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UNITED STATES DEPARTMENT OF LABOR

BULLETIN OF THE WOMEN'S BUREAU, NO. 112

**STANDARDS OF PLACEMENT
AGENCIES FOR HOUSEHOLD
EMPLOYEES**

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UNITED STATES DEPARTMENT OF LABOR

FRANCES PERKINS, Secretary

WOMEN'S BUREAU

MARY ANDERSON, Director

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By

MARIE CORRELL



UNITED STATES
GOVERNMENT PRINTING OFFICE
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UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR RELATIONS
WOMEN'S BUREAU
MARY ANDERSON, Director

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LETTER OF TRANSMITTAL

UNITED STATES DEPARTMENT OF LABOR,
WOMEN'S BUREAU,
Washington, November 6, 1933.

MADAM: I have the honor to submit a report on standards for household employment used by various agencies that place persons in this type of work.

Under its broad mandate "to formulate standards and policies which shall promote the welfare of wage-earning women", the Women's Bureau was asked by Mrs. Anna L. Burdick, agent for industrial education for girls and women of the Federal Board for Vocational Education, to assemble and analyze standards for the placement of girls in household positions. Because of this request, and with Mrs. Burdick's cooperation, the present study has been developed. It summarizes the household employment requirements of secondary schools, colleges, Young Women's Christian Association and some other social agencies, and of public employment offices. It is primarily a study of household-employment standards, not of the work of employment agencies.

In the almost total absence of legal regulation of household employment, taken in conjunction with the 62 percent increase between 1920 and 1930 in number of women servants, including those in hotels and restaurants (about one-eighth of the total), the importance of this matter was recognized and the inquiry was made by questionnaire.

The text of the report has been confined to an analysis of the standards reported in this study. Supplementary information on standards and other problems of household employment is given in the appendixes.

Though the terms of any standard may vary from time to time, the important fact is that standards are used by the several agencies from which specific information was obtainable.

I acknowledge with grateful appreciation the cooperation of the various persons and placement agencies contributing to the study. Especial thanks are tendered to Dr. Hazel Kyrk, associate professor, department of home economics, Chicago University; Dr. Amey E. Watson, Philadelphia Council of Household Occupations; Dr. Hildegarde Kneeland, chief of economics division, Bureau of Home Economics, United States Department of Agriculture; National Association of Deans of Women; National Vocational Guidance Association; and to the following, who read the report and made constructive suggestions: Doris A. Cline, placement counselor, department of guidance and placement of the board of education, Detroit, Mich.; Annetta M. Dieckmann, metropolitan industrial secretary, Y.W.C.A., Chicago, Ill.; Dorothy P. Wells, secretary for employment, national board of

Y.W.C.A., New York City; Russell J. Eldridge, assistant Federal director, United States Employment Service, Newark, N.J.; Grace S. M. Zorbaugh, associate dean of women, Ohio State University, Columbus, Ohio.

This report is the work of Marie Correll, of the research department of the Women's Bureau.

Respectfully submitted.

MARY ANDERSON, *Director.*

Hon. FRANCES PERKINS,
Secretary of Labor.

STANDARDS OF PLACEMENT AGENCIES FOR HOUSEHOLD EMPLOYEES

Part I.—INTRODUCTION

Household employment¹ remains unstandardized. In a given locality hours of work and rates of pay vary widely; the work itself varies from one home to another; and in almost no cases do labor laws apply to such work.² In most communities there is a wage scale that is the generally accepted practice for this type of employment, but since board and lodging usually are included as part of the payment for full-time household work, and the quality of such maintenance varies, the return for employment is subject to greater variations even in the same locality than are found in other types of work. In household employment the hours are long and irregular, and there is an almost total absence of relation between work and wage.

Single rather than group labor, a personal relationship between employer and employee, an individual bargain for employment, and freedom from legislative control and trade-union regulation are prevailing conditions in this type of work. That both employee and employer find these conditions unsatisfactory is significant. For the worker the most serious indictments are the social stigma and servant status and the long irregular hours; for the employer, dissatisfaction with the services received.³

The informal, nonlegal action of placement agencies is practically the only control of terms and conditions of household employment that exists. Agencies placing domestic workers have an opportunity to influence employment contracts by the giving of information and by refusing to recommend an unreliable worker or a position where the terms and conditions of employment are considered unsatisfactory.

The effectiveness of attempted regulation of household employment by a placement agency in a community depends on such varying factors as the supply of workers and the demand for such work, the number of agencies placing a certain type of worker and whether or not they cooperate with one another, the purpose of the agency, the method of placement and of follow-up used, and the personality, judgment,⁴ and initiative of placement workers. Some authorities consider that protective work by placement agencies has little value and that such agencies should hold to their task of securing positions for applicants.⁴ The element of truth in this attitude emphasizes the need of legal regulation for household employment. It is probable

¹ The term household employment, as used in this study, includes "the group of occupations concerned with the physical care of the house and its members and carried on in private homes for a money wage." (U.S. Department of Labor. Women's Bureau. Household Employment in Chicago. Bul. 106, 1933, p. 2, footnote 4.)

² The few labor laws that apply to household employment are discussed in appendix II.

³ One agency reported that a woman in the community had employed 19 maids in a 3-month period.

⁴ Harrison, Shelby M., and associates. Public Employment Offices, Their Purpose, Structure, and Methods. New York, Russell Sage Foundation, 1924, p. 579.

that the standards maintained by such agencies influence the conditions of larger numbers of employees than they place.

SCOPE AND METHOD

This study was made primarily to find what standards for domestic employment were being used by placement agencies—not to determine the prevalence or effectiveness of their use. The few existing legal requirements for adults in this employment are summarized in appendixes II and III. Legal requirements for minors are not included.

A secondary purpose of the study was to secure from various placement agencies an evaluation of the "Suggested Minimum Standards for the General Houseworker" proposed by the National Committee on Employer-Employee Relationships in the Home. Requests for information about the standards used in placing household employees (see forms in appendix I) were mailed between January and April 1932 to a selected list of placement workers in colleges, universities, and secondary schools; to employment secretaries of the Y.W.C.A., and to placement workers of several other social agencies; to State and other public employment agencies; and to a few fee-charging agencies. The only fee-charging agencies included were those believed to be taking special action on this problem, because the money-making object of agencies of this kind almost precludes the use of standards other than the prevailing practice. The numbers of questionnaires mailed and replies received were as follows:

Type of placement agency	Number of questionnaires sent out	Number of agencies replying
Total.....	1 388	217
College and university.....	106	64
Secondary school.....	54	29
Y.W.C.A.....	85	50
Fee-charging employment office.....	26	9
Public employment office.....	76	44
Other social and philanthropic organizations.....	41	21

¹ Not the number of agencies receiving questionnaires, because in some cases more than one was mailed to the same agency; for example, to the dean of women and the Y.W.C.A. campus worker. Excludes 5 agencies placing Indians, 4 of which replied to the questionnaire. See footnote 1, p. IV.

It was assumed that agencies that had standards would reply, and therefore follow-up letters were sent only in special cases.

In a few instances information supplementing the questionnaire was secured through a personal interview. Publicity was given the study and requests were made for information as to additional standards through articles published in a number of magazines and journals in the fields of social work, vocational guidance, and teaching. Further, the project was announced and discussed at the sixteenth annual meeting of the National Association of Deans of Women, and at the convention of the National Vocational Guidance Association, both held in Washington, D.C., in February 1932.

The word "standards" has been used loosely in this study to cover all requirements as to terms and conditions of employment that agencies reported must be met, or usually were met, before they would

place a worker. Many agencies recommend certain conditions that they do not require. But the distinction between standards and recommendations was in some cases impossible to make, and in many cases means little, since none of the standards has the backing of law. The facts secured about methods of following up placements have been used primarily because they give some indication of how effectively the standards are enforced.

SUMMARY OF FINDINGS

This study shows that a considerable number of placement agencies, usually those of educational institutions—either colleges or secondary schools—or of social welfare organizations such as the Young Women's Christian Association, have developed standards for terms and conditions of work that have been used in placing household employees. Other agencies reported that they were attempting to improve conditions in this employment by various methods, such as making recommendations to the prospective employer and the prospective employee, or through special types of placement procedure.

Fifteen agencies in 10 States reported that they had standards for placing women over 21 years of age in household employment. Fourteen of these are Young Women's Christian Association placement agencies. These may cover employees not more than 21 years of age, sometimes referred to in this report as "juniors", but special standards for these younger workers were reported by 19 agencies in 10 States. (Only 3 of the 14 standards for adults contain special provisions for younger workers and are therefore included in both groups.)

Forty-three colleges and universities in 26 States gave usable information about standards for college girls.

Differences in the way the standards are applied, the times at which they have been used, and the extent of their provisions, make impracticable an exact tabulation of the wages and hours specified.

However, certain facts are especially significant and may be summarized as follows:

Provisions for full-time employees

Wages.—Most standards for full-time workers, adult or junior, contain some provision setting a minimum for wages.

Daily or weekly hours.—Hours of work are not specified in most of the standards for full-time workers. Two Young Women's Christian Association agencies try to restrict the hours of adult workers—one to 8 hours and one to not more than 10 hours a day. For girls of 21 and under, working full time or attending continuation school, two school placement standards set a weekly maximum of 44 and 48 hours, respectively.

Time off.—Most of the standards contain a provision regarding time off; five recommend 1 day a week plus some other time.

Living conditions.—A private room is required in nine of the standards that apply to girls or women working full time.

Provisions for part-time employees

Most of the standards for part-time employees, other than wage rates, have as their basis the setting of maximum daily or weekly hours. This is because most of them are for persons working pri-

marily for board and room, usually secondary-school or college girls. For the girls attending secondary schools and working part time the hours of work are limited—7 of the 9 standards allowing between 21 and 28 hours a week. Several of the standards require a cash payment of about \$10 a month. (Girls who attend school a half day and those attending continuation school work longer hours and receive more pay.) In most of the college standards 21 to 28 hours of work a week is considered to be the equivalent for board and room, and several require that overtime be paid for, some giving specific hourly rates for this.⁵

Provisions for time off and for suitable living conditions are contained in many of the standards for part-time as well as for full-time workers. Some of these are very detailed. Important additional types of provisions made in some standards for part-time workers are a definition of working time, a statement of the kind of work the girl is allowed to do—heavy work being prohibited—suggested work schedules in several cases, and definite recommended work agreements in a few instances.

Follow-up

Some kind of follow-up work after placement was reported by most of the agencies using standards. This varied from phone calls to contacts with the employee for several months after placement, and was, with some exceptions, most complete in agencies connected with educational institutions.

The replies received stressed the difficulty of enforcing any standards during a period of unemployment, but they indicated that even at such a time cooperative action on the part of several agencies had been undertaken in a few communities and minimum standards developed and used.

Evaluation of proposed national standard

That the "Suggested Minimum Standards for the Full-Time General Houseworker", as proposed in 1931 by the National Committee on Employer-Employee Relationships in the Home, was useful as a guide though containing requirements that in many instances cannot be enforced during a period of depression, was the opinion of a majority of the placement agencies replying. Naturally, some agencies considered the use of any standards impossible. Others emphasized the need of legal regulations for this as for other employment.

Conclusion

This study indicates that in spite of the lack of legal regulations for household employment, some placement agencies are helping to improve the terms and conditions of employment of household employees, sometimes through the use of nonlegal standards, and that in some communities a number of employment agencies are cooperating in this respect.

The large number of women in household employment emphasizes the importance of regulation for these occupations. Of all gainfully occupied women in 1930, the largest woman-employing group is that

⁵ Probably one explanation of this difference in the requirements for secondary-school and college girls is that most of the standards for secondary-school girls are from cities where the opportunities for household employment are numerous, while most of the colleges and universities reporting are located in smaller cities or towns where opportunities for such employment are limited. The standards for college and for secondary-school girls were similar in the four cities where standards for both groups were reported—Berkeley and Los Angeles, Calif., Minneapolis, Minn., and Seattle, Wash.

designated domestic and personal service, and half of this group are classified as servants. Under this term, however, are included persons who are not employed in private households so it is not possible to determine from the census data exactly how many of the women are employed in private homes. The small proportion of the more than 1,600,000 servants (about one eighth) who were employed in hotels, restaurants, boarding houses, and so forth, places the great majority of these women as workers in private homes, a fact indicating the importance of this type of employment as regards women workers.⁶ Even without including the many day workers who clean and launder in the home, and the housekeepers, nurses, and other persons who are employed there, the classification "servants" in other than hotels, restaurants, and so forth, ranks fourth in the numbers of women employed. It is exceeded only by clerical occupations with 1,986,830 women, manufacturing and mechanical industries with 1,886,307, and professional service with 1,526,234—three of the general divisions of occupations used by the Bureau of the Census in reporting its data.

Most of the standards reported to the Women's Bureau in this study are not adequate for the protection of household employees. One of the most difficult of their problems—the length of the working day and week—is not even mentioned in several of the standards for full-time workers. However, the existence of standards of any sort is of itself encouraging and the fact that standards are used by various types of placement agencies in many parts of the country suggests that more such agencies could take action of this kind. The cooperation of several agencies in a community in the use of standards is an especially promising development. Finally, conditions in this employment show the need of legislative regulation for household employees.

⁶ U. S. Department of Labor. Women's Bureau. The Occupational Progress of Women, 1910 to 1930. Bulletin 104, pp. 7, 27, and 28.

Part II.—STANDARDS PROPOSED BY THE NATIONAL COMMITTEE ON EMPLOYER-EMPLOYEE RELATIONSHIPS IN THE HOME¹

Formulation of standards for household employment has been urged and undertaken from time to time by various local groups and individuals interested in this problem. Because of their value as a basis for discussion, the Suggested Minimum Standards for the Full-time General Houseworker, as adopted by the second conference of the National Committee on Employer-Employee Relationships in the Home, are given here. These standards, presented to the conference by Dr. Hazel Kyrk, of the University of Chicago, had been developed by a special committee in Chicago. As adopted by the conference to be disseminated for "discussion, education, and experimentation",² they are as follows:

The following tentative standards are drawn up for the general houseworker, because such workers are most numerous and because standards and schedules are likely to be set up more carefully when two or more workers are employed.

Wages

The establishment and maintenance of standards for the wages, hours, and working conditions of household workers depends upon the existence of adequate placement agencies and organizations of employers and employees.

The first step in the establishment of minimum-wage standards by such agencies in any community is the development of methods of differentiating the skilled from the unskilled worker. Only those should be considered "skilled" who either meet a practical test of efficiency or furnish statements from employers that attest the quality of their work. To meet this purpose satisfactorily, the statements from employers concerning efficiency in various tasks, honesty, and so forth, should be made on forms drawn up by the placement agency after a reasonable period of employment but before the employment is terminated. The worker who fails to receive a specified rating from the practical test or employer's statement shall be considered "unskilled" or "semiskilled"; those who rate above may receive wage differentials above the minimum for their class.

In each community a minimum wage for the full-time worker in household employment, whether skilled or unskilled, should be established at a rate that meets the cost of living of independent women at a tolerable level. From the total estimated cost of living should be deducted the cost of room and board for the worker living in, and the cost of board for the worker living out. The "skilled" worker should receive a differential above this that will make the minimum wage equivalent to that in other employments requiring the same ability and period of training. The wages of colored workers should be equal to those of white workers of equal competence. When an unskilled worker is employed, the placement agency should secure periodic statements of her progress and arrange for corresponding increases in wage.

Hours

"Working time" shall be defined as that time which is definitely assigned to some particular duty which prevents the worker from following her own pursuits. "Time on call" is that time when she is not free to leave the house but may follow

¹ The National Committee on Employer-Employee Relationships in the Home was organized in 1928. It has facilitated cooperation among various persons and agencies interested in the problems of household employment from many different points of view. Its activities have been restricted by lack of funds.

² Mimeographed report, National Committee on Employer-Employee Relationships in the Home, Summary of Second Conference, New York City, April 13 and 14, 1931, pp. 11-12. (There were persons on the Chicago committee from the following organizations: A Chicago high school, the Chicago Y.W.C.A., the Chicago Urban League, and the University of Chicago.)

her own pursuits on the premises. The maximum length of the "working time" of the worker living in should not exceed 54 hours a week and of the worker living out, 48 hours. Two hours on call should be considered equivalent to 1 hour of working time. Overtime in any week should be paid for at an hourly rate that is figured on the basis of a 54-hour week for the worker living in and a 48-hour week for the worker living out. One whole day, beginning not later than 10 a.m. and extending through the evening, or 2 half days a week, beginning not later than 2 p.m. on week days and 3 p.m. on Sundays and extending through the evening should be free.

Vacation

After a year of continuous service, 1 week vacation with pay should be provided.

Living conditions

The worker living in should have a room for her own use and convenient access to modern bathroom facilities.

Accident protection

Insurance against accidents arising in the course of employment should be carried by the employer, either by electing to come under the workmen's compensation law of the State when that is possible, or through private companies.

Employment contract

A form covering types of duties required, wages, hours, provision for church attendance, time off, accommodations to be provided, and the length of notice to be given before termination of service should be drawn up for use by employer and employee at the time of making the engagement. A copy of this should be kept by each party concerned.

In connection with the adoption of these standards, Dr. Kyrk has stated:

* * * It was fully recognized that no machinery for establishing and maintaining standards either in the form of organization or placement bureaus existed and that the hope of making desired standards real depended on such machinery. It was also recognized that unemployment and the conviction that any woman can do housework were making havoc of the more or less generally accepted standards of hours and wages. The value of the discussion, however, lay in bringing to concrete expression differences in principle and attitude and in emphasizing discrepancies between the actual and what might be accepted as the desirable or fair. * * *

One of the purposes of the present study was to secure the comments of placement agencies on these suggested minimum standards set forth in the foregoing, and to obtain opinions and suggestions about methods of applying them. In spite of the modesty of these "standards", most of the agencies stated that they were "excellent", or "ideal", but this sometimes was qualified by adding that they were "unworkable" or too far ahead of standards in the community to be practicable. One agency that was struggling to maintain a wage standard wrote, "The goal is an excellent one but so very far away that it is discouraging to even read."

All the agencies already using one or more standards in their placement work thought that it would be possible to secure some standards, although they realized that these could not include all the requirements suggested; several of those not already using some standards (largely State employment offices) considered such a course impossible in 1932. The following statement from one Y.W.C.A. agency that has tried to establish standards is typical of several:

Standards, particularly for the semiskilled, have to come slowly, and probably would defeat their purpose if they were too comprehensive. Supply and demand have to be more nearly equalized before very much can be done.

³ The Household Worker, by Dr. Hazel Kyrk. American Federationist, January 1932, pp. 37-38.

Variations in conditions in different localities were evident from the answers on the questionnaire; for example, in one community, vacations for household employees were unheard of, while in another it was reported that vacations were granted by about 10 percent of the employers before the depression.

Few comments were made on individual items. Significant additional provisions suggested were that health certificates should be required, that heat and light be furnished in the employee's room, and that the regulation of hours should allow for 1 hour or 1½ hours of absolutely free time during the day.

The question, "As a placement agency do you see any way that standards and recommended procedure similar to the ones attached (the standards of the National Committee on Employer-Employee Relationships in the Home) can be made effective?" brought many interesting replies. Naturally, most persons replying felt that such standards could not be inaugurated during a period of unemployment.

The development of businesslike standards and attitudes among employers and employees was the suggestion most often made as essential for the enforcement of such standards. Training courses for employees and group meetings of employers for information and discussion were the methods most frequently mentioned to accomplish this.

In connection with the first, not all replies emphasized that this training was needed by both employers and employees. Of those that did not do so, a larger number saw the need of educational work for employers than felt it was needed for employees. One agency held that the problem would be solved only through years of educational work by noncommercial agencies who can afford to lose placements. Another mentioned a difficulty involved in improving conditions through training employees by stating that if household workers were classified as skilled, semiskilled, and unskilled, they would have more calls for the second and third mentioned than for the skilled. The importance of training all workers regardless of racial or other differences was emphasized in one reply.

Other replies indicated that much could be done by trained placement workers and the cooperation of all non-fee-charging placement agencies in a community to enforce these standards. One Young Women's Christian Association placement agency considers that if all free employment agencies in a given city would cooperate on standards in households, at least in regard to wages and hours, it would be an effective method in keeping up and gradually raising the scale of living in household employment. Another expressed a similar viewpoint, saying that enforcement of standards could be effective "through adoption by the various placement bureaus represented on a city-wide employment committee and thus coordination of effort to educate the community to accept them."

Cooperative and concerted action by women's organizations as well as by placement agencies, employers, and employees also was considered essential. This need and a plan for action were voiced by one commercial agency.

To effect the standards suggested, this agency said, "will be possible only through the cooperation and concerted effort of recognized reliable organizations in every community * * *. Representatives could be chosen from each [of the women's and civic organiza-

tions] to form a council that would cooperate with representatives from reliable established [employment] agencies, Federal, private, or commercial, and through this council work out the results desired * * *.”

The need for improved employment agencies—Federal and State—to secure adequate standards was likewise emphasized.

“While the State and Federal bureaus have no standards, it is very difficult for a small group to uphold them.”

“An organized and uniform system of employment agencies controlled by State or Federal government is essential to secure the enforcement of such standards.”

Conditions that should be considered in this connection were mentioned by three State employment agencies. Two did not believe that a State agency should set standards, and the other stated that the office had not sufficient personnel to enforce standards for employment. One reply mentioned organization, presumably of employees, as the way to secure such standards.

Some replies from various types of agencies stated that the only way such standards could be made effective was through laws. A few urged that action be taken to secure legal regulations of household employment—especially a limitation of the hours of work. Two statements following express this point of view:

“Until we have some State laws regulating employment I do not see how we can hope to get very far.”

“[Standards] must come with governmental legislation similar to the factory code.”

Agencies that considered it impossible to enforce such standards gave few reasons for their decision. Of these the more important were the present economic conditions; the unsatisfactory character of many domestic workers (shiftlessness, lack of training, migratory habits, and absence of professional attitude were the undesirable characteristics mentioned); and the lack of standardization of households—each case being an individual problem.

Part III.—REQUIREMENTS FOR WORKERS OVER 21 YEARS OF AGE¹

Employment standards for adult workers were reported by several non-fee-charging employment agencies and by two that charged fees. Several agencies without standards or definite requirements reported special placement procedures that influenced conditions of employment, such as investigations for satisfactory and permanent placements, adjustment of difficulties, coordination of training and placement, informal discussion with employers and employees before placement, and follow-up work. An effort has been made to present the data in regard to adult workers in chart form. (See chart I.) In some cases the standards discussed in the following, intended primarily to apply to adult workers, may have affected girls under 21 years of age.

A.—STANDARDS OF NON-FEE-CHARGING EMPLOYMENT AGENCIES

Fourteen standards for women household employees were reported by 15 placement agencies in 10 States—California, Connecticut, Iowa, Kansas, Michigan, Minnesota, New Jersey, Pennsylvania, Texas, and Washington. Twelve of the standards are those of placement departments of local Young Women's Christian Associations and two are community standards formulated and enforced by a number of cooperating agencies. Of the three agencies replying about the standards last mentioned, two are Young Women's Christian Associations. The standards of these 15 non-fee-charging employment agencies are not nearly so comprehensive as the suggested standards of the National Committee on Employer-Employee Relationships in the Home, or some of those for workers 21 years of age or under, or those for college students.

The only phase of employment for which some standard has been set by all these agencies is wages; in some cases the wage standard applies to hour work only. For women paid by the week or month, agencies in nine communities had requirements or recommendations for hours of work, time off, or living conditions.

Wages

Frequently the wage standard is the prevailing community wage. One agency reported, however, that with few exceptions it had refused to place general houseworkers at less than \$25 a month with board and room, even though wages in the community had dropped much lower than this. The money amounts commonly specified for most localities for full-time general housework range from approximately \$13 to \$40 a month. In most cases board and room are furnished the employee. The hourly rates ordinarily specified for general housework are from 35 to 50 cents. In some cases car fare also is required.

