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UNITED STATES DEPARTMENT OF LABOR
WOMEN'S BUREAU

Bulletin No. 135

THE COMMERCIALIZATION OF THE
HOME THROUGH INDUSTRIAL
HOME WORK

*THE home has been the family shelter
through the centuries. To prevent
the distortion of its social function
through use by profit-making industries
is the responsibility of society*

UNITED STATES DEPARTMENT OF LABOR
FRANCES PERKINS, Secretary
WOMEN'S BUREAU
MARY ANDERSON, Director



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HOME WORK



BULLETIN OF THE WOMEN'S BUREAU
No. 135

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

October 19, 1935

Mr. Roy Ellis
Southwest Missouri State Teachers College
Springfield, Mo.

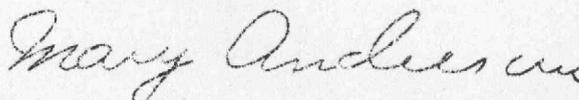
My dear Mr. Ellis:

We wish to call to your attention the enclosed study "The Commercialization of the Home Through Industrial Home Work" which has just been completed by our Bureau. We believe this bulletin to be a contribution to the understanding of the problems of working women and their families in relation to industry, and therefore to be of value to students of sociology and economics.

Many people confuse the conditions surrounding a home maker who produces in her leisure moments with the situation which results when work is taken into the home from profit-making industry. In this study the undermining effects of the latter type of home work on factory working conditions and on family life are shown, as well as the resultant cost to the community in health and in dollars and cents through relief expenditures. The bulletin outlines the problem, lists the industries and localities in which home work is carried on, describes the attempts through legislation which have been made to remedy the situation and outlines steps to be taken to eliminate the problem in the future.

We hope that this presentation of one of the most serious of our present industrial problems, will be of use to you in the classes of your economics or sociology departments. If you wish additional copies of the bulletin for the use of students or instructors, we shall be very glad to send them to you.

Yours sincerely,


Mary Anderson, Director.

(1508)

LETTER OF TRANSMITTAL

UNITED STATES DEPARTMENT OF LABOR,
WOMEN'S BUREAU,
Washington, May 1, 1935.

MADAM: Efforts to bring about the elimination of industrial home work have revealed that many people do not distinguish leisure-time production within the home for family use or for personal sale from full-time production in the home for commercial enterprises. This bulletin has been prepared to acquaint the consuming public with the undermining effects of the latter type of home work upon family life and upon standards of factory working conditions, and with its cost to the community in health and in dollars and cents.

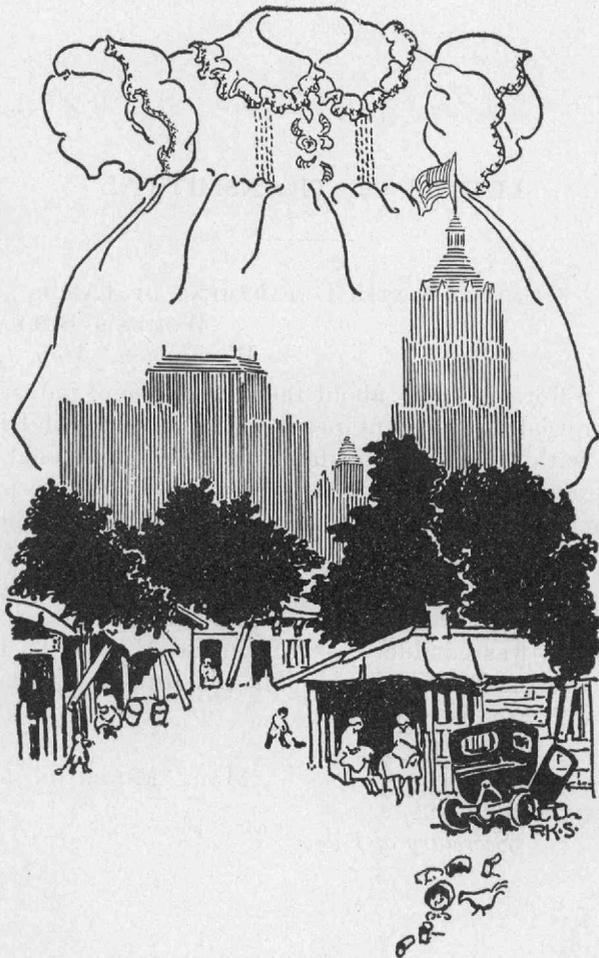
The research was conducted by Catharine R. Belville under the direction of Bertha M. Nienburg. The illustrations are the work of Carrie Ivie and Phyllis K. Sellers.

Respectfully submitted,

MARY ANDERSON, *Director.*

HON. FRANCES PERKINS,
Secretary of Labor.

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IN THE SHADOW OF BEAUTIFUL BUILDINGS THE
INDUSTRIAL HOME WORKERS EMBROIDER LOVELY
INFANTS' GARMENTS IN MISERABLE HOMES.

The Commercialization of the Home Through Industrial Home Work

Part I.—INDUSTRIAL HOME WORK—THE SYSTEM

1. What is it?

The use of the home as a workshop and of the home maker and her children as producers by profit-making industries.

2. Why is it?

(a) Products can be manufactured more cheaply than in especially established workrooms or factories.

Industry pays no rent for the work space, no bill for power, light, heat, or water;

It pays little or nothing for equipment;

It pays only for perfect work and charges spoiled materials to the home worker;

It pays for perfect work by the article at a rate far below factory piecework rates;

It can require delivery of finished products in marketable quantities in a limited time and thereby force the home worker to work long hours and toil far into the night;

It assumes no responsibility for the continuous employment of home workers during any day, any week, or any month.

(b) The home maker, anxious to add to meager family income and to have some earnings she can call her own, is an easy prey to offers of pay for work in her home.

3. Where is it?

It is in every State in the Union, for it seeks out the farm homes scattered over the countryside and the city homes in congested districts, where poverty or lack of contact with other workers prevents the development of any bargaining power on the part of the home worker.

4. How long has it existed in the United States?

It dates back to the beginning of the modern industrial system. Mechanical power, by means of which the factory system was

developed and home manufacture for home use ended, was applied but slowly in some industries. Wherever hand production was continued and a demand for quantity production existed, home work for profit-making industry became a vital problem.

5. Why is it of special concern today?

- (a) Efforts to raise *factory* wages from depression levels to minimum standards in industries or occupations in which any home work exists are frustrated by competition from low-priced home work.
- (b) Efforts to increase piece rates paid to home workers so as to yield a minimum standard rate have failed.
- (c) The public relief rolls must carry many families whose members are employed by industry on home work.
- (d) Unemployment of husbands, sons, and daughters increases the number of home makers and other family members ready to accept low rates of pay.
- (e) The present tendency to deprive married women who have been wage earners in the business world of their wage-earning positions forces them to take work into their homes.

Part II.—KINDS AND LOCATIONS OF INDUSTRIAL HOME WORK ¹

[As of March 1935]

Home work can be eliminated only when its ramifications through industry into homes in many parts of the country are known and the problems surrounding its elimination under varying conditions are considered fully

1. Unskilled or Semiskilled Hand Work, Sent Out by Factories into City Homes and/or into Rural Homes

PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Animal soft hair.....	Dressing and washing hair for expensive brush manufacturers, furriers, and jobbers. Home workers are employees who take work out from plants after hours.	Mainly New York City and Philadelphia, with some in Chicago. (Small industry.)
Artificial flowers.....	Reproducing flowers and plants from all types of materials except ribbon, using glue and tapes in the making. No sewing operations.	Centers: New York City, Chicago, St. Louis, Providence, Philadelphia, and scattered in New Jersey, Pennsylvania, on West Coast, and in Florida.
Awnings, sailcovers, tents.	Sewing sails by hand; some cutting.	Mainly New England; cities on Great Lakes.
Baseballs.....	Stuffing and stitching cheap baseballs.	Rhode Island, New York, Connecticut, Massachusetts, New Jersey, Missouri, Kentucky, and Tennessee.
Beads, strung.....	Stringing beads on slender threads, and making these strings up into bunches.	New York City and Leominster, Mass.
Beauty and barber pads used in permanent waving; also solution used on hair during process.	Attaching felt pads to small rectangles of paper and tin foil. Making solution.	All over the country.

¹ Each of the products listed in this section and in the appendixes was reported upon by Federal or State departments of labor, by N. R. A. code authorities or deputy administrators, or by Federal Emergency Relief Administration home visitors. The lists do not include work done only by licensed home workers.

1. Unskilled or semiskilled hand work sent out by factories—Con.

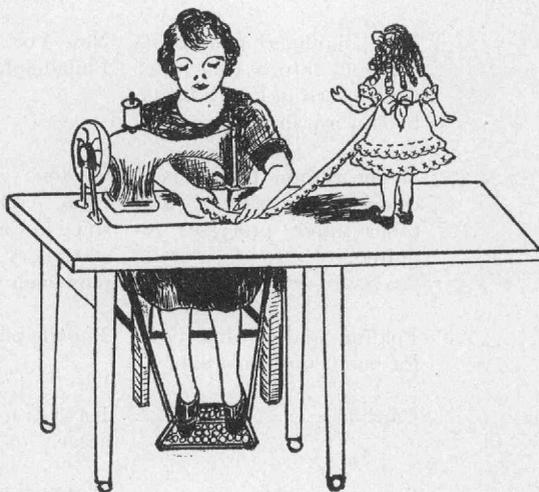
PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Bone buttons.....	Sewing buttons on cards, known as carding.	Connecticut, Massachusetts, Virginia, and North Carolina.



Brushes.....	Brushing bristles.....	Chiefly Illinois, New Jersey, New York, Massachusetts, Ohio, and Maryland.
Buckles, bows, or other such trim for shoes.	Making from leather, ribbon, etc., by covering buckle frame with leather, or sewing beads on buckram top; twisting material into bows; or making other novelty trim.	Women's shoe centers at Haverhill, Lawrence, and Lynn, Mass., and Pennsylvania, Maine, Missouri, New Hampshire, and Wisconsin.
Candles.....	Decorating fancy shaped candles.	Scattered through small shops.
Celluloid buttons and buckles.	Carding.....	Ninety percent New York City; rest scattered over the country.
Clothespins.....	Attaching metal springs to small pieces of wood to make spring type of clothespin.	Farms in Vermont.
Cotton garments.....	Collar turning.....	Middle West and South.
Curled hair.....	Washing hog and goat hair; some bleaching. Done by factory employees at home after hours.	New York City, Chicago, California, Indiana, Ohio, and Pennsylvania. (Small industry.)

1. Unskilled or semiskilled hand work sent out by factories—Con.

PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Curtain rings-----	Crocheting thread over rings used on cords for window shades.	Centers: Philadelphia, Chicago, and New York City.
Dolls' dresses-----	Making by machine-----	Chiefly New Jersey and New York.



