclusive

WAR LABOR ADMINISTRATION—WOMEN IN INDUSTRIAL SERVICES.

(Change of name requested to Women's Bureau)

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

(Increase of \$110,000 submitted)

Employees	Rate	Estimated, 1920	Expended, 1918*
Salaries:		Number.	Number.
Director.....per annum	\$5,000	1	1
Assistant Director.....do...	4,500	1	** 1
Chief Clerk.....do...	2,500	1	1
Industrial Experts.....do...	3,000	4	2
Industrial Experts.....do...	2,500	5	1
Industrial Agents.....do...	2,000	6	2
Secretary to the Director.....do...	1,600	1	-
(Secretary to the Director).....do...	1,500	-	1
Research Assistants.....do...	1,600	1	-
Research Assistants.....do...	1,600	2	1
Special Agents.....do...	1,600	6	-
Special Agents.....do...	1,500	-	2
Special Agents.....do...	1,400	6	-
Field Clerks.....do...	1,200	6	-
Clerks.....do...	1,600	5	-
Clerks.....do...	1,400	5	1
Clerks.....do...	1,200	9	4
Clerk.....do...	1,300	-	1
Messenger.....do...	300	1	-
		16	10
Salaries.....	\$102,000		\$11,472.50
Other objects of expenditure			
Travel and per diem.....	25,000		2,722.96
Supplies and equipment.....	12,500		4,174.67
Office rental.....	8,000		660.72
Printing and binding.....	4,500		-
Messenger service, including telegraph and telephone.....	1,000		164.72
Total.....	\$150,000		\$20,205.67

July 1 to December 31, inclusive.

** Part time on field work.

† Exclusively on field work.

‡ September 16 to December 31, inclusive.

June 4, 1919.

Additional Memorandum of work accomplished by the Woman in Industry
Service of the U. S. Department of Labor from
February 1, 1919 to June 1, 1919.

To the Committee on Appropriations:

1. In accordance with the arrangement by which this Service assumed an ADVISORY RELATIONSHIP TO THE NAVY DEPARTMENT in all matters affecting women employed in Navy Yards and in plants under the jurisdiction of the Navy Department, inspections have been made and reports and recommendations submitted to the Secretary of the Navy in the following instances: The Brooklyn Navy Yard, The Brooklyn Clothing & Provisions Depot, The Brooklyn Fleet Supply Depot, The Philadelphia Navy Yard, The Naval Aircraft Factory, The Charleston Navy Yard. Recommendations in these cases covered readjustment of wage rates, better working conditions and improved methods of employment management, and the establishment of a definite policy by the Navy Department regarding the dismissal of women workers. Because the curtailment of the work in the Navy Yards necessitated laying off numbers of workers it was considered necessary in order to prevent hardship to recommend that due notice should be given before dismissal, that Negro workers should not be laid off in larger proportions than white workers, and that part time work for the whole force should be arranged, rather than unemployment for a portion of the force. In the Charleston Navy Yard the Service was asked to assist in establishing piece work prices and cost prices on underwear manufactured there.

Inspections are now being made of conditions in the Mare Island and Bremerton Navy Yards.

2. This Service has also been requested to COOPERATE WITH THE ORDNANCE DEPARTMENT in matters relating to the employment of women in Government arsenals. Inspections similar to those made in the navy yards are planned, beginning with the arsenals

at Benicia, California and at Rock Island, Illinois.

3. Further investigations have been made to collect information regarding NEGRO WOMEN IN INDUSTRY. Short surveys have been made of the employment of Negro women in the steel industries in Chester and in the candy industry in Philadelphia. A more extensive survey has been made of Negro women in the industries of Ohio. Conditions in Ohio are representative of conditions throughout the country showing both the northern attitude towards the problem of the Negro as represented in and about Cleveland and the northern part of the State, and the greater prejudice of the south as in Cincinnati and the southern part of the State. A report on this survey is now in preparation.
4. The investigation of WAGES OF CANDY MAKERS IN PHILADELPHIA has been completed. This investigation covered factories employing two-thirds of the workers in the candy industry in Philadelphia. It was found that although wage rates have increased since before the war, the earnings of the majority are less than the cost of living. One of the chief causes of this low income is irregularity of employment. Copies of the report were submitted in manuscript form to the management of all of the candy factories which had been included in the investigation, with the request that they submit suggestions or recommendations as to methods of eliminating this irregularity, to be incorporated in the final report.
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lower wage rate is given than would be paid for similar work in a factory, and that child labor is utilized. Recommendations have been made to the employers that the practice of giving out home work be discontinued as soon as possible and that in the mean time such work should be carefully supervised and the same rate paid for work done in the home as would be paid for similar work done in the factory. The employer in the most important plant has expressed interest in the findings and has asked for a special report on families taking work home from his factory. He will bring the recommendations to the attention of other employers in Bridgeport, and in the State.

7. ASSISTANCE HAS BEEN GIVEN TO LOCAL ORGANIZATIONS WORKING IN THE INTERESTS OF WOMEN in various States. In Minnesota, where a special legislative campaign for shorter hours for women was carried on, this Service furnished, in addition to personal advice and assistance, charts showing State labor laws, and stereopticon slides showing standards of working conditions, for exhibition throughout the State. Other States where special assistance has been given are Iowa, New York, Rhode Island, Pennsylvania, and Ohio.
8. EXHIBIT MATERIAL has been prepared illustrating standards for the employment of women in industry. These exhibits consist of stereopticon slide lectures, and a series of panels containing photographs and sketches of actual conditions. This material is being widely circulated among State Labor Departments, schools, colleges, labor organizations and other groups who are interested in improving conditions.
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lication and unnecessary expenses in organizing an editorial and statistical force for the Woman in Industry Service. Under this arrangement the Bureau of Labor Statistics will advise in planning statistical work, will check tabulations and statistical material, and edit reports for publication, and, when advisable, the reports of this Service, will be published by the Bureau as joint publications of the Service and the Bureau.

Respectfully submitted,

Mary Van Kleeck, Director
Woman in Industry Service.

July 25, 1919.

Chief Clerk:

In response to your communication of July 21, relative to the list of names for the Official Register, the following list is submitted:

Mary Van Kleeck	Director	\$5000
Mary Anderson	Assistant Director	3500
Lillian M. Lewis	Chief Clerk	2400
Agnes L. Peterson	Industrial Expert	3000
Helen Bryan	Industrial Agent	2000
Helen B. Irvin (Mrs.)	Industrial Agent	2000
Mildred L. Jones	Research Assistant	1600
Ethel L. Best (Mrs.)	Special Agent	1500
Anne Iarrabee	Secretary	1500
Agnes H. Campbell	Clerk	1320
Lydia G. Brown	Clerk	1200
Lida Lea	Clerk	1200
Edith F. Holmes	Clerk	1320
Mary N. Winslow	Special Agent	1500

Chief Clerk.

WOMAN IN INDUSTRY SERVICE.

Purpose and Duties.

The purpose and duties of this service is stated in the Secretary's letter as follows:

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

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

In view of the fact that the other services will, as above indicated, include within their sphere women as well as men, this special service of women in industry is not large, will be largely policy making and administrative in character rather than itself executive; but it will maintain close contact with all the work of the department on this special subject and will also coordinate and control such work in all other departments."

Stated more specifically the purpose of this Service is,-

1. To consider all general policies with respect to women in industry and to advise the Secretary of Labor as to the policies which should be pursued.
2. To keep informed of the work of the several divisions of the department insofar as they relate to women in industry and to advise with the divisions on all such work.
3. To secure information on all matters relating to women in industry and to collate such information into useful form.
4. To establish useful connections with all governmental departments and divisions on this subject and with voluntary agencies and societies.

The Relation of the Work to other Departments.

This is sufficiently shown in the above statement, the relation of this service to other departments being the same as its relation to other services in the Department of Labor.

II. The Service is Necessary for War Production.

There is no organization which deals effectively with this subject at the present time or is qualified so to do. The different committees dealing with it in Washington are as follows:

1. The Woman's Committee of the Council of National Defense;
2. Mr. Gompers' subcommittee on Woman in Industry;
3. The National League for Woman's Service connected with the Department of Labor.

None of these has executive power and is not a proper agency in which to bring together the various persons engaged on work with reference to women wage-earners in any of the departments.

III. The Plan here Proposed will be Effective.

The obvious purpose of the plan is to organize a service on this subject having real authority for the Government, instead of the committees which now exist and which have no authority, though they employ a considerable number of persons in their work. If the proposed service does nothing more than to do away with most of the work of the existing committees, it would justify itself. As a matter of fact, however, a well-established service with funds and authority will be able actually to produce valuable results where numerous committees, without authority, would practically fail.

November 20, 1918.

MEMORANDUM

FROM MISS VAN KLEECK

TO FILE.

SUBJECT: Program of Woman in Industry Service.

Miss Anderson and Miss Van Kleeck had conference with the Secretary of Labor in interest of the main program with the following comments.

1. We are instructed to prepare an appropriate letter for the Secretary of Labor to send, which will give us an advisory relation to conditions of the employment of women in government owned plants.

2. The proposed conference of representatives of minimum wage commissions should not be called until after the peace commissioners have been named by the President, as all conferences held in Washington now tend to result in pressure upon the administration for the appointment of representatives of special interests.