¹ Special provisions for workers 21 years of age or under and for college or university students are considered in parts IV and V, respectively.

CHART I.—Employment standards for workers in household employment—women over 21 years of age ¹

[The provisions and wording of the standards given, with few exceptions, are as reported to the Women's Bureau early in 1932. The terms are unstandardized]

Locality, agency, and date of reply ²	Kind of work and minimum payment		Hours of work	Time off	Living conditions	Follow-up after referring applicant to position	
	Work	Payment					
California, Long Beach: Women's unemployment relief committee sponsored meeting (Feb. 25, 1932) of following free and commercial employment agencies: Catholic Welfare Bureau. City Free Employment Agency. Employment Counselors. Long Beach Employment Agency. Volunteers of America. Young Women's Christian Association, Mar. 12, 1932. These agencies "find prevalent and try to adhere to" the standards given. ⁴	Mother's helper.....	\$20 a month ³		Every other Sunday and 1 full afternoon and evening a week.	A private room for worker who lives with family.	In the case of the Y.W.C.A. a telephone call is made 2 days after placement and again a month after. Girls are asked to join a club of the association; agency keeps in touch with them in this way.	
	General houseworker.....	\$40 a month ³		do.....	do.....		
	Hour worker.....	50 cents an hour.....					
California, San Francisco: Relief Council. (Standards adopted Dec. 15, 1931.) Cooperating agencies: Guardian Club. Junior Employment Service. State Free Employment Service, Feb. 16, 1932. Women's Employment Aid (middle-aged women). Women's Employment Relief (Moulders School). Young Women's Christian Association, Mar. 3, 1932. (See also provisions on Chart II.)	Part-time. Light housework. Business girl or temporarily unemployed girl.	Board and room. Cash for overtime—caring for children at night.	3 hours a day: 1 in morning, 2 in evening or at night.	8:30 a.m. to dinner hour. 1 evening or Sunday weekly. (Time off will enable unemployed girl to look for work.)		In the case of the State Free Employment Service a telephone call verifies that employee has arrived and started to work.	
	Part-time. Housework. Older woman—as a temporary relief measure only.	\$7.50 to \$10 a month and board and room.					Y.W.C.A. checks after 2 or 3 weeks; an inquiry when agency finds that they have left.
	Part-time. Housework. Older woman.	\$10 to \$15 a month and board and room or \$1.50 a day.	Every day from 2 or 3 p.m. until after dinner. Except day and afternoon or evening off.	1 day and 1 afternoon or evening weekly.			
	Full-time. Domestic. Older woman—over 60, or woman with very little experience. No responsibility for cooking.	\$20 a month and board and room.....		Irregular.....	1 day and afternoon or some evenings weekly.		
	Short hour cleaning jobs.....	50 cents an hour and car fare. Not less than \$1 at each call.		Indefinite.....			
	Evening work—care of children. No other work should be required.	25 cents an hour or \$1 a night.....		do.....			
California, San Pedro: Young Women's Christian Association, Feb. 23, 1932.	Full-time houseworker.....			Ask that each worker be given 1 day a week and every other Sunday off.		Telephone to see if girl is satisfactory.	
	Hour worker.....	40 cents an hour, generally accepted wage.					
Connecticut, Bridgeport: Young Women's Christian Association, Mar. 1, 1932.	Domestic worker.....	Except in a very few instances have refused to place at less than \$25 (plus living) a month.				None.	
Iowa, Des Moines: Young Women's Christian Association, Feb. 24, 1932.	Full-time general houseworker.....	Seldom send girl out for less than \$5 a week and maintenance.				Check up through placement department after a few days' work. Requests employee to come to Y.W.C.A. for interview. ³	
Kansas, Topeka: Young Women's Christian Association, May 23, 1932.	Domestic worker.....	Have tried to keep the wage scale from \$5 up. For the skilled worker, have tried to secure from \$7 to \$10 a week. Request car fare for employee not living in. ³		At least 2 afternoons and 2 evenings each week.	A room to herself.....	Girls are urged to report to placement office and invited to join a club at the association. Employer is consulted regarding progress of girl. ³	

For footnotes see end of chart.

CHART I.—Employment standards for workers in household employment—women over 21 years of age¹—Continued

Locality, agency, and date of reply ²	Kind of work and minimum payment		Hours of work	Time off	Living conditions	Follow-up after referring applicant to position	
	Work	Payment					
Michigan, Detroit: Young Women's Christian Association, ⁶ Mar. 12, 1932. (See also appendix IV.)	Full-time. Middle-aged woman: Light housework (no washing), ironing.	Minimum, \$5 a week ³				(e)	
	Including laundry	Minimum, \$6 a week ³					
	Experienced maid (25-40 years)			1 afternoon and evening a week, and either every other Sunday all day, or every Sunday afternoon and evening.			
	Day worker: Heavy cleaning General housework By day Serving without uniform Serving with uniform	40 cents an hour 35 cents an hour \$2 a day 35 cents an hour and car fare 50 cents an hour			1 afternoon and evening a week and every other Sunday afternoon and evening.		
Minnesota, St. Paul: Young Women's Christian Association, Apr. 14, 1932.	Full-time household work	\$3-\$4 a week and board and room				Industrial secretary follows up for prospective members for Household Employees Club.	
New Jersey, Bayonne: Young Women's Christian Association (Foreign community department), Mar. 21, 1932.	Day worker	\$3, car fare, and lunch for 8-hour day	(See Payment column)				
	Hour worker	50 cents an hour, if less than 4 hours are worked.	do				
Pennsylvania, Philadelphia: Young Women's Christian Association, Mar. 2, 1932.	Working housekeeper, i.e., the older woman who may attend to all the buying but rarely is expected to do the laundry.	Minimum, \$8 a week with board and room.			One half day a week and alternate Sundays.	None.	
Texas, Dallas: Young Women's Christian Association, Feb. 25, 1932.	Domestic worker	\$4 a week and maintenance			1 afternoon and evening a week and every other Sunday.	Room in house for the girl. Private room if possible.	Interview girl after placement.
Texas, El Paso: Young Women's Christian Association, Mar. 12, 1932.	Day worker. (Majority of applicants are Mexican women.)	Try to insist on \$1.50 a day and car fare.	Try to insist on 8-hour day				None.
Washington, Seattle: Young Women's Christian Association, Apr. 30, 1932. Standards adopted Sept. 18, 1930. <i>Note.</i> —Though a minimum wage is maintained, since latter part of 1931 agency has not been able to apply entire standard.	Household worker	In April 1932 this organization was persistently refusing to place girls in the home under \$15 a month. ³					Some follow-up, particularly of doubtful cases, by telephone and personal calls.
	Household worker Experienced; all work. (6 to 7 rooms; not over 3 children.)	Former standard. (See note in stub). \$40 a month plus ³	Work—broken hours—8 hours. 1 to 2 hours on call when employer is out. No late hours—1 a.m. extreme.		1 day each week; Sunday not later than 3:30 p.m.; Thursday, 2 p.m.; 2 evenings, regularly each week; 1 evening, irregularly.	A room alone. No basement rooms unless English basement.	
	Experienced; all work except laundry.	\$35 a month plus ³					
	Inexperienced; all work Inexperienced; part of work	\$25 a month plus ³ \$20 a month plus ³ (Schedule states that "Plus indicates variance as to size of home and family.")					
Washington, Spokane: Young Women's Christian Association, Mar. 1, 1932.	Houseworker	\$20 a month is average, ³ "ranging from \$3 a week to \$15 in some few instances."	Recommends that day be not over 10 hours, part of which time would be "on call."		Recommends at least 24 hours a week off.	Recommends a room to herself; daily use of bath.	Where difficulties arise the placement office acts as advisor.

¹ In some cases these standards would be applied to workers 21 years of age or under as well. For two standards used only by fee-charging employment agencies and not included here see p. 12.

² No attempt was made to secure information from all the agencies reported as using the same standard; the date of reply indicates the agencies supplying information.

³ No doubt both board and room are provided in addition to the wage quoted, though no definite statement to that effect is made.

⁴ These standards contain an additional provision which states that interviewing employers are requested to pay the car fare of applicants.

⁵ Whenever possible, department has employer and girl meet at Y. W. C. A. for interview before employment.

⁶ The Y. W. C. A. uses the standards and follow-up procedure given in chart II and p. 33, for girls up to 22 years of age.

The rates for day work quoted are \$1.50 (El Paso, Tex.), \$2 (Detroit, Mich.), and \$3 (Bayonne, N.J.). (See chart for details about car fare and lunch.)

It is interesting to note the wide differences in the wages set, but for the purpose of this study these are less significant than is the fact that attempts have been made to standardize the wage in any one community. It should be noted especially that the wages recommended by the Young Women's Christian Association of Seattle, Wash., are graded according to the experience of the worker and the amount of work required.

Hours

Three of the five standards that contain any provisions about hours of work give hours for day work or for other part-time employment. An 8-hour day is quoted for day workers. The two standards that set hours for full-time workers make 8 and 10 hours, respectively, the day for general houseworkers. During part of the 10-hour day, the one standard states, it is expected that the worker will be "on call"; the second adds to the 8-hour day, 1 to 2 hours extra "on call" if the employer is out.

Time off

In 9 of the 14 communities, placement agencies ask that household workers be given a definite amount of time off. The amount of time off varies; in five cities the standards recommend alternate Sundays and some additional time—an afternoon or evening or another entire day. In one case a provision sets the hour at which the worker is to be free on her day or afternoon off.

Living conditions

Standards relating to living conditions reported by agencies in five communities all suggest that the worker be given a private room. In one it is specified that the room must be in the house in which the girl is employed and in another that it must not be in the basement unless such basement is of the type known as English. Only one agency stipulates that the employee shall be permitted daily use of a bathroom.

Follow-up

Since it seemed impossible to secure adequate information about all placement methods and the enforcement of standards by a mailed questionnaire, it was decided to request information on follow-up after placement, because some follow-up is essential for enforcement and is at least an indication of how effective the enforcement is. Three of the 14 agencies replying on this point did no follow-up work after placement, though one of these indicated that in one way its standard was enforced, as with few exceptions it refused to place a girl when a certain minimum wage was not given.

Details of the methods of follow-up are given in chart I; they vary from a telephone call merely to ascertain if the applicant was accepted, to personal calls in the home, and attempts to adjust difficulties that arise.

B.—STANDARDS OF TWO FEE-CHARGING EMPLOYMENT AGENCIES

Standards for adult workers fixed by non-fee-charging employment agencies have been discussed. Another type of requirement was reported by two fee-charging agencies—the Boston Bureau of Household Occupations and the Philadelphia Council on Household Occupations.²

The Boston Bureau of Household Occupations supplied workers for both part-time and resident domestic service. (From its organization in May 1919 until September 1930, this bureau was under the auspices of the Home Economics Department of the National Civic Federation. It is now an independent commercial agency.) By charging a fee to both employer and employee the bureau assumes the responsibility of supplying reliable help to employers and secures work at a certain wage for employees. The hourly wage scale required for various jobs is:

	<i>Hourly rate (cents)</i>
General houseworker.....	40
Expert cook (not to be employed less than 6 hours).....	60
Expert waitress (not to be employed less than 4 hours).....	50
Cook and serve (1 worker).....	50
House opening; heavy cleaning.....	50
Dressmaking.....	50

In addition to fixing wage rates, the agency makes clear the practice to be followed by employers in providing hour workers with meals and car fare as follows:

The worker provides her own food and is allowed a half hour for her meal when employed for more than 4 hours; or by mutual arrangement she may receive her meals, for which she pays 15 cents for breakfast and 25 cents for other meals.

She pays car fare when engaged for more than 4 hours.

The Philadelphia Council of Household Occupations not only aids household employers to solve household problems but sets the following employment standards, that applying to the wage being quite indefinite:

1. Wage—"A living wage for every employee" with additional compensation for skilled workers.
2. Time off—At least 1 hour a day and 1 whole day or 2 half days or the equivalent a week. (A 54-hour week is recommended.)
3. Living conditions—A private room and access to a modern bathroom.

All placements are followed up by talks with the employer and employee, separately, about 2 weeks after placement and by a further check about 3 months later.

C.—SPECIAL PLACEMENT PROCEDURES

A few placement agencies that did not report standards for domestic employment comparable to those discussed in the previous section furnished information on attempts being made to improve the conditions of such employment.

² The latter agency is in no sense a commercial agency, the charge made for services being a fee for membership in the organization paid by household employers.

Investigation for satisfactory and permanent placements

One method of improving these occupations is to make suitable placements and thus eliminate much dissatisfaction, misunderstanding, and friction. Even though this may be done without improving working conditions, it necessarily must accompany improved conditions. Two State employment agencies replied that they investigated the homes of prospective employers before placing a worker. A commercial placement bureau in Boston, through careful investigation of the applicant and of an employer's requirements, attempts to make permanent and satisfactory placements and follows up such placements. The following statements by the owner of this agency, a woman with years of experience in placement work, illustrate how carefully placement work may be conducted, and show the importance of references to an employee.

Personal interview of applicant.—A personal interview with each individual applicant for registration is necessary, during which the history of the person, experience, training, and fitness for the position applied for is thoroughly discussed. If the applicant has had previous experience, a telephone conversation if possible or a letter from former and recent employers will check up the above-mentioned data, from which applicant is classified accordingly. If these credentials are found unsatisfactory in certain respects, another personal interview with applicant will present these phases for discussion, and the bureau will act as an adviser or adjuster in the matter before placement is possible. If the applicant is inexperienced, personal references for character from reliable sources are required, and the bureau then suggests the best opportunity for the applicant to consider.

This method of service is offered, also, to women untrained in any particular field, who are forced into the business world again to take their places as workers. When termination of service is desired by either employer or employee our bureau requires each one respectively to give a week's notice.

* * * * *

As homes cannot be standardized, neither can the domestic worker be standardized. One can readily understand the problem in recommending workers from one home to the other. The so-called standard of the workers of the present day is maintained in requiring references for long, continuous, satisfactory, and efficient service from each individual. For those who cannot qualify in this respect, we offer them the opportunity to start anew in the right direction and keep them on a probationary list until they can measure up to the standard maintained by the bureau. In case of failure to meet these requirements, applicants are directed to other sources of employment best suited to their individual needs. To maintain the standards of homes peculiar to each we require fair conditions and hours for service, sanitary living conditions, humane consideration, and standard wages for understood standard work. If we find conditions of service in some homes difficult for the worker to meet, we suggest from our experience of other homes such changes as are conducive to the best interests of all concerned. If there are homes that do not feel interested to cooperate with the bureau in this regard, we feel we cannot recommend workers to them and sacrifice their morale; this also applies to unscrupulous employees and vice versa.

Definite information provided employee about positions offered.—When an order for permanent, temporary, or day work is given by an employer, specified work to be done, hours of work and recreation, living conditions, and wages for the position are entered into thoroughly before an appointment with the applicant recommended is possible. These above-mentioned details of position are discussed thoroughly with qualified applicants before appointment to eliminate all disinterested and needless appointments. Vacations have not become a required factor in domestic work and are therefore optional with employers, who form a small percentage of this class, I should say not over 10 percent in normal times and much less during these last three years of depression. The hours of the living-in domestic are not regulated according to any standard that can be enforced, so most of them are working 14 hours and over daily, with 1 afternoon off weekly after lunch, and every other Sunday or 1 day off every 2 weeks in country positions.

Follow-up.—During the trial period of 10 days and after 1 month's service, follow-up work is effected by a telephone conversation or personal visit with employer to establish the permanency and satisfaction of placement. This service is rendered the employee in a personal visit to the office, during her time off during the trial period, and 95 percent avail themselves of this opportunity with our bureau.

Adjustment of difficulties

The adjustment by the placement agency of difficulties that arise between employers and employees was emphasized as one phase of the work of another commercial agency, which stated:

We follow up after placements if there is dissatisfaction—either with employer or employee. We frequently have maids report to the office if they become dissatisfied. We try to adjust matters satisfactorily to both employer and employee.

Coordination of training and placement

Household employment includes forms of work other than the general housework to which this study has been restricted almost entirely. Some phases of this require more training and skill than others. The care of the sick at home and the care of the home during illness, often done by untrained persons, are services that can be performed much more satisfactorily if some training has been received. When training and placement agencies work more closely together, work standards may be developed and enforced more easily. While no attempt has been made here to describe and analyze various training projects, three cases are cited as examples of the efforts of community agencies to improve the status of household employees both by training them for their jobs and by regulating the conditions under which they work.

Household Nursing Association, Boston, Mass.—The work of the Household Nursing Association of Boston in training and placing attendant nurses is described here because it shows the possibility of developing employment standards when the activities of training and placement are united in one agency.

After 58 weeks of training—6 weeks as a preliminary course learning how to keep a home running smoothly and how to buy and cook food for the patient and the family, and 52 weeks in affiliated hospitals and training in bedside nursing—the attendant nurse is placed for 24 weeks of supervised field duty. During this time each case is visited weekly by one of the registered nurses on the staff of the association. Upon the completion of the course the agency places attendant nurses under the very detailed standards following:

STANDARDS OF HOUSEHOLD NURSING ASSOCIATION OF BOSTON

Wages

The wage of the attendant nurse is \$25 a week. When the case lasts 4 days or less, the wage is \$4 a day. When the case lasts more than 4 days, the wage is \$3.60 a day. For 6 hours' service a day's wage may be charged. For 3 hours' service one half day's wage may be charged. On normal post-natal cases the wage is \$28 a week until the baby is 4 weeks old. After this, the wage is reduced to \$25 a week. On cases where there are two bed patients the wage is \$28 a week. The registry charges a placement fee of \$2 for every case filled. One dollar is deducted if the attendant nurse remains less than 3 days.

Hours

On 24-hour duty the attendant nurse sleeps in or near the patient's room, subject to call. A separate bed must be provided. We ask that our attendant

nurses have 2 hours off duty daily at the convenience of the family. If the attendant nurse is called more than twice at night, she should have extra time off duty during the day to make up her sleep. Time given to attend church must be included in time-off duty. On 12-hour duty the attendant nurse works steadily for 12 hours with only time off for necessary meals. She is then free for 12 hours and must get 8 hours' sleep during this time.

Car fare

On 12-hour duty, if it is more convenient for the family to have the attendant nurse sleep outside the house, the necessary car fares must be added to her wages.

Meals

The family is always responsible for the attendant nurse's breakfast, dinner, and supper, whether she is on 12- or 24-hour duty. If the family prefers to have any of these meals taken outside the house, the attendant nurse must include an itemized bill for meals with the bill for her services. On night duty the family is responsible for the attendant nurse's breakfast and supper and should provide food for a lunch during the night.

Duties in the house

The duties vary according to the household and the condition of the patient. The attendant nurse should make herself useful in the house but can only be expected to do light housework, such as dry mopping and dusting. She cannot be expected to do heavy sweeping or wash floors except in the bathroom.

Laundry

The attendant nurse will wash and iron small things for her patient or for an infant. Washing or ironing any of the family laundry is outside her duties.

Cooking

She will prepare all the patient's meals and do simple cooking for a small family but cannot be expected to do all the cooking in a large household.

Care of children

If, besides the patient, there are young children in the family, she cannot take entire charge of them without assistance.

Telephone

The attendant nurse should not use the patient's telephone or give the number to her friends.

The attendant nurses are told not to give their private telephone numbers or addresses to patients or doctors. They can always be reached through the registry office.

You are always free to call the office for help or advice. If you wish a visit from a supervisor, she will come without charge.

This agency, through the coordination of training and placements, has developed performance standards for the employee and standard work conditions to be supplied by the employer. Unfortunately some training projects for domestic work have set performance standards for the employee without securing standard working conditions from the employer.

Community Employment Service, Atlanta, Ga.—The training of Negro workers in a Southern State, though it involves many difficulties, has been undertaken by the Community Employment Service of Atlanta, Ga. Free teaching and free placement have been made available through a grant from the Julius Rosenwald Foundation and the support of the Community Employment Service (a community chest agency), the Federal Employment Service, the State Vocational Board, and the City Health Department.

Applicants for positions at the Community Employment Service are told of the school and advised to attend. During 1931 at least

one third of them did so. Six-week courses are given for both men and women, and the applicant has the privilege of a free medical examination (not compulsory). After the training period, positions are secured through the placement agency and a follow-up of the placement is made. Thus far performance standards have been emphasized and the follow-up work has been largely to determine whether or not the worker's services were satisfactory. Both parties are requested to report to the placement agency. The employer is asked to fill out a form reporting on the applicant's work and attitudes. To a certain extent, in this training school and placement bureau for household service, attendance at the school takes the place of the all-important personal references, especially for workers who are new in the city. It was understood from the first that no effort should be made to set wages in connection with this training project. In January 1932 there was reported to be no generally accepted wage scale in the community, though cooks and day workers were said to come nearer having one than any of the others. The following figures were given to show about what the variation in wage payment was at that time:

General houseworker, \$6 per week in 1-servant household
Nurse, \$8 to \$10 a week
Cook, \$8 to \$10 a week

Young Women's Christian Association, Duluth, Minn.—A third training project reported involves the cooperation of the placement agency in securing wage increases for increased skill. The Young Women's Christian Association of Duluth states that some housewives willingly cooperate, using their homes for training. Inexperienced girls are placed in these homes for 1 month at a low wage with the understanding that they will be given 1 hour of training daily in household duties. At the end of the month the girl is given a reference as to ability and character and if her work is satisfactory she is either retained at the training home at a higher wage or placed in another position at a higher wage.

Informal discussion and follow-up

Giving information and advice to prospective employers and employees is an informal method of suggesting standards for employment even though they are not enforced. According to the replies received in connection with the present study, this is often done by Young Women's Christian Association placement secretaries. Although little information was furnished about just what these informal recommendations were, the following, from the association at Houston (placing white workers), undoubtedly applies in other associations:

We have no set form or list of recommendations, but when taking an employer's order for a domestic we question her carefully concerning the kind of work to be done; whether it includes cooking, cleaning, child nursing, laundry; whether the room is in the house or in servant quarters, the amount of the wage to be paid; whether the worker will have a separate room or share it with some member of the family (many child nurses sleep in the room with the child or small children, and sometimes a maid is required to wait on an aged member of the family and share her room). Vacations and regulated hours of work are almost unheard of locally, although a few individual employers have provided for this, usually in homes where there is more than one worker. We do tell employers that it is difficult to obtain workers where they are expected to do the laundry as well as the housework, or where the wage offered is lower than the accepted standard for the type of worker desired or the skill required, and we do recommend that work-

ers usually have one afternoon and evening a week off and a second afternoon or evening, or sometimes a second afternoon and evening off each week.

The recommendations of the association in Yakima, Wash., are more definite and constitute standards for employment, even though they are not enforced by refusal to place a worker unless adherence is promised. The association makes the following recommendations:

Maximum hours per week, 54.

One free day after lunch, afternoon and evening together if possible. Some free time Sunday.

One week's vacation with pay if they have worked in one place a year.

A room for herself.

A frank understanding about work, hours off, and so forth, when the girl is employed, then both will have some definite plan to work on.

A few State employment agencies also reported that they made recommendations. The two that were definite on this point replied that these pertained to a minimum wage. They were Waterbury, Conn., and Albuquerque, N.Mex., where \$5 a week in addition to board and room was recommended for general housework.³ In Albuquerque 25 cents an hour for day work is suggested.

Follow-up, discussed in connection with standards and with other special procedures, was often reported by agencies that were not taking other special action. Only 9 of the 47 Young Women's Christian Associations replying that they placed household employees did no follow-up work. Telephoning the employer and employee to see if each is satisfied is the method most often used, although in some associations social-educational activities are arranged for domestic workers and an attempt is made to keep a contact with the girls placed. Study groups for employers, training classes for employees, and the formulation of work schedules by employers are other educational measures sometimes undertaken.⁴

Of the 42 State employment agencies replying, 27 reported some type of follow-up work after placement. This is largely an inquiry or report as to whether or not the applicant has been accepted and the employer satisfied, although in some cases personal interviews are held, inquiries are made about wages and working conditions, or the employee is asked to report to the office on her afternoon off.