Electrical wiring devices, e. g., floor plugs, wall sockets, cord sets, iron cords, fuses, etc.	Assembly, or putting together the several small parts composing the article.	New York City, Philadelphia, and Chicago.
Fishing tackle-----	Making flies, winding bamboo rods, sewing lines on cards, tying cord in round flat bunches, making small tip parts for rods, and winding reels.	Scattered.
Flags-----	Hand trimming edges of stars and machine sewing stars to flag, as well as hemming flag.	Pennsylvania. (Small amount.)
Fountain pens and pencils with inserted lead filler.	Assembly of 10-cent pencils and 25-cent to \$1 fountain pens.	Center: New York City, with some in New Jersey.
Fresh-water pearl buttons.	Cutting by means of a simple lathe, done by men or women, and carding.	Chiefly Iowa.

1. Unskilled or semiskilled hand work sent out by factories—Con.

PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Garters-----	Putting on metal clamps, garter pads and hooks, etc., known as "stringing"; men's and women's garters.	Women's: New England, New York, New Jersey, and Illinois. Men's: Chiefly New York and Massachusetts; also some in New Jersey and Connecticut.
Gold leaf-----	Hand hammering or beating gold into a thin sheet leaf; inserting leaves into a book, form in which sold.	New York City, Boston, Philadelphia.
Greeting cards-----	Tying ribbon bows, hand coloring, inserting, and other minor processes required.	Centers: New York, Ohio, Wisconsin, with some in California. Local stationery store may employ such workers.
Hat bows-----	Folding and sewing bows for bands on men's hats.	Philadelphia.
Hooks and eyes-----	Carding-----	Eastern metropolitan areas.
Horsehair-----	Scrubbing hair, done entirely by men employed in the factories during the day.	Philadelphia and Chicago. (Very small industry.)
Inner soles-----	Pasting felt or other soft material to inner soles for shoes.	In and around shoe centers of Illinois, Massachusetts, Pennsylvania, Missouri, and New Hampshire.
Lace-----	Pulling the thread to separate each strip of insertion or edging from the next, in the wide bands in which lace is woven. Folding lace bands and tying.	Rhode Island, Connecticut, and Pennsylvania.
Lamp shades-----	Sewing pieces of silk or other cloth over wire frame; sometimes winding tape around wires before making.	New York, Philadelphia, Chicago, and other metropolitan centers.
Leather buttons-----	Carding-----	Boston, Providence, and New York City.
Linens, domestic decorative.	Cutting off threads; some inserting of lace.	Chiefly New York.

1. Unskilled or semiskilled hand work sent out by factories—Con.

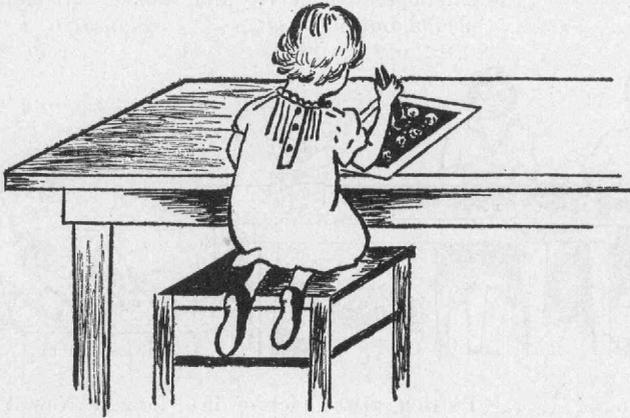
PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Maps, valentines, or other printed or decorated cards or papers.	Pasting or gluing the card or paper on a mat or backing.	Scattered.
Ocean pearl buttons---	Carding-----	New Jersey, Connecticut, Massachusetts, New York, Pennsylvania, and Illinois.
Paper novelties for parties.	Making all types of favors and place cards by hand.	All over the country.
Pecans, shelled-----	Cracking nutshells with a hand-operated lever and picking out nut meats.	Texas, Louisiana, Oklahoma, Mississippi, and Arkansas.



Picture frames-----	Putting glass, picture inset, and backing in cheap frames for sale in limited-price stores (not done in better grade frame manufacture).	Largely New York City and Chicago; New York State, Maryland, Pennsylvania, Ohio, Michigan, Wisconsin, Missouri, Texas, and California.
Powder puffs-----	1. Hand sewing the opening in seam of two disks of cotton velours, previously stitched by machine and stuffed with cotton filling. 2. Pasting together the two pieces of skin of an eider-down puff.	New York chiefly and Chicago.
Punch boards-----	Filling holes in board with numbers torn from paper.	Michigan City, Ind.
Rags, balled-----	Cutting mill remnants into strips, sewing strip ends together, and rolling into balls for rag rugs.	Philadelphia.

1. Unskilled or semiskilled hand work sent out by factories—Con.

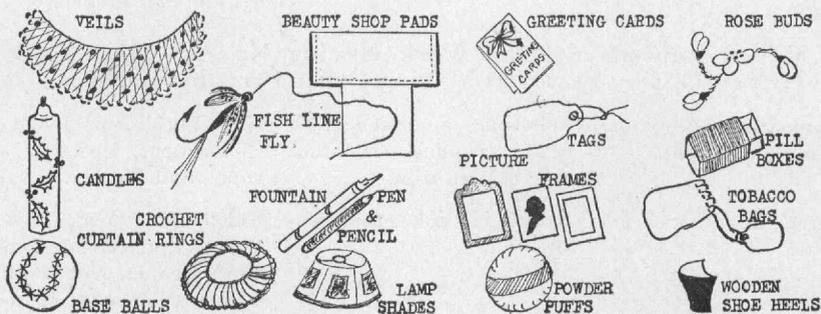
PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Rose buds-----	Hand sewing from ribbon into single flowers or clusters of flowers.	Ninety percent of industry in New York.
Safety pins-----	Carding or stringing on metal rings.	Eastern metropolitan areas.
Set-up paper boxes----	Assembling pill-box drawer and slide sections.	Chiefly Philadelphia.
Snaps-----	Carding. (Children found using clothespin to fasten snaps.)	Philadelphia, New York, and other eastern seaboard districts.



Tags-----	Inserting cord or wire through hole of tag and knotting same.	New York, New Jersey, Ohio, Indiana, and Illinois, but scattered elsewhere. (Brought into factories in Massachusetts and Rhode Island.)
Tally cards-----	Pasting slips of paper bearing hidden numbers on a card.	(No record of localities as yet; this is a new industry.)
Tobacco bags-----	Attaching drawing string and paper tag (round disk) to tobacco bags.	Mainly Virginia, but also near all other leaf tobacco manufacturing centers.
Vegetable ivory buttons (made from a South American nut).	Carding-----	New York, Virginia, and Pennsylvania. (Small amount.)
Veils-----	Inserting chenille dots into the mesh of veiling.	New York City and New Jersey.

1. Unskilled or semiskilled hand work sent out by factories—Con.

PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Wood heels-----	Gluing or cementing leather or celluloid sheets on wooden heels.	Chiefly Boston, Brooklyn, and Providence, though around other shoe centers also.



2. Skilled Work Sent Out by Factories and Done Entirely by Machine or Partly by Machine and Partly by Hand

(a) Still part of traditional home-work system

Leather gloves-----	Machine sewing of "fine" gloves (as opposed to work gloves), and hand finishing them by trimming edges and knotting and cutting off thread ends.	In and around Fulton County, New York.
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Merchant and custom tailoring.	Making men's and women's tailored clothes to measure.	Chiefly Philadelphia, New York, and Chicago.
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(b) Modern industries

Cotton garments-----	(1) Making women's dresses by machine (there may be some hand work on them). (2) Overalls-----	(1) Middle West and South, also Philadelphia. (2) Louisiana.
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Dresses and blouses----	Making garments and accessories, or merely attaching buttons, frills, jabots, or other decorative trim, by hand or machine.	Pushed out of New York City to New Jersey, to Baltimore, to Kansas City, where there is still a little. Some also in Philadelphia.
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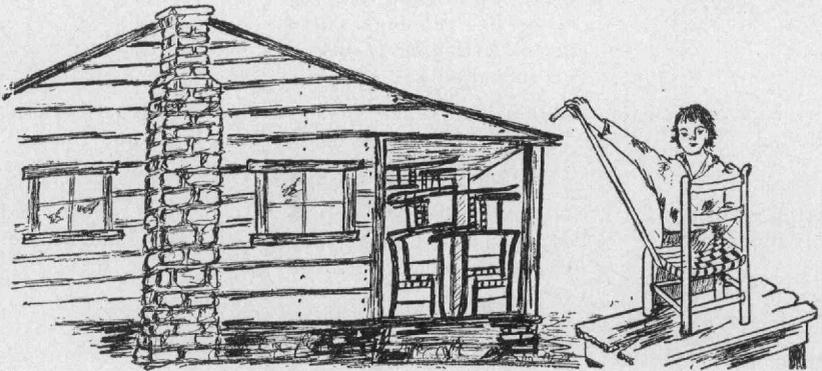
Fur jackets, muffs, collars, and cuffs, and novelty fur trim for cloth as well as fur coats.	Making by hand and machine.	Eighty-five percent in New York City; next largest center Chicago, then Minneapolis and St. Paul; some in St. Louis, Spokane, Seattle, and Los Angeles.
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2. Skilled work for factories, entirely or partly machine—(b)
Modern industries—Continued

PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Women's neckwear.....	Chiefly machine making of collars or other neckwear.	Eighty percent in New York; rest in Massachusetts, Chicago, Los Angeles, and San Francisco.

3. Skilled Repetitive Hand Work Having No Art Sales Value Given Out by Factories Making Other Parts by Machine

Beaded bags, dress materials, or clothing.	Following a design with beads, sequins, or other type of such trim.	New York, New Jersey, Connecticut, Pennsylvania, and Florida.
Berets or other headwear.	Knitting or crocheting from directions.	Chiefly New York, New Jersey, Connecticut, and Pennsylvania, but work is done all over the country.
Buttonholes (men's clothing).	Buttonholing by hand.....	Philadelphia.
Caned chairs.....	Hand weaving of seats of chairs.	Kentucky, Tennessee, North Carolina, Indiana, and scattered.



Simple hand embroidery on— Following simple design.