3. As it does not seem desirable that State Councils of Defense should continue after the war it is not wise to establish continuing relationships with the State Committees on Women in Industry.

4. The establishment of an advisory council of employers is a matter which should be very carefully considered. Standards governing the employment of women issued with the endorsement of the women themselves will have weight. If they are supposed to emanate from employers it is possible that they would not secure so fully the cooperation of the workers. These, however are only tentative considerations and not a final conclusion.

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June 25, 1919.

Miss Ann Larrabee,
Woman in Industry Service,
U. S. Department of Labor,
Washington, D. C.

Dear Miss Larrabee:

I enclose the revised manuscript of the report of Wages of Candy Makers, together with the copy which was corrected by Miss Campbell and Miss Jones. I also send two letters to Dr. Meeker, which should accompany the manuscript.

Will you please re-type page 38 and the new material following page 41.

Will you ask Miss Jones to note my revision of her note on Table 1, page 5. As I read Table 11, page 34, it records 26 girls under 16, whereas the number of children under 16 in Table 1 is 27. It does not seem strictly accurate, therefore, to say that the number of girls shown in table 11 is larger than the number of children in Table 1. I may have misread Miss Jones' note. Will you ask her to straighten it out before the manuscript is sent?

On page 16 the Bureau's editor has found a discrepancy in our figures. Will you ask Miss Jones to verify the accuracy of the correction.

On page 48 I am not quite sure that the references to the months are accurate. Will you ask Miss Jones to check the 52 weeks of the year according to an actual calendar for the year 1918, taking the first Saturday of the year as the end of the first payroll period.

Miss Jones made a number of changes in the footnote references. I note that the Bureau of Labor Statistics left the original references in the footnotes unchanged in form. It is desirable to adopt the Bureau's form for these. Will you ask Miss Jones, therefore, to take the matter up with the editor. I refer, for example, to pages 6, 9 and 21. Please tell Miss Jones also, that for the most part I have not accepted her suggestions for change in form in the sentences immediately preceding

(over)

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Tables. She has evidently thought it necessary in these sentences to repeat the Table title, whereas I have referred less formally to the main subject of the Table.

I hope that you will get this to the Bureau as soon as possible, as my own delay has been already so long.

Sincerely yours,

Mary VanKleeck, Director,
Woman in Industry Service.

MVanK/p

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June 26, 1919.

Miss Mary Van Kleeck,
Hotel Judson,
53 Washington Square,
New York, N. Y.

My dear Miss Van Kleeck,

When I got back to the office on Tuesday I found it quite denuded of exhibits, every set having been sent out during the week I was away. The Y. W. C. A. people are most appreciative and wanted as many sets as we could give them, and asked if they could have the panels reproduced. They also want copies of a lot of the photographs on the panels, particularly the "Betty and Nell" pictures of which they want a complete set to use in their own publicity. I think that we should furnish them with whatever photographs we have which show factory conditions, etc., but I rather hate to have the Betty and Nell pictures spread broadcast unless they are used as a set and credited to us. I have not answered their request yet. Will you let me know what you think I should do?

Miss Williams has also written to ask for several of our pictures to use as lantern slides for the National Tuberculosis Association. I don't see any reason why she shouldn't have them, but I should like to be able to arrange to have them credited to us though I do not feel sure that we are entitled to ask for credit for photographs which were furnished us by manufacturers. When we furnish a complete lay-out for Life and Labor, it seems a little different.

The suggestions which you gave me for collecting the material for the Labor did not meet with Miss Anderson's approval. She says anything which is not particularly a question of special legislation for women is beyond the scope of what is wanted from us. That narrows it down as far as I can see to recommendations and information about lead poisoning and night work, which leaves very little to be done as most of that material has been assembled already.

If you will suggest any other matters for special

Miss Mary Van Kleeck - 2 -

legislation for women I shall be most grateful. My ignorance on the subject is very dense.

We are working now on the "County Fair Exhibits". One panel is finished and looks quite fine. I shall have them photographed so that you can see the reproductions, if not the originals.

Always sincerely,

Mary N. Winslow, Special Agent,
Woman in Industry Service.

MNW/LL

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June 30, 1919.

Miss Mary Van Kleeck,

The Judson,
New York, N.Y.

My dear Miss Van Kleeck:

The proposition of which I spoke to you over the telephone this morning is this:

Mr. Starr is about to be reinstated in the Department of Labor as Appointment Clerk, a position which he formerly held. He is desirous of retaining his assistant who has been responsible for all finances and business affairs pertaining to the Information and Education Service. She is an \$1800 person and it is desirable to retain her until he can make other arrangements, at a salary of \$1440, which is the \$1200 plus the \$240 bonus. He has requested that we appoint her for a period of not to exceed three months, to be cut off at such time as he can otherwise locate her in his own office in the Appointment Division, she having a Civil Service status. While I know our situation relative to finances very well, I feel that it would be to our interest to concede to his request for a period not to exceed one month, which will help him materially and mean an expenditure to us of \$120.00. I have this day received his permission to place an order with the Geological Survey for photographs of our posters in amount not to exceed \$500.00 to be paid for from the Information and Education Service for the fiscal year 1919. This will more than offset the expenditure we will make in case the three months' appointment is granted him. He will be in a position to do many favors for us relative to appointment matters during the next year and it would perhaps pay us also on that score to cooperate at this time if you see fit. My recommendation, therefore, and also Miss Anderson's is that we cooperate to this extent of one month's service of this employee to be detailed to Mr. Starr's division.

The additional photographic work for which the order will be placed today is reproduction of panels which we have purchased for our travelling exhibit. Miss Winslow will order pictures about 12" x 14" or 16" x 20" which can be shipped where it is desired in place of the large panels. They will be of an inexpensive type and it will make little difference to us whether to us whether they are returned or not. The Children's Bureau has found this a very satisfactory substitute for their larger posters and lantern slides.

William M. Lewis, Chief Clerk
Bureau of Industrial Services

WML

I am this day on my own responsibility requesting the certification of a temporary stenographer and typist at \$1320. There is a little surprise party I have been keeping up my sleeve until danger was over, to which I think it will be all right now to give publicity. Under my interpretation of the clause providing for our Service, I believe that the Department will have to be responsible for all of our contingent expenses, including rent, telephone, telegraph, supplies and printing. I spoke to the Chief of the Division of Supplies and Publications the other day and I told him that we would expect to be well taken care of and in talking it over he quite agreed with me that my impression was correct. This morning I have asked the Chief Clerk how much money we were going to be allowed and while he believes that we are from now on their personal responsibility, he has not arrived at any conclusion as to how much money they will be able to allow us from the contingent expenses of the Department and says he intends to look into the matter more thoroughly in order to see whether he cannot throw these expenses back on our appropriation. I do not feel, however, that he has a chance of getting rid of this responsibility. I am sure you will be glad to feel that by this little rider of ours we have dragged down some additional money through their oversight and I hope that no obstacle will be thrown in our way of attaining it. This will give us some extra money to work with, probably several thousand dollars.

I also feel that it is in order to take up the matter of increasing the flat salaries of the employees in accordance with the \$240 bonus that clerks in other departments of the legislative branch are to receive. In the Woman in Industry Service I believe that the salaries should be in keeping with those of other departments and I find upon inquiry where there are lump sums involved, that the amount of the salary takes in consideration the additional \$240 allowed to statutory positions. There are only a few people involved in this so that the increases would not amount to nearly as much money as I believe we are going to be able to control through this contingent appropriation that I expect from the Department. I therefore submit the proposition to you for your consideration in order that we may make recommendations, if it is approved by you, before the 15th of July. This matter, however, is not urgent but in regard to the matter of the appointment of the clerk for the use of Mr. Starr's office, I would be very glad to have you telegraph your ultimatum as soon as you conveniently can after arriving at a decision.

Sincere regards and best wishes for you and your mother,

LML/ALL

Lillian M. Lewis, Chief Clerk
Woman in Industry Service.

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Women in Industry: Their War Record and the Problems Attending
their Employment.

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WOMEN IN INDUSTRY;
THEIR WAR RECORD AND THE PROBLEMS ATTENDING THEIR EMPLOYMENT.

by

Mary N. Winslow, Special Agent,
Woman in Industry Service,
U.S. Department of Labor.

Women have played their part in the war. Work or fight was not the motto for them. There was no alternative offered. Work was their road to victory. The doors of industry were opened wide to greet this second great army. When the armistice was signed the second draft was well under way and manufacturers were searching eagerly for opportunities to introduce women into work that was formerly done by men. Plans were being made for more extensive opportunities for training, the possibility of increasing the employment of women in hazardous occupations was being considered, and appeals were coming in from all quarters for a relaxation of state labor laws regarding night work for women. The signing of the armistice put an end to the desperate need of workers, but the result of the last few months of stimulated production and decreasing labor supply has been significant for women. A survey of the occupations in which women are engaged discovers a very wide field of opportunity for women, and a study of the results of their employment in these occupations leads to the conclusion that in many cases women will be permanently employed in the occupations into which they have recently gone.