³ Although board and room are not mentioned in the Waterbury reply, undoubtedly they are included.

⁴ One Y.W.C.A. reported that it had developed a code of ethics for employees.

Part IV.—REQUIREMENTS FOR WORKERS 21 YEARS OF AGE OR UNDER

Special action of some kind to regulate working conditions in household employment for employees 21 years of age or under was reported by 29 placement agencies in 22 cities and 14 States.¹ Of these, 19 agencies were using standards to which they required the adherence of the employer before making a placement, and 10 were recommending certain standards or attempting to regulate working conditions in various other ways. In some instances, girls of 21 or under are covered also by the standards discussed in parts III and V of this report, but in the following pages standards that are primarily for girls of 21 years or under are presented. Naturally, it is true that occasionally girls over 21 are placed according to these standards.

The pages following contain a brief statement about the agencies that reported their placement practices, in some instances including the type of action they have taken on this matter; an analysis of the standard used; a description of the recommendations and special placement procedure used by agencies that have not established such standards; and a discussion of the follow-up methods in use.

THE AGENCIES REPORTING ACTION ²

California

Alameda County (the cities of Berkeley and Oakland being included).—The agencies of Alameda County placing girls under 21, with the cooperation of other community organizations formulated general standards of household employment in the school year 1930-31 for the girl under 21 who lives in her employer's home, and also for the girl under 21 who does not live in her employer's home. Some agencies began using these standards in the spring of 1931. They are endorsed by the Adult Probation Office of Alameda County; Alameda High School; Associated Charities of Oakland; Berkeley Indian Center (United States); Big Sisters of Alameda County, Ltd.; Catholic Ladies' Aid Society, Inc. (children's agency); Jewish Federation of Oakland; Junior Employment Office of Berkeley Public Schools; Junior Employment Office of Oakland Public Schools; Junior Probation Office of Alameda County; Parent-Teacher Association (sixteenth district); Social Service Board of Alameda; Sonoma State Home; and Welfare Board of Southern Alameda County. Two of these—the junior employment offices of the Berkeley and the Oakland public schools—furnished the information that is used in this study. Under business conditions prevailing in

¹ Four agencies placing Indian girls reported standards with requirements similar to these. They are not included here because they cover both adult and junior workers and because problems peculiar to these workers have forced the placement agencies to assume a great deal of responsibility for the worker placed. This would be impossible for most placement agencies.

² For descriptions of placement work for juniors, see Vocational Guidance and Junior Placement, Children's Bureau, U.S. Department of Labor, Bul. No. 149, 1925; or Vocational Guidance, Report of Subcommittee on Vocational Guidance of the White House Conference on Child Health and Protection, Century Co., 1932.

1931 and 1932, the adopted standards, especially as applied to wages, had to be lowered in some cases.

Long Beach.—The Women's Unemployment Relief Committee on February 25, 1932, called a meeting of free and commercial employment agencies placing women. Standards that the agencies found prevalent and were trying to adhere to were discussed. A standard for mothers' helpers, usually girls under 21 years of age, was included. (For list of agencies, see chart I.)

Los Angeles.—Three standards that apply to junior workers were received:

1. The Foster-Home Placement Committee, the Child Welfare Committee, and the Executive Committee of the Los Angeles Council of Social Agencies adopted Standards for Work Homes in December 1930. (Appendix IV, pp. 64-67.) These standards apply to children over 16 years of age who are living in their employer's home and attend school for at least half a day on each school day. Children under 16 who are away from their own homes are protected by law and by the standards of the State Department of Social Welfare, published under the title "The Minimum Requirements for Family Boarding Homes for Children."

2. The Junior Employment Service of the Los Angeles City Schools uses the standards for Work Homes of the Los Angeles Council of Social Agencies as the basis for its standards. These cover girls over 16 and under 21 placed by the schools.

3. The Los Angeles Junior College, in the city school system, in January 1930 adopted standards for its girl students working in private homes for room and board. These standards were reported to the Women's Bureau by the dean of women in this institution. Although more like the college standards, they are included here because most girls attending junior colleges are under 21.

Pasadena.—The department of Junior Placement of the Continuation High School (a part of the public-school system) has standards for household employment for high school or junior college girls attending school full time and living in the home where employed.

San Francisco.—The Non-Family Girl and Woman Standard Employment Committee of the Relief Council of the Community Chest developed in December 1931 a standard scale of wages for different types of household workers and household work. This scale contains standards for school girls. The cooperating placement agencies are the State Free Employment Bureau; Young Women's Christian Association; Junior Employment Service; Women's Employment Aid (middle-aged women); Guardian Club; Women's Employment Relief (Moulders School). Although the Women's Bureau reviewed material from the first three agencies listed, only the third—the Junior Employment Service—is considered as limited to workers under 21 years of age.

Illinois

Chicago.—The Vocational Guidance Bureau of the Board of Education has no fixed set of standards that must be met before a girl is placed in household employment, but the employer must supply certain information as to living conditions, hours, and wages to the placement officer before a girl will be recommended to her. The employer is given some suggestions about working and living con-

ditions. Girls under 17 attending continuation school 1 day a week and full-time school girls who work after school hours caring for children are the only girls placed in household employment by this bureau.

Kansas

Wichita.—The Young Women's Christian Association reported a standard that includes the maximum hours to be worked and a rate for overtime. This is used in placing school girls (both college and secondary) working for board and room. The placement officer discusses other phases of the employment relationship with the prospective employer.

Massachusetts

Boston.—The Placement Bureau of the Vocational Guidance Department of the Boston School Committee deals only with part-time domestic workers who act as mothers' helpers or take care of children. No employment standards are set. Their placement procedure is to recommend that the girl's mother accompany her to the home of the prospective employer.

Michigan

Detroit.—The Department of Guidance and Placement of the public schools reports that it has used a set of wage standards for household employment for a number of years. In the fall of 1930, under the leadership of this organization, several community agencies formulated a wage scale for girls 15 to 21 years of age. Organizations represented at the meeting were:

Social agencies.—Girls' Protective League, Mothers' Pension Department, Wayne County Juvenile Court, Wayward Minor Court.

Free employment agencies.—Detroit Council of Churches, League of Catholic Women, Michigan State Employment Department, Young Women's Hebrew Association, Young Women's Christian Association.

Board of Education.—Placement Department, Attendance Department.

In 1932 it was reported that monthly meetings of the agencies cooperating in this plan were held and that the standards were changed as conditions changed. The ones analyzed in this study are those reported by the Guidance and Placement Department of the public schools and the Y. W. C. A. as in force in February 1932. The following placement agencies were using them: Guidance and Placement Department of the public schools, Michigan State Employment Office, Young Women's Christian Association, and Young Women's Hebrew Association. They are endorsed also by the mayor's unemployment committee. Furthermore, early in 1932, through a city-wide committee, activities were undertaken to develop more complete standards for household employment.³

Minnesota

Minneapolis.—1. The public schools have standards for school girls who live in their employers' homes.

2. The Big Sisters Association has definite recommendations used in placing school girls for part-time work.

3. The Lutheran Welfare Society reported that it had standards for placing girls in household employment, but did not give their

³ The standards developed by this committee are given in appendix IV, p. 60.

content. The employment procedure reported by this agency is discussed on page 31.

Missouri

Kansas City.—There is a training school for colored housemaids in the public schools. A few work requirements are made in placing the girls trained.

St. Louis.—1. The Division of Vocational Counseling of the Board of Education refuses to place anyone in household employment, but refers students who desire such work to a case-work agency because the latter has the machinery for investigating homes and for doing careful follow-up work.

2. The Big Sisters and Girls' Protective Association has standards for placing girls in household employment. It reports careful follow-up work.

New York

The Division of Junior Placement of the State Department of Labor and Industry does the placement work of the schools in several cities. Although they have no standards that they consider requirements, they try to secure certain conditions for household employment.

New York City.—For more than 3 years the Girls' Service League has had standards that are used in placing girls in household employment. Most of the persons placed are young girls.

Ohio

Cincinnati.—Standards for full-time household employment for girls from 16 to 21 years old who are no longer attending school were adopted in January 1932 by a household employment committee appointed by the commissioner of welfare and the supervisor of the junior placement bureau. They are used as recommendations rather than requirements. The establishment of these standards led to the development of training courses. The community agencies cooperating in this project are: Cincinnati Catholic Women's Association, Cincinnati College Club, Cincinnati Woman's Club, Consumers' League, Council of Jewish Women, Junior Placement Bureau, Parochial Schools (vocational department), Public Schools (vocational educational department and household arts department), United Jewish Social Agencies, University of Cincinnati (school of household administration), Vocational Counselor, Woman's City Club, Ruth Lodge, and Young Women's Christian Association. The information used in this study was supplied by the Junior Placement Bureau.

Cleveland.—The Jane Addams School, a girls' vocational school of the public-school system, since 1924-25 has followed definite standards for the placement of girls in household employment.

Oregon

Portland.—Since 1928-29 the deans of Portland high schools and the Department of Vocational Education of the Portland public schools have used standards for placing school girls in household service. It is reported that some exceptions to the wage standards had to be made in the fall of 1931.

Pennsylvania

Philadelphia.—The Bureau of Compulsory Education and the Junior Employment Service (both of the Board of Education) super-

wise young girls engaged in household employment. The Bureau of Compulsory Education before granting a work permit to a girl between the ages of 14 and 16 years investigates the girl's own home and the home in which she is seeking permission to be employed. Employment standards are said to be enforced. The Junior Employment Service cooperates in handling these cases and in addition inspects places of employment of girls from 16 to 21 years of age, making certain recommendations for this work. (See p. 31.)

Reading.—The Labor Certification Office of the continuation school reports that it has certain requirements regarding home conditions that must be met before a girl 14 and under 16 years of age is granted a permit for domestic home work.

Rhode Island

Providence.—The Department of Research and Guidance of the Providence Public Schools has no definitely formulated standards for domestic work, though certain suggestions are made in the interview with an employer applying for a worker. The department advises the girl to take her mother with her when she interviews a prospective employer. Pupils between the ages of 14 and 21 are placed, most of them for a few hours' work after school. However, some full-time workers are placed.

Washington

Seattle.—In 1930 the Placement and Guidance Bureau of the Seattle Public Schools developed standards for household employment: (1) For school girls who are attending school regularly from 5 to 6 hours a day and working in homes for room and board and some compensation; and (2) For continuation school girls, and those between 18 and 21 years of age. The wage standards reported in March 1932 were lower than those first developed, but even these were impossible to maintain in all cases during 1931-32.

Wisconsin

In Wisconsin the minimum-wage law for minors covers domestic workers and is enforced by school and State placement agencies. This is a legal requirement. (See appendix II, p. 54.)

In addition, standards similar to those included in chart II were received from one school in the State, but they are not included here because it was requested that no publicity be given.

PROVISIONS OF THE STANDARDS REPORTED

Twenty-seven types of action regulating conditions of household employment are cited in the preceding section. Of these there are 17 cases where the action taken is the use of standards for wages, hours, or working conditions (in most cases all 3). With one exception, Cincinnati, these were reported as being requirements that must be met before a girl was placed.⁴ The Cincinnati recommendations are included because in form and content they are comparable to these requirements.

These standards for girls 21 years of age or under were reported from 16 cities in 10 States—California, Kansas, Michigan, Minnesota,

⁴ At the time these standards were reported, the spring of 1932, the replies stated that unsettled economic conditions made their enforcement difficult, so it is practically certain that they have been modified since that time.

CHART II.—*Employment standards for workers in household employment—girls 21 years of age or under living in employer's home*¹

[The provisions and wording of the standards given, with few exceptions, are as reported to the Women's Bureau early in 1932. The terms are unstandardized. For information on adoption and use see pp. 18-22, 32-33]

Locality and agency ²	Hours	Payment in addition to board and room	Work requirements	Time off	Living conditions
I. FULL-TIME SCHOOL GIRLS WORKING PART TIME					
California, Alameda County: Committee on household employment for girls.	21 to 28 hours of work a week. 6:30 a.m. earliest rising hour. Work completed by 8 p.m. May be asked to care for children 3 out of 7 evenings a week. At no time should this responsibility keep her up past 11 p.m.	Not less than \$10 a month.	"Work is defined as that time which is definitely assigned for the performance of some particular duty which prevents the girl from following her own pursuits." "Since conditions in homes differ, it is impossible to list the duties which should be assigned. However, no girl should be required to do work beyond her strength, such as heavy lifting, heavy washing, or heavy cleaning."	The equivalent of not less than 2 evenings and 1 afternoon a week off duty.	A room of her own, if possible.
California, Los Angeles: Council of social agencies. (For children over 16 years of age who attend school for at least one half of the day.)	Not more than one half hour of work before school and 3 hours after school. Four hours on Saturday is the maximum. 6:30 a.m. earliest rising hour. Retire 9:30 to 10 p.m., by which time lessons must have been prepared for following day's classes.	\$10 to \$15 a month, according to age of child and amount of service rendered.	A definite written schedule of duties drawn up before employment. General scrubbing, family washing, family ironing, and full responsibility for cooking are not to be included as duties.	One afternoon or evening each week, or its equivalent, away from the work home. Every other Sunday, all day, or the afternoon and evening of every Sunday. The same applies to holidays.	Individual bed; wholesome, nutritious diet, etc. (Other requirements about housing and family conditions found in appendix IV, see pp. 64 to 67.)
California, Los Angeles: Junior employment service, city schools. (For girls over 16 years of age.)	Not more than 28 hours of work a week. 6 a.m. earliest rising hour. Work completed by 8 p.m. Latest retiring hour 10 p.m.	Not less than \$10 a month.	Duties may include all kinds of light housework and the care and entertainment of children but not heavy scrubbing or general family washing and ironing. A definite work schedule is recommended.	1 afternoon and evening each week and every other Sunday, all day, or the afternoon and evening of every Sunday.	Wholesome, nutritious food and a pleasant place to eat it; an individual bed and preferably a room to herself.
California, Los Angeles: Junior College.	Average of 3 hours' work a day. If "more time is required on Saturdays less will be expected on other days, or the wages will be increased." Arrangement of Sunday work to be satisfactory to both parties.	do.	do.	From 8 to 10:30 every night, except Friday and Saturday, for study.	A room to herself, suitably equipped for study.
California, Pasadena: City schools.	From 21 to 23 hours of work a week according to wage paid. 6 a.m. earliest rising hour. Work to be completed by 8 p.m. Retire usually at 10 o'clock, and never later than 10:30 on school nights.	From \$10 upward a month depending on experience and ability and hours of work.	"Working time is that time which is definitely assigned to some particular duty which prevents a girl from following her own pursuits on the premises." "Since the conditions in each home vary, it is impossible to list duties which would be assigned. But under no condition should a girl be required to do such work as heavy lifting, heavy washing, or heavy cleaning." Girl may expect that her work will be arranged on some regular schedule, so that she will have time for her studies every day.	The equivalent of not less than 2 evenings and 1 afternoon a week off duty. Girl should be allowed an occasional week-end with her family and be granted church or equivalent privileges.	Girl may expect to have a separate sleeping room, and a quiet, well-lighted, well-heated place for study.
California, San Francisco: Relief council.	Before and after school. Full day Saturday.	\$7.50 to \$10 a month.	do.	1 afternoon or evening; Sundays. Weekly school hours.	do.
Kansas, Wichita: Young Women's Christian Association.	Not more than 26 hours of work a week.	Wage to be paid discussed with employer before placement. Overtime at rate of 20 or 30 cents an hour.	do.	Discussed with employer before placement.	Discussed with employer before placement.
Michigan, Detroit: Several cooperating free employment agencies.	do.	Minimum, \$2 a week if no car fare or lunch money is required. If transportation is necessary, \$3 a week is minimum.	do.	1 afternoon a week and either every other Sunday all day, or every Sunday afternoon and evening.	do.
Minnesota, Minneapolis: Public schools.	4 hours on school days, preferably after school; 5 hours on Sunday; 8 hours on Saturday. Retire not later than 10 o'clock.	Not less than \$2 a week.	None specified. Placement official stated, however, that: "We aim not to place a girl where she will have to do the washing."	Recommends a free period from 2 to 5 o'clock on Saturday.	do.
Ohio, Cleveland: Jane Addams School.	Girl should be undisturbed from 9 p.m. to 6:30 a.m. Ordinarily not to work after 8 p.m.	Decided upon before placement.	Decided upon before placement. No girl under 18 should have the responsibility of a family washing though she may be permitted to assist.	Decided upon before placement. Recommends the equivalent of 2½ days and 2 evenings and nights a week in her own home.	Decided upon before placement. A room of her own. A day-bed or in-a-door not permitted.
Oregon, Portland: Public schools. (High school students.)	From 21 to 28 hours of work a week. 6:30 a.m., earliest rising hour. Work to be completed by 8 p.m. Retire usually at 10 o'clock and never later than 10:30 on school nights.	From \$5 upward a month depending on experience and ability. Customary wage, \$10 a month. Early in 1932 more likely to be only \$5.	Same as for Pasadena city schools.	Same as for Pasadena city schools.	Same as for Pasadena city schools.

For footnotes see end of chart.

CHART II.—Employment standards for workers in household employment—girls 21 years of age or under living in employer's home¹—Continued

Locality and agency ²	Hours	Payment in addition to board and room	Work requirements	Time off	Living conditions
I. FULL-TIME SCHOOL GIRLS WORKING PART TIME—Continued					
Washington, Seattle: Public schools.....	1 hour of work in morning; 1 or 2 hours before dinner; 1 hour after dinner. 5 evenings a week to stay with children but with time and opportunity for study.	\$1 to \$3 a week or \$5 to \$12 a month depending upon the duties required and the amount of time given.	"Working time" definition same as quoted in Pasadena entry. "The work may include care of children, washing of dishes, helping to prepare meals, serving meals, sweeping, dusting, ironing, and light washing, but not to take full charge of family washing. "Under no circumstances should a school girl be requested to do heavy lifting, heavy laundry work such as sheets, blankets; nor should she be required to do heavy cleaning, such as scrubbing on her hands and knees." Girl may expect that the work will be so planned and scheduled that she may know what is expected of her daily.	Friday or Saturday evening; Saturday afternoon from 2 to 5 o'clock, and Sunday morning or afternoon, or the equivalent. Occasional evenings for parties or plays. During holidays a girl should be expected to perform only her usual duties unless arrangement is made to pay extra for her extra time.	Girl may expect to have a separate sleeping room comfortable for study.
II.—HALF-DAY SCHOOL GIRLS WORKING PART TIME					
California, Alameda County: Committee on household employment for girls.	Maximum, 35 hours of work a week. (The hours suggested for rising, retiring, and completion of day's work, and care of children in evening, same as under I.)	Not less than \$15 to \$20 a month, depending upon experience and ability.	Same as under I.....	Same as under I.....	Same as under I.
California, Los Angeles: Council of social agencies. (For children over 16 years of age who attend school for at least one half of the day.)	Same as under I.....	Same as under I.....	do.....	do.....	Do.
California, Los Angeles: Junior employment service.....	Employed one half day on school days and all day Saturday. (The hours suggested for rising, retiring, and completion of day's work, same as under I.)	Minimum, \$15 a month.....	do.....	do.....	Do.
California, San Francisco: Relief council. (Part-time school girls working one half time.)	Work schedule: Before school; from 2 p.m. every day (except day and afternoon or evening off); full day Saturday.	\$10 to \$15 a month.....	.....	From 8 to 2 o'clock for school. 1 day and an afternoon or evening weekly.	.....
III.—CONTINUATION SCHOOL GIRLS EMPLOYED AS HOUSEHOLD WORKERS					
California, Alameda County: Committee on household employment for girls. (School 4 hours a week.)	Maximum, 48 hours of work a week. (The hours suggested for rising, retiring, and completion of day's work, and care of children in evening same as under I.)	Not less than \$20 to \$35 a month, depending on experience and ability.	Same as under I.....	Same as under I.....	Same as under I.
California, Los Angeles: Junior employment service. (School 4 hours a week.)	Not more than 44 hours of work a week. (The hours for rising, retiring, and completion of day's work, same as under I.)	\$25 to \$35 or more a month, depending upon her ability and the work required of her.	do.....	Same as under I. Schedule to include ample time for girl to study or for necessary rest between 6 a.m. and 10 p.m.	Do.
Michigan, Detroit: Several cooperating free employment agencies. (Girls 15-16 years attending school 1 day a week.)	No hours specified. Time to be worked given as 5½ days a week.	Minimum, \$4 a week.....	.....	1 day a week to attend school and 1 afternoon a week to herself.	.....
Pennsylvania, Philadelphia: Public schools, bureau of compulsory education. (Girls 14-16 years.)	.....	.....	No heavy laundry or heavy cleaning.....	One half day a week in addition to her continuation school day, and some free time every afternoon.	Sleeping quarters inspected by agent of board of public education.

For footnotes see end of chart.

CHART II.—Employment standards for workers in household employment—girls 21 years of age or under living in employer's home¹—Continued

Locality and agency ²	Hours	Payment in addition to board and room	Work requirements	Time off	Living conditions
III.—CONTINUATION SCHOOL GIRLS EMPLOYED AS HOUSEHOLD WORKERS—Continued					
Washington, Seattle: Public schools. (For continuation-school girls and those between 18 and 21 years of age.)	Work hours approximately 6:30 a.m. to 7:30 p.m. with a period of rest in the afternoon. 4 or 5 evenings a week at employer's home.	\$15 to \$35 a month, depending upon her age, ability, and experience and the size of the house and the number of members in the family. In general, a girl of 15 or 16 should receive from \$15 to \$20 a month but should not be expected to do the work for this wage in a house of 7 or 8 rooms unless she receives help from members of the family. A girl from 18 to 21 should receive from \$20 to \$35, depending upon ability and experience.	"Working time" definition same as quoted in Pasadena entry. (See I.) "The work should include assisting with the care of children, helping to prepare meals or cooking simple meals, washing dishes, serving, ironing, sweeping, dusting, washing which does not include sheets and blankets." "Heavy cleaning, heavy lifting, or entire family washings should not be expected * * *" The girl may expect that the work be planned and regulated.	1 morning or afternoon during the week to attend continuation school, if under 18 years of age; 1 morning or afternoon in addition; 1 or 2 evenings a week; either the noon or evening meal on Sunday with the morning or afternoon that goes with it. (Note also period of rest each afternoon under "Hours.")	Girl may expect a comfortable sleeping room, separate from the children.
IV.—FULL-TIME HOUSEHOLD EMPLOYEES					
California, Alameda County: Committee on household employment for girls.	Same as under III.	Same as under III.	Same as under I.	Same as under I.	Same as under I.
California, Long Beach: A group of free and commercial employment agencies.		\$20 a month.	No specific mention of job or duties given, but designated on schedule as "Mother's helpers."	Every other Sunday and one full afternoon and evening a week.	A private room.
California, Los Angeles: Junior employment service. (Girls between 18 and 21 years of age.)	Same as under III.	Same as under III.	Same as under I.	Same as under I.	Same as under I.
California, San Francisco: Relief council.		\$20 a month.	No specific mention of job or duties given but designated on schedule as "Mother's helper."		
Michigan, Detroit: Several cooperating free employment agencies. (Girls 17 years and over, or 16 years released from school.)		(Minimum, \$5 a week (Minimum, \$6 a week	Light housework (no washing) ironing. Including laundry.	1 afternoon and evening a week and either every other Sunday all day, or every Sunday afternoon and evening.	
Missouri, St. Louis: Big sisters and girls' protective association. (Places underprivileged, unadjusted, and problem girls of from 16 to 20 years. Employer responsible for conduct and training.)	Definite number of working hours not insisted on but work day must not begin before 7 a.m. or end later than 8 p.m.	"Because some of the girls * * * are of limited mentality and limited ability, we place girls at a minimum wage of \$3 per week." If cooking and laundry work is done \$25 a month is minimum.	Unless employer has electric washing machine, never place a girl where all the laundry is expected of her. Unless there is other help in the family, do not place girl where there are more than 3 children.	Rest periods during the day. 1 or 2 afternoons and evenings a week free. Allowed to attend church on Sunday if she desires.	Until October 1931, insisted that girl have her own room but conditions have compelled agencies to accept homes where girl occupies a roll-a-way or day-bed in living room if place to dress in privacy and drawer and closet space are provided.
New York, New York City: Girls' service league.	Length of working day discussed before placement.	"Not less than \$35 a month and maintenance for unskilled workers." (Rarely have calls of or for skilled workers.)	Discussed before placement.	One half day a week and every other Sunday. Ask that girl be free from the time luncheon dishes are finished on the half day off and after 10 a.m. on Sundays.	A separate sleeping room.
Ohio, Cincinnati: Household employment committee. ³		Minimum weekly wage: (a) Unskilled, \$5. (b) Semiskilled, \$7 to \$8. (c) Skilled, \$10.	Recommends that working schedules for the day and the week be drawn up and that employer-employee agreements be adopted.	1 day after 10 a.m., preferably Thursday. 1 day after 3 p.m. preferably Sunday. 1 evening after 8. Vacation of 1 week with pay after 1 year of service; 2 weeks with pay after 2 or more years of service.	Single bed, private room, tub or shower conveniently located for bathing.
Ohio, Cleveland: Jane Addams School.	Same as under I.	Same as under I.	Same as under I.	Same as under I.	Same as under I.
Washington, Seattle: Public schools. (Girls between 18 and 21 years of age.)	Same as under III.	From \$20 to \$35 a month, depending upon ability and experience. ⁴	Same as under III.	See III. Time for continuation-school attendance is omitted.	Same as under III.