- | | | |
|---|--------------|--|
| (1) Women's undergarments made of cotton or silk; | | (1) New York City, Philadelphia, with some in other United States clothing centers; Puerto Rico. |
| (2) Children's clothing; |do..... | (2) Same as above, also northern New Jersey, Indiana, and Virginia. |
| (3) Table or other household linen. |do..... | (3) Mainly Puerto Rico, with some in New York City. |

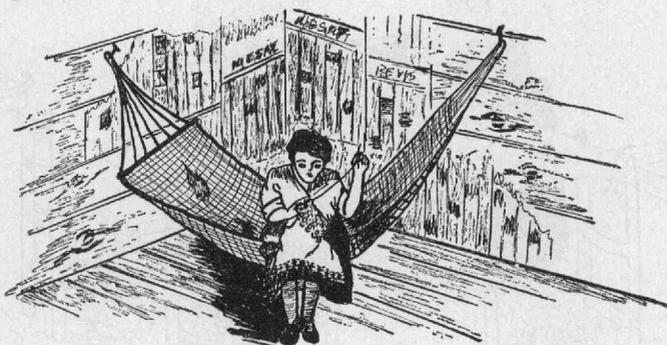
3. Skilled repetitive hand work having no art sales value, for factories making other parts by machine—Continued

PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Hosiery-----	Clocking and mending----	Pennsylvania, New York, New England, and North and South Carolina.
Lace, cutting-----	Cutting the scallop or other design along the edge of lace edging.	Rhode Island, New York, and New Jersey.
Silk blouses-----	Making by hand-----	Puerto Rico.
Woolen cloth, mending.	Darning spaces missed in machine-making process.	Rhode Island.

4. Hand Crafts Having Art Sales Value ²

A.—Skilled Craftswomen and Men in Rural Communities and Small Towns Employed by Local or Distant Commercial Enterprises That Do Not Operate Factories

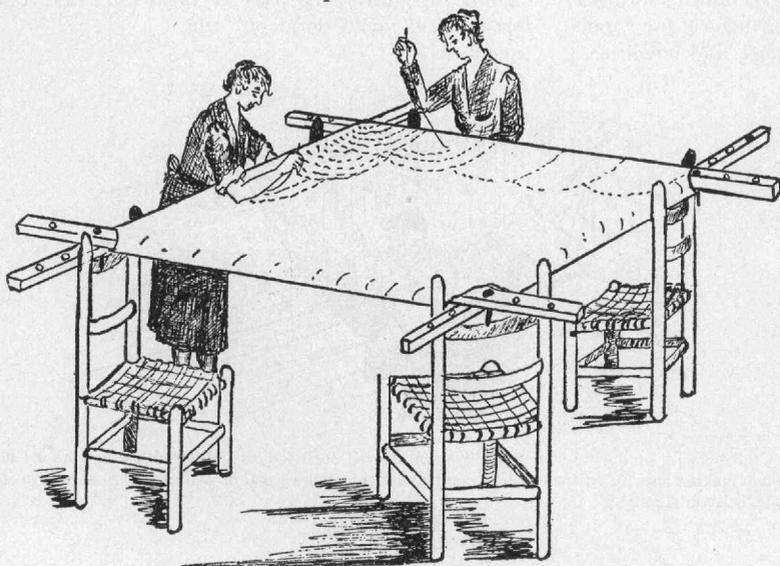
Baskets-----	Hand weaving of different types.	New England, southern mountains, and Southwest.
Candlewick bedspreads.	Tufting of unbleached muslin sheeting with a design, by pulling several strands of yarn through spots marked for tufts, then clipping yarn so tuft is formed; French knots sometimes included. Some spreads fringed.	Northern Georgia, northern Alabama, south central Tennessee, and South Carolina.
Embroidered infants' and children's dresses, silk lingerie for women, linens, and novelties.	Requiring some original designing of embroidery patterns with exquisite detail of execution.	Chiefly Puerto Rico (see typical interior); Louisiana.



² Craftspersons producing own work for sale are not included as industrial home workers; nor are women making hats for customers, who come under the Retail Custom Millinery Trade code (a supplement to Retail Trade).

4. Hand crafts having art sales value—(a) Skilled workers in rural communities and small towns employed by enterprises that do not operate factories—Continued

PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Hooked rugs-----	Dyeing materials, then cutting into strips and attaching ends. This stripping is pushed through burlap or other backing in short loops; various colors used to make pattern.	North Carolina, Tennessee, other southern States and New England.
Knitted or crocheted sets of sacks, bootees, and caps for infants; also bootees (separate).	Hand knitting or crocheting.	Pennsylvania. Mailed to such States as Maine, West Virginia, Tennessee, Ohio, Wisconsin, Michigan, California, Arizona, Colorado, New Mexico, Oregon, and Washington.
Quilted and appliqued comfortables, robes, cases for handkerchiefs, lingerie, etc.	<p>1. Sewing outside or cover material and padding with fine lines making a design (simple quilting), or sewing cover material and backing with design, then stuffing the design with cotton (Trapunto quilting). Work often done on silks, necessitating greatest care as well as exquisite workmanship.</p> <p>2. Appliqueing of cut pieces to cloth which may or may not be quilted.</p>	Kentucky. (Crafts persons producing own work for sale are not included).

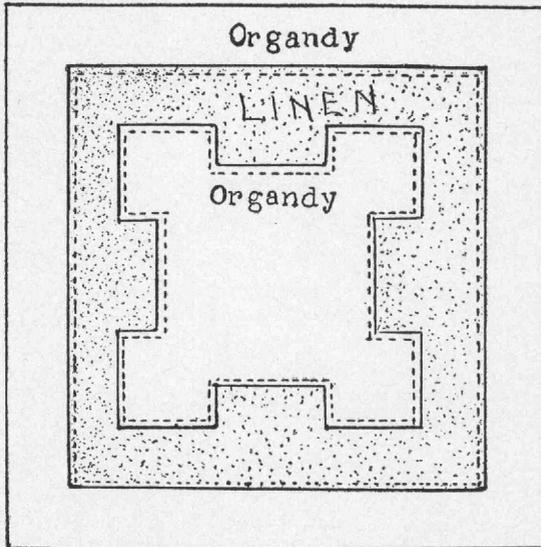


4. Hand crafts having art sales value—Continued.

B.—Skilled Craftswomen and Men Largely in Cities

(1) Employed by local or outside commercial enterprises that *do not operate factories*

PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Infants' and children's dresses.	Making garment by hand and often planning as well as embroidering the tiny details of the design.	San Antonio, Tex.
Handkerchiefs-----	Rolling, whipping, hemstitching edges, or adding lace to them; embroidering, appliqueing, hemstitching, or fashioning other type of trim on body of handkerchief.	Los Angeles, San Francisco, San Antonio, Enid (Okla.), and scattered.

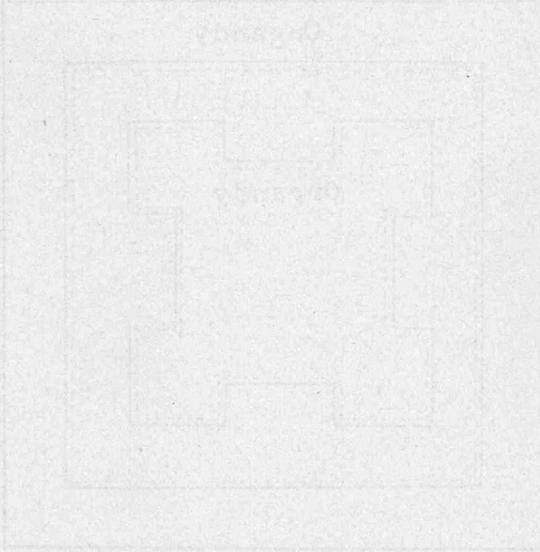


Women's knitted or crocheted sports wear. Knitting often in fancy stitch or using 3 or 4 threads to form plaid. Workers usually knit skirts only, or jackets only; therefore samples of work must be submitted so other garments may be exactly matched as to type and size of stitch. Plans so intricate that patterns are drawn for worker with directions in language she understands. Largest center, Philadelphia; but home knitters working for a local shop may be found in cities and towns all over the country.

4. Hand crafts having art sales value—(b) Skilled workers largely in cities—Continued

(2) Employed by local or outside commercial enterprises *operating factories*

PRODUCT	KNOWN HOME-WORK PROCESS	KNOWN LOCATION
Art needlework-----	Making up samples that will best illustrate the loveliest articles that can be made from the products of such factories as yarn mills, embroidery-thread plants, stamped table- or household-linen factories, and places selling novelties that may be made up at home and are demanded by the personal or household styles of the moment.	New York City, Pennsylvania, Illinois, and Maryland.



Part III.—NUMBER OF HOMES AFFECTED

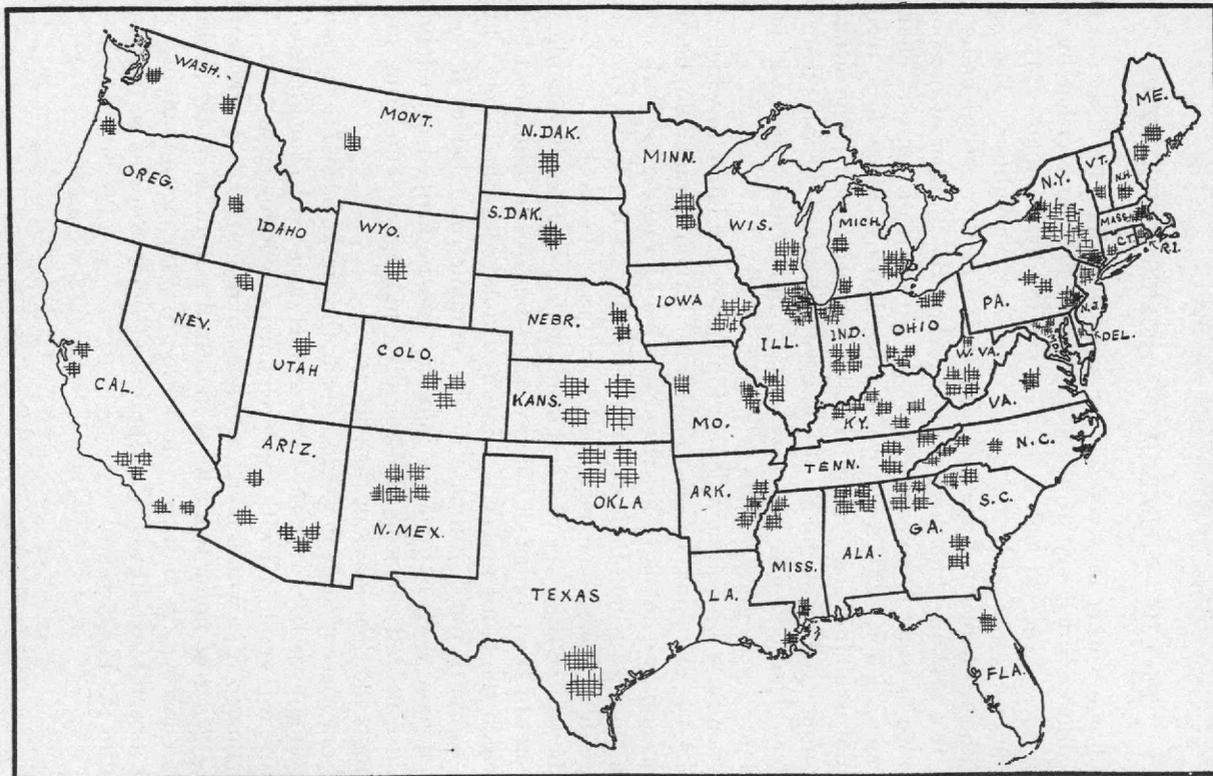
A home worker may receive her work by calling for it at the factory, through delivery from the factory to her home either by mail or by messenger, through a contractor hired by the factory, through subcontractors hired by contractors, or from a neighbor. Her name and the work received may be a matter of factory record under the first two systems, but there is no check on the number of persons in her own or other families who may produce part of the work charged out against her. When the work is handled by contractors, records are not available concerning home-worker personnel. The situation is complicated by shipment of home work into many States from one center. Consequently, all statements of numbers employed at home work are rough guesses.