In Ohio women are replacing men in glass factories. In Arkansas they are at work in lumber camps. On the coast they have found their places in the shipyards as painters and carpenters. But their greatest endeavor has been in the factories and shops where they have proved themselves capable as machinists and in various other kinds of metal work. The work done by women in the metal trade embraces a great variety of processes from the operation of ordinary drill presses and lathes to core making, inspecting and assembling mechanical parts, and many precise machine operations. Many girls and women have gone into the hardware industries as screw machine hands, spot welders, gas welders, dip braziers, and on drill press and bench work. Electric welding is one of the jobs women are performing successfully in airplane manufacturing and they have also taken the place of men in foundries as core makers, making molds for castings, straighteners, grinders, inspectors, chemists, store keepers, labelers and shipping clerks.

One of the most interesting phases of this broadening of women's sphere in industry is the almost universal commendation which has been bestowed on their work by the men who have employed them. Out of 99 establishments that were investigated by the National Industrial Conference Board it was reported by 30 that the output of the women exceeded that of the men in all operations in which they were both engaged; in six cases their output was greater in some ^{instances} ~~cases~~ and equal in others; and in 30 it was equal to the men's.* This makes 66 establishments

*War time employment of Women in the Metal Trades. Report No. 8, July 1918.

out of 99 or two-thirds in which women's output was equal to or greater than men's when they were engaged on the same operations. In this same report it was stated that of the manufacturers of machine shop and foundry products, twenty found that women's work was equal or superior to that of men in all operations, as against five who found it inferior. In a steel establishment where women were employed in the manufacture of fuses women operators of drill presses and milling machines were found to be from 25 to 50 per cent faster than men. In a bolt and nut establishment women working on drill presses and milling machines have in some cases achieved an increase in output amounting to 30%.

There is no definite information available of the number of women who have been engaged in war industries, nor of their former occupations. What information there is, however, seems to lead to the conclusion that a very large number of them have been drawn from other industrial work. In one plant, engaged in a war industry, 65% had come from other factories, 25% from domestic service and restaurants, 5% from laundries and only 5% had not been employed previously.

In England it is estimated that the increase of women workers from July 1914 to July 1917 was 1,421,000. Of this number it was estimated that 1,392,000 were used directly to replace men. The United States, fortunately, has not been obliged to substitute women on such a tremendous scale and manufacturers have been able to safeguard the women workers whom they were introducing on new processes.

While the largest part of the recruiting of women in new occupations has been done in the war industries, the non-essential industries have also greatly increased not only the proportion of women employed, which would naturally come through any curtailment of the number of men, but also the actual number of women employed. In August 1918 the War Industries Board sent out a country wide questionnaire to non-essential industries asking for a statement of the extent of curtailment of the industries since 1917 and of the number of men and women employed in 1917 and 1918. An analysis of the replies from ten of those industries shows that whereas they were running on an average of 74% of their capacity, the number of women employed had increased 28%. In these same industries in 1917 the average proportion of women to men employed was 19%, while in 1918 35% of the force were women. Although these reports give the facts for only a comparatively small force of women (27,605) they are indicative of the extent to which women have been introduced into other than war industries, and of the demand that will be made for them when these non-essential industries are expanding to capacity production.

One of the great objections which has always been raised against women undertaking men's work is that they could not do the heavy part of the work. This objection has been met in many cases by the installation of mechanical lifting devices. In several munitions factories the women handle heavy shells with perfect ease because of arrangements of tongs and pulleys with which they can move shells from the bench to the machine and back again. It is not at all unusual to find women working on heavy parts without doing any of the lifting because a man has been detailed

to do this heavy work. The increased labor cost resulting from such an arrangement is usually covered by the increased productivity of the worker who does not have to stop to handle the material she is working on. The War Labor Board in making an award that women should have the same pay for performing the same work as men took this subject into consideration by making a ruling that whenever a group of women had to receive assistance in their work, the total cost of such assistance should be deducted from the wages of the group, provided, however, that this deduction did not reduce the women's wage below the minimum established.

In connection with the investigation made of the substitution of women for men it has been found that although managers were in practically every case enthusiastic over the quality and quantity of the work done by women they were often unwilling to pay them the same wage that was formerly paid to men. Requests have been made by employers to the authorities for permission to employ women at night because their work was so far superior to that of the men who worked on the night shift. Investigation of the situation, however, disclosed the fact that the desirability of employing this superior group of workers was increased by the fact that they were paid considerably less than the men. In many reports of the efficiency of women it has been stated with much pride that women were paid the same wage as the men, at the same time the fact being emphasized that the women were turning out much more work. This attitude on the part of employers will lead to many complications and in common justice to the women who have been doing such splendid work, they should be put on equal wage rates with the men. Without such an equalization there will be serious danger of undercutting men's wages and a lowering of the whole wage scale. The Government, through the Department of Labor, the Railroad Administration, the War Labor Policies Board, the War and Navy Departments, has gone on record in favor of equal pay for equal work and it is hoped that all industries will soon follow suit.

The Woman in Industry Service of the U.S. Department of Labor was formed in July 1918 to act as an advisory and policy forming body on all questions concerning women in industry. One of the most important subjects this service has to consider is the conditions under which women should work. In England because of the tremendous pressure of war preparations, women were permitted to go into occupations and work hours that were a serious menace to their health and efficiency. This menace was soon realized by the authorities who appointed a special commission to consider the health of munitions workers. The result of the investigation made by this commission was a considerable curtailment of the hours of work and improvement of working conditions. A similar need of protection of women workers in this country has led to the adoption of certain standards by the Woman in Industry Service with a view to increasing both the health and efficiency of women workers.

These standards have been suggested by the War Labor Policies Board and are in close accord with recommendations issued by the Chief of Ordnance and the Quartermaster General to factories working on war contracts,

in order that these factories might increase their volume of production and that labor laws and regulations should not be unwisely broken down. In the interest of efficiency as well as health the short working day, one day of rest in seven, a half holiday on Saturday, at least one-half hour for meals, a short rest period in the middle of each working period and no night work are advocated in the standards. Where women do the same work as men they should be paid the same wage. In every case their wage should be determined on the same basis as the man's wage, as it is a well established fact that large numbers of women workers must support dependents, and there must be no opportunity offered to women to undercut men's wages. Where women are employed provisions for their comfort and health should be made. Lighting and ventilation should be adequate, plenty of good drinking water provided and opportunity given to secure a nourishing meal which can be eaten outside of the workroom. Adequate toilet facilities are most essential and rest rooms should be provided wherever possible.

Adjustments should be made to prevent women working continuously in a cramped position or lifting heavy weights. Proper seats should be provided so that continuous standing is not necessary, and no woman should be employed where she is exposed to excessive heat or cold, or to dust or poisonous fumes.

The immediate task confronting the country at present is to accomplish the change from a war to a peace basis with the least possible unemployment and with the reinstatement of the largest number of men and women in normal occupations for which they are best adapted. The question peculiar to women relates to those who have taken men's places. It would seem fair to the returning soldiers that they be reinstated in their old positions, but in justice to the women who have taken their places sufficient notice should be given to enable them to be transferred to other work. With the need for production to feed and clothe and shelter other nations besides our own there is no reason to believe that the employment of women in industry will not increase rather than decrease. The problem ahead is the organization of industry in such a way as to utilize to the full all the available working forces of the country. The problems of readjustment can only be met by a variety of methods of attack. The agencies of the Federal Government, the local offices of the U. S. Employment Service, the state departments of labor, the public schools, the working women themselves, and effective and intelligent management in industrial establishments must all have an active part in a well-rounded program.

CROSS REFERENCE SHEET

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Woman in Industry Service

395

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File No.

North Carolina Federation of Women's Clubs

262

*Resolution requesting \$150,000 appropriation for
Woman in Industry Service*

Date *May 15, 1919*



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National American Woman Suffrage Assn *261*

Requesting 66 Congress to make the Woman in Industry Service a permanent Bureau

Date *April 1919*

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395

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Name or Subject

File No.

*Maryland State and District Federation
of Labor Convention*

238

*Requesting the 66th Congress to make provision for
Woman in Industry Service, U.S. Employment Service,
Working Conditions Service*

Date *April 14-18, 1919*

Library Bureau

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U. S. DEPARTMENT OF LABOR

VICTORY LIBERTY LOAN CAMPAIGN

May 12, 1919.

Report for Woman in Industry Service
(Bureau or Service)

of the Department of Labor for period ending May 10, 1919.

Total Number of Employees	<u>14</u>
Number of Women Employees	<u>14</u>
Total Number of Subscribers	<u>14</u>
Number of Women Subscribers	<u>14</u>
Total Amount Subscribed	<u>1600</u>
Amount Subscribed by Women	<u>1600</u>

Remarks: Outside subscriptions
credited to this service 2000
Total 3600

This Bureau had 100 % subscribers pledged
before the first meeting of the Departmental
Victory Loan Committee

William A. Lewis
 Chairman.

U. S. DEPARTMENT OF LABOR

VICTORY LIBERTY LOAN CAMPAIGN

April 26
May, 1919.

Report for Woman in Industry
(Bureau or Service)

of the Department of Labor for period ending April 26, 1919.

Total Number of Employees 14

Number of Women Employees 14

Total Number of Subscribers 14

Number of Women Subscribers 14

Total Amount Subscribed \$ 1500 + 50

Amount Subscribed by Women \$ 1500

Remarks: Outside subscriptions 1500
credited to this service
Total 3000

Chairman.

November 11, 1918.