¹ Although girls who do not live in may be placed under these standards, the inclusion of board and room as payment implies that most of them do so. Special provisions for the girl who does not live in her employer's home are given in a few cases. (See pp. 28 to 30.) Girls over 21 sometimes are placed.

² In Alameda County, Long Beach, and San Francisco, Calif., Detroit, Mich., and Cincinnati, Ohio, more than 1 placement agency uses the same standards. In some cases, more than 1 of the agencies supplied information. (See pp. 18 to 21.)

³ The only standard included in this chart, all of which was reported as being a recommendation.

⁴ \$10 has been allowed as the minimum monthly rate of pay: Where the work is very light; at summer cottages on the beach where a girl is given ample opportunity for recreation; or in situations where the girl needs supervising.

Missouri, New York, Ohio, Oregon, Pennsylvania, and Washington. Eight of the cities are in the States on the Pacific coast—6 in California, 1 in Oregon, and 1 in Washington—and with a single exception each of the remaining cities represents 1 State. One agency reported placing 926 girls under its standards in 1 year. Information on this point was secured from only 4 others; these placed, in 1931, from 118 to 263 girls.

Eight of the standards were developed and are enforced by city public schools; 6 through the cooperation of various community placement agencies; and 3 by social agencies. It is significant that of the 12 standards for which the date of adoption was reported, 9 were developed after 1929. All the standards of groups of community employment and placement agencies were developed after 1929, usually as attempts to keep conditions in household employment from being completely demoralized, due to an oversupply of persons seeking this type of work. Eleven of these standards are in printed or mimeographed form for convenient distribution.

A.—FOR WORKERS WHO LIVE IN THEIR EMPLOYERS' HOMES

Girls working part time and attending school on a full-time or a half-time schedule, those in continuation schools, and those who are working full time are the four groups covered by these standards. The provisions listed in chart II are for girls who live in their employers' homes; in some standards special provisions are included for girls who live elsewhere. (See pp. 28 to 30.) The standards for the girl who lives in are reprinted here as an example:

STANDARDS FOR HOUSEHOLD SERVICE

PORTLAND, OREG., HIGH SCHOOL

High-school girl (attending school on a full-time schedule—approximately 6 hours a day) living in the home where employed:

DEFINITION OF WORKING TIME

Working time is that time which is definitely assigned to some particular duty which prevents a girl from following her own pursuits on the premises. Time assigned to play with the children in the home when the girl is responsible for their welfare is time assigned to work—the girl is not at liberty to follow her own pursuits. Time assigned to undressing a child and putting it to bed is work. If the family is out, and the child in bed, and if the girl is at liberty to read or study or listen to the radio or go to bed, this should not be counted as hours of work.

DUTIES

Since the conditions in each home vary, it is impossible to list duties which would be assigned. But under no condition should a girl be required to do such work as heavy lifting, heavy washing, or heavy cleaning.

HOURS OF WORK

(a) *Morning work.*—A girl should not be expected to get up before 6:30 and should be allowed ample time for her breakfast and getting to school on time.

(b) *Evening work.*—A girl should be through with the housework by 8 in the evening.

(c) *Total hours.*—A girl should give from 21 to 28 hours a week.

TIME OFF DUTY

A girl should be given the equivalent of not less than 2 evenings and 1 afternoon a week off duty. She should be allowed to spend an occasional week-end with her family and be granted church privileges.

WAGE

She should receive board, including 3 meals per day, and room, and from \$5 upward a month, depending on the experience and ability of the girl. The customary wage is \$10 a month.

WHAT A HOUSEWIFE MAY EXPECT OF THE GIRL

1. That the girl be conscientious, tidy, and dependable.
2. That she will go to bed usually at 10 o'clock, and never later than 10:30 on school nights so as to feel fit for her duties the next day.
3. That she will respect the privacy and honor of the family.

Note.—Girls should not ask for permission to be out on any night except Friday and Saturday, and then not later than midnight.

WHAT A GIRL MAY EXPECT OF THE HOUSEWIFE

1. That she will have a separate sleeping room, and a quiet, well-lighted, well-heated place for study.
2. That her work will be arranged on some regular schedule, so that she will have time for her studies every day.
3. That corrections be given kindly and not in the presence of other members of the family.

Note.—The housewife should permit the schoolgirl in her home to have her boy friend or friends visit her occasionally, and to have him or them meet the girl at the home, rather than meet her on the street corner. The schoolgirl, however, should use discretion and not impose upon the good nature of the housewife.

DEANS OF THE PORTLAND HIGH SCHOOLS.
VOCATIONAL PLACEMENT REPRESENTATIVES.

The more important requirements of the various standards are given in chart II: they cover hours, payment in addition to board and room, definition of work, and regulation of the type of work, of time off, and of living conditions.

Definition of work and the type of work to be done

Because it is considered unwise for junior workers to do certain types of heavy work or to be given too much responsibility, some statement as to the kinds of work to be performed by the girl is made in 11 of the 17 standards analyzed here—those of Alameda County, Cleveland, Detroit, Los Angeles Council of Social Agencies, Los Angeles Junior Employment Service, Minneapolis, Pasadena, Portland, Philadelphia, St. Louis, and Seattle. In some cases where the standards do not make work restrictions, recommendations are made. There are no significant differences in the provisions for the various groups of girls, although a larger proportion of the standards for those in school and working part-time than for those doing full-time work contain some provision as to type of work.

In four standards—Alameda County, Pasadena, Portland, and Seattle—work is defined. The definitions are practically alike. That of the Alameda County standards reads as follows:

Work is defined as that time which is definitely assigned for the performance of some particular duty which prevents the girl from following her own pursuits. Examples: Time assigned to play with children in the home when the girl is responsible for their welfare, or time assigned to undressing a child and putting

it to bed, is work. However, if the family is out and the child is in bed and if the girl is at liberty to read, study, listen to the radio, or go to bed, this is not to be listed as work.

Although there are differences in the wording of the various standards as they cover type of work to be done, their requirements are almost identical in regard to prohibiting heavy washing, heavy lifting, or heavy cleaning. Heavy washing or complete responsibility for the washing is prohibited by 9 of these standards, though it is allowed in 1 if an electric washing machine is used.

Some statement about the need for work schedules is made in six standards. Five agencies—Los Angeles Junior Employment Service, Pasadena, Cincinnati, Portland, and Seattle—recommend that a work schedule be arranged, and the Los Angeles Council of Social Agencies requires this, stating that—

A definite written schedule, setting forth every duty of the work-home child, should be drawn up before employment; and a copy should be provided the work-home mother, work-home child, and the placement agency. Duties are to be selected from among the following classes only:

Washing dishes; assisting with cooking, clearing and setting of table; care of own room and personal effects; making beds; running errands; caring for, playing with, and entertaining children; dusting and cleaning. (General scrubbing, family washing, and family ironing are not to be included in the duties of the work-home child.)

In addition to work schedules, Cincinnati recommends that employer-employee agreements, written or oral, be adopted.

Hours

Twelve of the 17 standards—all except Detroit, Long Beach, New York, Cincinnati, and Philadelphia—contain some specification about the hours of work.⁵ These are regulated in several different ways: In some cases total daily or weekly hours are specified; in some a schedule of the number of hours to be required at certain periods of the day is suggested; some specify the period during which the girl is not to be disturbed; while the earliest rising or work hour, the latest work hour, and the hour at which the girl is expected to retire are sometimes given.

All but 1 of the 12 standards for full-time school girls working part time contain some provision about the hours to be worked. Six of the 11 give no weekly limit, though in 4 of these the daily hours are very specific. The range in weekly hours is from 21 to 28. Of the 11 standards for girls going to continuation school or working full time, only 5 contain this type of provision; 2 of these limit the weekly hours for both groups of girls, 1 to 44 and the other to 48, and those remaining state the range of hours within which work must be completed. One provides for a period of rest in the afternoon. Staying with children when the girl is free to study is not counted as work in most cases and is expected in addition to the hours defined.

The Wichita Young Women's Christian Association standard for both college and secondary school girls is the only one that for non-college workers requires that overtime be paid for if more than the maximum number of hours required for board and room (26 a week) are worked.

⁵ The 5 exceptions contain provisions about time off. See Chart II.

The distribution of daily work hours considered desirable for full-time school girls is suggested in the standards of the Los Angeles Council of Social Agencies, Minneapolis, and Seattle. These are: For Los Angeles, one-half hour in the morning and 3 hours after school; for Minneapolis, 4 hours on school days, preferably after school, 5 hours on Sunday, and 8 hours on Saturday, the last named to be arranged, if possible, so that the girl is free from 2 to 5; for Seattle, 1 hour in the morning, 1 or 2 before dinner, and 1 after dinner.

The earliest rising hour is 6 o'clock in the standards of the Los Angeles Junior Employment Service and Pasadena, and 6:30 in those of Alameda County, Los Angeles Council of Social Agencies, Cleveland, and Portland. For the girl attending continuation school and for the full-time worker Seattle suggests 6:30 a.m. as the earliest hour to start work and 7:30 p.m. as the latest work hour. The St. Louis standard sets 7 a.m. as the earliest work hour. Work is to be completed by 8 p.m. according to the 6 standards (other than that of Seattle) that cover this point. Of the 6 mentioning the latest retiring hour, 3 suggest 10 p.m.; 2, 10:30; and 1, 11. In addition, the Los Angeles Junior College standard requires study hours from 8 to 10:30 every night except Friday and Saturday, and says that "it is expected that they [the girls] will avoid unduly late hours."

The Alameda County and Seattle standards limit the number of evenings a week that the girl may be asked to care for children. In the former, 3 evenings is the maximum and it is specified that this duty should not keep the girl up after 11 o'clock. In Seattle, a provision for full-time school girls makes the maximum 5 evenings, with time and opportunity for study.

Payment in addition to board and lodging

For full-time school girls working part time, wages of from \$5 to \$15 a month are required in all but 2 of the 12 standards. One of the 2 exceptions requires an overtime rate of 20 or 30 cents an hour for more than 26 hours of work a week and the other has each individual wage determined by the school official and the employer before a girl is placed.

Minimum wages for continuation-school girls given in these standards range from \$15 to \$35 a month. Those of full-time workers are from \$20 to \$35 a month; \$10 a week; and in one case, where the employer is responsible for the girl's conduct and training, \$3 weekly. Examination of chart II will show that age, experience, ability, skill, and the work required are factors emphasized as affecting the wage.

That the employer supply uniforms is required in only one of these standards—that of Cincinnati; others do not mention uniforms. Personal laundry is mentioned in only one (Alameda County); in this it is made the girl's responsibility.

Promotions for full-time workers are suggested in two cases: Cincinnati recommends that promotions be given for length of service and for increased efficiency, and the Girls' Service League (New York) discusses advancement in salary at the office interview with employer before placing the girl.

Living conditions

Since board and room are a part of the payment for this work, any requirements about them are closely associated with wages. Only four of the standards contain any statement about board, other

than that it is included as a part of the girl's payment. Pasadena and Portland specify that board include three meals a day; the Los Angeles Council of Social Agencies requires that the dietary must be wholesome, nutritious, and suitable for the child. The Junior Employment Service of Los Angeles adds to the suggestion "wholesome nutritious food" that a pleasant place in which to eat should be furnished.

Some provision regarding sleeping arrangements for the girl is made in 13 standards, 8 of them—Long Beach, Los Angeles Junior College, Pasadena, New York Girls' Service League, Cincinnati, Cleveland, Portland, and Seattle—requiring that the girl have a room alone,⁶ the other Los Angeles standards require that the girl have an individual bed. The Los Angeles Council of Social Agencies adds that "a work-home child shall not sleep in the bed room of a person of the opposite sex over the age of three." The St. Louis Big Sisters and Girl's Protective Association, although not able in 1932 to insist that a girl have a room alone, require that some arrangement be made for her privacy. The Philadelphia agency covering girls from 14 to 16 years of age who attend continuation school inspects the sleeping quarters. Some of the standards state that the girl's room should be "comfortable", "suitably equipped for study", and so forth.

Cincinnati, under the heading "Living conditions", lists the following:

1. Sleeping room:
 - (a) Private room
 - (b) Single bed
2. Bathing facilities:
 - (a) Tub or shower
 - (b) Conveniently located
3. Place for entertainment of guests:
 - (a) Kitchen; or
 - (b) Other room if possible

In addition to Cincinnati, four of the Pacific coast standards—Alameda County, Pasadena, Portland, and Seattle—suggest that the girl be permitted to entertain guests in the employer's home.

The standards developed by the Los Angeles Council of Social Agencies have several housing requirements. Regarding the home where the child is employed they state that:

- (a) Home must conform in building and maintenance to the sanitary and fire-safety ordinances of the city and county.
- (b) The home must be in a residential district (not commercial and factory) with sufficient room to accommodate the family group and work-home child in a comfortable and sanitary way.
- (c) There shall be provision for the meals at a table.
- (d) The home must be in the district where the child can attend school within convenient distance. The child shall be given an opportunity to attend Sabbath school or church.
- (e) Sleeping rooms must afford at least 500 cubic feet of space for each occupant, and each bedroom must have sufficient outside windows. No child may sleep in a room opening onto an inner court.
- (f) Every work-home child shall have an individual bed.
- (g) A work-home child shall not sleep in the bedroom of a person of the opposite sex over the age of 3.
- (h) Each bed shall have good springs, a clean, comfortable mattress, and adequate bedding.

⁶ Alameda County states that the girl should have "a room of her own (if possible)."

Time off

A definite statement as to the minimum amount of time off that must be allowed each week is made in all but one of the 17 standards. The exception is that of the Wichita Y.W.C.A., and in this case time off is discussed at the time of placement. The least time off is suggested in Minneapolis, an arrangement of Saturday hours so that the girl can be free from 2 to 5 p.m. The only free time mentioned by the Los Angeles Junior College is study hours from 8 to 10:30 p.m. The most common provision is one afternoon and evening a week and some additional time—another afternoon or evening, parts of other days, or special arrangements for Sunday. (For details see chart II.) Two standards are specific in statements about the hour at which the girl is to be free for her time off. A rest period is required in two standards—that of Seattle for continuation school and full-time workers and that of St. Louis for full-time workers.

Holiday arrangements are provided in two standards for full-time schoolgirls, the Los Angeles Council of Social Agencies requiring that the girl be free the entire day on alternate holidays or the afternoon and evening of every holiday, and Seattle that the girl be expected to perform only her usual duties on holidays or be given additional pay for extra time. The Pasadena and Portland standards suggest that the girl be allowed an occasional week-end with her family. Vacations for full-time workers are suggested in one standard—that of Cincinnati. For schoolgirls some other work arrangement usually is made during the summer vacation period.

B.—FOR WORKERS WHO DO NOT LIVE IN THEIR EMPLOYERS' HOMES

Special provisions regarding the work of a girl who does not live in her employer's home are made in the standards of Alameda County, Detroit, Los Angeles Junior Employment Service, Philadelphia, and, for hourly work only, of San Francisco. These provisions differ from those for girls who live in their employers' homes on only three points: The remuneration the girl is to receive, the hour of starting work, and the time of stopping, in this case the time at which the girl should leave her employer's home in the evening.

Wages

The payment of car fare or a higher wage to cover car fare and a wage scale for hourly work, are the important wage differences for girls who do not live in their employers' homes compared to those who do. Los Angeles, for the same types of work listed in chart II, and Detroit, for girls working 5½ days a week and attending school 1 day, state that car fare must be added to the remuneration if the girl goes home at night, while the Alameda County standard, the only one applying to the girl who does not live in her employer's home that is separate from that for the girl who does, adds \$5 to the wages required and states that car fare is included.

Wage scales for hourly work

The Detroit, Alameda County, and San Francisco standards include wage scales for casual employment. These follow:

DETROIT

Care of children evenings:
 If a girl is called regularly and is in neighborhood, or is taken home-----per evening-- \$0.75
 Usual rate 25 cents per hour or \$1 an evening.

Day work:
 General housework-----per hour-- .35
 per day (minimum)-- 2.00
 Serving, without uniform----- per hour .35 (and car fare)

ALAMEDA COUNTY (OAKLAND STANDARDS)

The girl who takes casual employment:
 She should receive car fare and not less than 25 to 35 cents an hour, depending on her experience and ability.
 The girl who goes to the home merely to stay with children, not later than 11 p.m., should receive not less than 50 cents for the evening ["evening" is defined as the time between 7 p.m. and 11 p.m.]. Time after 11 p.m. should be paid for at the rate of 10 cents an hour. If the girl remains the entire night, she should receive at least \$1.

SAN FRANCISCO

Cleaning jobs-----per hour-- \$0.50
 (Not less than \$1 at each call. Car fare in addition.)
 Evening care of children-----per hour-- 25
 (Or \$1 per night. No other work should be required. Young girls must be taken home.)

Earliest hour to start work

Seven thirty is the earliest morning hour at which the girl should report for duty, according to the Alameda County standard for the girl under 21 who does not live in her employer's home. This provision, given in only this one standard, may be considered comparable to setting the earliest rising hour at 6:30 for the girl who does live in her employer's home. For both groups, this standard suggests 8 o'clock as the latest hour at which the girl should be employed in the evening.

Time of leaving employer's home in evening

In Philadelphia continuation-school girls between the ages of 14 and 16 years who are employed in household employment and who live in their parents' homes are supposed to leave the home of their employer not later than 7:30 p.m.

Miscellaneous provisions

Many of the standards contain provisions in addition to those already discussed. The New York Girls' Service League requires a personal interview with the employer, though exceptions are made at times. Most of the other provisions pertain to the personal responsibilities of the employer and of the employee.

Recommendations that the employer assume some responsibility for the girl's welfare and supervision and give her courteous treatment, and that the girl be courteous, tidy, cooperative, and personally agreeable, are made in 8 of the 17 standards—those of Minneapolis, Portland, Seattle, Alameda County, Pasadena, and the three in Los Angeles.

The Los Angeles standards prepared by the Council of Social Agencies, however, contain additional definite requirements about family conditions, reports, and the girl's health. These follow:

1. Family conditions:

- (a) Work-home mother must be of suitable age and temperament to understand the problems of children. Mental and physical health of each member of the family must be good.
- (b) There shall be no mentally defective person in the family.
- (c) No adult male roomer or boarder shall be permitted, nor shall there be members of the family over 12 years of age of the opposite sex other than the work-home parents.
- (d) Satisfactory references must be furnished from persons who know the applicants in their own home, and who can vouch for their moral characters.

2. Reports:

- (a) On the contemplation of a move by the work-home family, the placing agency must be notified.
- (b) The placing agency must be notified within 48 hours of any changes in the personnel of the home.

3. Health:

- (a) Before admission to the home, each child shall have a physical examination, and a copy of the findings kept in the files of the placement agency.
- (b) Any illness of a child must be reported at once to the placing agency or to the parent or guardian of the child.

RECOMMENDATIONS AND SPECIAL PLACEMENT PROCEDURE

Ten agencies not having requirements similar to those that have been discussed did report special action of some type to regulate employment conditions for girls placed in housework. This includes recommendations and special placement procedures such as the following: Referring household-employment cases to a case-work agency, investigation and approval of the employing home, recording a verbal agreement in a case record, placing responsibility for employment on the parent, and securing information from the prospective employer.

Recommendations

While it should be understood that many other placement agencies make recommendations and that agencies using requirements or special placement procedure also make recommendations, specific reports about their recommendations were made by the four agencies discussed in the following. In Kansas City, Mo., the training school for housemaids conducted by the public schools requires its girls to give 1 week's notice before leaving a position and requests the employer to give the same notice before discharging an employee. Most of these workers live away from the place of employment. It is customary for them to work from 8 a.m. through the dinner hour, and to have Thursday and Sunday afternoons off.

The Big Sister Association of Minneapolis recommends that in normal times a schoolgirl working for board and room should be paid \$2 a week and have a private room, in return for 4 hours of work on school days and longer hours on Saturdays and Sundays. Free time off one afternoon and evening a week and Sunday after dinner is requested. These recommendations are similar to the standards already discussed.

The Division of Junior Placement of the New York State Department of Labor attempts to secure "a minimum wage in each community", a private room, and some restriction on the type of work required of younger girls.

For high-school girls placed in after-school and Saturday jobs, the Junior Employment Service of the Philadelphia public schools tries to maintain a wage of 25 cents an hour plus car fare. The girl and the employer also are advised about a work-time schedule and the type of work to be done. It is recommended that the girl's mother accompany her to the place of employment for inspection and consultation with the employer. This agency also cooperates with the supervisor of social service in the Bureau of Compulsory Education and with the State Free Employment Office in placing other junior workers.

Special placement procedure

Six agencies supplied information about placement procedures, other than standards or recommendations, designed to aid in securing satisfactory working conditions for girls in household employment. Undoubtedly many other agencies take similar action.

Reference to case-work agency.—The Division of Vocational Counseling of the St. Louis Board of Education refuses to place girls in household employment because it cannot investigate homes. All such employment is referred to a case-work agency in the community that does careful follow-up work.

Other agencies dealing with the younger workers expressed this same attitude. The coordinator of the Minneapolis Vocational High School says: "School placement of girls in boarding homes is not satisfactory. The homes should be investigated by trained social workers."

Investigation and approval of employing home.—In Reading, Pa., the labor certification office of the continuation school will not give a girl under 16 years of age a labor permit for a job as child's nurse or house-worker until the home in which such employment is offered has been investigated by the issuing officer and found to be satisfactory. The office reports that it discourages the employment of girls in these types of work because they have found that girls so placed "were always being overworked." The office has no authority and no workers to follow up household employees 16 years of age or over.

Oral agreement made part of case record.—An oral agreement is made among the case worker, the girl, and the employer, and it is included as a part of the permanent case record of the Lutheran Welfare Society of Minneapolis.

Responsibility for employment placed on parent.—Four agencies reported that they recommend that the girl's mother or guardian accompany her to the prospective place of employment and aid in making the decision about employment—the Los Angeles Junior Employment Service, the Philadelphia Junior Employment Service, the Placement Bureau of the City Schools in Boston, and the Department of Research and Guidance of the Public Schools in Providence. In the last two this procedure is the girl's chief protection. The action of the guidance departments of the public schools in these two cities in placing girls for part-time work after school is stated clearly

by the director of vocational guidance of the Boston Placement Bureau of the School Committee of the City of Boston, as follows:

Our original plan was to have every home carefully investigated by a member of this staff before a placement was undertaken, but as there were no standards or regulations by which we could measure, we found this an unsatisfactory basis. We further found that employers did not live up to their agreements as to the matter of hours and the amount and kind of work required, so that in the long run it was not worth the time we put into it.