When States require employers to register any home to which they send work, or require homes to be licensed, there is much duplication. Each employer tends to list those to whom he *may* give work rather than those to whom he is *actually* giving it. Nor does he know how many in any one home may be engaged upon the work.

The United States census is the only source even fairly reliable, and this not of the number of home workers but of the number of homes in which the home maker is gainfully employed in the home. From this source a rough estimate of the minimum number of homes in which paid work is done for industry can be arrived at, minimum because not all the women doing dressmaking or laundering are in business for themselves in their homes.

From these records it would appear that in at least 77,000 homes, scattered over 48 States, the home maker, assisted by members of her family, was employed with some regularity by industry in 1930. (To add Puerto Rico would increase this number, naturally.) Since 1930 some types of home work have increased and others have declined. It is conservative, however, to state that the accompanying map indicates the extent and distribution of home work at its minimum level in the last 5 years.

THE GENERAL SPREAD OF HOME WORK IN WHICH MANUFACTURING FOR INDUSTRY IS DONE, BY STATE



Part IV.—TYPICAL HOME WORKERS

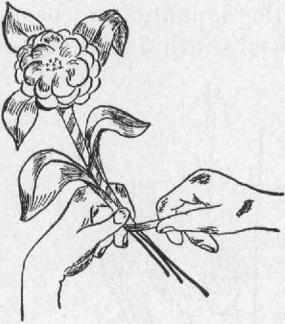
While home workers have a common problem—too meager family income—they are of many nationalities, have varying degrees of education and skill, and live under diversified conditions

Their stories are told in the following silhouettes.

UNSKILLED WORKERS

Tag stringing With stolid calm, this 44-year-old Polish woman presides over the table at which she and 7 of her 11 children string tags. Only the 4 youngest boys do not assist. The 3 oldest children not only contribute by assisting at night but work during the day at the cotton or waste mills. The mother, once widowed, and deserted by the second husband, keeps the old house spotlessly clean. Her children stop at a factory on their way from school to obtain tags for stringing. They carry home all that are available and after an early supper gather about the table to slip cord or wire into the holes in tags. Eight members working together can finish 5,500 shipping tags between 6 and 9:30 o'clock. This means 55 cents a night for their joint labors. The pile is ready to be returned before school the next morning.

Artificial flower making Contrast with this a New York City tenement in which artificial flowers are made. Even with artificial light the rooms are too dim for clear seeing. The flowers and parts are scattered over the dirty, unmade beds and the floor. Children, pale and sickly, sit on the floor working on the flowers. The mother's clothes are grimy and ragged. The children have neither shoes nor dresses; they wear old spring coats over their dirty underwear. One little 8-year-old girl, bending wires with her teeth, held up a lacerated thumb caused by working with the sharp wires used on the leaves.



Garter making An energetic woman is Mrs. Lee. Her husband is a truck driver who earns about \$21 a week when employed. But his employment is not steady. Although Mrs. Lee has budgeted the family expenditures at \$15 a week, to insure payments on their home and to meet unforeseen illnesses of her 2 children and other demands, she makes up garters complete on her electric sewing machine. Whenever she can, she goes to the factory for her materials

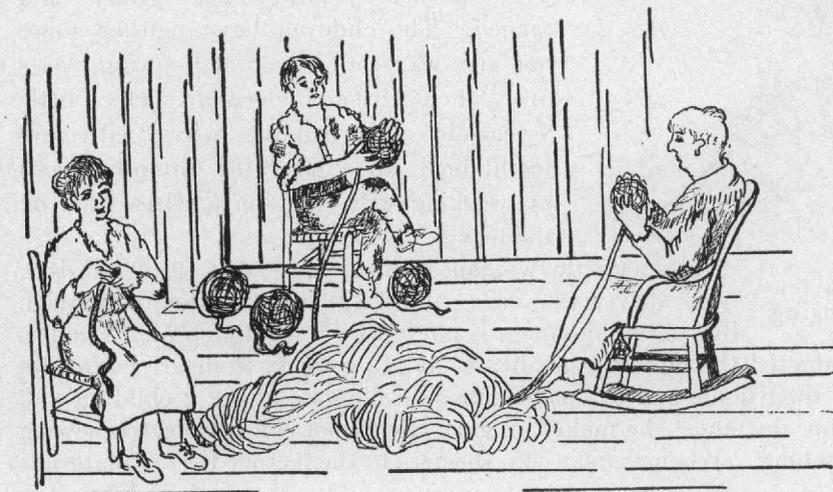
in the morning, returns the finished dozens by evening and secures a second lot to work on at night. Her husband usually helps in the evenings from 4 to 6 and sometimes her son of 14 helps a little. But for the most part her own labor adds \$5.50 to the family coffers each week.

Lace pulling

About the kitchen stove in a pretty vine-covered home a Portuguese mother and father and 21-year-old daughter, a high-school graduate, work intently at pulling the threads to separate bands of lace woven by machine in one web. The last 2 days the son and his wife have pulled lace too, first working from 8 in the morning until 11 at night, with only meal time out, and on the second day from 7 until 5, when the last band of lace was folded and tied for the contractor, who charged them 10 percent for delivery and collection. The five adults had separated 248 bands of 1-thread lace and made \$6.70 together, or \$1.34 apiece for between 15 and 20 hours of work. When work can be got nearby the men folks will work outside the home. But the Portuguese mother will continue her lace pulling, as she has been doing for over 10 years.



“What else I do?” Mrs. Antonio’s feeble old hands dropped in dejection into her lap. Yesterday she had secured rags from the factory that over 40 years ago had given her work when, a middle-aged woman, she had brought her family to Philadelphia from Sicily. Now her son-in-law had been laid off over 3 months from the steel mill and the daughter had been out of work ever since her hosiery mill had moved south 5 years ago.



But Maria, the other daughter, "who had never even talked though she was over 30", had to be taken care of and now they all needed food badly.

So Mrs. Antonio had hobbled to the carpet factory where for years she had received rags and yesterday she was given two bundles. The son-in-law had cut rags all day yesterday, and today as the daughter and Mrs. Antonio sewed, and Maria wound one ball, he had begun to roll also. They had figured that in a week they could earn \$2. After the daughter had told the story more clearly, Mrs. Antonio added, "Ya, we got house when we first come" (a neat but now very run-down brick-front home, one of a row) "but now we got only house, not even bread; and we can't ask Welfare, we can't."

SKILLED REPETITIVE WORKERS

Chair caning In a small house in Kentucky a young grandmother remarked, "I've raised my family with chairs; sat and rocked the cradle with one foot and weaved seats with the other side of me." Her finger nails were worn to the quick, and her hands were sore. Chairs were stacked on the porch, in the yard, and in the rear of the house. But the family earnings from chair caning over the past year had been but \$86.45. Her son's earnings in the chair-caning factory had provided most of the income. The family garden had given them vegetables.

Mending woolen cloth "Yes, before I was married 15 years ago, I worked in the mill. I wanted to get back—expenses for 10 of us are so high here in Providence. So they took me, but I couldn't make the number of points I had to so as to earn N. R. A. wages. Maybe I can pick up speed working at home; they send me plenty of cuts (100-yard rolls, 100 inches wide) to keep me busy. They sure push people in the factory now. No, we don't report to the mill the time we work on home mending; we can't, for we work too long hours. And there's more people doing home mending now than ever before."

SKILLED CRAFT WORKERS

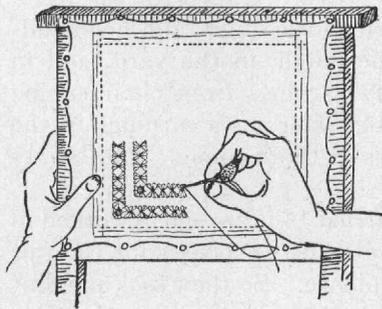
Embroidering infants' dresses The Cardenas family, in Texas, had not been expecting us. Up the sun-baked street with its tiny houses we had come till we found this dilapidated one-room wooden structure with its closet-like chamber for a kitchen in the rear and a porch with broken-down steps in front. The outside water tap came in handy on wash days at least.

Within the bare wood walls we found Mrs. Cardenas, sitting erect on a pile of blankets on the floor, no rest for her back. She was ill and on some days was not able to get out of bed. For this reason and because her eyes were bad she did the hemming, sewed on the narrow lace edging, and did simpler work. One girl was seated on a

wooden box, another on a bench, and a third on a rough hand-made chest, all doing smocking on babies' dresses. They could not sit on the only four chairs the household possessed because the backs of these were cushioned and used for holding the garments that were being embellished.

Mr. Cardenas was at the sewing machine, repairing trousers for the two boys who were out selling newspapers. The family boasted no lamp or light bulb, and explained that when they must work after dark they used candles. They slept on mats on the floor at night. Often the few pennies earned from newspapers sustained them between payments for home work.

Handkerchief making A cultured Swiss woman answered the doorbell in San Francisco. She "had taken to making 'exquisite' handkerchiefs—ah, well." Her husband had been a violinist with a large orchestra. When he lost his position



he organized a small school to teach the children of wealthy families wood carving, but as the depression deepened he lost his pupils one by one. For a while he had kept them without pay, for he was so eager to pass on his art. The home was filled with carved objects, each patterned after some famous original; in one corner he had built a large doll's house and had made the furnishings copies of those in palaces of the Middle

Ages. Though Mrs. M. has never earned more than \$4.50 a week on handkerchiefs and her husband's only source of income is \$4 a week for teaching the violin, the family gets along, even keeping the 12-year-old daughter in school clothes. Rent is unpaid; however, they vow they will do anything to keep from accepting relief.