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From: Mary Van Kleeck, Director, Woman in Industry Service.
To: The Secretary of Labor.
Subject: Plans for reconstruction in relation to the Woman in Industry Service.

I. THE IMMEDIATE TASK.

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

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

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

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

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

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

RECOMMENDED

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

II. DEVELOPING NEW STANDARDS FOR THE EMPLOYMENT OF WOMEN.

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

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

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

RECOMMENDED

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

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

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

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

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

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

A. The federal government as employer.

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

RECOMMENDED

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

B. State Labor Legislation.

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

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

RECOMMENDED

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

C. Employment Management in the Plants.

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

RECOMMENDED

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

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

D. Representation of Women Workers.

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

RECOMMENDED

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

E. Public Opinion.

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

RECOMMENDED

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

F. Employment Service.

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

RECOMMENDED

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

G. Institutions for Training Women Workers.

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

RECOMMENDED

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

SUMMARY OF RECOMMENDATIONS.

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

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

MVK/ALL

Mary Van Kleeck, Director
Woman in Industry Service.

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December 21, 1918.

In response to your request for information about the activities of the woman in Industry Service I would call your attention to the report of this Service as it is included in the annual report of the Secretary of Labor just issued (pages 116-122). We would add the following important developments in our work since this report was prepared.

1. We are making a survey of the conditions of employment of women in a state in the middle west undertaken at the request of the Governor, who wished a basis of facts for legislative policy. Similar pieces of work are projected in other states.
2. The bulletin setting forth standards which should govern the employment of women has been issued and we are receiving response from state departments of labor and from local groups indicating that these will be helpful to them in determining next steps which should be taken in their own communities.
3. Survey of industries which are reported to be paying very low wages to women in an important eastern city is projected.
4. The report on the proposed employment of women in the chemical industries of Niagara Falls has been completed and issued and as a result the Chamber of Commerce at Niagara Falls has under consideration a program for dealing with health problems in the community and in the industries.
5. The Secretary of the Navy has requested the Woman in Industry Service to assume an advisory relationship to the Navy Department regarding the conditions affecting women employed in navy plants and in plants working under the jurisdiction of the Navy Department. We are requested to make inspections and to file full and frank reports with recommendations.
- 6.

6. By way of summary it may be said that our work is now being planned on the basis of an analysis of those agencies which can be relied upon to develop standards for the employment of women. These include:

- (1) The federal government as employer. The control of the federal government over labor conditions will grow rapidly less as war contracts are curtailed, but the influence of the federal government will continue to be fundamental even though the numbers affected are smaller. The request of the Navy Department, therefore, seems to us to be very important.
- (2) State labor departments and groups interested in state labor legislation. We have issued the standards based on experience during the war with the thought that they would form a definite platform for state labor legislation, with of course local variations to meet local needs. The work which we are doing in the middle western state already described is in line with our desire to be of service to the states in the local application of these standards.
- (3) Management in industry. The application of standards will devolve upon the management of individual establishments, and we are prepared to assist especially by maintaining contact with employment managers responsible for the firms' relations with their employees.
- (4) Organizations of working women. Obviously the women themselves will be the most important factor in determining the conditions of their employment. The advisory council of trade union women organized by the Woman in Industry Service brings us information and advice from the workers and enables us to reach them through their organizations.

As the woman in Industry Service was organized during the war it is classed as a war emergency service, and the necessity for its continuance must therefore be demonstrated. Briefly the reasons for it, as we have stated them to the Secretary of Labor, are as follows:

1. The Woman in Industry Service is not a war emergency service. It was projected and urged continuously for eight years before the war to deal with such problems as the danger to health from unsanitary working conditions and hazardous occupations and from long hours

and employment at night and especially questions centering in the wages of women in their social and economic effects.

- To
2. The problems existing before the war must be added the problems of readjustment for women workers employed in the war industries and questions arising in connection with the conditions of their employment in new occupations. The war has demonstrated that the range of opportunities for efficiency by women in industry is larger than has been assumed in the past and attention to the conditions of their employment will do much to develop their capacity for productive service. From the two-fold point of view of safeguarding the health of the women and increasing the productive power of the nation, the problems of women's work necessitate activity in the federal government.
 3. It has been shown to be uneconomical and effective to have a distinct division responsible for these problems since through maintaining contact with other agencies dealing with special phases of the problem, such as employment or training, it is possible to develop a well rounded program and a consistent policy.
 4. As the problems of readjustment have been added to the pre-war problems of women in industry, there is need for strengthening the resources of the federal government for dealing with them. Otherwise the difficult questions concerning women in industry will be a constant obstacle in the development of any reconstruction program for industry. Therefore large resources are needed now for the Woman in Industry Service.
 5. During the war several of the production departments of the government have maintained agencies dealing with problems affecting women. Many of the plants with which they have dealt will be converted to the uses of peace and the extent of the problem will not be decreased by the signing of the armistice. These agencies, however, have now been suspended and larger burdens are therefore devolving upon the Woman in Industry Service and the Department of Labor
 6. The Service has under way important pieces of work, such as the survey, already described, of the conditions of employment of women in a state in the middle west, and similar pieces of work projected in other places.
 7. The discontinuance of the Woman in Industry Service would be uneconomical and unwise since the pressure of the

problems would undoubtedly necessitate the reestablishment of such an agency at the earliest possible date with the necessary loss of effort involved in a new organization.

A copy of the report on the employment of women at Niagara Falls, a statement of our policy in the reconstruction period and a draft of the standards which will soon be printed are enclosed for your information. There will be some slight changes in the standards, but they do not affect any important provisions.

Sincerely yours,

Mary Van Kleeck, Director,
Woman in Industry Service.

MVK:P

National Women's Trade Union League
Washington Press Service 3/1/19
401 Continental Trust Building
Ethel M. Smith, in charge

Release on receipt

HOUSE REFUSES TO INCREASE FUNDS FOR WOMAN'S BUREAU

Washington -- After an hour's debate, before crowded galleries, the House of Representatives late last night, in committee of the whole, voted 68 to 58 against increasing the appropriation of the Woman-in-Industry Service of the Department of Labor from \$40,000 to \$150,000. The House later confirmed this vote by passing the sundry civil bill containing the provision for \$40,000.

The Woman-in-Industry Service was the only one of the so-called war services of the Department of Labor retained in the sundry civil bill by the Appropriations Committee, and to that extent the House action, both in committee and on the floor, is counted a victory for the National Women's Trade Union League and the other women's organizations that have secured the establishment of the service. The inadequate appropriation, however, is characterized by officers of those organizations as typical of the alleged chivalry of politicians -- which in this case as usual took the form of flowery tributes in praise of the bureau and its personnel, but denied the necessary means of subsistence. Even opponents of the amendment made speeches lauding the work of the bureau.

The \$150,000 asked for by the Secretary of Labor to maintain the Woman-in-Industry Service has been the subject of thousands of telegrams to the Appropriations Committee and other members of the House during the past week from women's organizations all over the country, especially from the trade unions affiliated with the National Women's Trade Union League, the organized suffragists and the Y. W. C. A. The rejection of the amendment proposing the increase is therefore regarded by its advocates as a direct slap at the women workers of the country whose interests the bureau is designed to serve.

The amendment, raising the appropriation to \$150,000, was offered by Representative Jeannette Rankin of Montana, who was warmly seconded by Republican Leader Mann, Representative Nolan of California, republican, and, on the democratic side of the

House, Representatives Keating of Colorado, Gallivan of Massachusetts, and others.

The opposition of the powerful Appropriations Committee, headed by Representative Sherley of Kentucky, and including Representatives Byrnes of South Carolina, democrat, and Mondell of Wyoming and Cannon of Illinois, republicans, with various anti-suffrage, anti-labor members, carried the House in support of the committee's report and held the appropriation down to \$40,000.

A woman's bureau in the Department of Labor has been advocated by the National Women's Trade Union League and other women's organizations for more than eight years, and a bill for its establishment was on the calendar of the House when the United States entered the war. Under the war labor administration this bureau was created as a war necessity. Its advocates point out that the problems it has to deal with are if anything more acute now than before or during the war, and they insist that the bureau should be made permanent.

The director of the Bureau is Miss Mary Van Kleeck, and the assistant director is Miss Mary Anderson. Their administration has been widely commended for its wise policies and efficiency.

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THEWOMAN IN INDUSTRY SERVICE

Working Women in War

Not until July, 1918, when the second battle of the Marne had begun the never yielding onward march that did not cease until November 11, 1918, was the service which working women were making to the Government, to the people, recognized by the creation of the Woman in Industry Service of the U. S. Department of Labor.

After the second draft men were being subtracted from the industrial world at the rate of a quarter of a million a month. Women were not only being substituted for men, but hugely expanding needs required more than substitution. There was, under the direction of the Women's Committee of the Council of National Defense a nation-wide registration of women, the skilled and the unskilled, the employed and the unemployed. Women who were organized for war relief conducted campaigns urging women to enter munition plants and clothing factories and canneries, as a patriotic duty.

The Federal Government had found it necessary to put forth such labor advertisements as this - "There is urgent need for 1,000 women to sew on sailors' uniforms for 10 hours a day in the Charleston Navy Yard. All women who are free to leave their homes during the day are urged to offer their services."