We are now working on this basis: When a call comes for a part-time worker in the domestic service line, we call it to the attention of students interested and give them the description as we get it. We then recommend to the students that they take their mothers to the home in question and discuss thoroughly with the employer the work to be done. In other words, we throw the responsibility upon the parent of the student interested in the job. If the parent wants any suggestion or advice from us as to rates or hours, we are glad to tell her what we think, but the parent assumes all responsibility. This seems a wiser and safer plan until such time as there are regulations set up by the State.

Securing information from the prospective employer.—The Vocational Guidance Bureau of the Chicago Board of Education eliminates the most undesirable positions by requiring that all persons requesting continuation or full-time schoolgirls for housework must fill out a questionnaire. Information must be given about the composition of the family, character of the house, work expected, hours of work, sleeping accommodations, free time, and salary. It is reported that 50 percent of the applicants never take the trouble to fill out this questionnaire, and no attempt is made to secure a worker for them. An employer whose application is accepted is given certain recommendations about employment, through a letter from the bureau stating that the girl who is being sent to her either is worth \$5 a week or is not worth employing; asking that "a separate sleeping room be provided either for the girl alone or with not more than two children"; requesting a written report of the girl's work; and suggesting that the girl should not be expected to take too much responsibility but should be able to work under supervision.

METHODS OF FOLLOW-UP

All but 1 of the 19 agencies reporting the use of the standards analyzed in chart II stated that they do some follow-up work. Most of the agencies reporting the use of recommendations and special placement procedure also do follow-up work similar to that discussed in the following for the 18 standard-using agencies. In 3 cases contacts after placement are irregular—Oakland Junior Employment Service, Wichita Young Women's Christian Association, and Portland public schools—but in others a regular follow-up is made of every placement. That of the Detroit Guidance and Placement Department is limited to one type of work, serving, and the employer is requested to fill out and return a card stating whether or not the girl's work is satisfactory.

The methods most often used are: (1) Requiring the girl to report to the placement agency, (2) talking with the employer, usually through a telephone call, (3) questioning both. Such follow-up was reported by the Berkeley Junior Employment Office; Long Beach Young Women's Christian Association; Los Angeles Junior Employment Service and Junior College; Wichita Young Women's Christian Association; Minneapolis Vocational High School; Cleveland, Jane

Addams School; and Cincinnati Junior Placement Bureau. In the agency last mentioned, telephone conversations with the employer are held 1 week, 3 months, and 6 months after placement.

Follow-up letters are sent out (presumably to the employer) every 3 months by the Seattle Placement and Guidance Bureau of the public schools. Two weeks after placement, the New York Girls' Service League, sends follow-up letters to the girls placed, asking them to communicate with the agency either by letter or through an office call. If there is no reply to this first letter, a second one is sent. A form letter inquiring about the girl's work is sent to the employer at the end of 3 months.

Personal visits and interviews at the home in which the child is placed were reported by the public agencies of Pasadena and Philadelphia and by the San Francisco Junior Employment Service.

The Detroit Young Women's Christian Association also makes home visits. They follow up, by a personal call within 1 month after placement in domestic service, all girls up to 22 years of age. The volunteer workers on the Young Women's Christian Association employment committee make this call and fill out a report form regarding the girl and her work. Where any unusual condition is found, a report is made immediately to the placement office and further follow-up is made by a member of the staff; otherwise a monthly report is given at the meeting of the committee.

Very careful follow-up work is done by the St. Louis Big Sisters and Girls' Protective Association. Since this is a case-work agency, frequent reports are required from the employer and conferences are held with the employee. The agency and employer also supervise the girl's recreation.

This brief description of the follow-up methods used for the younger household employees covers that phase of enforcement that is comparable to action that can be taken by agencies placing college girls or adults, but it should be noted that for the protection of many of these secondary-school girls there are legal regulations in addition. Work permits are required for some child laborers (the ages varying from State to State), and in a number of cases household work is included in such a list of regulated employments. Permits can be refused or revoked under unsatisfactory conditions. In certain States "boarding homes" for minors are covered by law and special action is taken regarding them. In some cases such laws have been interpreted as applying to minors working for board and room.

Part V.—REQUIREMENTS FOR COLLEGE STUDENTS ¹

Many colleges and universities that have students who do domestic work in private homes—in most cases for board and room—aid in the placement of the students and supervise their employment relations in some way, usually through the office of the dean of women.²

Requests for information about the standards used in placing girls in homes for household employment were mailed to 106 colleges and universities. Practically all State universities and colleges were covered. Replies received from 64 agencies included standards from 43 in 26 States that were comparable and could be used in this study. Chart III analyzes the important contents of the standards received and gives the names and locations of the institutions applying them.

In the majority of the institutions, the standards are from the office of the dean of women, carry her signature, and are used and distributed by her. At one university the standards, with slight modifications, have been in effect for 15 years.

All the standards analyzed in chart III but those of Wellesley apply to girls doing domestic work in private homes for board and room. In the payment column the hourly rates quoted are those prevailing for students in the community and apply to overtime for students working for board and room, to casual domestic work, and in a few instances were reported as the money valuation placed on the student's work in the home. Little information, other than these hourly rates, was secured regarding casual domestic employment for college students. The Wellesley standard is included in the chart because, though Wellesley students live at the college, it gives rates for casual employments that can be compared with rates in other communities.

While no attempt was made to ascertain how many girls were placed, some of the institutions emphasized the fact that very few of their students worked in private homes for board and room. However, three mentioned that they had placed from 40 to 80 girls a year, and one, 150 girls, in such positions.

The main purpose of these regulations is, in every case, to establish a work situation satisfactory to the housewife and to the student by standardizing and placing on a definite basis of agreement the hours of work, the type of work to be done, the remuneration to be received by the girl, living conditions, and other points sometimes causing dissatisfaction. The methods used to attain this object vary: Sometimes the dean of women assumes a good deal of responsibility and supervision of the girl and of the place of employment; sometimes the dean only advises and suggests desirable conditions; sometimes the placement office requires that certain conditions be met and leaves

¹ Standards of two junior colleges (Los Angeles and Pasadena) and of one Young Women's Christian Association (Wichita) for both college and secondary school girls are analyzed in part IV—Requirements for Workers 21 Years of Age or Under.

² Persons interested in other phases of this problem will find additional information in the following studies: *Self-Help for Women College Students*. Compiled by Clara M. Auer, Caroline S. Emanuel, and Helen T. Graham, under auspices of College Club of Saint Louis. Published by American Association of University Women, Washington, D.C., 1926. *Self-Help for College Students*, by Walter J. Greenleaf, U.S. Department of the Interior, Bureau [now Office] of Education, Bul. No. 2, 1929.

CHART III.—Employment standards for college girls doing domestic work in private homes for board and lodging,¹ and wage rates required for part-time workers not receiving board and lodging

[Based on standards of 43 institutions in 26 States sent to Women's Bureau in the spring of 1932]

Location, institution, and agency reporting standards	Hours of work			Minimum payment in addition to board and lodging ²	Wage rates for work by the hour and overtime rates (indicated by *) for girls living in			Work requirements			Time off		Living conditions
	Maximum weekly	Daily	Overtime		Housework	Care of children		Schedule to be arranged	Type	Evening care of children	Weekly	Holidays	
						Daytime ³	Evening ³						
California, Berkeley: University of California Dean of women and alumni bureau of occupations.	21	3	To be paid for	Car fare In most homes \$10 a month is paid for car fare and lunch money.	40 cents *	35 cents *	25 cents *		Light housework such as ironing, cooking, serving, dishwashing, care of children, and other miscellaneous duties about the home.	"Students should make arrangements in advance concerning evening engagements. If children are left in their care in the evening while they are at home studying, no extra charge should be made." "If it is necessary to put children to bed or devote any time to them or break an appointment to stay, then the time should be counted as part of the regular employment period or as overtime."	"1 night a week may be devoted to a dinner engagement out."	Students usually return to their homes for such holiday periods as Thanksgiving and Christmas.	Private room, well lighted and heated and equipped with desk and lamp, required.
California, Los Angeles: University of California at Los Angeles Dean of women.	21	3	The university feels that no woman should work more than 3 hours a day regardless of the compensation offered her.	\$10 a month and transportation charges to and from the university.			\$1 an evening.		In computing time, count hours student is required to be on duty, regardless of whether or not she is at work.	A student is often willing to stay with children in the evening even though she has served her 3-hour assignment. This is a courtesy and not a duty that householder has a right to demand.	Suggest Saturday noon to Sunday evening weekly. At least 2 week-ends a month required.	Students serve only when the university is in session. Should be free during the Thanksgiving, Christmas, and midsemester recesses.	Private room required.
Colorado, Boulder: University of Colorado Dean of women.	26 ⁴	4 on week days; 2 on Sunday.	Not mentioned	None	35 cents	35 cents	50 cents an hour between 7:45 and 11 p.m. After 11 p.m. 25 cents an hour.	Yes					
Indiana, Evansville: Evansville College Dean of women.	25 to 35—depends on type of work.		do	do					23 hours of lighter cleaning, cooking, and helping with care of children; fewer hours if heavier work, washing, ironing, heavy cleaning; more if staying with children when they are asleep and girl is free to study, is included.		Some free evenings, on week-ends if possible.		If girl must share room, she must be provided with a satisfactory place for study.
Kansas, Manhattan: Kansas State College Dean of women.	28 ⁴	4	do	do	25 cents				Discussed with dean				
Kansas, Lawrence: University of Kansas Dean of women.	28	4	Not mentioned	None	35 cents				All household duties except family laundry; may assist in the laundry work but is not responsible for it.				
Kentucky, Lexington: University of Kentucky Dean of women.			do	Car fare if university is not within walking distance.	do	35 cents	25 cents an hour or \$1 a night if children are in bed.						
Maine, Lewiston: Bates College Dean of women.		At least 3	do	None									
Massachusetts, Boston: Boston University Dean of women.	22 to 24		do	Car fare				Yes	Light housework. Ironing if student is not forced to stand for a long period.		Suggest allowing time for morning church service at least every other week with Sunday afternoon and evening of alternate weeks. One free evening a week from 4 o'clock on.		
Massachusetts, Amherst: Massachusetts State College Vocational counselor for women.	24½ ⁴	3½	do	None	35 cents		20 cents			1 or 2 afternoons or evenings a week			
Massachusetts, Wellesley: Wellesley College Personnel bureau.					40 cents for various household jobs; 35 cents for dishwashing. ⁵	30 cents ⁴	25 cents an hour; \$1 an evening if student stays overnight. ⁵						
Michigan, Ann Arbor: University of Michigan Dean of women.	28	4	To be paid for	None	40 cents ⁶				Housework, including cooking and care of children.	Not to be required on more than 3 evenings a week and not to be counted as overtime.			
Michigan, East Lansing: Michigan State College Dean of women.	24 (average)	6 on Saturday; not more than 3 on other days.	do	do	30* and 35* cents			Yes	Recommend that all washing, heavy cleaning such as scrubbing, and large ironings be eliminated. "Suggest such work as dishes, dusting, sweeping, assistant in cooking rather than planning or ordering, making beds, and care of children."	Caring for children who are asleep not considered part of the 24-hour schedule. But remaining in the home upon request when she needs to be out studying, or when she has to give up a free evening, is part-time work.	Recommend either Saturday or Sunday afternoons off, also 1 week-end night (either Friday or Saturday).	All girls have 4 days vacation at Thanksgiving, 2 weeks at Christmas, and 1 week between winter and spring terms. Girls are permitted to go home at least 1 week-end per term.	Must have a definite room to call her own; preferably not shared with member of family. Student must have light, heat, quiet, and study facilities.
Minnesota, Mankato: State Teachers College Dean of women.	27 ⁴	3 Sunday to Thursday; 6 Friday and Saturday.	Not mentioned	do					General housework, ironing, and cleaning included.		At least 1 evening a week and a part of Sunday afternoon and all Sunday evening.		

For footnotes see end of chart.

CHART III.—Employment standards for college girls doing domestic work in private homes for board and lodging,¹ and wage rates required for part-time workers not receiving board and lodging—Continued

Location, institution, and agency reporting standards	Hours of work			Minimum payment in addition to board and lodging ²	Wage rates for work by the hour and overtime rates (indicated by*) for girls living in			Work requirements			Time off		Living conditions
	Maximum weekly	Daily	Overtime		Housework	Care of children		Schedule to be arranged	Type	Evening care of children	Weekly	Holidays	
						Daytime ³	Evening ³						
Minnesota, Minneapolis: University of Minnesota Dean of women and employment department.	28 ⁴	4	To be paid for	None									Home must be approved by dean of women.
Missouri, Columbia: University of Missouri Dean of women.	28 ⁴	4	do	Provision for transportation required if distance is too great for walking.			50 cents an evening if study is possible.		Heavy work such as washing, scrubbing, or emptying ashes is not to be required. Service that interferes with school program not allowed.				A comfortable room, good board, sufficient time for study.
Montana, Bozeman: Montana State College Dean of women.	24½	3½	Satisfactory settlement to be made for all overtime.	None	35 cents	35 cents. Minimum per afternoon, 50 cents.	Until 12 p.m., 15 cents an hour; after 12 p.m., 35 cents; minimum per evening, 50 cents.		Plain cooking, dishwashing, ironing, cleaning, and assisting with washing.				
Montana, Missoula: State University of Montana Dean of women.	28 ⁴	4	Not mentioned	do	35 cents	25 cents	25 cents		Heavy washing, cleaning, or lifting not allowed.				
Nebraska, Lincoln: University of Nebraska Dean of women.	28 ⁴	4	To be paid for	Car fare if needed	30 cents*	do	do						
Nevada, Reno: University of Nevada Dean of women.					37½ cents								
New York, Potsdam: Potsdam State Normal School Dean of women.	28		To be paid for	None	30 cents*	30 cents*	15 cents*		Light housework; may help with washing and ironing.		Requests that student be free to attend church at least once on Sunday.		
New York, Buffalo: State Teachers College at Buffalo Dean of women.	28 ⁴	4	Not mentioned	In some cases \$2 or \$2.50 a week is paid.					Not heavy physical labor, but "assistance in family routine."	May be expected to be in the home evenings, but must be free for study at 8 o'clock.			
New York, Syracuse: Syracuse University Appointment office.	28	4	To be paid for	None	35 cents*		25 cents*	Yes	Different kinds of light housework and caring for children, but not family laundry nor heavy cleaning.	"In addition to the 4 hours, the student should, if required, give 2 evenings a week taking charge of the home, without work, * * *." For more than 2 evenings, she should be paid extra.	At least 1 church service every Sunday.	Recommend that students should be free to go home for their various vacations.	Home must be approved. A well-heated, well-lighted, well-furnished room for undisturbed study and sleep.
New York, New York City: Columbia University Teachers College Director of part-time placement in bureau of educational service.	28 ⁴	4	do	do	50 cents*	50 cents*	50 cents*		Most of positions available are for cooking or care of children.				Private room required.
New York, Rochester: University of Rochester Vocational counselor.	21	3	Not mentioned	Car fare and 25 cents a day luncheon money if college is not within walking distance.	35 cents	35 cents and car fare.	25 cents and car fare			Staying with children when they are asleep is not counted as part of the 3-hour work period, if the girl can study.			Separate room, well heated.
North Dakota, Fargo: North Dakota Agricultural College. Dean of women and employment secretary.	Housework only: 21. If housework includes care of children: 28. ⁴	3. 4.	To be paid for	None	Casual work: 30 cents for housework, including lighter types of cleaning; 35 cents for cleaning, scrubbing, ironing, and cooking. Overtime: 35 cents.*	25 cents	20 cents if child is in bed.	Yes	"Housework only" may cover sweeping with light sweeper, dusting, preparation of meals, dishwashing, serving of meals and at parties, making beds, and light cleaning. Care of children counts as full time except when children are asleep. As overtime work, ironing, and cleaning floors and stoves are permitted. In all cases washing is prohibited.	If children are asleep, counted as half time.			
Ohio, Oxford: Miami University Y.W.C.A. secretary.	33½		Not mentioned	do	30 cents	25 cents	15 cents						Reasonably comfortable room.
Ohio, Granville: Denison University Dean of women.		About 3, possibly some extra time Saturday mornings.	do	do						Are frequently expected to stay with children.			
Ohio, Columbus: Ohio State University Dean of women.	28		To be paid for	Transportation if college is beyond walking distance.	35 cents*	25 cents	25 cents	Yes	Dusting, sweeping, light cleaning, bedmaking, ironing, preparation of meals, serving at meals and parties, dishwashing, and child-care.	Are expected to stay with children 3 evenings a week. (Not counted as part of 28 hours.)			Private room required.
Ohio, Delaware: Ohio Wesleyan University University Y.W.C.A. secretary.	24 to 28		Not mentioned	None									
Oklahoma, Stillwater: Oklahoma Agricultural and Mechanical College. Dean of women.		4	To be paid for	do	25 cents		First hour 25 cents; average of 15 cents for each hour thereafter.	Yes	General housework and assisting with care of children.				

For footnotes see end of chart.

CHART III.—Employment standards for college girls doing domestic work in private homes for board and lodging,¹ and wage rates required for part-time workers not receiving board and lodging—Continued

Location, institution, and agency reporting standards	Hours of work			Minimum payment in addition to board and lodging ²	Wage rates for work by the hour and overtime rates (indicated by *) for girls living in			Work requirements			Time off		Living conditions
	Maximum weekly	Daily	Overtime		Housework	Care of children		Sched-ule to be ar-ranged	Type	Evening care of children	Weekly	Holidays	
						Daytime ³	Evening ³						
Oregon, Corvallis: Oregon State College Dean of women.	21 to 28	3½	To be paid for	None	30*, 35*, and 40* cents, according to type of work. Minimum per job, 75 cents.	25* cents. Minimum per job, 50 cents.	20* cents. Minimum per job, 50 cents.	Yes	"Working time is that time which is definitely assigned to some particular duty which prevents a girl from following her own pursuits." Playing with children, undressing them, or putting them to bed, is work.	Staying with children when they are in bed, if student is free to read, study, or retire, should not be counted as hours of work.			
Oregon, Eugene: University of Oregon University Y.W.C.A. employment secretary for women.	24	3½	do	do	30* cents	25* cents	25* cents for first hour, 20 cents following hours.						Private room required.
Pennsylvania, State College: Pennsylvania State College Dean of women.	24		Not mentioned	do									
South Dakota, Brookings: State College Dean of women.	30		To be paid for	do	25* and 35* cents, depending on type of work.	do	15 cents; 10* cents if girl already is working in the home for board.	Yes			Some evenings and a reasonable length of time on Saturdays and Sundays. Allowed to attend church service at least once on Sunday.		
Texas, Austin: University of Texas University Y.W.C.A. student life secretary for women.	28	4	Not mentioned	do	30 to 35 cents	30 to 35 cents							House must be on approved list. A single room, if possible.
Vermont, Burlington: University of Vermont Dean of women.		Not more than 4	do	Transportation if located far from campus.	25 to 30 cents; occasionally 35 cents.			Yes	No scrubbing or heavy lifting or washing.		The girl should be free to attend some religious service each Sunday.	Released from duties during vacations scheduled by the university.	
Washington, Pullman: State College of Washington College Y.W.C.A. secretary.	28 (average)		To be paid for	None			50* cents an evening	do	"Family washing should not be expected from a student unless done in a washing machine and additional assistance given."	Should not be expected in addition to 28 hours. If it involves a girl's time or change of plans, should be paid for as overtime.			Private room, well lighted, and heated.
Washington, Seattle: University of Washington Dean of women.	21	2 every day; 4 extra on Saturday; and 3 extra 1 afternoon.	do	Car fare, if distance to university is too far for walking. Standard shows a scale of pay rates for work periods of 25 hours or more a week. In 1931-32 could not place for more than \$2 a week.	30* cents				"Any time that a student gives to the employer in such a way that she cannot study or play is work time." Heavy housecleaning, family washing, or regular furnace tending not permitted. Students expected to stay in 5 evenings a week and to have on those evenings 2 hours of uninterrupted study time beginning at about 8 o'clock.		Either Friday or Saturday evening off and Sunday after dinner.		
West Virginia, Fairmont: Fairmont State Teachers College Dean of women.	30		Not mentioned	None	30 cents and car fare		75 cents for evening from 7 or 8 until 11 p.m. After 11, 25 cents an hour.			1 or 2 evenings a week with children in addition to the 30 hours.			
West Virginia, Morgantown: West Virginia University Dean of women.	28	4	To be paid for	do	35 cents*	35 cents*	50 cents an evening*		Girl should not have full responsibility for heavy work such as washing, scrubbing, and care of the furnace.				
Wisconsin, Madison: University of Wisconsin Student employment office and dean of women.	25		do	Provision for transportation if university is not within walking distance.	do*	25 cents*	25 cents*		If work is too heavy, such as washing and hard cleaning, the job is not recommended.	"When a student stays in evenings with children, even though the time is their own to study, etc., they are responsible for being there and this time counts as 1 hour toward their total."			Room well heated and ventilated.
Wyoming, Laramie: University of Wyoming Dean of women and division of personnel.	28 ⁴	4	Not mentioned	None									The place must be approved.

¹ Specific provisions for students working for board or for lodging only are not given.

² Board is not always clearly defined, but usually includes 3 meals. Several standards require provision for lunches that cannot be eaten at home. One (University of California) requires that food shall be supplied at home when the family is out for dinner.

³ Some standards make this distinction on the basis of the child's being awake or asleep, instead of specifying time of day.

⁴ Maximum weekly hours calculated from daily hours as reported in standard.

⁵ Car fare required for work outside of Wellesley.

⁶ Both casual rate and overtime rate, for experienced girls. Overtime rates for inexperienced girls being taught by housewife are 25 cents in first semester and 35 cents in second.

the decision on other questions entirely to the student; and in a few cases the entire handling of the student's placement and supervision of her work is done in a way to put responsibility on the girl and help her to make her job contribute effectively to her development.

The standards analyzed in chart III and discussed here are not in all cases hard and fast rules that are rigidly enforced. An attempt was made to separate recommendations from definite requirements but the replies received showed that the nature of the work regulated made this inadvisable. The effectiveness of the standards can be judged to a certain extent by the methods of application used. (See pp. 40-44.)

PROVISIONS OF THE STANDARDS REPORTED

Most of these college standards specify the number of hours to be worked for board and room. This is supplemented in some cases by the requirement of payment for overtime and the establishment of the hourly rate for such payment. Other provisions in the standards may be grouped as time off, living conditions, and work requirements.

Hours

Some regulation of the hours to be worked appears in all but 2 of the 42 college standards analyzed in chart III that cover the work of girls in private homes for room and board. The standards used by one college apply to casual employments only, since it is the policy of this institution to have its students live in the college dormitories. The most common requirement is a maximum of 28 hours of work a week, or 4 hours a day, reported by 21 colleges. In others the hours are from 21 to 33½ a week; 12 specify 25 hours or less, 2 specify over 25 but less than 28, and 4 allow over 28.³

In most cases the maximum hours do not cover time spent in staying with children in the evenings, although it is expected that the girl will do this occasionally. Some standards are definite on this point. (See chart III and p. 37.) In two cases the maximum hours depend on the type of work done:

Evansville College states that 28 hours of light housework, a fair equivalent for room and board, may be extended to 35 hours if the requirements of the job include the girl's having to stay with children during the afternoon or evening when they are asleep and she is free to study without disturbance. Less than 28 hours of work would be expected if heavier housework is required.

At North Dakota Agricultural College, 3 hours a day or 21 a week is the maximum if all the work is general light housework, but if caring for children is included the daily hours may be extended to 4, no mention being made of the weekly hours.