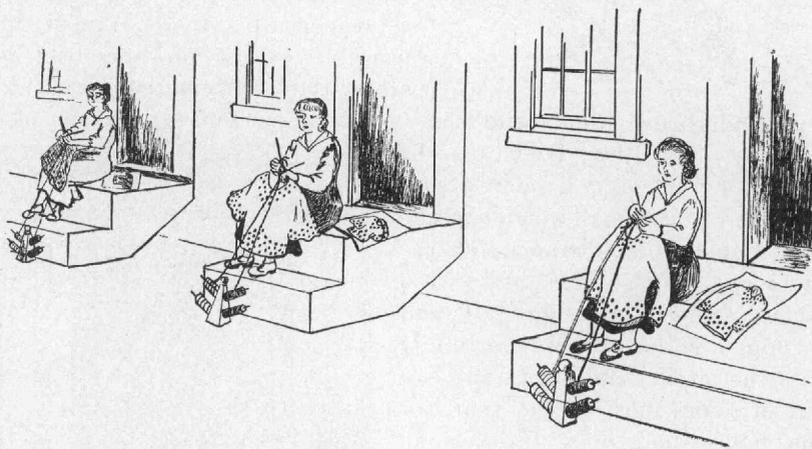
Knitting infants' booties The snow is deep over her country house in Maine, but by the light of the lamp a New England woman is knitting babies' booties at 25 cents a dozen pairs. "It is outrageous", she declares, but what else can she do during the long winter nights that will bring in some money to call her own?

Puerto Rican needlework A woman 18 years old, wife of a young man, is a handworker at Los Angeles in Puerto Rico. She has a pleasing personality though her clothes are in very poor condition, torn and dirty. At present they are living with an old woman and a boy of about 10 years in a hut made of scraps of wood picked up after the last hurricane. They get water at a cascade, a 15-minute walk from the house.

Her husband is not working at present so they live on what she earns. Now she is doing sewing and embroidery on cheap cotton nightgowns; on each she has to do all the sewing by hand and then the embroidery, which takes 3 days of 5 hours each for one garment, and she is paid 90 cents a dozen. As she needs the money for food and it takes the agent some days to deliver the work from Mayaguez, she gets her pay in groceries from the store belonging to the agent's husband. She finds that in this way her pay is reduced, since articles cost her more in this store than in any other. Sometimes she asks for some cash at the store, but it is refused. At present she has eye trouble and every few minutes while she is sewing she has to stand up to put some water in her eyes.

*Knitting
women's
outerwear*

In and around Philadelphia the warm weather draws the city's hand knitters of women's sports wear out of doors to the stoops of their red brick houses. Sitting on the top step with the intricate patterns within easy reach and the spool rack standing on the sidewalk below, they ply their needles from early morning until darkness.



Garment patterns so detailed that they must be drawn almost to size, with directions in the language the worker knows best, call for continuous reference. As many as three or more threads may fashion a plaid, or the thread is twisted by the flying needles so as to make a leaf design on a lacy background. Every stitch must be watched in such work to make it perfect. Such skilled work pays \$7.50 and \$8 a blouse or sweater and takes two weeks of from 40 to 60 hours each, while plain knitting with one thread pays \$4 to \$6 and requires about a week.

One woman knits adult-size fancy-stitch sweaters with pockets and long sleeves, for which she now receives \$4.73 each; she works 6 days a week of 5 hours each, and earns an hourly rate of 14 cents.

She has kept a record of her weekly earnings over the 3 years between September 1931 and October 1934. At first she was able to make \$14 to \$15 a week, but as piece rates were reduced her earnings declined until during 1933 and 1934 she seldom reached \$5 a week. For the entire 3 years her total earnings were \$360.

Quilting and appliqueing The Browns of Kentucky had just finished a chiffon velvet bed covering, with exquisitely fine stitching outlining the puffed sections of the decorations. Such expensive materials are a constant source of worry to the workers, and the Browns, for fear a fly might leave a stain or children's

dirty hands might touch the material on its huge frame, kept it covered with two special sheets and locked in their one bedroom. This left only the kitchen in which the mother and daughter of the family of two spent their lives.

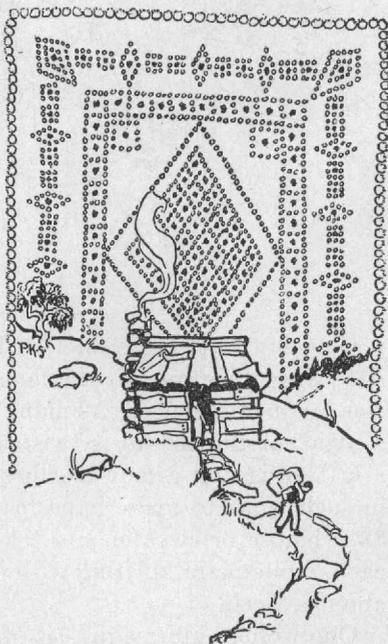
Their home is located 6 miles from the center, or "studio", and is reached by roads almost impassable except on horseback or afoot; they traverse country thick

with underbrush and so wild that even an occasional fox may be seen.

Tufting of spreads The Burnses of Georgia lived in a typical small wooden mountain home some distance off the highway. With Mr. and Mrs. Burns, a son 12, a daughter 10, and 5 younger children, it was fortunate that the family could work and live out of doors most of the year, for the house had only three small rooms, bare of plaster and with a few pieces of furniture.

Although renters "on halves", they had not cleared anything on the farm in 2 years. However, they had raised a good quantity of vegetables, meat, milk, and eggs; and with the aid of the money earned at odd jobs at carpentering and from candlewicking, they had been able to get along. Speaking of candlewicking, Mrs. Burns said,

"That's about the only way we



get our rations * * * buy nearly all our staples that way; * * * not got rich, just pushed us to live. Don't know what we'd 'a' done without that dollar or two a week."

Mrs. Burns works on spreads, when she can get them, every spare minute. Early in 1933 she "had worked spreads" for as low as 6 cents, after the hauler's commission had been deducted. She changed to another company, however, when her husband forbade her to work at this rate. The daughter of 10 is "very good at tufting", though slow. "I figger she does about one-third of what I do on them", said Mrs. Burns.

At the time of interview the family was working on a bedspread that was to pay 68 cents. It was a most difficult pattern and they were about to give up, "just can't make it. Get up at 6 and work till 6. Cow's dry and no churnin' to be done, — ain't took no time out * * * just made a little beans for dinner and cleaned the table up a bit."

While the mother was speaking the son of 10 returned home. When the mother asked him to take the baby, who by now was squalling vociferously, he offered no word of protest, but huge tears rolled down his face. "He's tired," said the mother. "He's been choppin' wood all evenin'."

Part V.—RATES OF PAY AND EARNINGS

Home workers are always paid by the amount produced. The rates are set by the employer; the employee does not protest low rates nor complain of unequal rates on different types of work. She accepts whatever she is given, for fear the work will be turned over to someone else.

Prevailing piece rates and earnings of skilled, unskilled, and semi-skilled home workers are shown in the summaries following.

ARTICLE OR PROCESS	RATE OF PAY	HOURLY EARNINGS AS REPORTED BY VARIOUS WORKERS
Artificial flowers: ¹		
Complete.....	8 cents to \$3 a gross, according to type of flower.	6 to 37½ cents.
Part.....	3 to 40 cents a gross, according to process.	3 to 30 cents.
Curtain rings (crocheted). ¹	25 cents a gross.....	6¼ to 8½ cents.
Carding buttons ²	Not reported.....	Less than 5 cents to 10 and less than 15 cents. 8 cents—average (median).
Dotting veils ¹	35 cents a dozen.....	14 cents.
Lace pulling ³	1-thread lace—poor quality, 3 cents a band (36 yards).	1 to 6 cents; 3½ cents—average.
	1-thread lace—good quality, 3 cents a band (36 yards).	4 to 45 cents; 23 cents—average.
	2-thread lace—poor quality, 4 and 4½ cents a band (36 yards).	2 to 12 cents; 5½ cents—average.
	2-thread lace—good quality, 4 and 4½ cents a band (36 yards).	8 to 48 cents; 23½ cents—average.
Needles, pins, hooks and eyes, snaps, etc. ⁴	Not reported.....	1 cent and less than 2 cents to 15 cents and more. 8 cents—average (median).
Stringing tags ³	10 to 30 cents per 1,000....	2¼ to 10 cents.
The rates for skilled repetitive hand work are not much higher.		
Crocheted berets ¹	40 to 50 cents to \$1.50 a dozen.	4 to 5 cents.

ARTICLE OR PROCESS	RATE OF PAY	HOURLY EARNINGS AS REPORTED BY VARIOUS WORKERS
Crocheted beading on bags. ⁵	\$2.20 a dozen-----	9 cents.
Embroidery ⁵ -----	6 cents a dress to \$1.25 a dress or set of pieces.	6 to 19 cents; 11 cents—average.
Lace cutting ² -----	Not reported-----	Less than 5 cents to 40 cents; 18 cents—average (median).

¹ National Child Labor Committee. New York. Investigation of Home Work in the Artificial Flower and Feather Industry, 1934. Exhibits I, II, and III.

² U. S. Department of Labor. A Study of Industrial Home Work in the Summer and Fall of 1934, p. 13. (Mimeographed report.)

³ U. S. Department of Labor. Women's Bureau. Bul. 131. Industrial Home Work in Rhode Island. 1935. 27 pp. (Unpublished data also.)

⁴ Connecticut, Department of Labor. Minimum Wage Division. Home Work in the Fabricated Metal Industry in Connecticut, pp. 8 and 9. (Mimeographed report.)

⁵ Code Authority for the Pleating, Stitching, and Bonnaz and Hand Embroidery Industry. Summary of Flagrant Home Work Cases to July 31, 1934. (Unpublished material.)

Weekly earnings of persons for skilled home work

Industry	Total number reporting	Percent earning—									
		Less than \$1	\$1, less than \$2	\$2, less than \$3	\$3, less than \$4	\$4, less than \$5	\$5, less than \$7.50	\$7.50, less than \$10	\$10, less than \$15	\$15, less than \$20	\$20 and more
Candlewick bedspreads ¹	153	26	20	24	11	4	4	-----	3	-----	-----
Handkerchiefs ²	121	3	22	33	19	11	13	-----	-----	-----	-----

Earnings of persons for year 1933; skilled (quilting) and semiskilled (chair caning)

Industry	Total number reporting	Percent earning—						
		\$25 and under	Over \$25, not over \$50	Over \$50, not over \$75	Over \$75, not over \$100	Over \$100, not over \$150	Over \$150, not over \$300	Over \$300, including \$750
Quilting and appliqueing.....	56	13	18	16	13	20	16	5
Chair caning ¹	129	68	19	7	5	2	-----	-----

Weekly earnings of families for skilled home work

Industry ³	Total number reporting	Percent earning—									
		Less than \$1	\$1, less than \$2	\$2, less than \$3	\$3, less than \$4	\$4, less than \$5	\$5, less than \$7.50	\$7.50, less than \$10	\$10, less than \$15	\$15, less than \$20	\$20 and more
Art needlework.....	109	1	15	18	16	12	20	8	4	5	2
Berets.....	99	15	29	28	11	8	8	-----	-----	-----	-----
Gloves.....	50	4	-----	4	2	12	14	22	24	10	12
Infants' knitted outerwear.....	182	45	42	7	2	1	1	-----	1	-----	-----
Infants' and children's wear.....	128	8	25	23	14	7	13	5	5	1	-----
Knitted garments (outerwear).....	105	-----	5	12	34	34	8	7	-----	-----	-----
Lace cutting.....	88	3	2	11	3	11	16	3	25	15	9
Needlework in Puerto Rico ⁴	187	⁵ 56	28	9	9	3	1	-----	-----	-----	-----

¹ U. S. Department of Labor. Women's Bureau. Potential Earning Power of Southern Mountaineer Handicraft. Bul. 128, 1935, p. 25.