All this, in 1917, the year of America's entry into the war, when women were more than zealous to serve their country, when the Government was urging them to come in.

Yet a year and a quarter of a year went by. The middle of June, 1918, came, when Chateau Thierry had fallen and the enemy's guns were sounding in Paris and hundreds of thousands of American men clothed in uniforms that had been sewed by American women, were massed in between Paris and the Marne.

For a year and more women who had never before run machines had been given intensive short time training, and at that moment were running machines in shops which had never dreamed of this practically unlimited supply of labor. And a great process^{ion} of women was filing into the factories, and every evening was returning to the homes, where the home work did not and could not stop - because whatever else they do women must continue the race and children had been born who were too young to go to war, children for whom the war was being fought, to whom the world should belong after the war, and after the peace should have become peaceful.

Creation of the Service

The work of women in munitions had been formally recognized in January 1918 by the creation of a section in the Ordnance department wherein the special problems and needs of women in munition factories was overseen. It was a division in the War Department. It was the declaration of War's supremacy. No one thought of the work done as being "labor". It was "war".

But very soon the Government and the War Department had seen that the needs of war would extend far beyond the making of munitions, that soldiers and sailors must be clothed and fed, even provided with tobacco and with musical instruments, and that every industry continuing past April 1917 must be an "essential" industry, with women working in it. At one time every mill in the country making sheeting was making every yard of it for the Government, and the Government using every yard for war purposes. The whole country had become a war factory, with every loom as well as every foundry working day and eager to work night in the universal service.

The intricate and critical problems of women who work were being more and more recognized by the women already serving in various advisory capacities

and in the actual overseership at Washington. Gradually the scheme was being developed which should lead to a separate definite division, under the Government, under the Department of Labor, supervising, consulting, administering, warning, wherever were found women working for their stressful country.

The debate which led to the creation of this Service was swift. On February 12, 1918, the Secretary of Labor had submitted estimates of appropriation for the year ending June 30, 1919 - \$49,350. The enabling act ran:

"To enable the Secretary of Labor to establish a service with special reference to promoting and developing the welfare of wage-earning women, improving their working conditions of women and advancing their opportunities for profitable employment, and in this service coordinate and control all work in the Department of Labor and other departments having to do with any matter of policy or procedure with reference to women wage earners."

But because the fiscal year has the habit of beginning on the first of July, the establishment of the Bureau was dated July 1918. On the 9th of that month, the Secretary of Labor designated Mary Van Kleeck, chief of the Women's Division in the Ordnance Department, as director of the Woman in Industry Service.

The Service was confronted at once with the problems involved in a rapidly increasing reliance upon the work of women, as the sole reserve force of labor to be called upon to measure up to the demands of an augmented program of production for the war in the face of the withdrawal of men for military service at the rate of a quarter of a million a month. It was clear that for the sake of production and for the good of the Nation the Federal Government must provide not only for the recruiting of women workers but for the safeguarding of the health and efficiency of these women who were meeting in many instances the requirements of new and unaccustomed tasks. Because they were new for women - at

least in such large numbers - standards for their employment had not been established in the customs of industry.

It was this necessity for rapid increase in the employment of women which constituted the peculiar problem of the war. Fundamentally, however, the purpose of the Department of Labor in its relation to women in industry - to safeguard the interests of women workers and to make their service effective for national good - was identical in peace or war. That is to say, with all the changes brought by the war the organic act creating the department was still applicable.

The purpose of the Department of Labor shall be to foster, promote and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment.

The difference during the war was the wider public recognition of the necessity for "advancing the opportunities" of women "for profitable employment," couching it, however, in terms of recruiting women for a wider range of occupations in order to release men for military service.

Added to this difference in point of view was the fact that the urgent necessities of a nation at war would influence policy just to the extent that in time of war measures which in the long run are essential to the national good must frequently be modified for immediate military necessity. This is one of the evils of war.

When the Secretary of Labor recommended to Congress an appropriation for a special service for women in industry, he outlined its purpose and functions as follows:

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

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

In view of the fact that the other services, will, as above indicated, include within their sphere women as well as men, this special service of women in industry is not large, will be largely policy making and administrative in character rather than itself executive; but will maintain close contact with all the work of the department on this special subject and will also coordinate and control such work in all other departments.

Stated more specifically the purpose of this service was

1. To consider all general policies with respect to women in industry and to advise the Secretary of Labor as to the policies which should be pursued.
2. To keep informed of the work of the several divisions of the department in so far as they relate to women in industry and to advise with the divisions on all such work.
3. To secure information on all matters relating to women in industry and to collate such information into useful form.
4. To establish useful connections with all governmental departments and divisions on this subject and with voluntary agencies and societies.

In announcing on July 9, 1918, the appointment of the director and assistant director, the Secretary further stated the purposes of the Woman in Industry Service as follows:

In recognition of the great importance to the Nation of the work of women in industry, and the urgent necessity for a national policy in determining the conditions of their employment, I have urged and Congress has now granted the necessary authority to establish a Woman's Division in the Department of Labor. Its immediate task will be to develop in the industries of the country policies and methods which will result in the most effective use of women's services in production for the war, while at the same time preventing their employment under injurious conditions. Its large and very necessary aim will be to focus attention on the national importance of the conditions of women's work as influencing industrial standards and as affecting the welfare of the entire Nation.

The Women's Division will be charged primarily with determining policies rather than carrying on detailed administration. Because of this policy-making function of the Women's Division, its director will serve as a member of the War Labor Policies Board. It will coordinate work for women in other divisions of the Department of Labor and in industrial service sections of other departments of the Federal Government. It will cooperate with State departments of labor,

working with and through them, in order to bring about united action by the States in national problems of women's work. The Women's Division will concern itself primarily with war conditions but will be mindful of the need for observing and interpreting the tendencies in women's employment which are likely to have permanent social effects.

The Women's Division has been established in response to needs widely felt by all, men as well as women, who are conscious of the increasing share women must have in the industrial activities of the war. The problems of women in industry are so manifold and complex that a clearing house of thought and leadership is needed in the National Government. The Women's Division has been established to give this leadership.

The personnel of the Service included as assistant director Mary Anderson who later became director of the permanent Women's Bureau of peace times, and Agnes Peterson as field director who later became assistant director of the Women's Bureau. Thus the permanence of the service was determined even in the temporary organization.

Council on Women in Industry

To accomplish the task of coordinating the efforts of all Federal agencies concerned in women's work the Woman in Industry Service was authorized by the Secretary of Labor to organize the Council on Women in Industry, composed of women representing every division of the Department of Labor and other Federal department having organized work related to problems of women in industry. Its membership included the Women's Branch of the Ordnance Department, the Women's Section of the Railroad Administration, the Federal Board for Vocational Education, the Committee on Women in Industry of the Advisory Commission, and the Woman's Committee of the Council of National Defense, and from the Department of Labor representatives of the services concerned with investigation and inspection, training and dilution, information and education, and working conditions, the United States Employment Service, the Immigration Bureau, the Children's Bureau, the Bureau of Naturalization, the Bureau of Labor Statistics, the United States Housing Corporation, the War Labor Board, and the War Labor Policies Board. The council did not assume any executive or administrative functions, nor did it have

any authority over the programs of its members. It was a forum for discussion of the important questions coming before the Woman in Industry Service and the other groups cooperating with it. Among the subjects for discussion ^{were} ~~have been~~ the safeguards to be established in new occupations, the enforcement of State labor laws, the regulation of night work under war conditions, the application of the principle of equal pay for equal work, and the recruiting and training of women workers. ~~The cooperation, which will be described in the succeeding report of activities of the Woman in Industry Service, was materially furthered by the weekly meetings of the council.~~

Recruiting Women for New Occupations

The outstanding question concerning women in industry which grew daily more important during the war was the necessity for greatly increasing the proportions of women in the essential industries of the country in order to meet the demands of production and at the same time to release men for military service. The danger of hysterical campaigns which would stimulate the recruiting of women without seeing to it that their services should become effective for production or that proper safeguards for women workers should be established was increasingly great. It was difficult for those unfamiliar with the difficulties of introducing a new and untrained personnel into industry to appreciate the care which must be taken to avoid actual decrease in production by rapid and careless methods of filling positions. Nor could those who had not been familiar with the efforts through many years to build up standards of protection for the health of the workers appreciate how fundamentally important were the maintenance and extension of those standards during the war. The situation was made more critical by the fact that those companies whose policy to their men workers had never won their confidence and cooperation were likely to arouse suspicion that the war emergency would be used as an excuse for employing women at lower rates of pay and under

conditions which would weaken any control gained by the workers through collective bargaining.

The following program was proposed by the Woman in Industry Service:

1. Standards governing the employment of women in industry should be authoritatively issued after adoption by the War Labor Policies Board, with the two-fold purpose of controlling conditions especially in new occupations for women and also serving as a guide in the selection of occupations in which the employment of women might be increased. That is to say, instead of offering a list of occupations in which women should be substituted for men, the Federal Government would promulgate standards together with the statement that in any occupation in which these standards were upheld, the extension of the employment of women would be desirable, at the same time calling attention to the necessity for greatly increasing the employment of women under these conditions.

2. Certain broad statements could be made about occupations in which it would be desirable to employ women but these must always be in the nature of information rather than authoritative rulings, since local conditions would make a recommendation for the employment of women unwise in one locality and wise in another where both the nature of the process and the conditions surrounding it were different.