The specific exemption from work time of a girl's doing her own laundry, cleaning her own room, or eating her meals (unless she is serving, in which case it is sometimes suggested that one fourth of the meal period be counted as work) is made in several instances.

Other statements definitely connected with the work hours, such as the amount of time off suggested and the definition of working time, are included in some standards.

³ This does not include 1 standard that sets minimum instead of maximum hours.

Only a few standards mention the latest work hour, other than for staying with children, and these set it at 8 p.m.

Provisions for overtime are especially important in these standards, 39 of which quote the maximum hours that may be worked for board and room. Nineteen state that time worked in excess of the maximum hours specified must be paid for as overtime. Another requires that a "satisfactory settlement" be made for overtime. In 16 of the 19, hourly rates for overtime are set; of the remaining cases, overtime work is opposed in 1 and in 18 is not mentioned, although 10 of the latter had hourly rates for casual employment.

For students who are working for either board or lodging, the work requirements suggested most frequently are an hour a day for room and an hour for each meal. However, the requirements for a room vary from half an hour to 2 hours a day, and in a few cases less than an hour's work is required for breakfast or for lunch.

Time off

Most of the college requirements assume that the regulation of hours will allow free time for recreation as well as for study, but only eight of them specify the definite time off to be allowed. Privilege of church attendance at least once on Sunday or on alternate Sunday mornings is the only time off requested in three other cases.

University regulations for the girl's evenings usually apply, and their enforcement is sometimes made a definite responsibility of the employer.

Although only five standards mention that students are to be expected to work only when the university is in session, or that they have vacation periods at Thanksgiving, Christmas, and between "semesters" or "terms", others suggest that holiday work is overtime work or that an understanding should be reached on this question before the position is accepted. That the student be allowed to go home one week-end each term is a provision of one standard.

Payment in money

Of the 40 standards that make some provision regarding hours of work, only 1 requires that a money wage be paid in addition to board and room, unless overtime is worked. The University of California at Los Angeles requires that a minimum cash payment of \$10 a month be given.

The State Teachers College at Buffalo reports that it is able to place some girls at \$2 and \$2.50 a week. The University of Washington (Seattle), which has fixed 21 hours of work a week as a fair equivalent for room and board, has a scale of wages for employment of 25 hours or more. These cash amounts increase with each additional 3-hour work period and are only slightly different from the requirements that overtime be paid for and that transportation or car fare be provided. The University of California (Berkeley) requires that car fare be paid and it states that \$10 a month usually is given for lunch and car-fare money. Ten other standards specifically mention that provision must be made for car fare or transportation if needed. In addition to these, several standards include special provisions for car fare for casual work, or for escorting the girl to her residence after she has stayed with children in the evening.

Hourly rates for overtime or casual employment in housework range from 25 cents to 50 cents, with 35 cents predominating. Only one college reports a rate above 40 cents, and its highest figure (50 cents) is required because the cost of living in its locality is higher than elsewhere. One placement office states that if extra time is worked regularly, a weekly rate usually is arranged. For the care of children in the daytime (in some standards the statement reads "when children are awake") the rate for overtime or for part-time jobs is from 25 to 50 cents an hour, 25 cents being the mode. For staying with children in the evening the rate varies from 50 cents to \$1 for the evening; when paid by the hour, 25 cents is the predominating rate. In one case 35 cents an hour becomes the rate after midnight, 15 cents being the rate until that time. With the one exception of Wellesley—where it is not customary for the girls to live in private homes—the hourly rates tabulated in chart III were reported in standards for girls working for board and room, but in many cases it is clear that these rates apply to casual work. The fact that no rate is mentioned in several cases does not indicate that rates have not been set but that they were not reported in connection with the regulations requested.

Work requirements

Some statement defining working time, or specifying the type of work that may be required or that is prohibited, is made in 24 of the 42 standards analyzed here. In most cases the purpose is to keep the girl from having the responsibility for heavy work, though in one standard the suggestion is made that the hours should be varied in accordance with the type of work required. Ironing usually is included as light housework, though in one case it is necessary to divide the periods for ironing so that the girl will not be required to stand for a long time.

The care of children in the evening—often a source of misunderstanding and friction—is a work regulation included in 15 standards. Frequently this is considered part of the girl's responsibility in addition to the total weekly hours worked and is unregulated. Five standards limit the number of afternoons or evenings a week that this service can be expected—three of them to 2 afternoons or evenings, and two of them to 3 evenings. If the girl's time is taken up in putting the children to bed, or the girl is required to give up a free evening or change her own plans, the time is counted as part of the regular work period or as overtime in some cases. One standard states that "when students stay in evenings with children, even though the time is their own to study, and so forth, they are responsible for being there, and this time counts as 1 hour toward their total." Another standard provides that caring for children when they are asleep shall be counted as half time. This is in accordance with the suggestion of the standards of the National Committee on Employer-Employee Relationships in the Home for time "on call."

A regulation of another phase of the work is that a schedule be prepared and followed. Such a schedule—seemingly almost essential for such part-time work—is definitely suggested or required in 12 institutions. A few others require the girl to keep a record of her work time—one even requiring that the girl make a time analysis of her work and discuss it with the placement officer.

A final and very important suggestion, not listed in chart III, is made in a few cases—that a definite work agreement be made between employer and employee. This is more than a suggestion in two colleges—Massachusetts State College and the State normal school at Potsdam, N.Y.—where written agreements covering work and living conditions must be signed by both employer and employee. That the period of the agreement be limited to one quarter is suggested in one standard.

Living conditions

The requirement that the girl have a room alone is made in only seven standards, although of course it is always considered desirable. In four cases the information supplied shows clearly that houses and living conditions are personally inspected by school authorities before a girl is placed. This undoubtedly is done in some other cases, but often facts about living conditions are discussed in telephone conversations or interviews with the employer or employee in the office of the dean of women. In most instances the living conditions must be approved by the dean, but this fact appears in chart III only when it was specifically mentioned in connection with standards for domestic work. In addition to the provision that the girl be allowed the privilege of receiving callers at the home, living condition requirements often mentioned⁴ are a quiet place and facilities for study, a sufficient supply of light, heat, and ventilation, and access to bathing facilities.

Board and lodging only is given in exchange for the domestic services of the majority of college girls. Because living conditions have such an important influence on the student's health and scholarship, they are especially emphasized in many of these standards. In the present study information secured on this point undoubtedly is incomplete, because general university requirements and procedure about rooming conditions have not been given.

Miscellaneous provisions

In addition to the requirements analyzed in chart III, many of the college standards contain provisions pertaining to the following: (1) The girl's status as a student of the university or college; (2) the protection of the girl's health and morals; (3) the girl's status in the home, with special emphasis on the responsibilities and privileges of both girl and employer; and (4) the enforcement of the standards suggested. (The provisions for enforcement are discussed in connection with the methods of applying standards. See pp. 40-44.)

Some of the requirements pertaining to the girl's status as a student of the university or college are as follows: That she is subject to the rules of the institution concerning hours of social activities for girls and that in many cases her employer is expected to enforce these rules; that she must have both a suitable place and time sufficient for study and leisure for some participation in school activities; and that her work schedule be adjusted to her university schedule. The dean of women often advises the girl not to carry a full assignment of university work. One institution reports that the university fees paid and courses taken are reduced for each year and spread over a

⁴ A requirement made in one institution, from which standards comparable to those analyzed in chart III were not secured, is that they "never place a girl in a home where any member of the family is ill with tuberculosis or any other contagious or infectious disease."

5-year period for girls working more than 3½ hours a day. In another case it is suggested that the girl be given special consideration and less work at examination periods.

Although all the regulations are in a general sense for the protection of the girl's health and morals, a few requirements particularly emphasize this protection. The dean of women in one college reported that she checks reports of the girl's health as well as her college record. That late hours and the assumption of too much responsibility in college or community activities are a detriment to the girl's health, scholastic standing, and work efficiency, is emphasized in some standards. A few prohibit the employment of girls in homes where there are men roomers.

Provisions concerning the privileges and responsibilities of the girl and the employer as these affect the girl's status in the home are contained in many of the standards. Usually the decision as to whether the girl is to eat with the family is an individual arrangement of the girl and the housewife. The permission to receive and occasionally entertain guests in her employer's home is required in a few cases and suggested in others. It is suggested in some cases that the employer allow the use of laundry facilities, if no other satisfactory arrangement is made about laundry; and that she correct the girl privately, rather than in the presence of other members of the family, where correction is necessary. For the employee, moderation in her use of telephone, light, or other facilities, proper care of the furniture, and a conscientious regard for the privacy of the family and its affairs are advised.

Sample standards

Standards issued by two institutions are reprinted here as examples of the way these requirements are presented.

1. UNIVERSITY OF CALIFORNIA [BERKELEY]

REGULATIONS GOVERNING BOARD AND ROOM IN PRIVATE HOMES FOR UNIVERSITY WOMEN

[Drawn up under the direction of the offices of the Dean of Women and the Bureau of Occupations]

1. It is customary for University women to give 3 hours a day or 21 hours a week in exchange for their room, board, and car fare. In most homes \$10 a month is paid to cover the student's car fare and lunch money.
2. When more than 21 hours a week is required, students are paid at the rate of 40 cents an hour for housework, 35 cents for care of children in the daytime and 25 cents in the evening.
3. Women students living in homes do various types of light housework, such as ironing, cooking, serving, dishwashing, care of children, and other miscellaneous duties about the home. Men are sent out from the bureau at 50 cents an hour for heavy cleaning, floor polishing, washing of woodwork, gardening, etc.
4. Homes are chosen that provide comfortable, well lighted and heated private rooms equipped with desk and lamp. This permits of uninterrupted study in the student's own room.
5. The student eats on her own time and with the family or not depending upon arrangements previously made.
6. Laundry facilities should be available to students.
7. It is suggested that the students economize in the use of the telephone, hot water, gas, electricity, and any materials used for doing their laundry.
8. One night a week may be devoted to a dinner engagement out.
9. Food should be supplied in the home when the family is out for dinner.

10. Students should make arrangements in advance concerning evening engagements. If children are left in their care in the evening while they are at home studying, no extra charge should be made. If it is necessary to put children to bed or devote any time to them or break an appointment to stay, then the time should be counted as part of the regular employment period or as overtime.
11. Students usually return to their homes for such holiday periods as Thanksgiving and Christmas. Other holiday and week-end privileges depend upon special arrangements.

The following are the rules governing "nights out" for university women as drawn up by the A.S.U.C. Women's Executive Committee:

- (a) Freshmen may have two nights out each week.
- (b) Sophomores may have three nights out each week.
- (c) Upper classmen may use their own discretion in regard to nights out.
- (d) Any failure to be in the house by 7:30 or entertaining company after 7:30 will be considered a night out.
- (e) All girls must be in by 2 a.m. except after the big game.

2. UNIVERSITY OF WISCONSIN [MADISON]

Student Employment Office,
Corner of Park and Langdon Streets.

Telephones: Badger 7612
University 202

To

This will introduce

Regulations for students who work for room and board in private homes:

- For room and 3 meals a day ----- 25 hours of work a week.
- For room and 2 meals a day ----- 21 hours of work a week.
- For room and 1 meal a day ----- 10 to 14 hours a week (depends on meal).
- For room only ----- 7 to 10 hours a week.

When student stays in evenings with children, even though the time is *their own* to study, etc., they are responsible for being there, and this time counts as 1 hour toward their total.

Employers who live beyond walking distance are expected to help the student with transportation.

When occasional overtime is asked, the student is paid on an hourly basis.

For a definite regular amount of extra time, a *weekly rate* is usually made:

- 25 cents an hour and up for care of children.
- 35 cents an hour and up for light housework and serving.
- 35 cents an hour and up for cooking, janitor work, etc.

Rates vary according to ability of student and the nature of the work.

Undergraduate women living in private homes are subject to university regulations.

METHODS OF APPLYING STANDARDS

While the effectiveness of the application of these standards cannot be determined through a questionnaire, the replies received from the colleges give some information on enforcement methods other than follow-up. Details about forms to be filled out and records to be kept were not reported generally. The placement agencies listed in chart III are in most cases the enforcement agencies also, though the dean of women cooperates in certain phases of this in some of the 15 institutions in which the placement agency is either the college Y.W.C.A. secretary (5 institutions) or a university employment office or personnel or vocational guidance bureau (10 institutions). For example, at Syracuse University the standards are used as a guide for placement by the university appointment office, but follow-up work is done by the office of the dean of women.

The enforcement methods used may be classified as those applied before a placement is made and those applied after such placement.

Investigation of applicants

In all cases where the student secures her employment through the school placement agency, the application of the standards begins when the housewife seeks an employee and the student a position. (The deans of women in some institutions also try, during the course of the year, to locate students who have obtained their own positions, to aid them in securing the standard conditions of employment.)

Employer.—Before the placement agency accepts a householder's request for help, some information about the work to be done is secured and the householder is informed of the university employment standards and often housing rules also. Twenty-four of the 43 standards considered in this study are in printed or mimeographed form for distribution. Supplementary statements to employers sometimes are made. A personal conference with the dean rather than a telephone conversation is a requirement of some standards.

Seven replies state that the home is investigated before a placement is made. In some cases this means that an inspection of the home and the girl's room is made by the placement agency or by the dean of women. In some communities the homes requesting help are known personally to the placement officer. Usually, on the basis of information secured in this way or facts known from previous contacts with a home, the placement officer decides whether or not to recommend the position to a student.

The effectiveness of this decision in enforcing standards is almost certain to depend on the relation between the number of college girls seeking work and the number of requests for their services.

Employee.—In many cases the girl applying to the dean's office is given careful consideration before being referred to an employer. Information about her scholastic record, health, interests, attitudes, skills, and so forth is secured. In one institution each girl, when applying for this type of work, is given a test to ascertain her ability, speed, and thoroughness in general housework before she is recommended for a position.

Work requirements and standards are discussed with the student. She is given suggestions in regard to the interview with the housewife and the importance of a definite understanding or agreement is impressed upon her. In most cases the girl is expected then to interview the employer and complete her own arrangements. One institution requires a conference between the employer and employee with the dean of women or her representative.

Follow-up after placement

The methods of following up a placement vary from no systematic action to the requiring of weekly reports from the students. One dean says that she is almost constantly in touch with the girls placed, and in practically all institutions opportunity for discussion of work problems with the dean or placement officer at any time is possible.

Contacting both the student and the employer after a placement has been made is the policy reported by 18 of the 33 schools reporting that they do some follow-up work and explaining their methods. Six others require an interview or report from the student only, and 7 from the employer only; 2 have "occasional personal conferences" or interviews by telephone. Occasional reports from both employers and students are received even though not required. In a few cases

the employer is requested to report to the dean only if the student's work is unsatisfactory.

Usually these contacts after placement are a personal interview with the student and a telephone conversation with the householder. When only the householder reports, the primary object of the follow-up is to see whether or not the girl's work is satisfactory. Sometimes the employee takes a slip or card to the householder that she is expected to fill out and return to the placement office, reporting whether or not the student was accepted and has done satisfactory work. In some cases the placement officer has a personal interview with the employer or visits the home.

At State College, Brookings (S.Dak.), both the employer and the student are required to fill out individual report forms giving pertinent information about the work relationship, and to return these to the dean of women at the end of the first 6 weeks and periodically throughout the year.

At State Teachers College, Buffalo, the student is required to evaluate her own situation after a period of residence with the employer. She reports to the dean of women on (a) personality of housemother, (b) heating, (c) lighting, (d) ventilation, (e) entertainment facilities, (f) laundry facilities, (g) single sleeping accommodations, (h) quality of food, (i) preparation of food, (j) service of food, (k) car fare required, (l) recreational possibilities. Each item is graded on a 5-point scale, A, B, C, D, E. Keeping a week's time study of required service in half-hour intervals also is required of the girl.

Most of the contacts discussed thus far are reports about the placement secured in various ways, some more complete than others. Numerous replies indicate that, in addition to these first reports, frequent conferences are held with both employers and employees throughout the year. Continued contacts are additional evidence of real enforcement of these standards in some places. At Ohio State University, Columbus, weekly reports of the hours worked are made to the placement office. Monthly interviews with the employer and employee are held at Pennsylvania State College.

When complaints are made by either party, or unsatisfactory conditions come to the attention of the placement officer, attempts usually are made to secure adjustments, and in some cases a change is made.

A few institutions have social events and meetings arranged for the employers during the year. A social organization for the students employed in this work was reported as being active on one campus, and the members of this club plan to entertain their employers yearly. These informal meetings are one means of exchanging ideas, disseminating information, and maintaining relations of mutual confidence and understanding. The local branch of the American Association of University Women and wives of faculty members sometimes offer special cooperation with the dean of women in placing students.

The following descriptions of the enforcement of these standards are interesting examples of the way this work is handled:

Housing assistant calls at home of householder and interviews girl, listens to complaints, and makes adjustments when girl and householder are not suited to each other. Housing assistant inspects rooms, finds out type of work girl does, and number of hours she spends; checks on girl's scholastic standing and health. When girl is overworking, a chart of all work per day is kept and studied, then

recommendations are made. A card index is kept of each girl and her householder. Girls are required to keep dormitory slips showing the evenings spent at home or away. A year-to-year file of householders is kept so that a record of all peculiarities is maintained.

According to the person in charge of this work in one dean's office:

The check on the success of our placement comes mainly through our housing round-up, made once a quarter by * * *, assistant dean of women. She calls in all students not living at home or in our approved list of boarding places. In the course of this she usually finds most of the students who have found their own positions. Last fall I asked her to call in several new placements I had made. I am not doing as I used to do and visiting the homes before I place. We wanted to check and see if this had meant a very evident increase in bad placements. So far as she could see it has made no difference. The worst placements have always come from students placing themselves. It is only fair to say, however, that many students do place themselves quite satisfactorily. I have had employers call me and ask for my standards and use them voluntarily. I have had others refuse to come because I asked so many questions! I sometimes help students escape a bad bargain.

In another college the bureau of occupations applying the standards stated:

We call at every home applying for women students to work for room and board. A copy of Regulations Governing Board and Room Work in Private Homes is given to employers when the call is made and to the student when she is referred to the home for an interview. We encourage the employer to outline in as much detail as possible the work she expects from the girl.

We keep a permanent record of employers, giving a description of the home, the work expected of a student, and the comments of students who have been employed there.

In calling at the homes before placing the students we are particularly interested in the attitude of the employer, the home environment, the kind of room offered the student, including heating, lighting, and bathing facilities. We avoid, as far as possible, homes where there are sons or daughters attending the University, believing the social adjustment is more difficult for a self-supporting student if there are other University students in the home.

We urge the students placed in homes to see us after they have been working a week or more. Questions sometimes arise after they are working on jobs that could not have been previously anticipated.

We do not check with the employer after the placement is made unless a complaint has been registered by the student. If all is going well as far as the student is concerned, we do not solicit complaints from the employer.

A list of all women students placed in private homes is sent to the office of the dean of women so that health and academic records may be checked.

In spite of the care used in placing students and of unusual opportunities for following up the placement, it is difficult to standardize this type of employment. The statements of some enforcement officers are especially interesting in this connection. In one institution the chief difficulty encountered is the eagerness of girls for some kind of work, and the fear each has that she may have to be placed on the waiting list for a position often makes her submit to overwork without registering a complaint. From another institution a similar statement was received:

Our difficulty arises from the fact that there are so many students desiring to work their way through school that they will accept almost anything they can get. As always when the supply so far exceeds the demand it is difficult to regulate standards.

The secretary to the dean of women of one college makes this statement:

Experience has taught us that it is very hard to regulate standards for domestic work, during times of unemployment especially. In many specific cases, however, the personal contact with the employer in the calls at her home have proved helpful.

While recognizing that it is desirable for some girls to earn their board and lodging, one dean of women says, "My experience with this type of arrangement has been that it is never entirely satisfactory to the homemaker or to the student."

Another says:

Most employers are very willing to comply with the regulations suggested. Until the last 2 years we have always had more homes listed than we could supply with students, a condition that has given us a favorable choice and has made it possible to replace a girl in case the first placement is not suitable. The most effective way to get good cooperation with the employers is to send satisfactory help, we have found. Girls with little experience or inclination for domestic work, and yet for whom this type of job is about the only kind available, may have to work for longer hours than those specified until they learn how to manage their work and to budget their time. Inspection of the home to be sure of suitable conditions is desirable. We require the student to report any violations of the suggested standards.

Summary

Methods of applying standards before placement are the following:

1. Investigation of the applicants—both employer and employee.
 - (a) Information is secured about the home and the work expected through telephone conversations, personal conferences, and actual inspection of the home.
 - (b) Information regarding the student is secured by personal interviews; in one instance the girl's ability is tested by a practical demonstration.
2. Both prospective employer and employee are informed of the standards covering this work. In many cases copies of the standards are given them. Directions about the interview and reporting after the interview also are given.

Methods of follow-up after placement include:

1. Reports of the success of the placement.
2. Conferences with employer, employee, or both, and reports required throughout the year. (Often irregularly but sometimes monthly or weekly.)
3. Attempts to adjust complaints or differences. If this fails, replacement of girl is possible in some cases, and refusal to attempt replacements in unsatisfactory positions.
4. Group educational and social activities for employers and in some cases for employees.

Part VI.—EFFECTS OF UNEMPLOYMENT ON HOUSEHOLD EMPLOYMENT STANDARDS

The decreased wages and the increased difficulty in maintaining standards for household employment, resulting from the unemployment of large numbers of women during 1930 and 1931, were mentioned by the agencies cooperating in this study more often than was any other one point. A more hopeful result of the depression lay in the development in several instances of special training or placement work.

The following statement describes the situation:

In time of unemployment in other lines of work the household worker is at the mercy of the fiction that every woman can do housework. Women out of work in factories and stores, married women whose husbands are out of a job, pour into the employment offices and answer the newspaper ads. Some of them, no doubt, are competent workers; others could meet the employer's standards only in those tasks that are relatively unskilled. The net effect, however, is a demoralization of customary wage standards. Many employers offer only board and room; others a few dollars a week, perhaps a third of the usual amount. Some of these families are coming into the market for "service" for the first time; others are dismissing part-time help, hoping to get full-time help for the same money; others are seeking to offset the effects of their own lowered incomes.¹

A number of communities reported that workers could be secured for board and room only, or for "living" and a dollar a week. Others mentioned wage reductions sometimes of as much as 75 percent. The following reply is typical:

Many young women and girls out of employment are willing to take housework, purely as a temporary measure, and they will work for anything that is offered, in many cases the wage being as low as \$1 a week and board and room.

Recently there have been so many men who do not seem to be able to find any work that their wives are going out while the children are in school and will do any work they can find for about any price that is offered.

Vacations and time off have been reduced in some communities, and unsatisfactory living conditions have been accepted.

One agency doing case work with careful placement and supervision of girls was able until October 1931 to insist that each girl have her own room, but after that they had to accept homes where the girl occupies a roll-away or day-bed in the living room.

Under these circumstances, standards have been disregarded or lowered in many cases. One agency placing Negro workers had used standards of wages, time off, and living conditions from 1928 to 1930, but reported that it had dropped the standards completely because "at present all classes of help are taking jobs at whatever wage they can get." College and junior agencies also reported lower standards, one college agency writing:

It has been much harder to place students this year. Full-time workers are going as low as \$15 and some just room and board. One student lost her part-time position at \$2 a week to a full-time worker at \$2.50 a week. I have an unhappy feeling that the girls will not feel the full result of this until next year

¹ The Household Worker, by Hazel Kyrk. In *American Federationist*, January 1932, pp. 34-35.

[fall 1932]. Although several girls have had to wait to be placed until the quarter was well under way we have been able to place all but one or two girls. We no longer have a list of employers for whom we had no students as in other years.

Such unsettled conditions and changes in the wage scale also were referred to as causes of "general unrest and lack of faith among employers and employees", and of such abuses as overwork and refusal to pay any wage.