² U. S. Department of Labor. Women's Bureau. The Hand-Made Handkerchief Industry in Continental United States. 1935, p. 30. (Mimeographed report.)

³ U. S. Department of Labor. A Study of Industrial Home Work in the Summer and Fall of 1934, p. 18. (Mimeographed report.)

⁴ U. S. Department of Labor. Women's Bureau. The Employment of Women in Puerto Rico, 1934. (Unpublished data.)

⁵ 32 percent at less than 60 cents; 24 percent at 50 cents and less than \$1.

Part VI.—EFFORTS TO PROTECT THE HOME WORKER AND THE CONSUMER BY LEGISLATION

A. Existing State legislation for home work

1. *Fifteen States* have laws prohibiting or regulating home work to some extent.

a. Most of these laws apply to only a few of the industries in which home work is practiced.

b. Most of these laws apply to only certain types of dwellings, for example, tenement houses.

2. *Eight of these States* (Illinois, Indiana, Maryland, Massachusetts, New York, Ohio, Pennsylvania, and Tennessee) have prohibited such work except for immediate members of a family, and with the exception of Ohio certain requirements must be met before work in homes is permitted. In general, these are cleanliness, adequate lighting and ventilation, and freedom from infectious or contagious disease.

This type of law was aimed at the old-time "sweatshop" where neighbors and friends came in to work. (For New York law, see par. 5 and sec. II, par. 2.)

3. *Six States* (California, Connecticut, Michigan, Missouri, New Jersey, and Wisconsin) have similar requirements as to conditions but do not restrict work done in a home to the immediate members of the family.

4. *Three States* (New Jersey, New York, and Oregon) prohibit work at home on certain kinds of products even by members of a family. New Jersey prohibits work on dolls or on dolls' or children's clothing in tenements; New York prohibits the manufacture of food and of stuffed animals or other stuffed toys as well as of dolls and dolls' clothing in a home. Oregon has a State Welfare Commission order applying to needlecraft occupations; it prohibits the sending of any such work into private homes, insanitary basements and buildings, or places unsafe on account of fire risks.

5. *Regulation of home work has been mainly for the purpose of safeguarding the consumer* rather than of protecting the home workers. Under the law recently passed in New York, however, home work may be permitted if it can be carried on without jeopardy to the wages and working conditions of factory workers in the industry and without injury to the health and welfare of the home workers themselves.

6. *The laws protecting women and children are applicable to home workers as well as to factory workers* in Connecticut, Pennsylvania, and Wisconsin. In New York the child labor law must be observed in regard to home work.

7. *Ten States* (California, Connecticut, Illinois, Maryland, Massachusetts, Michigan, Missouri, New York, Pennsylvania, and Wisconsin) require employers of home workers to keep records of their names and addresses. Illinois, however, makes this requirement only in the case of children.

8. *Seven States* (California, Indiana, Michigan, New Jersey, New York, Pennsylvania, and Wisconsin) require the employer to obtain a permit to give out home work.

9. *Four States* (Maryland, Massachusetts, New Jersey, and Pennsylvania) require a member of the family desiring to do home work to secure a license to use the premises for such work.

10. New York alone requires each home worker to be certificated.

B. Review of New York State law regulating home work (effective March 19, 1935)

1. "The employment of women and minors in industry in the State of New York under conditions resulting in wages unreasonably low and conditions injurious to their health and general welfare is a matter of grave and vital public concern. Any conditions of employment especially fostering such working conditions are therefore destructive of purposes already accepted as sound public policy by the legislature of this State and should be brought into conformity with that policy. Uncontrolled continuance of home work is such a condition; here wages are notoriously lower and working conditions endanger the health of the workers; the protection of factory industries, which must operate in competition therewith and of the women and minors employed therein and of the public interest of the community at large in their health and well-being, require strict control and gradual elimination of industrial home work. In the considered judgment of the legislature this article is constitutional."

2. Industrial commissioner is to determine within what industries home work may be permitted without unduly jeopardizing wages and working conditions of factory workers and unduly injuring the health and welfare of the home worker.

3. Employer must secure permit before delivering material for manufacture in a home and may deliver materials only to persons having home workers' certificates.

4. Annual fee for employer's permit: When less than 200 home-workers' certificates are issued, \$25; 200 but less than 500 certificates, \$50; 500 certificates or more, \$100. All monies derived from operation of the act to be paid into State treasury to credit of the general fund.

5. Conditions of manufacture: (1) Only residents of a home may work in that home; (2) only persons complying with law may carry on industrial home work; (3) no child permitted to do home work except in accordance with child labor law; (4) employer must keep as prescribed and furnish to commissioner on demand record of home workers, of work places, of materials furnished, of products manufactured, and of wages paid to each worker; (5) each home worker must have certificate which must be posted in the home; (6) manufacture in a home of articles of food, dolls, dolls' clothing, and stuffed animals or other stuffed toys prohibited.

6. Periodic inspection: (1) Of premises and materials; (2) commissioner shall order tenant of any home that is not clean to clean it; (3) commissioner shall notify health official of insanitary condition or infectious or communicable disease.

7. Notice of unlawful manufacture is to be served by commissioner on employer; articles unlawfully made to be so labeled or held by commissioner and destroyed if unclaimed within 30 days. Only commissioner may interfere with, remove, or deface tag.

8. Commissioner may inspect records of department of health and request help of that department in home inspections.

9. Commissioner may revoke or suspend permit of employer, license of owner, or certificate of home worker for violation of the terms of permit, license, or certificate, or violation of terms of this law, or for noncompliance with order issued by himself. Reasonable notice shall be given and opportunity for hearing before such action is taken.

10. Owner of home where industrial home work is carried on in violation of act must cause work to cease within 10 days of notification from commissioner; if unable to do so he shall institute within 15 days and prosecute proceedings to dispossess the occupants.

11. Commissioner has power to make rules and regulations necessary to carry out the provisions of law.

12. Appropriation of \$50,000 for the operation of this law.

C. Legislation on industrial home work pending in other States in 1935

Connecticut

Senate bill no. 252 would provide for the elimination of home work

Maryland

House bill no. 649 would prohibit home work on certain articles, the most important being foodstuffs, tobaccos, drugs, poisons, explosives, fireworks, children's or infants' clothing, and toys or other articles intended for use of children. Other home-work manufacture is to be regulated through certification and inspection.

New Jersey

Assembly bill no. 148 would prohibit home work on any article now or hereafter prohibited by a code, or by National or State laws; it specifically prohibits home work on foodstuffs, tobaccos, drugs, poisons, explosives, fireworks, sanitary goods, children's clothes, toys, or other articles intended for the use of children. For permitted home work a 20 percent tax on the pay roll is required.

Pennsylvania

House bill no. 340 prohibits home work on the same articles as the New Jersey bill and in general contains the same provisions.

Part VII. — EFFORTS TO PROTECT THE FACTORY
EMPLOYEE AND EMPLOYER THROUGH ABOLISHMENT
OR REGULATION OF HOME WORK BY N. R. A. CODE
AGREEMENT

Establishment of minimum-wage rates and maximum hours of work for employees through code agreement immediately brought to the fore the importance of elimination or regulation of home work in order to prevent its use in undermining factory code regulations. In 53 codes home work was to be abolished at the effective date or after a period permitted for adjustment.

In the gathering of material for the present study a representative of the Women's Bureau made inquiries as to the effectiveness of elimination or regulation, as of March 1935, and the statements and appendixes following are based on opinions from such informed sources as code authorities, organized labor, and State departments of labor.

1. In 22 of these industries the code provisions are believed to be effective as of March 1935. (See appendixes A and B.)
2. In 17 codes home work was partially regulated or partially abolished. (See appendix C.) Code authorities in home-work industries have been unable to bring about *general* adherence to regulations concerning wage rates.

Compliance officers have not had sufficient staff to attempt to seek out scattered homes to learn rates paid.

3. Clauses prohibiting home work were inserted in 44 codes for industries in which no home work exists today. (See appendix D.)
4. Home work continues without regulating provisions in 5 codes. (See appendix E.)
5. Home work continues in 18 home-work industries because industries not included in any code. (See appendix F.)

Part VIII.—DIFFICULTIES ENCOUNTERED IN EFFORTS TO
ABOLISH OR REGULATE HOME WORK

1. Persons with practical experience in regulating work agree that home work is extremely difficult to regulate because—
 - a.* It is so scattered and shifting as to places of operation;
 - b.* The giving out of work is sometimes difficult to trace, particularly if home workers live at a distance from the factory;
 - c.* The employer may live in one State and have the work done in several other States far distant from source of origin of work;
 - d.* The employer may shift his responsibility to a contractor;
 - e.* It is almost impossible for any force of inspectors to ascertain what hours are being worked in the home, whether children are being employed, whether contagious disease is present at any time.
2. Code authorities have found difficulty, save where employees are strongly organized, in bringing about prohibitive code agreements because—
 - a.* Employers desiring to do home work that is prohibited or regulated by the codes under which they should file, register under other codes in which home work is not mentioned;
 - b.* Employers shift their responsibility to contractors;
 - c.* Compliance forces have not been sufficiently large to give attention to the problem;
 - d.* Employers are slow to change over to the all-factory system because of the added space and equipment required.
3. Misconception on the part of the public concerning the character of industrial home work is due to—

Confusion of leisure-time activities of home makers with use of the home to produce in quantity for industry within the time limits set by industry.

Part IX.—PUBLIC EDUCATION ESSENTIAL

1. As to the undermining effects of industrial home work upon family life.

Industry produces for definite orders or definite markets. Its products, whether made in the home or in the factory, must be completed on time. It cannot give way to normal demands of home and children upon the housewife and mother. *When a homemaker becomes an industrial home worker she must subordinate all home demands to the demands of industry.*

The results are—

- a. Neglect of family whenever industry requires her services;
 - b. Forcing young children to assist in unskilled operations in order to turn out more work;
 - c. Use of living or sleeping rooms as industrial work space to the detriment of family social life;
 - d. Work far into the night to complete orders, with its bad effect on nerves and general health;
 - e. Demoralization of home as the family shelter from the stress and strain of the outside world.
2. As to the undermining effects of industrial home work on standards of factory working conditions.