3. Certain occupations which had been proved to be more injurious to women than to men should be listed as a group from which women should be excluded.

4. Instead of attempting to formulate a detailed program for the country as a whole, the War Industries Board and the United States Employment Service would be asked to name those localities in which the shortage of labor was most acute. The various Federal agencies concerned with investigation, training, placement, health, and working conditions, would then be asked to concentrate their efforts in those localities in order to solve the problems there and also to give a foundation for experience for an increasingly adequate program of labor distribution throughout the country.

5. Inquiries into certain typical occupations should be pushed forward rapidly by the Woman in Industry Service with a view to making definite recommendations regarding changes in the process and the establishment of conditions which had been proved most effective in the experience of establishments employing women.

6. Meantime plans should be formulated for exhibits of women's work and other forms of educational presentation of facts which should result in enlisting the services of women in the war industries, while winning also the cooperation of industry in establishing conditions which should make for the largest production over a long period.

Progress was made in each section of this program, although the signing of the armistice made it unnecessary to introduce women in such large numbers in this country as in Great Britain or France and the program as a whole therefore was not carried out.

Standards for Employment

The development of "Standards" for the employment of women in industry was the important, permanent work of this Service. War needs had tended to loosen all safeguards. Suddenly we were back in primitive days and ways. Women were working 10 and 12 hours a day as of old, even though they were performing their patriotic service under the enthusiasm of war instead of staggering day by day under industrial pressure.

Women were working nights in certain localities, with the old dangers, physical and moral, still lurking in the unilluminated corners and the old neglect of home as certain.

Women were working in "men's occupations" with no provisions made for them as women, no rest rooms, cloak rooms, toilet rooms.

Early in the war the Chief of Ordnance in Council issued General Orders Number 13, to arsenal commanders, to manufacturers of munitions, to Quartermaster Generals, covering the conditions of work for both men and women. While these in truth embodied protective safeguards, they were denominated "mechanisms of efficiency", for their purpose was to protect the workers in order that the workers might work to the utmost. When the Woman in Industry Service came into play, there was a further consideration of standards benefiting women, based on experience in woman industries before the war. The Service worked on the shaping of a statement of Standards from July to November; the field was being surveyed with care, and the needed standards were being phrased.

The November end of the war did not affect the permanent value of these standards in any degree. Those who drew them knew what were the continuing needs of women in industry. They knew the conditions and needs of women working before the war, the increase from 5 to 8 millions in the ten years leading up to 1910, the probable greater increase to 12 if not to 15 millions in the decade which

which included the war; and they knew the continued importance of answering these needs. For peace has its industrial perils no less than war.

Therefore the Standards were published in December, 1918. An a hundred thousand copies of the pamphlet have been demanded by industry up to date.

The chief points covered are:

Hours: no woman shall be employed or permitted to work more than eight hours in any one day with a half holiday on Saturday.

Night work: no woman shall be employed between the hours of 10 p.m. and 6 a.m.

Wages: women doing the same work as men shall receive the same wages ... wages should be established on the basis of occupation and not on the basis of sex. The minimum wage rate should cover the cost of living for dependents and not merely for the individual.

Prohibited Occupations: Women must not be employed in occupations involving the use of poisons which are proved to be more injurious to women than to men, such as certain processes in the lead industries.

Home Work: no work shall be given out to be done in rooms used for living or sleeping purposes or in rooms directly connected with living and sleeping rooms in any dwelling or tenement.

Cooperation of the workers in establishing standards

The genuine cooperation essential to production can be secured only if provision is made for the workers as a group acting through their chosen representatives to share in the control of the conditions of their employment.

Hazardous Industries for Women

To protect women in this advance from exploitation by employers anxious to push their output to the highest possible figure, and from the natural zeal of the women both to make their output serve the war needs to the limit, and to make it equal that of men and therefore justify their interloping into men's "vested interests" the work of the Woman in Industry Service was at once cut out for it.

Should women work in hazardous industries?

The question presented itself as soon as the Service was begun; it had presented itself before. For even when war urged every laborer into employment, there was a shortage of labor in occupations where working conditions were hazardous and disagreeable. The Service felt that it must go about this carefully - no opening wide of the doors to women, no high-sounding call to service and to death, or worse than death, to permanently ruined health for the women and disaster to the children of the future.

To meet this problem a series of inquiries was planned which were designed to determine the occupations in which women might be employed safely and the detailed and practical measures needed to remove all hazards not inherent in the essential nature of the process. To direct this work the Woman in Industry Service organized the Committee on Hazardous Occupations.

The first place selected for a survey was Niagara Falls, where the chemical industries were of great importance as basic in the war industries.

Two representatives of the Industrial Commission of New York State were added to the committee for this survey, to insure cooperation in putting into effect the detailed recommendations for dust removal, sanitation and safety, and other precautions against occupational hazards. These recommendations were worked out in practical detail by physicians, engineers, and women investigators acting for the committee.

It was discovered that men had not volunteered for many of these jobs because conditions were bad.

It was discovered that conditions that were recognizedly bad for women were bad for men.

Therefore, correct the bad conditions for both men and women.

Industrial poisons are bad for both. But lead is a race poison. The woman who works in certain chemical occupations is liable to lead poison which too often means the death within her of the future. This admitted scientific fact received emphatic assurance through the investigation made by the Woman in Industry Service. And, therefore, because potential motherhood should be the most precious possession of the race the Woman in Industry Service recommended the absolute exclusion of women from this occupation.

It was the only occupation forbidden to women by these competent medical and industrial investigators. In every other employment, even where hazards and dangers were evident, the Service recommended, not exclusion but change in conditions. If the recommended changes were held not to be practical at the time, then postponement of the employment of women was recommended. When changes were made and women were admitted to the occupation, men came also into the benefit. And it was never discovered that men objected to being safeguarded.

The matter of lifting heavy weights and operating heavy machines, was made a concern of this Service for women. Machine shops and work shops generally added mechanical devices which saved the strength and the health of women workers. Specializing the jobs made for greater speed and greater output than had been possible when men labored under handicaps of heavy burdens and heavy machines. For even with their greater strength men were compelled to work more slowly without mechanical equipment and so could not attain the fullest possible output. Industry, and men, will benefit by these improvements in the peaceful future.

Hazards of the Night

These industrial hazards were at once complicated with night work - it happened that the same industries which by the nature of their products were hazardous for the workers wanted to work them at night. And instantly in other

industries, even in the twelve States where night work for women was forbidden by law, it was felt that under stress of war all restrictions on work should be lightened and in order to feed the guns night should be turned into day.

Thirty-six States had no restrictions on night work for women, and among these were industrial States where the Government had placed contracts for great quantities of munitions.

The request of the employers' association addressed to the Bureau of Labor Statistics asking that the Federal Government should make it possible for the employers in war industries in Niagara Falls to disregard the New York State law which prohibits the employment of women in factories at night was but one of many similar requests which came with increasing frequency during the summer and early autumn of 1918. Following the organization of the Woman in Industry Service, all such appeals which reached the office of the Secretary of War were referred to the Service for review. The Woman in Industry Service in turn worked on these cases in cooperation with the various industrial service sections of the other Federal departments, especially the Women's Branch of the Ordnance Department, which made the initial investigation in the majority of plants making this request.

In the complicated problems which these instances illustrated there was presented the necessity for working out a program which should protect the health of the women at work and reenforce standards already set in the labor laws of the States, while at the same time speeding up production in the most critical period of the war. No problem which the Woman in Industry Service was called upon to solve was more difficult or more far-reaching in its significance than this. Before a wise program could be developed it was necessary to study in the concrete case the importance of women's work in the production of the plant, to know the needs of the Government for that particular product, and to consult

those organizations, especially those of the workers themselves, which had been responsible for legislation to protect women against night work in some of the most important manufacturing States.

Twelve States - Connecticut, Delaware, Indiana, Kansas, Massachusetts, Nebraska, New York, Oregon, Pennsylvania, South Carolina, Utah, and Wisconsin - had laws which prohibited the employment of women or girls, or both, in factories during the night hours. In two of these - Massachusetts by legislation creating a special board for the period of the war and in Wisconsin through the regular powers of the industrial commission - it was possible to grant permits making possible night work for limited periods. These laws applied to the munitions plants. They had been enacted in time of peace, and they expressed the opinion of the public in those States that night work for women was harmful because of its effect upon the health of the women and their children and because of its influence on family life. Moreover, experience had shown that night work was uneconomical for production, with less individual efficiency and greater cost for wages and supervision than by day. These considerations had led the representatives of 13 European nations meeting in 1913 in Berne to agree to eliminate night work for women in their manufacturing industries. During the war, however, this standard had been generally abandoned abroad. In England, for example, where the employment of women at night work had long since been done away with, the increasing reliance upon the work of women in the manufacture of munitions had led to the general breaking down of this measure of protection.

At the very beginning of our participation in the war the Federal Government, through the Council of National Defense, had declared its policy not to permit the war to be the occasion for lowering standards of employment, especially those which had been established to protect the health of women and children. As these

protective measures were for the most part contained in State legislation and were not national in scope, this declaration of policy took the form of an appeal to the States not to abandon or weaken laws enacted for the protection of the workers unless the Federal Government itself should find that the national need in the emergency of the war demanded their modification. This, however, would be a condition which only the Federal Government could determine with authority.