Various tendencies are reported. In a large industrial city a junior employment agency found that experienced maids were being replaced by junior workers who were exploited through long hours and low pay. In another large industrial community an official of a junior agency had fewer calls for junior workers because older workers were available at low wages.

In spite of these tendencies, several replies indicated that the large numbers of women who were unskilled, untrained, and inexperienced in household employment and who were seeking such work had not greatly affected the wages paid for skilled workers.² One citizens' committee on relief and employment which on March 4, 1932, had 4,257 women registered for housework (two thirds being Negroes), reported that trained white workers, few in number, were able to retain work and salary standards.

An agency in another community replied that even though the general wage scale was reduced, people who would take only competent help still were willing to pay the old scale to get it. Only 2 of 37 girls from the Jane Addams School, Cleveland, employed in housework, had received wage cuts, according to a study made by the school in February 1932.³

Some of the instances of lowered standards cited in the foregoing attest the general seriousness of the situation. This is further emphasized by the fact that communities, schools, and social agencies undertook special projects to handle it. Agencies that had never placed domestic workers undertook to do so in some cases, and new free placement agencies were organized in other communities. Training courses for household employees were organized in a number of cities, often through the local Young Women's Christian Association.⁴

Finally, cooperative efforts were made in several places to develop and enforce standards for household employment so as to prevent the complete demoralization of conditions. In some cases these standards were correlated with training. The Detroit and Cincinnati activities for the employment of junior workers and those of Long Beach and San Francisco for all workers are especially interesting in this respect. The accompanying statement of the San Francisco division of State employment agencies of the California department of industrial relations is worth quoting in this connection:

There has been considerable interest shown in this community from time to time regarding the improvement of standards for domestic service. This interest

² This is partly explained by a condition suggested by Dr. Kyrk, "that there are two groups in household employment, the permanent, stable, experienced group and those who drift in and out, who, combined with the younger, untrained workers, make up a competing group of cheap labor working often under highly unsatisfactory conditions." (The Household Worker, by Hazel Kyrk. In American Federationist, January 1932, p. 37.)

³ Report made by Jane Addams School on Domestic Service Work. Mimeographed copy.

⁴ The training courses mentioned in replies in this study were as follows: San Francisco, Calif., a privately endowed vocational school in cooperation with State free employment bureau and emergency relief commission (women's division). St. Paul, Minn., Young Women's Christian Association. Cincinnati, Ohio., junior placement bureau and public schools. Spokane, Wash., Young Women's Christian Association. Houston, Tex., Young Women's Christian Association. Phoenix, Ariz., Friendly House. Grand Forks, N.Dak., Young Women's Christian Association in cooperation with State department of vocational guidance.

somewhat waned when thousands of women formerly engaged in other occupations demanded domestic employment as a means of a livelihood.

As soon as this situation became well known, wages and standards were automatically reduced. It was felt by representative agencies dealing in placements that not all of the reductions in standards were due entirely to the depression, but that certain employers were taking advantage of conditions.

It was found that some people who had never before employed domestics were clamoring for women to work long hours for room and board only. To offset this tendency, a meeting of agencies (charitable, State, Federal, and municipal) was held under the auspices of the community chest, December last [1931], and certain minimum standards were drawn up.

A great deal of interest was shown at this meeting in the problem, and also in the matter of providing training of domestic employment. It was planned to revise these standards from time to time, as conditions warranted.

A small beginning has been made in this community toward training unemployed women for domestic service. One of our privately endowed vocational schools has offered a course in domestic science to clients of the emergency relief commission, women's division, and the State free employment bureau. The course consists of 10 weeks' intensive training in cooking, serving, and domestic management.

Also a training course in practical nursing has been offered to clients of the same organizations at the Laguna Honda Home (the county home for the aged poor). This course consists of lectures and actual work under the supervision of the superintendent of nurses over a period of 10 weeks.

...of the heart when the amount of work is increased, and the amount of blood pumped is increased. It is well known that the heart is a muscle, and like all other muscles, it becomes fatigued when it is overworked. The amount of work that the heart can do is limited, and when it is overworked, it becomes fatigued and its efficiency is lowered. This is the reason why a person who is overworked and fatigued has a slower pulse rate and a lower blood pressure. The heart is a muscle, and like all other muscles, it becomes fatigued when it is overworked. The amount of work that the heart can do is limited, and when it is overworked, it becomes fatigued and its efficiency is lowered. This is the reason why a person who is overworked and fatigued has a slower pulse rate and a lower blood pressure.

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APPENDIXES

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STANDARDS OF PLACEMENT AGENCIES, HOUSEHOLD EMPLOYERS
FORM OF QUESTIONNAIRE
PRACTICES IN THE PLACEMENT OF DOMESTIC WORKERS PERTAIN-
ING TO TERMS AND CONDITIONS OF EMPLOYMENT

**Appendix I.—LETTER AND QUESTIONNAIRE USED IN MAKING
STUDY, JANUARY TO APRIL 1932**

FORM OF LETTER

UNITED STATES DEPARTMENT OF LABOR,
WOMEN'S BUREAU,
Washington, [date].

[Address]

DEAR _____.

The Women's Bureau (charged by law to formulate standards and policies which shall promote the welfare of wage-earning women), in cooperation with Mrs. Anna L. Burdick, of the Federal Board for Vocational Education, is studying the practices in the placement of domestic workers pertaining to terms and conditions of employment.

We recognize the difficulty of setting standards for the employment of domestic workers and that conditions during the last few years are not typical, but we believe that a collection and summary of the practices of many agencies engaged in placing household employees, and an expression of opinion by persons in such agencies as to the possibility of using standards in placing these workers, will be helpful.

Many high-school, vocational-school, and college girls are doing part-time domestic work. Standards for their employment, similar to the ones enclosed, are being used in several schools.

We hope that you will be willing to aid in this study by sending us a statement of your experience and your opinions on these matters. For your convenience we have prepared the enclosed form. We shall appreciate the courtesy if you will use it as a guide for your reply, fill it out, and return it to us in the franked envelop enclosed, which requires no postage. The duplicate copy is for your file. If placement work in your institution is handled by someone else, will you please refer this inquiry to the person or persons who can inform us about it?

When the report is completed we will send you a copy; we hope that it will be useful to you.

Sincerely yours,

MARY ANDERSON,
Director, Women's Bureau.

ANNA L. BURDICK,
Federal Board for Vocational Education.

FORM OF QUESTIONNAIRE ¹

PRACTICES IN THE PLACEMENT OF DOMESTIC WORKERS PERTAINING TO TERMS AND CONDITIONS OF EMPLOYMENT

Please answer these questions, attach supplementary information, and mail in enclosed envelop that does not require postage. Please note that you are not asked about training standards.

1. Do you have any *requirements* about the work to be done, hours of work, vacations, wages, or living conditions, *that must be met* before you will place a domestic worker? ----- The attached standards ² will suggest the kind of action this question covers. If you have such requirements now, or have ever had them, please send copies, giving dates of periods standards were used.
2. Do you make recommendations about the work to be done, hours of work, vacations, wages, or living conditions of domestic workers? ----- If you have such recommendations, please send copies.
3. Do you do any kind of follow-up work after placements of domestic workers? ----- Please describe.
4. As a placement agency do you see any way that standards and recommended procedure, similar to the ones attached, can be made effective?

5. Please make any criticisms that occur to you about the content of the suggested standards attached.

6. May the name of the agency you represent be used if any information that you have supplied is quoted? ----- May your name be used? -----
7. If there are other agencies in your community that you think might be willing to send information on this problem, will you please place their names and addresses here?

Although it is not requested by more questions, all additional information about your agency and your experience with this problem

¹ The use of a more complete questionnaire was tested by sending it to a few secondary schools that were known to have standards. The replies showed that the use of this questionnaire was inadvisable.

² Suggested Minimum Standards for the Full-Time General Houseworker Proposed by the National Committee on Employer-Employee Relationships in the Home were enclosed. (See pp. 6-7.)

that you care to send will be welcomed. Do not hesitate to write in detail in addition to answering the questions on this form.

Please sign here:

Name -----
 Title -----
 Agency -----
 Date -----

The law of Wisconsin is such that it is the duty of every employer to give every employee a fair and equitable opportunity for advancement. The Wisconsin Department of Industrial Hygiene is the only agency in the State which is authorized to investigate and report on the health of employees. It is the duty of every employer to cooperate with the Department in its efforts to protect the health of its employees. The Department is interested in the health of every employee and is willing to cooperate with every employer in its efforts to protect the health of its employees.

When health or safety is involved, the Department is interested in the health of every employee and is willing to cooperate with every employer in its efforts to protect the health of its employees. The Department is interested in the health of every employee and is willing to cooperate with every employer in its efforts to protect the health of its employees.

In only two cases, in Jersey and in Michigan, is health not considered to be a factor in the employment of an employee. In all other cases, health is considered to be a factor in the employment of an employee. The Department is interested in the health of every employee and is willing to cooperate with every employer in its efforts to protect the health of its employees.

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Appendix II.—LEGAL REGULATIONS APPLYING TO ADULT HOUSEHOLD EMPLOYEES³

In the United States the only statutes applying directly to household employment for adults are what is termed the "oppressive wage law" of Wisconsin and the workmen's compensation laws of Connecticut and New Jersey.⁴ Several other States have a proviso in their compensation laws whereby household employees may be insured under the act. There is no law to regulate the hours⁵ of adult household employees or to prohibit night work in household employment.

Wisconsin's oppressive-wage law

The law of Wisconsin provides that "No wage paid or agreed to be paid by any employer to any adult female employee shall be oppressive. Any wage lower than a reasonable and adequate compensation for the services rendered shall be deemed oppressive and is hereby prohibited."⁶ The Wisconsin Industrial Commission under authority given in the law considers an oppressive wage to be one that does not equal the minimum wage set for minors. In regard to the minimum for domestic servants the commission has ruled that:

The wage of domestic servants working 50 hours or more per week shall be computed on a weekly instead of an hourly basis as follows: \$6 in addition to board, or \$4.25 in addition to board and lodging, irrespective of size of city. The wage of domestic servants working less than 50 hours per week shall be computed on an hourly basis, allowance being made for board and lodging * * *⁷

Where board or lodging is furnished as part payment of wages there should be an allowance "of not more than \$4.50 per week for board and \$2.25 per week for lodging in cities with a population of 5,000 or more, and of not more than \$4 per week for board and \$1.75 per week for lodging in other parts of the State."⁸

For several years the industrial commission has been doing what it could to enforce a minimum wage both for minors and for adult women in household employment.

Compensation laws⁹

In only two States—New Jersey and Connecticut—is household employment covered as other employments are in the compensation act. In New Jersey, if the employer or employee does not accept the act he must give written notice to that effect to the other party; but when it is rejected, the customary common-law defenses are abrogated. Connecticut employers are presumed to come under the act if they employ regularly five or more persons, unless a written stipulation to the contrary is made. Naturally, this restriction excludes most household employers.

³ Domestic servants, or domestic service, the term used in most State laws, includes domestic workers other than those in private households. Inquiries sent to every State in 1932 verified the conclusions given here about the State laws as applied to household employees.

⁴ A city health ordinance requiring that domestic servants have health examinations is discussed in appendix III.

⁵ A few States have general laws that set maximum legal hours for all labor contracts unless there is agreement to the contrary. Although these may be said to apply to household employees they are not effective. A Montana law stating that "The entire time of a domestic servant belongs to the master" (Revised Codes of Montana, 1921, sec. 7798) is not included as an hour regulation. Household employment is not included in any of the laws regulating women's hours of work in any State. A few labor laws for women that cover "any occupation" have never been interpreted to cover household employees.

⁶ Wisconsin Statutes, 1931, sec. 104.125.

⁷ Wisconsin Minimum Wage Order of June 8, 1932, subdivision 7.

⁸ *Ibid.*, subdivision 5.

⁹ The basic legal research on the application of State compensation laws to household employment was done by Margaret T. Mettert of the research division.

Four States—Arkansas, Florida, Mississippi, and South Carolina—have no laws on workmen's compensation for any occupation.

Twelve States and the District of Columbia have workmen's compensation laws that specifically exclude domestic servants from the coverage of the law. The list of these States follows:

Alabama	Massachusetts	Pennsylvania	Vermont
Delaware	Minnesota	Tennessee	West Virginia
Iowa	Montana	Texas	Wyoming

Two States—New Hampshire and Oklahoma—list the employments that come under the act, but the work of household domestics is not included in the list and no mention of this occupation is made in the act.

The largest group of States—28 in all—provide that excepted occupations, including domestic service, may come under the compensation law by the voluntary acceptance of the act by the employer or by employer and employee jointly. In this class the household employer loses no rights or defenses if he does not volunteer to accept the act. These States are—

Arizona	Kansas	Nebraska	Oregon
California	Kentucky	Nevada	Rhode Island
Colorado	Louisiana	New Mexico	South Dakota
Georgia	Maine	New York	Utah
Idaho	Maryland	North Carolina	Virginia
Illinois	Michigan	North Dakota	Washington
Indiana	Missouri	Ohio	Wisconsin

In practice, according to correspondence with State compensation agencies, some householders do insure their employees.¹⁰ Of the 28 States whose laws contain a proviso permitting voluntary acceptance of the act for household employees, only 7—Indiana, Kansas, Kentucky, Louisiana, Missouri, Utah, and Washington—replied that no household employer had sought such insurance, and 2—New Mexico and Rhode Island—stated that they had no available record of the acceptance of this act for a worker in this occupational group. Only 7 of the remaining 19 States where some persons in household employment have been brought under the compensation acts found it possible to give, even approximately, the numbers covered. The following figures, sent to the Bureau in the latter half of 1932, cover the latest period for which such data could be secured:

State ^a	Voluntarily under the compensation act	
	Number of employers	Number of employees
Arizona	25	60
Maine	Over 100	200
Nevada	10	25
North Dakota	13	(^b)
Ohio	650	2,500
Virginia	65	200
Wisconsin	(^b)	2,272

^a The New Hampshire Bureau of Labor stated that approximately 250 household employers of "domestic summer camps and clubs" had elected to accept the compensation features of the law. The compensation act lists the employments covered but makes no mention of household employment.

^b Not reported.

¹⁰ In any State householders can, of course, carry insurance for injuries to their employees entirely independent of the State law.

Appendix III.—THE MEDICAL EXAMINATION OF DOMESTIC EMPLOYEES IN NEWARK, N.J.

A.—CITY ORDINANCE REQUIRING THE EXAMINATION OF DOMESTIC EMPLOYEES

DEPARTMENT OF HEALTH

1. No person shall work as a domestic servant nor shall any person, firm, or corporation employ any person as a domestic servant unless such person shall have previously filed with the Department of Health of the City of Newark a certificate of a physician, duly licensed to practice medicine in the State of New Jersey, setting forth that such person is free from tuberculosis and any other contagious or communicable disease. The term "Contagious disease" as herein employed shall be held to include any disease of an infectious, contagious, or pestilential nature.

2. The certificate referred to herein shall be made upon blanks to be supplied by the Department of Health of the City of Newark and when filed shall be good and effective for a period of 6 months thereafter. A separate certificate shall be filed for each person. Upon the filing of the certificate herein referred to, the Health Officer of the City of Newark, or such person as he shall designate, shall issue to such domestic servant a card showing that he or she has been duly examined by a licensed physician, in accordance with the provisions of this ordinance, and that he or she is free from tuberculosis and any other contagious or communicable disease. Any domestic servant desiring to conform with the provisions of this ordinance may be examined by physicians connected with the Department of Health of the City of Newark without charge.

3. Any person, firm, or corporation violating any provision of this ordinance shall, upon conviction thereof, be subject to a fine not exceeding \$25 for the first offense, and for each subsequent offense shall be subject to a fine not exceeding \$50.

4. This ordinance shall take effect September 1, 1930.

CHARLES V. CRASTER, M.D., D.P.H.
Health Officer.

JOHN F. MURRAY, JR.,
Director of Public Works.

B.—THE MEDICAL EXAMINATION OF DOMESTIC SERVANTS

AN ADDRESS BY CHARLES V. CRASTER, M.D., D.P.H., HEALTH OFFICER, NEWARK, N.J.

[Paper read at sixty-first annual meeting of American Public Health Association, Washington, D.C., October 25, 1932]

In modern government the State has assumed the responsibility for the care of the indigent sick and has broadened many curative activities into real preventive measures. Thus we do not wait for epidemics to develop as a result of sewage contamination of our water supplies, or for cases of food poisoning to result from sophisticated or adulterated foods. The requiring of clean water, milk, and food supplies is as much a preventive activity as are the definitely preventive measures against diseases by inoculation or vaccination. It is such efforts to promote health that have called for the extension of safety devices into wider and wider channels of governmental control.

It required the wide public interest of the "Typhoid Mary" story to show the danger to the individual households of an undetected typhoid carrier employed as a domestic cook. The result of this publicity was the adoption by the New York Health Department of a requirement for the medical examination of food handlers. Dr. Louis I. Harris, the health commissioner, after the first 2

years' experience, made the following significant statement: "It is only a beginning, but one whose significance and ultimate possibilities may well be called impressive. The manifold benefits that may ultimately accrue from this system must be left to the imagination of those who have glimpsed the possibilities of preventive medicine and especially of adult hygiene and periodical medical examination."

EXAMINATION OF FOOD HANDLERS STARTED IN 1920

This work, so well begun in New York, was adopted by Newark, N.J., in the middle of 1920, and since that time 150,000 examinations of food handlers have been made. The diseases encountered were tuberculosis, venereal disease, skin diseases, and various pus conditions of the mouth, ear, and nose. During the 11 years the examinations have been carried on by the Newark Department of Health, there has been little or no opposition to the examination by the owners of restaurants and eating places, and we have received the full cooperation of the various labor unions. Even among the employees themselves it is not considered a hardship. The law acts as a bar to the employment of the sick and diseased, who would compete by accepting lower wages and longer hours.

Although the findings of the examinations for a period of 11 years in the city of Newark indicate that contagion is not more prevalent among the food handlers than among any other body of industrial workers, the evidence gathered in the first few years showed that many were being employed when in the infective stages of tuberculosis. That this condition has been entirely eliminated is due undoubtedly to the semiannual examination of food handlers. Skin diseases are rarely found among applicants; venereal diseases in the contagious state are frequently found.

There was observed even in the first few months of the procedure a remarkable improvement in the general appearance of the food handlers. There was a more wide-awake and intelligent appearance among all of them, due evidently to the elimination from among this group of the cheap labor of diseased persons previously engaged in other occupations who had sought the lighter and more elastic hours of restaurants and lunch counters. This is particularly important among the food-handling class for the reason that many are part-time workers, frequently recruited from the married women and mothers of families who have some part of the day at their disposal.

SINCE 1930 DOMESTIC EMPLOYEES HAVE BEEN EXAMINED

The situation with regard to food handlers being adequately taken care of, the attention of the department had been directed to the number of domestic employees attending the various clinics of the city dispensary. Many of these were listed as tuberculous; others as suffering from venereal diseases in various stages of infectivity. The domestic servant, by the nature of his or her employment, was considered to be even more directly in contact with the family circle of the individual householder than the restaurant food handler. Some of them, such as nurse maids, take care of very young children, and their freedom from contagious disease is a matter of supreme importance. Others, such as cooks, waitresses, maids, laundresses, and chauffeurs, have not so direct a contact with the individual, but none the less it is important to the family that no contagious diseases should exist among them.

TYPE OF EXAMINATION

The ordinance requiring the medical examination of domestic employees was passed in September 1930. It requires all domestic employees to file with the department of health a certificate from a duly licensed physician setting forth that such person is free from tuberculosis and any other contagious or communicable disease. The certificate has to be made upon blanks supplied by the health department, and the examination is good for a period of 6 months. Provision is made for a free examination at the health department clinics. After the examination a domestic servant's card is issued, bearing a photograph of the applicant. The penalty for failure to comply is a fine of \$25 for the first offense and \$50 for the second. Both the domestic and the employer are liable under the law for any violation of the ordinance.

The number of domestics employed in the city of Newark, according to the United States Census for 1930, was: Males, 3,864; females, 9,674; total, 13,538. The group included under hotel and restaurant help are food handlers generally and are not purely domestic in nature. It was considered that these census figures overstated considerably at this time the number of individuals employed in the

domestic group. This assumption was verified by a house-to-house canvass of the residential districts, where it was found that owing to the business depression families were either doing without domestic help or had considerably reduced the number of the staff employed in private homes.

The enforcement of the domestic servants ordinance was placed in the division of sanitation. The actual examinations are conducted in the dispensary clinics under the supervision of the bureau of tuberculosis. The form of examination carried out is similar to that for the food handlers, and includes examination of the skin to detect the presence of skin diseases such as eczema, psoriasis, abscesses, cuts, and wounds. The attention of the examiner is directed to the possible association of skin diseases with syphilis. When such is suspected, a Wassermann blood test is required.

The physical examination of the chest must include all known procedure for the determination of chronic pulmonary diseases. Any abnormal chest condition found is sufficient cause for rejecting the applicant pending X-ray or fluoroscopic examination.

The examination of the nose, mouth, teeth, throat, ears, and eyes is directed toward the discovery of acute or chronic conditions of an infective nature. Especially where there is a discharge, swabs are taken for examination.

Blood tests are required where there is a history of typhoid fever or syphilis. When there is no scar, vaccination is required.

Examination for venereal disease in the case of males requires a routine inspection of the sexual organs. Where suspicious sores or discharges are present, swabs are taken for darkfield examination and blood for a Wassermann. For women, the examination requires a statement from each applicant of freedom from venereal disease.

DOMESTIC EMPLOYEE'S CARD

After examination the applicant, if approved, takes the history card to the sanitary division, where a domestic servant card is issued bearing a photograph of the individual. Where there is doubt as to positive diagnosis for any reason whatsoever, the applicant is given a reexamination slip and a temporary card. This is usually for a week or a month. When an applicant is rejected, the physician notifies the sanitary division, which in turn notifies the employer and employee in writing. The cause for the rejection is never given the employer.

As is the case with all new laws, a considerable amount of education and publicity was required. All employment agencies, public and private, were brought into the department for a conference. The new ordinance was explained, and it was pointed out that no domestic employee should be placed in any position without possessing the domestic employee's card. Local newspapers carried copies of the new ordinance displayed above help wanted advertisements. Domestic advertising for places were mailed copies of the law with instructions for examination. All hotels, clubs, lodging houses, and institutions were canvassed and their domestics sent down for examination. A house-to-house canvass was carried out in the residential districts of the city and all householders were duly informed of the new ordinance.

During the year 1931 the law was not generally known to the public, and the follow-up system had not been sufficiently organized. More definite efforts in the early part of 1932 produced better results. The number of examinations to date is as follows: (It will be observed that there were over 10,000 examinations during first 8 months this year compared to 2,863 during 1931.)

Examinations 1931 and first 8 months of 1932

	Private doctors	Department of health clinic	Total
1931.....	291	2,572	2,863
First 8 months, 1932.....	1,282	8,879	10,161

INFECTIONS FOUND

As a result of clinical examinations and a check-up of domestics attending the venereal disease clinics the following figures were obtained: Syphilis in all forms, 115; positive Wassermans, 52; negative Wassermans, 63. Among the group

found infected with syphilis 66 were day workers, the remainder domestics in various lines of employment.

There were 39 cases of skin diseases reported among domestics. These included impetigo, scabies seborrhea, acne vulgaris, psoriasis, and purpura.

Among the 34 cases of tuberculosis found, 14 discontinued work, 8 moved and could not be traced, 5 were sent to sanatoriums, 4 in arrested stage were allowed to work, 1 died, 1 worked outside the city, 1 left for his home in the South. Of the total, 25 were colored and 9 white.