The thoughtful employer recognizes the importance of paying fair wages to employees in order that they, in turn, may buy the goods that modern industry can produce. He will pay standard rates if he is assured his selling prices cannot be underbid by other employers who pay less than standard rates.

Home work is an outstanding method of undermining factory wage rates because—

- a. The home worker—whose name, especially in economic depressions, is legion—has no bargaining power; she accepts any pay offered without complaint;
- b. The employer will not pay her any standard factory rate because it would be simpler to have work done on his premises under supervision if he had to pay such rates;
- c. All efforts to control home-work rates have proved futile because determined enforcement in one community causes the employer to send it into other communities too far away and too scattered to be reached.

3. As to the price society pays.

From 15 percent to 50 percent of home workers on specified products were on relief rolls in 1934.

Taxpayers of the country are paying the difference between what the employer of home workers pays his workers and a living wage, thus permitting him to shift the burden of workshop overhead expenses to the home and build up his own profits.

Inspection of sanitary conditions in homes used as workshops is expensive and yet cannot adequately protect the consuming public.

Taxpayers are paying the factory-inspection bills, yet consumers of the articles made in homes cannot be protected from the spread of disease.

Part X.—NEXT STEPS

1. Meeting the needs of many skilled craftswomen to supplement family income and yet care for their families by—

Development of handicraft production centers in rural, small-town, or city-neighborhood sections in which women may find part-time employment at wage scales commensurate with their skill and where work may be carried on under controlled conditions. Many craftswomen have indicated their willingness to go to such centers.

Coordination of buying, selling, and overhead expenses of such centers is necessary to permit adequate wages and yet allow prices the consuming public can pay.

2. Public protection of such centers against competing low-paid home work and other competition by use of advertised trade marks and education.
3. Bringing into factories all unskilled or semiskilled home work now sent out into homes, by charging all costs of regulation and inspection up to the specific factory concerned.
4. Finally, legal abolishment of all types of home work in all States.

The State legislative program recommended by the Association of Governmental Labor Officials in 1926 was as follows:

1. Legal prohibition of all kinds of factory work in the home seems most desirable.
2. *If home work is permitted* the following standards are advocated:
 - a. Absolute prohibition of manufacture of certain kinds of articles in homes, in some instances for protection of consumers (foodstuffs and clothing), in other cases for protection of workers (articles requiring handling of poisonous and otherwise injurious substances).
 - b. All labor laws of State (for example, those dealing with child labor, hours of work, minimum wage, working conditions, workmen's compensation) should apply to home work.
 - c. Responsibility for compliance with laws should be placed upon the manufacturer giving out home work. He should keep careful register of records and description of home workers and kind and amount of work, rates of pay, and actual wages, etc.; and should send a copy periodically to State department of labor. He should have license permitting home work.

- d.* Adequate authority for law enforcement should be given by law to State labor department, and an adequate inspection staff allowing for periodic inspection of home-work premises should be provided.
- e.* Local boards of health should notify State labor department daily of all cases of communicable diseases in their area (with names and addresses), and the labor department in turn should notify employers of such diseased persons.
- f.* A label with employer's and workers' names, addresses, and nature and quantity of work should be placed on each unit of delivery and not removed until finished and returned to employer.
- g.* Use of home-work license for individual home or family should be retained in States where such system is in force, but not necessarily extended to other States, as effectiveness of this system is questionable.

A special committee at the national conference on labor legislation convened by Secretary Perkins, February 14-15, 1934, in Washington, passed the following Resolutions:

The Committee on Industrial Home Work, approved by Secretary Perkins in 1934, concluded that the abolition of home work is the only way to control its growing evils. Probably at the present time this can best be accomplished by regulations which will assure to the home worker the same standards of wage and working conditions as are established for the worker in the factory. We recommend that wherever possible State home-work legislation be enacted to embody the following standards:

1. Any place in which home work is done must be licensed and inspected to insure suitability as a work place and freedom from communicable disease.
2. Every home worker should be certified.
3. Employers giving out home work must be licensed at least annually and must keep complete registers of all home workers.
4. Employers should be held responsible for violations of the home-work law and other labor laws such as compensation, child labor, hours, and minimum-wage laws.
5. Employers of home workers should defray all the costs of adequate home-work regulations, either through license fees, or a tax on articles manufactured at home, or both.

APPENDIXES

- APPENDIX A—HOME WORK ELIMINATED BY CODES.
- APPENDIX B—HOME WORK PROHIBITED BY CODES BUT
SOME PLANTS NOT COMPLYING
- APPENDIX C—HOME WORK CONTINUED WITH SOME CON-
TROL OR ABOLISHED ONLY FOR SOME
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- APPENDIX D—INDUSTRIES WHICH HAVE NO HOME WORK
BUT WHOSE CODES INCLUDE HOME-WORK
PROHIBITION.
- APPENDIX E—HOME WORK CONTINUES WITH NO REGU-
LATORY PROVISIONS WRITTEN IN CODES.
- APPENDIX F—HOME WORK CONTINUES, NO CODE FOR
INDUSTRY.

Appendix A.—HOME WORK ELIMINATED BY CODES

[In 22 industries home work existing prior to the National Recovery Administration Codes is claimed by code authorities and labor officials to have been eliminated by such codes in March 1935¹]

PRODUCT	INDUSTRY CODE	KNOWN HOME-WORK PROCESS
Academic costumes----	Academic Costume-----	Sewing machine and/or hand work—small amount of home work.
Advertising mediums, such as calendars, blotters, badges, etc.	Advertising Specialty-----	Color brushwork.
Candy-----	Candy-----	Wrapping candy cigarettes.
Caps and cloth hats---	Cap and Cloth Hat-----	Sewing-machine work—small amount of home work.
Clinical thermometers.	Scientific Apparatus-----	Making entire product in home—very small amount.
Coats and suits-----	Coat and Suit-----	Sewing machine and hand work.
Dress shields-----	Sanitary and Waterproof Specialties.	Sewing some parts of shield, small factories only.
Fluted cups, pan liners, and lace paper.	Fluted Cup, Pan Liner, and Lace Paper.	Making paper party favors and novelties.
Leather bill folds and purses.	Luggage and Fancy Leather Goods.	Adding leather thong, knotted trim along outside edges, known as "lacing"—very small amount of work.
Loose-leaf and blank books.	Loose-Leaf and Blank Book.	Assembly of small metal parts of binders—not much home work.
Manicure sticks-----	Bulk Drinking Straw, Wrapped Drinking Straw, Wrapped Toothpick, and Wrapped Manicure Stick.	Wrapping manicure sticks.
Medium and low priced jewelry. ¹	Medium and Low Priced Jewelry.	Stone setting.
Men's neckwear ¹ -----	Men's Neckwear-----	Slip-stitching tie together, usually done by hand. In some instances rest of the making too.

¹ New Jersey State labor inspector reports some home work in medium and low-priced jewelry and men's neckwear appearing in northern New Jersey in June 1935.

PRODUCT	INDUSTRY CODE	KNOWN HOME-WORK PROCESS
Millinery.....	Millinery.....	Making of hats.
Photographic mounts..	Photographic Mount.....	Inserting of tissue into folders (small orders)—small shops.
Sample cards.....	Sample Card.....	Making up where hand cutting of fabric and hand mounting are required.
Shoe lacers.....	Narrow Fabric.....	Pairing, banding, and boxing.
Shoulder pads.....	Shoulder Pad.....	Making of pads for shoulders of coats or for sleeves by sewing wadding materials into shaped pad form.
Stickers, labels, and seals (Christmas or other types).	Gummed Label and Embossed Seal.	Counting out and boxing odd or small orders—small shops.
Umbrella "puffs".....	Umbrella.....	Making of small "puff" or disk of tuckered and hemmed silk used to cover joining of ribs.
Undergarments and negligees.	Undergarment and Negligee.	Making by machine and/or by hand.
Women's belts.....	Women's Belt.....	Attaching buckle to strap by hand sewing.

Appendix B.—HOME WORK PROHIBITED BY CODES BUT SOME PLANTS NOT COMPLYING

[Reference is hereby made to codes so that persons referring to codes may know titles. Articles coming under these codes may be found in part II of this report]

TITLE OF CODE	TITLE OF CODE
Animal Soft Hair	Fur
Artificial Flower and Feather	Hat
Athletic Goods	Men's Clothing
Beauty and Barber Shop Mechanical Equipment	Men's Garter, Suspender, and Belt
Blouse and Skirt	Merchant and Custom Tailoring
Candle Manufacturing and the Bees- wax Bleachers and Refiners	Pasted Shoe Stock
Canvas Goods	Picture Moulding and Picture Frame
Celluloid Button, Buckle, and Novelty	Pleating, Stitching, and Bonnaz and Hand Embroidery (in continental U. S. A.)
Cigarette, Snuff, Chewing, and Smok- ing Tobacco	Powder Puff
Corset and Brassiere	Retail Custom Millinery Trade
Dental Laboratory	Schiffli, the Hand Machine Embroid- ery, and the Embroidery Thread and Scallop Cutting
Drapery and Upholstery Trimming	Set-up Paper Box
Dress	Stay
Electrical Manufacturing ¹	Tag
Portable Electric Lamp and Shade ¹	Toy and Playthings
Wiring Device ¹	Wood Heel
<u>Flag</u>	

¹ Home work provision in this supplement to the Electrical Manufacturing Code, though no such provision in the code.

Appendix C.—HOME WORK CONTINUED WITH SOME CONTROL OR ABOLISHED ONLY FOR SOME PROCESSES OF MANUFACTURES

CODE

HISTORY OF CODE PROVISIONS

Art needlework Effective date March 26, 1934. "This provision shall not prohibit home work on the finishing of samples and display models not intended for resale, but the name and address of every employee so engaged shall be reported to the Code Authority." The home work prohibited must be discontinued by April 1, 1934, or, if this works hardship to employer, he may be granted additional time up to 2 months. February 16, 1935. The National Industrial Recovery Board requires that the home-work committee, consisting of two representatives of industry, one from the Research and Planning Division of the N. R. A., and one from the Labor Advisory Board, prepare within 90 days schedules of rates of pay for home workers, and investigate the broad problem of home work and make recommendations within 90 days as to the possibility of either eliminating or regulating home work.

Brush Effective date April 2, 1934. "All home work in this industry is hereby prohibited, except by specific permission of the Administrator in each individual case, and provided employees engaged in home work shall be paid the same wage rates that are paid for identical occupations in the shop."