In applying this policy to the problem of night work for women it was necessary to recognize that the differences between different States gave rise to great inconsistencies. Thirty-six States had no legislation prohibiting night work for women, and these included such important manufacturing States as New Jersey, Illinois, and Ohio, ⁱⁿ all of which large quantities of munitions were manufactured on contract for the Federal Government. If the Federal Government recognized its responsibility for the conditions affecting the health of the women in munitions plants, as it did by establishing such agencies as the Woman in Industry Service and by formulating the policy just outlined, it could not ignore the fact that the employment of women at night in a factory in Illinois, where no law prevented, was as injurious as it would have been in a plant in New York where night work had been eliminated by act of the legislature.

To aid in developing a plan which would give due weight to all the apparently conflicting interests, the Woman in Industry Service called into conference representatives of those groups and organizations most vitally interested in standards of working conditions established for the protection of working women.

At these conferences typical requests for permission to employ women at night were described. In one plant, for instance, which was probably more vital to the success of the ordnance program than any other single establishment, the chief reason for wishing to employ women on the night shift was a shortage of

houses which would not be remedied in less than three months, so that no large numbers of men could be added to the population of the town, but in the families of the men already living in the community were daughters, sister, and wives, who would be available to increase the working force. These could not all be used on the day shift because many of the processes involved too heavy work for women, and it was necessary, therefore, to employ men and women together with a division of tasks between them. In some plants the problem was further complicated by the practice of rotating shifts, whereby every man in the force took his turn at night. To change this practice when women were introduced would cause discontent among the men who would then be obliged to work steadily, or at least more frequently, at night if the women in the force worked only by day.

No two instances were exactly alike. The one fact common to them all was that the proposal to employ women at night could not be disconnected from the whole production and the employment policy of the plant. In some cases the shortage of men for night work was due not to an actual shortage of labor in the community but to low rates of pay or too long hours on the night shift, or the absence of an efficient organization for employment management in the plant. Under such conditions it was not merely for the sake of the women workers that the employment of women at night ~~was due not to an actual shortage of labor in the community but to low rates of pay or too long hours on the night shift, or the absence of an efficient~~ was to be discouraged by the Woman in Industry Service, but it was quite as necessary to discourage it for the sake of production, since in such a situation production could not be made satisfactory merely by a night shift of women. Satisfactory production required a thorough overhauling of the employment policy of the company which would result in a more effective use of the working force already available.

The conferences held to consider this subject revealed a very strong opinion that standards, in general, should not be lowered, and that, in particular, the practice of employing women at night should be vigorously discouraged. Although there was diversity of opinion as to what should be done it was generally agreed that it was only the National Government which could declare with authority whether or not the emergency was serious enough to require modification of standards which had commended themselves to the people of several States as necessary to protect the health of women at work.

The plan finally proposed was that the Federal Government should regulate and control night work for women in all plants working on war contracts for the Federal Government, through a provision in the contracts which would prohibit night work unless a special war emergency permit were granted. This plan provided that if it were demonstrated by the War Department or the Navy that it was necessary in a specified instance, in order to maintain adequate production, to employ women between the hours of 10 p.m. and 6 a.m., the Secretary of War or the Secretary of the Navy, under conditions of employment approved by the Secretary of Labor acting through the Woman in Industry Service, would send to the State agency charged with enforcement of labor laws a declaration that a national emergency existed in this particular instances and would call upon it to grant a particular, specified plant for a specified, limited period a temporary war certificate allowing the employment of women at night.

In connection with the administration of the proposed plan it was provided that thorough investigation should be made in each instance to determine the necessity for night work, and that each establishment to which a certificate might be granted should be under the continued supervision of a designated Federal department, under conditions satisfactory to the Department of Labor.

A little more than a month later the signing of the armistice made final action by the Council of National Defense unnecessary; and, therefore, the plan was never put into effect.

Wages and Industrial Relations

These women who were receiving so much attention and thought from the Government, recruited by the urge of high patriotism, or, recruited deliberately and persuasively by high wages, came from the kitchen, from the homes, from the counters, the desks, the school rooms, and from the factories where they had won their familiarity with the whirr and intensity of factory life. They performed old familiar tasks, for war foods and fabrics required no alien feminine skill. They performed new duties the like of which had never before felt feminine hand.

Fifty per cent of the makers of explosives were women. Ninety-five out of every hundred of the makers of hand grenades were women. Steel doubled its women after the first draft, trebled them after the second. Only one woman had been working on airplanes in 1914. More than six thousand were busy on the craft in 1918. They became lathe operators, so the key machine of modern industry came into their hands. They even operated cranes, riding high above the floor of the industrial world and keeping their eyes fixed and true, with such success in one factory that the men preferred the work of women and petitioned that they be allowed to remain permanently operating cranes.

The introduction of women into these new occupations gave the question of their wages a new significance. If their employment in work hitherto done by men were made the occasion for reducing the rates previously paid for the same work, the men employed would naturally oppose the extension of women's employment as a menace to the wage standards attained by the men, and the morale of industry would be affected by the resulting discontent. It was a realization of this danger which led to the first official endorsement by the Federal government of

the principle of "equal pay for equal work."

It soon became evident, however, that the idea expressed in the usual phrase, "equal pay for equal work," was not comprehensive or fundamental enough to secure substantial justice for working women or to prevent the lowering of standards through the extension of their employment.

For example, the men in certain occupations had set up their own machines in addition to operating them. When women took their places the necessity for maintaining production prevented giving time to training them in a thorough knowledge of the machinery which they handled, and, hence, in some instances, a man was employed to set up the machines for a group of women. The work of the women was regarded, therefore, as not equal to that of the men. The rates would then be set according to the prevailing standards of women's wages. A thorough application of the principle of equal pay for equal work would seem to have required that wages should have been based on output and they should have been set only after careful study of the actual effect of the new arrangement of work on the output of the group as a whole, rather than an arbitrary reduction in ~~earnings~~ customarily regarded as the standard for women. It was by no means impossible to find instances where these new methods of doing the job had resulted in an increase in output when women did the work, and in these instances the injustice of a reduction in earnings was more clearly emphasized.

In formulating standards for the employment of women the Woman in Industry Service, therefore, made the following recommendation:

Women doing the same work as men shall receive the same wages, with such ~~proportional~~ increases as ~~the~~ men are receiving in the same industry. Slight changes made in the process or in the arrangement of work should not be regarded as justifying a lower wage for a woman than for a man unless statistics of production show that the output for the job in question is less when women are employed than when men are employed. If a difference in output is demonstrated, the difference in the wage rate should be based upon the difference in production for the job as a whole, and not determined arbitrarily.

But this statement, also, was not fundamental. The tendency to set women's rates on jobs in which women took men's places clearly raised the question of why there should be a wage level designated as women's rates. In one plant, for example, the women who took men's places, doing the work exactly as the men had done it, actually produced more, but the employer objected to paying them the rates which the men had received because, he said, women in the adjoining department doing work customarily considered a woman's occupation were receiving "women's wages" for work no less difficult than this new occupation into which women had so recently been introduced. Justice compelled him, he believed, to establish women's wages for all work done by women in his shop. He was being guided, of course, by the practice and opinion concerning women workers which have prevailed in industry for many years.

The Women in Industry Service held that the experience of the war was forcing a fresh examination of the basis for determining women's wages. If the principal of equal pay for equal work was accepted, as it had been officially, with the sanction of public opinion, it was impossible in logic or in justice not to push its application further and to accept the more fundamental conclusion that the wage value of a job is as great when a woman does it as when a man does it, and that the wage should be determined for the occupation and not for the sex of the worker. The Woman in Industry Service, therefore, formulated the following statement of the basis for determining wages:

Wages should be established on the basis of occupation and not on the basis of sex. The minimum wage rate should cover the cost of living for dependents and not merely for the individual.

The Permanent Gain

The establishment of definite standards for the employment of women, the preservation of safeguards which had already been put around them, and the insistence upon the recognition of women as an integral part of industry were all significant and lasting steps which occurred during the war.

But the big permanent gain is the Women's Bureau. Ten years before America entered the war Mary McDowell had appeared before the Appropriations Committee of Congress, and asked for an appropriation making possible a special investigation of women in industry. The money was granted, the survey was made, the report fills nineteen volumes.

Efforts were made to secure from the Government a permanent bureau to care for women in industry. The year before America entered the war a bill was introduced, asking for such a function of government. The bill failed. The war came. The need of women was too evident and too important for further neglect. The Service for Woman in Industry was created. It was one of the few war Services continued during the first year of peace. And finally, in 1920, the Women's Bureau became a statutory fact, permanent evidence that women during the war had won their fight for recognition as women and as workers.

THE WOMAN IN INDUSTRY SERVICE

Activities in the period from July 16 to October 15, 1918.

The Woman in Industry Service was organized early in July when the effects of the first draft were becoming more and more evident and the importance of the employment of women was growing daily more significant. Within a few weeks the announcement of the plans to extend the draft to include all men between the ages of 18 and 45 brought a still keener realization of the fact that production for the war would depend in increasing measure upon the effective employment of a growing force of women workers. The adjustment of so large a number of new workers to unaccustomed tasks which is now in process and which will become more extensive as the war goes on is a labor problem without precedent. No less momentous is the task of social adjustment in the home and in the community which is also imposed by the increasing employment of women as breadwinners.