The Newark ordinance did not specify that the domestic suffering from a contagious disease had to be in the communicable stage to be excluded from employment. It is assumed, however, that this was the intent of the ordinance, and therefore domestics with arrested tuberculosis or with venereal disease in a noncommunicable form are allowed to continue in their occupation. With regard to those with diseases in the communicable state, the applicant is refused permission to continue in that employment and the employer is so informed. The department follows up all applicants who have been found infected, to see that proper treatment is being carried out. By the city ordinance we cannot divulge the nature of the disease to the employer. This is better for the self-respect of the domestic and insures a greater effort in bringing about proper and continuous treatment.

A PRACTICAL METHOD OF SAFEGUARDING THE FAMILY

I am asked repeatedly, "Is the examination of food handlers and domestics possible for small communities in the light of the cost for specialized service?" The answer will depend upon whether a complete medical examination is contemplated, as in the case of life-insurance companies, or an examination for contagion only. If the latter, the necessary examination is not so extensive and can readily be carried out by a well-equipped physician employed by a board of health in a few minutes for each applicant. Blood tests and X-ray work will require, of course, a longer procedure.

Routine Wassermanns and X-ray examinations are not made as yet, unless suspicious symptoms indicate their necessity. I will not deny that among certain groups of domestics, such as the day workers, the taking of a routine blood test might be of advantage. In fact, we are to start taking Kline tests in certain groups of domestics within a few weeks, as our law department is of the opinion that it is satisfactory, providing applicant signs a routine permission form. The same may be said of the need for a mental or intelligence test for domestics. This might be a good procedure for those in charge of babies and children when quick thinking is sometimes a necessity to avoid accidents or the doing of things that might be hazardous to the lives of little ones. From the venereal disease standpoint, vaginal smears are to be taken from this particular group of baby nursemaids.

From the viewpoint of preventive medicine, there can be little doubt that the examination of food handlers has served as a useful and continuous aid in our campaign for cleaner foods. Its extension to domestic employees seems a well worth-while activity, having as its object the exclusion from the homes of our people of those infected with contagious diseases.

Appendix IV.—SUPPLEMENTARY INFORMATION ON STANDARDS IN THREE CITIES

A.—DETROIT STANDARDS DEVELOPED DURING 1931-32, FIRST USED OCTOBER 1932 ¹¹

Employers and employees in organized groups in the Detroit Young Women's Christian Association and a number of non-fee-charging placement agencies—Guidance and Placement Department of the Board of Education, League of Catholic Women, Mayor's Unemployment Committee, Young Women's Christian Association (main branch and International Institute), Young Women's Hebrew Association, and the Michigan State Employment Office—cooperated in the formation of the following standards during 1931 and 1932.

The method used in developing these standards was to have separate meetings of the employers, the employees, and the placement agencies. A chairman was in charge of the work of each group—called a committee.

In order to direct the study along certain lines so that time would not be spent in aimless discussion, topics were suggested in the order in which they were to be discussed. These included an understanding of common terms used in household employment, such as working time and time on call. In addition, each chairman was supplied with material for her committee which included a summary of standards which had been adopted in various parts of the country. * * *

Each committee has worked independently of the others. A representative of the Guidance and Placement Department of the Board of Education attended the meetings of the three committees and took notes on the discussions in each group. After each committee had decided upon minimum standards acceptable to its members, these were compiled and again submitted to each member for approval or final criticism.

The final reports of each committee were then laid before a fourth central committee which acted as arbitrator in making adjustments due to the slight differences in the standards as developed by each of the three original committees. This central committee had as its chairman an employer whose committee consisted of 2 representatives from the Young Women's Christian Association, 2 from the Guidance and Placement Department of the Board of Education, the principal of the Girls' Vocational School and the 3 chairmen of the original committees, a member-at-large who is professor of vocational education at the University of Michigan, and an additional representative from the employers' and employees' groups.

* * * * *
The final standards adopted in June 1932 follow:

STANDARDS FOR HOUSEHOLD EMPLOYEES AS AGREED UPON BY EMPLOYERS, EMPLOYEES, AND PLACEMENT AGENCIES

Working time is that time which a girl spends on a job either in actual work or on call. By actual working hours is meant the time spent in manual labor, such as cooking, cleaning, ironing, or other similar tasks. Hours on call include the time during which a girl is required to mind children, to answer the doorbell or telephone, or times when she is not free to leave the home.

¹¹ Cline, Doris A. A Study of the Development of Minimum Standards for the Household Employee in Detroit. (Thesis submitted in partial fulfillment of the requirements of the University of Michigan for the degree of master of arts.) 1932. pp. 21-22, 46-49. These standards were developed at a date later than that of the other material included in the present report.

Working hours

The total length of the time per day should be not more than 12 hours, 8 of which may be spent in heavier work and not more than 4 additional hours to be spent on call.

Using this working day as a basis for computing the working week, this means an 84-hour week, of which 48 hours would be hours of actual work, 24 hours on call, and 12 hours free time. This free time should include 1 afternoon and evening during the week to begin not later than 1:30, and Sunday afternoon and evening beginning not later than 2:30.

Suggestions

1. It is recommended that whenever possible the employee be given a rest period each afternoon.

2. It is suggested that in addition to these 2 free afternoons and evenings the employee should have at least 1 additional evening free.

Duties

Since working conditions in families vary so greatly, an employee should be selected who will best be able to fulfill the most important requirements of each home. She should not be expected to do heavy work beyond her strength.

Living conditions

A clean, comfortable room, well ventilated, which can be properly heated in the winter, should be provided for the employee. If it is necessary for her to share a room, provision should be made for her to have some privacy, such as a screen and a private reading light. The employee should have access to the bathroom. Clean, plain linen, including bedding and towels, should be supplied for the employee.

If there is to be any distinction as to quality and quantity of food, the girl should understand this at the time of her employment. In case she does not use the same silver and linen in the kitchen as that used by the family, she should be provided with suitable table equipment.

The employee should be allowed to receive her guests on certain nights in some room designated by her employer, such as breakfast room, sun room, or recreation room.

SUGGESTIONS

Following are suggestions which it is felt will bring about a better cooperation and a greater harmony within the home.

To the employee

An employee should be alert and have a working knowledge of her job.

An employee should be respectful of existing family customs and should try to adjust herself to them.

An employee should be dependable at all times and show a sense of responsibility to her job even in the absence of her employer.

An employee should feel that it is in the interest of her own welfare, rather than a matter of supervision, if her employer wishes to know the probable hour of her return after time off duty.

As a matter of courtesy, an employee should introduce her friends to her employer.

An employee should be considerate in her use of telephone, radio, electric lights, and all other electrical equipment.

An employee should be neat and clean in her personal appearance and suitably dressed to do housework.

An employee should come to the home with a good physical record.

To the employer

The employer should discuss frankly the requirements of the job and stress the most important duties.

The employer, by showing an appreciation of the value of domestic work, will encourage the employee in the development of her skills.

No routine duties accumulated during specified weekly time off duty should be left for the employee to perform upon her return to work.

If the girl is required to wear uniforms, they should be provided by the employer.

The employer should show consideration in giving the employee specified time off duty for which the employee can make definite plans.

The employer should be understanding and helpful in case of sickness or emergency in the employee's private life.

B.—SUGGESTED STANDARDS AND WORKING AGREEMENT FOR HOUSEHOLD EMPLOYMENT, BUFFALO, N.Y., JUNE 1933¹²

Through a joint experiment of the division of junior placement of the New York State Department of Labor and the industrial department of the Y.W.C.A. in Buffalo, a training course was held for a selected group of household employees, and suggested standards and a working agreement were developed by a household employers' study group in 1932-33. At the close of the study period this group formed a permanent committee on household employment. The suggested standards and working agreement follow:

SUGGESTED STANDARDS

Working agreement

A definite working agreement should be arranged between employer and employee and the following points should be covered in the agreement.

Hours

In considering hours of work it is necessary to distinguish between four different concepts:

1. Over-all hours—The total hours between the time when the worker goes on duty in the morning and the time when she goes off duty at night, completely free.

These over-all hours may include any of the following or combination of them:

- A. Actual hours on duty—The total number of hours when the worker is actively on duty. This should not include time taken for meals.
- B. Hours on call—The time when a worker is in her room, free to rest, but not free to leave the house. This classification might include hours for meals if the worker were expected to wait on the table, answer door, telephone, or respond to other demands during meal-time.
- C. Hours entirely free for worker's own personal or business life—The time when the worker is entirely free from any responsibility to the employer or to the job.

In this classification would be included the time for meals if the worker is uninterrupted.

RECOMMENDATIONS

Hours

1. Definite arrangement for daily hours:
 - A. Over-all hours not to exceed 12½.
 - (a) Actual hours of work not to exceed 10½.
 - (b) Hours on call to approximate 2.
2. Two half-days off each week which should be the same regular days off.
3. Definite hours provision for the week.
 - A. Over-all hours not to exceed 73.
 - (a) Actual work hours not to exceed 63.
 - (b) Hours on call to approximate 10.

Wages

The wage paid should be fairly determined by the skill, experience, type of job, and amount of responsibility involved.

Some form of compensation for overtime work should also be considered.

Length of service and increase in skill should be recognized in the compensation as the employment continues.

(The committee will work further on a recommended standard wage.)

¹² These standards were developed at a date later than that of the other material included in the present report.

For a fuller account of the training course and discussion group through which these standards were developed, see mimeographed report, "Training Girls for Household Employment", issued by the division of junior placement of the State Department of Labor and the industrial department of the Y.W.C.A., Buffalo, N.Y., June 1933.

Vacation

One week's vacation with pay after 1 year's service; 2 weeks' vacation with pay after 3 years' continuous service.

Uniform

If uniforms are required, these should be provided by the employer and laundered by the employee.

Accident insurance

Employer to give consideration to accident and health insurance with a view to ultimately carrying premiums for such insurance.

Breakage

The employee to be charged with a certain percent of the breakage, not to exceed 10 percent.

Living conditions

A private bedroom, well heated, with access to bath.

Privileges

Use of telephone—with discretion.

Girl friends to be entertained any time when off duty in employee's own rooms.

Suitable provision for opportunity of entertaining boy friends at least once a week, arrangements having been made in advance.

Health

That health examinations be required by the employer at the time of employment for mutual protection, and that the expense be borne by the employer.

Discharge

The giving of a week's notice or a week's pay.

SUGGESTED WORKING AGREEMENT FOR HOUSEHOLD EMPLOYMENT

I hereby agree to employ _____ as _____ beginning _____ according to the following arrangement:

WAGES:

_____ payable weekly.
_____ payable semimonthly.

HOURS:

_____ distributed as follows:

Working hours _____	Hours on call _____	Time off duty _____
a.m. _____	_____	Weekly _____
p.m. _____	_____	Sunday _____
Evening _____	_____	Evenings _____

JOB:

Job to include _____

(Mention definitely what is expected, such as: Cooking, general cleaning, ironing, or nursing, etc.)

UNIFORM:

Kind provided _____
Furnished by employer _____
Furnished by employee _____
Laundering of uniform: _____
 By employee _____
 Or arranged for by employer _____

BREAKAGE (see Suggested Standard):

Entirely employer's responsibility _____
Or employee responsible up to 10 percent _____

HEALTH EXAMINATION:

Required by employer? Yes _____ No _____
Fee paid by employer? Yes _____ No _____

LIVING ARRANGEMENTS (if living in):

A. Private bedroom:
 With bath _____
 Without bath _____

If without, state what provision is made for use of bathroom -----

B. Shared bedroom (with another employee):

VACATION (see Suggested Standard) -----

INSURANCE (see Suggested Standard) -----

PRIVILEGES:

Provision for entertainment of friends:

- A. Men -----
- B. Girls -----
- C. Use of employer's equipment—radio, telephone, etc. -----

In return the said ----- agrees to serve her employer as ----- performing to the best of her ability and faithfully, the duties outlined in this agreement for the wage of -----, plus car fare if living out, room and meals if living in.

DISCHARGE:

It is mutually agreed that a week's notice will be given by either party desiring to terminate this agreement.

----- Employer.
----- Employee.

Dated -----

CODE OF ETHICS

The folder prepared for distribution of these standards contains also, in a slightly modified form, the code of ethics for household employees, drawn up by the household employees committee of the Twin Cities—St. Paul and Minneapolis. This follows:

Recognizing my obligation to the American home, my employer, and my fellow workers, I shall do my best to live up to the following code of ethics as adopted by my club:

To remember, first of all, that as household employee I shall do all in my power to maintain the highest standards of home life; to consider my relationships with my employer and her family confidential * * *; to be careful of my personal appearance at all times; to respect my employer's home furnishings as I would my own; to guard my manners and language * * *; to attempt to avoid waste of time, energy, food, and household supplies; * * *; to notify my employer when leaving my position, long enough in advance to avoid serious loss to both of us; to bargain collectively for the advancement of household employment; * * *.

C.—STANDARDS OF THE LOS ANGELES COUNCIL OF SOCIAL AGENCIES

STANDARDS FOR WORK HOMES

ADOPTED BY THE FOSTER HOME PLACEMENT COMMITTEE, CHILD WELFARE COMMITTEE, AND THE EXECUTIVE COMMITTEE OF LOS ANGELES COUNCIL OF SOCIAL AGENCIES. DECEMBER 1930¹³

At the request of the Department of Attendance and Employment of Minors of the Los Angeles Public Schools, the Foster Homes Placement Committee of the Children's Division for the Los Angeles Council of Social Agencies agreed to draw up standards for children in work homes. It was agreed that the underlying philosophy of child-welfare work should be the basis of any placement; that the right of the child to life in its own home should be preserved inviolate, and that it was with expressions of deep regret that it is necessary for a child to carry the burden of unemployment and economic depression. In order to safeguard the children who are forced into work homes from exploitation and abuse, it was

¹³ For additional information on placement in foster homes, see Foster-Home Care for Dependent Children, Children's Bureau Pub. 136, 1929.

agreed to work out standards which would be used as a basis for this work by the schools and social agencies.

Mrs. Margaret Pratt, chairman of the committee, appointed a committee on work-home standards, consisting of Mrs. Gertrude Logan, chairman, Misses Dora Berres, Estella Churchill, and Mary Stanton. Miss Jessie Ray Hanna and Miss Inez Bloom assisted the committee in their work.

To determine if the child in the work home was protected by Federal, State, or local laws, the executives of the State Department of Social Welfare, of Industrial Relations and of Labor, were interviewed. It was found that domestic labor cannot be governed by any law, but that if the child is in moral danger, abused or exploited, action is available through the juvenile court.

The United States Department of Labor, Children's Bureau, Publication No. 136, Foster-Home Care for Dependent Children, defines child placing as applying to children placed in boarding homes—the board being paid by relatives or by some association; and also children placed in homes at wages; and to children placed in free family homes without payment of board.

With this definition as a basis, the "Laws of the State of California Relating to the Department of Social Welfare" were studied. Chapter 510, section 2337 of the Political Code provides:

"No person, association, or corporation shall without first having obtained a license or permit therefor, in writing, from the State department of public (social) welfare or from an inspection service approved or accredited by such State department of public (social) welfare:

1. Maintain or conduct any institution, boarding home, day nursery, or other place for the reception or care of children under 16 years of age, nor engage in the business of receiving or caring for such children, nor receive or care for any such child in the absence of its parents or guardian, either with or without compensation;
2. Engage in the finding of homes for children under 16 years of age or place any such child in any home or other place, either for temporary or permanent care or for adoption."

Representatives of the Work Home Standards Committee attended a meeting of the board of the State Department of Social Welfare. The board stated that every child under 16 years, who is away from its own home in a free home, pay home, or work home, is protected by the above section of the code. Any person who places a child under 16 in an unlicensed home commits a misdemeanor. Any person who takes a child under 16 years of age into an unlicensed home commits a misdemeanor.

The "Minimum Requirements for Family Boarding Homes for Children" is issued by the State Department of Social Welfare, and governs the standards for children under 16 years in work homes.

The local agencies licensed by the State Department of Social Welfare to place children out of their own homes are: County Welfare Department, County Probation Department, Children's Protective Association, Church Federation, Council of Jewish Women, Jewish Orphans' Home, Children's Home Society, and Catholic Welfare Bureau.

The local agencies to whom the State Department of Social Welfare delegates power to license homes to be used for placement of children are: The Nursing Division of the City Health Department, and the Public Welfare Commission of Los Angeles County.

All homes outside the city limits who desire children under 16 years of age must apply for a license to the Public Welfare Commission, 914 Hall of Records Building.

All homes in the city limits who desire children under 15 years of age must apply for a license to the Nursing Division of the City Health Department, 116 Temple Street (city ordinance fixes age at 15). If children 15 to 16 years are desired, the home must apply for a license to the State Department of Social Welfare, 1107 Associated Realty Building.

STANDARDS

The following definitions were accepted as a basis for these standards:

1. A work-home child is considered to be a child over 16 years of age, who attends at least one half day of school on each school day, and who is placed in a home away from its family to assist with the duties of the home and whose compensation includes board and room and a small monthly cash wage.
2. A work home for a child is considered to be a private family home which accepts a child who attends at least one half day of school on each school day, with the understanding that the child shall assist with the duties of the home in

return for room and board and a small monthly cash wage. The work home must never be that of a motherless family or one in which the mother, if living with her husband, is employed away from the home.

FAMILY CONDITIONS

(a) Work-home mother must be of suitable age and temperament to understand the problems of children. Mental and physical health of each member of the family must be good.

(b) There shall be no mentally defective person in the family.

(c) No adult male roomer or boarder shall be permitted, nor shall there be members of the family over 12 years of age of the opposite sex—other than the work-home parents.

(d) Satisfactory references must be furnished from persons who know the applicants in their own homes, and who can vouch for their moral characters.

HOUSING

(a) Home must conform in building and maintenance to the sanitary and fire-safety ordinances of the city and county.

(b) The home must be in a residential district (not commercial and factory), with sufficient room to accommodate the family group and work-home child in a comfortable and sanitary way.

(c) There shall be provision for the meals at a table.

(d) The home must be in the district where the child can attend school within convenient distance. The child shall be given an opportunity to attend Sabbath school or church.

(e) Sleeping rooms must afford at least 500 cubic feet of space for each occupant and each bedroom must have sufficient outside windows. No child may sleep in a room opening onto an inner court.

(f) Every work-home child shall have an individual bed.

(g) A work-home child shall not sleep in the bedroom of a person of the opposite sex over the age of 3.

(h) Each bed shall have a good spring, a clean, comfortable mattress, and adequate bedding.

HEALTH

(a) Before admission to the home, each child shall have a physical examination, and a copy of the findings kept in the files of the placement agency.

(b) Any illness of a child must be reported at once to the placing agency or to the parent or guardian of the child.

DIETARY

The dietary must be wholesome, nutritious, and suitable for the child.

DUTIES

HOURS OF SERVICE:

The work-home child shall not arise before 6:30 a.m.

Not more than one half hour service before school should be given by the work-home child.

Three hours' work after school is the maximum to be given.

Four hours' housework on Saturday is the maximum.

Retire from 9:30 to 10 p.m., by which time the work-home child must have prepared her class lessons for the following day.

TIME OFF FROM SERVICE:

One afternoon or evening each week, or its equivalent, away from the work home.

Every other Sunday, all day, or the afternoon and evening of every Sunday. The same to apply to holidays.

The placement agency and the work-home mother to be responsible for the planning of the recreation of the work-home child.

WORK

A definite written schedule, setting forth every duty of the work-home child, should be drawn up before employment; and a copy should be provided the work-home mother, work-home child, and the placement agency. Duties are to be selected from the following classes *only*:

Washing dishes; assisting with cooking, clearing and setting the table; care of own room and personal effects; making beds; running errands; caring for, playing with, and entertaining children; dusting and cleaning. (General scrubbing, family washing and family ironing, are *not* included in the duties of the work-home child.)

WAGES

\$10 to \$15 per month is to be paid, according to the age of the work-home child and the amount of service rendered.

REPORTS

(a) On the contemplation of a move by the work-home family, the placing agency must be notified.

(b) The placing agency must be notified within 48 hours of any changes in the personnel of the home.

Appendix V.—HOW EMPLOYMENT BUREAUS MAY MEET DEPRESSION EMPLOYMENT PROBLEMS

STATEMENT OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS' NATIONAL BOARD,
NOVEMBER 1931

HOUSEHOLD EMPLOYMENT

The problems

Standards of work and standards of placement are being lowered. Many girls formerly working in other fields are now taking positions in households, and often they are untrained and have no permanent interest in the work. Employers are offering lower wages, often below a standard on which a girl can live. Reports from all sections of the country show that employers are even offering full-time work in exchange for room and board.

Methods of handling these problems

Placement standards.—Believing as the association does that every effort should be made to improve working relationships between household employers and employees, to maintain fair wage scales, and to develop more efficient workers, and in view of the deplorable conditions brought about by this period of depression, the committees of those bureaus placing household employees, in cooperation with the industrial committees and other groups interested in household employment, could very well study and draw up standards of placement for different types of workers. Successful household employees should also be consulted. The committee could determine a fair amount of work for a girl to give in exchange for her room and board. They could determine the amount and the quality of work which she should give for the different wage scales and for hourly work of various kinds, such as cooking, cleaning, waiting on table, mending, the care of children, and so on. Along with this should go a study of acceptable working and living conditions. Everything should be done to discourage the very low wage rates. They tend to lower standards and have a harmful effect on the purchasing power of the girls, to say nothing of the effect on the morale of those who have to accept such positions. Employers are being urged to employ workers by the hour at the prevailing wage rates and so maintain a fair wage for the time and quality of work given. It must be remembered that if girls do not receive a fair wage and if this is not a living wage the community will pay the difference in relief. "Perhaps the same employer (who offers the very low wage) may be obliged to assist the girl's family when he contributes to the relief fund which will be raised this winter. Shall it be a charity or a living wage?"

When the positions offered are below the standards that are acceptable to the association, the position, if possible, should be referred to a relief organization, and applicants who may accept such positions should also be referred to the same organizations. Occasionally, because of the inadequate qualifications of the applicants, and the scarcity of openings, a secretary may feel she is justified in telling an applicant about a position, because although the wage offered may be below the standard of such work as determined by the committee, the other conditions may be good. If such a position is accepted (there being no relief employment organization to whom it can be referred), the employer should be told that it is below the standard set by the bureau. She can be told that she

cannot expect a very competent worker, that when better openings come to the bureau the girl will be notified of such opportunities, and that the position is considered in the nature of relief. The girl accepting such a position should know that the association does not consider it desirable.

The secretary should keep in touch with applicants placed in such positions and notify them of more desirable openings. They should be encouraged to take further training so as to make themselves more efficient and able to hold the better positions.

In a few cities the members of the employment committee have given regular and valuable time to the follow-up of the young workers, notably Detroit, Mich. They have talked with the girls and with their employers. They have found out from both how the work has been progressing, the hours on duty, the hours off duty but on call, the amount and regularity of free time, and other working conditions. This follow-up work can be done after members of the committee have given thought and study over a period of time to the problems presented both by the girls and by the employers and after careful study of all written material.

Letters have been sent to household employers stating the situation among household employees, and they have been asked to maintain good working conditions and to recognize other standards which will make it possible to maintain and improve the status of household employment.

Training courses.—Short training courses have been established. It must not be forgotten that many girls who now ask for and accept household positions have no real interest in that type of work and no very real desire to improve the quality of their work, as they consider the work only a "stop-gap" until their former positions or others more congenial to them are open. There will be a few who will be interested because they like the work and for them and for those already in household employment, short training courses will meet a decided need. They have already been established with varying degrees of success. In starting these courses care must be taken that the desire for such training comes from the girls themselves and not alone from the committees and the employers, who are most conscious of the great need for competent workers. Most of the courses that have been successful have been given over a period of weeks for the girls who have already secured positions and who have the cooperation of their employers. The most successful courses are given by women trained in home economics and in methods of teaching. The advice and often the help of the home economics department of the public-school system or of a near-by college or university can be secured. They are generally glad to help in developing and carrying out plans for raising the status of household employment. Better working conditions and better qualified workers will raise the whole field of household employment, and draw to it a high grade of worker.