Candlewick bedspread Effective date June 11, 1934. Provision specified minimum piece rates for home workers. These rates were 8 cents per ounce on 60/60 spreads or less (25 cents minimum on any pattern), 10 cents on over 60/60 spreads (30 cents minimum). Definition of employer and employee, as appearing in the code, relieved the members of the industry from any responsibility as employers of home workers. Code has been under discussion since July 16, 1934.

Cotton garment Effective date November 27, 1933. After 3 months from effective date no sewing machine work shall be done in homes but all such work shall be done in the plants. After application to Code Authority for exemption, members of industry may be permitted turning of collars (which have a laundry wash before shipping) and hand embroidery in homes. "Within 3 months the Cotton Garment Code Authority shall report on the home-work problem so that the Administrator, after due notice and hearing, may determine whether or not this provision shall be changed." Members of the industry shall report at once to Code Authority names of workers employed under provisions of this section and reasons for such employment, the total of such employment not to be increased after effective date beyond number so employed prior to July 15, 1933.

Fishing tackle Effective date August 29, 1933. Same rates to be paid to home workers as to workers in factories.

Fresh water pearl button Effective date March 12, 1934. "The Code Authority shall study the problem of home work in this industry and propose to the Administrator, not longer than 5 months after the effective date of this code, appropriate provisions for the regulation and control of such home work, and when approved by the Administrator, shall become binding upon all members of this industry."

Furniture (chair caning only home-work process) Effective date December 18, 1933. Thirty-cent minimum rate set for the South and for employees in any factory more than 90 percent of whose output consists of chairs with double woven cane seats.

January 13, 1934. Order issued at the request of the Southern Furniture Manufacturers' Association staying the labor and anti-home-work provisions of code as they apply to hand weaving, at home, of chair seats and backs.

October 30, 1934. Rates for home work set at 6 to 8 cents per 100 square inches of caning.

Handkerchief Effective date October 19, 1933. Prohibition for all except handkerchiefs made entirely by hand, and those on which labor cost of the hand operations is 60 percent or more of the total labor cost of the finished handkerchief provided the wholesale price is not less than \$3.50 per dozen.

October 31, 1934. Commission appointed to investigate production of handkerchiefs in the home and to recommend minimum piecework or hourly rates.

Hosiery Effective date September 4, 1933. "Where the proofs show that the worker can only work at home, and requires such work as a means of livelihood", the Code Authority may grant permits for home work.

Infants' and children's wear Effective date April 9, 1934. Only machine sewing prohibited. Rates to be set so as to net workers 32½ cents in the North and 30 cents in the South. "The Code Authority shall, within 6 months of the effective date of this code, recommend to the Administrator appropriate means for the regulation and control of such home work in this industry as is not provided for."

May 21, 1934. Six Texas concerns granted exemption from the hourly rate for factory employees with the new hourly rate fixed at 20 cents for factory and home workers. Within 30 days the industry is required to submit a plan for the appropriate control of home work and reserves the right to modify this order at any time.

Knitted outerwear Effective date January 1, 1934. Home work prohibited with the exception of hand knitting, which is limited to 1 year after the effective date.

"The Administrator may fix, on or before January 15, 1934, after notice to the Code Authority, and may change from time to time after like notice, minimum piecework rates." The Administrator is to appoint a committee to report within 30 days after the effective date—or to permit of more time for such report if allowed by Administrator or deputy—with respect to the proper minimum piecework rates, and shall make a study of and report within 6 months from effective date of the code, upon the practicability of discontinuing home work or setting up a system of control for home workers.

February 6, 1935. The prohibition of home work is stayed to April 1, 1935, if manufacturers and contractors pledge to follow certain regulations: There shall be the appointment of a commission to recommend on or before April 1, 1935, "the most practical method" of enforcing the home-work provisions of the code;

manufacturers to file with Home Work Bureau, headquartered in New York, lists of home workers and home-work contractors in their employ; home-work contractors to file names of manufacturers employing them; commission to recommend minimum piecework rates after classification; complete records to be kept of all transactions relating to home work. Stay has been extended to May 15, 1935.

Ladies' hand bag Effective date March 26, 1934. "No member of the industry shall give out work to be performed in any home or dwelling place, except that this prohibition shall not apply to hand beading, hand crocheting, or hand embroidering, and except that hand sewing at home shall be permitted until July 1, 1934, but shall not be permitted thereafter." Home work has been eliminated on braided and leather link hand bags.

Leather and woolen knit glove Effective date November 13, 1933. Home work on sewing machines to be reduced 25 percent within 6 months, and within 1 year after effective date another reduction of home work by at least 25 percent. No subsequent data.

Needlework in Puerto Rico Effective date July 19, 1934. Code to apply till October 19, 1934. Rates set for home work are \$5 for 40 hours' work as the minimum weekly pay on sewing-machine work and \$2 a week on hand work.

Prohibition of stamping, cutting, washing, pressing, folding, ribboning, or ticketing in the home. Machine sewing may continue in homes if it was performed there during the year preceding the effective date on home workers' sewing machines and provided the names and machines are registered with the Code Authority. The Administrator is to appoint a commission to study the community workroom plan, and if that is not feasible it is to propose an alternate plan which will take as many home workers as practicable from their homes to community workrooms. The report of the plans is to be made within 90 days after the first meeting.

August 11, 1934, an order stays these rates until August 16, 1934.

October 19, 1934, the above rates are extended 6 months.

Beginning on January 8, 1935, to remain in effect until June 16, 1935, or January 1, 1936, there will be a reduction in some of the piecework rates for home work and a conditional exemption of the industry from the code's basic minimum wage for home work; these revisions apply to handkerchiefs, cotton undergarments, art linen, and infants' and children's dresses. January 11, 1935, National Industrial Recovery Board has revised the schedule of piece rates approved under the code, to become effective January 23, 1935. The new rates are in the main lower than those previously adopted; certain rates have been excessive, and their application has resulted in a considerable loss of business to members of the industry and in unemployment among needleworkers.

Novelty curtain, drapery, bedspread, and novelty pillow Effective date of amendment 2 (which contained the home-work provision), August 24, 1934. "The doing of work or the performance of labor on any product of the *Domestic Decorative Linens Branch* of the industry in the home of a worker shall be prohibited." (Note that this applies only to the branch of the industry specified—the original code, effective November 11, 1933, had no home-work provision.)

Vegetable-ivory button Effective date June 18, 1934. The Code Authority with the Administrator and others designated by him shall study the problem of home work and propose to the Administrator within a reasonable time after the effective date appropriate provisions for the regulation and control of home work.

Women's neckwear and scarf Effective date January 7, 1935. Home work permitted if at same rate as is paid for same type of work in factory if worker is certificated by the State authority or other officer designated by the United States Department of Labor. "In addition to persons who may be permitted to do home work as hereinbefore set forth, home work may be given out * * * if subsequent to the effective date of the code at least one-half of the total number of articles of each type are produced in a factory maintained by, or operated for, said member." Rates of pay for all home work shall not be less than rates for such work in the factory, and names and addresses of home workers registered with Code Authority, exact record of work and prices paid home workers to be kept by manufacturers, and Code Authority shall have right of examination of such records. A committee is to be appointed by the Code Authority to investigate the home-work problem, to report its findings within 60 days, and to make such recommendations as will enable the Code Authority to control home work to safeguard the labor standards provided for under the code.

Appendix D.—INDUSTRIES THAT HAVE NO HOME WORK
BUT WHOSE CODES INCLUDE HOME-WORK PROHIBITION¹

Assembled Watch	Package Medicine
Blackboard and Blackboard Eraser	Paper Disk Milk Bottle Cap
Cigar Container	Perfume, Cosmetic, and Other Toilet Preparations
Clock ²	Precious Jewelry Producing
Cloth Reel	Printer's Rollers
Cocoa and Chocolate	Ready-Made Furniture Slip Covers
Corrugated and Solid Fiber Shipping Container	Robe and Allied Products
Cylindrical Liquid Tight Paper Container	Rubber Rainwear (included in Rubber Manufacturing Code)
Dental Goods and Equipment	Sanitary Milk Bottle Closure
Envelop	Shoe Pattern
Expanding and Specialty Paper Products	Silverware
Fiber and Metal Work Clothing Button	Slit Fabric
Fiber Can and Tube	Stereotype Dry Mat
Folding Paper Box	Tanning Extract
Food Dish and Pulp and Paper Plate	Transparent Materials Converters
Glazed and Fancy Paper	Umbrella Frame and Umbrella Hardware
Graphic Arts	Underwear and Allied Products
Grass and Fiber Rug	Used Textile Bag
Gumming	Watch Case
Light Sewing (except garments) ²	Waterproof Paper
Open Paper Drinking Cup and Round Nesting Paper Food Container	Welt Manufacturing
Ornamental Molding, Carving, and Turning	Wood-Cased Lead Pencil

¹ In addition the codes for the Brattice Cloth Manufacturing Industry and the Chlorine Control Apparatus Industry and Trade provide for further administrative action if home work on any part of the products is found.

² Limitation in this case.

Appendix E.—HOME WORK CONTINUES WITH NO REGULATORY PROVISIONS WRITTEN IN CODES

Clothespin Division (included in Wood	Lace
Turning and Shaping Code)	Pecan Shelling
Curled Hair Manufacturing and Horse	Punch Board
Hair Dressing	

Appendix F.—HOME WORK CONTINUES, NO CODE FOR
INDUSTRY

HOME-WORK PROCESS	INDUSTRY
Bead Stringing	Plastic Fabrication
Bone Button Carding.....	Bone Button
Fountain Pen and Mechanical Pencil Assembling.....	Fountain Pen and Me- chanical Pencil
Gold Leaf Making and Booking.....	Gold Leaf
Greeting Card Coloring, Ribboning, Inserting, etc.....	Greeting Card
Hand Quilting and Hand Appliqueing.....	Hand Quilted Textiles
Hooked Rug Making.....	Hooked Rug
Hook and Eye Carding.....	Hooks and Eyes
Leather Button Carding.....	Leather Button
Mounting of Maps, etc.....	Mounter and Finisher
Needle Packing.....	Needle
Pin Carding.....	Pin
Ocean Pearl Button Carding.....	Ocean Pearl Button
Rag Sewing.....	Rag Sewing
Rosebud Making by Sewing from Ribbon.....	Rosebud
Safety-Pin Carding.....	Safety Pin
Snap Carding.....	Snap
Pasting slips of paper bearing hidden numbers on card.	Tally Card

RECENT STATISTICAL REPORTS ON SPECIFIC TYPES OF HOME WORK

United States Department of Labor. Women's Bureau. The Employment of
Women in Puerto Rico.

————— Potential Earning Power of Southern Mountaineer Handicraft.

————— The Hand-Made Handkerchief Industry in Continental United
States.

————— Industrial Home Work in Rhode Island.

United States Department of Labor. A Study of Industrial Home Work in the
Summer and Fall of 1934.