The Woman in Industry service is charged with the duty of developing standards and policies to insure the effective employment of women while conserving their health and welfare. It is instructed to keep in close touch with the other divisions of the Department of Labor, each of which has a relation to women in industry and to co-ordinate such work in other federal departments. It is expected to work with state departments of labor. Its aim is to unite in the active carrying out of a consistent and rounded program all of the agencies which touch various phases of the problem. The representation of the Service on the War Labor Policies Board through the membership of its director on the Board is a means also of viewing problems of women's work as they should be viewed in proper relation to labor problems affecting both men and women.

It is a two-fold problem with which the country must now deal.

Women's work must be made more healthful and more productive by the establishment of better working conditions in their accustomed work and the conditions of their employment in new occupations must be determined and established on the right basis. All this must be accomplished without lowering standards already attained while meeting the extraordinary demands for maximum production which the enlarging war program impose as a national necessity in the greatest crisis in the history of this country.

1. Council on Women in Industry

As a means of co-ordinating the efforts of the federal agencies concerned in women's work a council composed of women representing every division of the Department of Labor and other federal departments having organized work to deal with problems of women in industry has been organized for weekly conference. It represents the Women's Branch of the Ordnance Department, the Women's Section of the Railroad Administration, the Federal Board for Vocational Education, the Woman's Committee and the Committee on Women in Industry of the Advisory Commission of the Council of National Defense, and from the Department of Labor the divisions concerned with Investigation and Inspection, Training and Dilution, Information and Education and Working Conditions and the U. S. Employment Service, the Immigration Bureau, the Children's Bureau, the Bureau of Naturalization, the Bureau of Labor Statistics, the United States Housing Corporation, the War Labor Board and the War Labor Policies Board. The Council has taken up for discussion the important questions coming before the Woman in Industry Service and included in the activities of the groups represented, for determination of policies, especially the safeguards to be established in new occupations, the enforcement of State labor laws including the prohibition of night work, the application of the principles of equal pay for

for equal work, and the recruiting and training of women workers.

2. Committee on Hazardous Occupations

Shortage of labor is likely to be felt first in those occupations in which working conditions are hazardous or disagreeable and the danger is therefore that women may be introduced first into these occupations involving hazards to their health. To meet this problem a series of inquiries has been planned designed to determine specific occupations in which women may safely be employed and the detailed and practical measures which may be taken to remove all hazards not inherent in the essential nature of the process. To direct this work, the Woman in Industry Service has organized a committee composed of representatives of the Surgeon General's Office, The Army Ordnance Bureau, and the Chemical Warfare Service of the War Department, the United States Public Health Service, the Navy, the Bureau of Standards of the Department of Commerce, the War Industries Board, and the Working Conditions Service of the Department of Labor. The first place selected for survey was Niagara Falls whose chemical industries and manufactories of metals and alloys are basic in the war industries. Two representatives of the Industries Commission of New York State were added to the Committee to insure co-operation in putting into effect the detailed recommendations for dust removal, sanitation and safety and other protections against occupational hazards which have been worked out in practical detail by physicians, engineers, and women investigators acting for the Committee.

3. Formulation of Standards

The report on work done by the Committee at Niagara Falls will be the first of a series setting forth the results of practical experience in safeguarding women workers in various occupations. These will be the basis for specific standards which after approval by the War Labor Policies Board will form a code of industrial conditions affecting women. A bulletin setting forth standards which should govern the employment of women in any occupation is now ready for printing and will be issued shortly.

4. State Labor Laws

Standards established in state labor legislation after many years of effort by the workers and by public-spirited citizens, form, of course, the basis for the additional regulations which will be prescribed by the federal government. In the early months after our entrance into the war, however, the paramount needs of the national government caused doubt in the minds of many people as to the force of state labor laws in plants working on contract for the federal government and in a number of instances manufacturers denied to state officials the right of inspection of their plants. This was a serious situation since there were no federal laws adequate to safeguard the workers, and not sufficient administrative machinery to enforce regulations by federal departments. Moreover such a situation if allowed to continue would seriously weaken the enforcing authority of the states for the period after the war when the federal departments will cease to be so large a purchaser of the products of industry and will therefore, not have the same relation to industry which now obtains through the making of contracts.

To meet this situation the War Labor Policies Board has caused to be inserted into the contracts clauses requiring full compliance with state labor laws in the carrying out of the contract. To make these contract clauses effective the Woman in Industry Service has assisted the War Labor Policies Board to work out a scheme of co-operation between state and federal agencies whereby the head of the federal contracting department, the Secretary of War, the Secretary of the Navy, the director of the United States Housing Corporation, and the director of the Emergency Fleet Corporation, will depute a state official to co-operate with the federal authorities in the enforcement of the clauses of the contracts related to working conditions. As one means of insuring effective administration the War Labor Policies Board called a conference of state officials at which one session was devoted to the subject of women in industry with the director of the Woman in Industry Service presiding.

5. Night work of women

It was evident at the conference that state officials were much concerned over the employment of women at night. This problem has absorbed much of the attention of the Woman in Industry Service since early in July. With the withdrawal of men into military service at an increasingly rapid rate and with the consequent enlarged program of production, the pressure upon industry to utilize its equipment and machinery 24 hours a day for the production of munitions, has become very great and with it has come an insistent demand to employ women at night. In seven states night work is prohibited but in two of these state authorities have power to grant exemptions to particular plants. In forty-one states including such important manufacturing states as Illinois, Ohio, New Jersey and Connecticut, there are no laws prohibiting night work. In these states, therefore night work of women is the practice at in a number of important munitions plants and this practice is likely to increase unless the federal government takes control of the situation. In those states having night work laws state officials and others interested in the situation already see evidence that unless some constructive measures are taken by the federal government, the night work laws which have been placed on the statute books as the result of years of persistent effort, will be attacked at the coming sessions of the legislatures and in that event repeal will be asked for on the ground of national necessity.

The Woman in Industry has held a number of conferences in Washington to discuss this subject with representatives of voluntary organizations interested in labor legislation with men and women leaders in trade unions, with representatives of the federal agencies concerned in this problem and with state officials. The plan evolved as a result of these conferences and in every instance unanimously approved by those present at the conferences, is that the federal government should take control of night work and that in no state, whether there is a law prohibiting it or not, would night work under this plan be permitted, except by certificate issued by

by the Secretary of War or the Secretary of the Navy through the state agency charged with enforcement of labor laws. In those states having no prohibition of night work the basis of control will be a clause in the contracts prohibiting the employment of women after 10 p.m. or before 6 a.m. without a war emergency certificate. In those states having laws prohibiting night work the certificate would be issued under the war powers of the federal government and would result in a temporary modification of state regulations in a national emergency. No certificate would be issued until the War Department or the Navy had determined that it was an emergency in production which could not be met in any other way, thorough investigation by the Department of Labor represented by the Woman in Industry Service would be made before any certificate was granted and the working conditions which should be established, would be recommended in each instance by the Secretary of Labor acting through the Woman in Industry Service in a statement which would be attached to the certificate. The Woman in Industry Service would then supervise the plant during the period of certificate and the certificate would be revoked if in any case conditions were not complied with. In no case would a certificate be issued to a plant in which women were employed longer than 8 hours day or night and in any plant absolute compliance with standards set by the state department of labor and by the federal government, including the principle of the same pay for the same work for women taking men's places, would be required. The plan has been approved by the War Labor Policies Board and is now before the Council of National Defense for decision. The groups with whom we have had conference are strongly opposed to any weakening of state laws and will insist upon convincing demonstration that a national emergency exists before any temporary modification or suspension is permitted.

The whole plan contemplates control of night work with the assurance that it will be restricted to those plants where national emergency

exists and that every other method possible will be tried first. It should result in leaving intact on the statute books the state labor laws and encouraging their absolute enforcement in all plants not holding a permit from the federal government.

6. Representation of working women.

In order that we might have the advice of working women themselves whose practical experience is an invaluable guide, the national trade unions having women members, were invited to send women delegates to a conference called by the Woman in Industry Service in Washington on October 4th and 5th. This conference resulted in the formation of a permanent advisory council of working women. It also resulted in a series of resolutions forming a statement of the opinion of working women on the problems now confronting the Woman in Industry Service.

7. Representation of Employers

Plans are now under way for the organization of an advisory council representing management.

8. Other Problems

Wages and industrial relations and the policy which should underlie training for women workers during the war have also received serious consideration from the Woman in Industry Service. On the whole problem of the employment of negro women as it is hoped that the Woman in Industry Service in co-operation with the director of Negro Economics may undertake some active work.

At this moment it may be said that the recruiting, training and placing of women workers and the determination of conditions which will make their employment most effective, is the basic problem involved in securing an active force of workers for the industries of the government. A plan for establishing the necessary administrative machinery to accomplish this vast undertaking is now in process of formulation. Determination of the occupations in which women should replace men, has obviously a very direct bearing on the work of local draft boards and the War Industries Board is keenly interested in it from the point of view of production for the war. The success of the undertaking will depend upon the active co-operation of all of the agencies concerned with the effective use of the man power of the nation.