

UNITED STATES DEPARTMENT OF LABOR
WOMEN'S BUREAU

Bulletin No. 190

RECREATION AND HOUSING
FOR
WOMEN WAR WORKERS

A Handbook on Standards

STANDARD DIVISION
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UNITED STATES DEPARTMENT OF LABOR

FRANCES PERKINS, Secretary

WOMEN'S BUREAU

MARY ANDERSON, Director



Recreation and Housing for Women War Workers

A Handbook on Standards

BY

MARY V. ROBINSON



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UNITED STATES DEPARTMENT OF LABOR

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Recreation and Housing for Women War Workers

A Handbook

BY MARY V. BROWN



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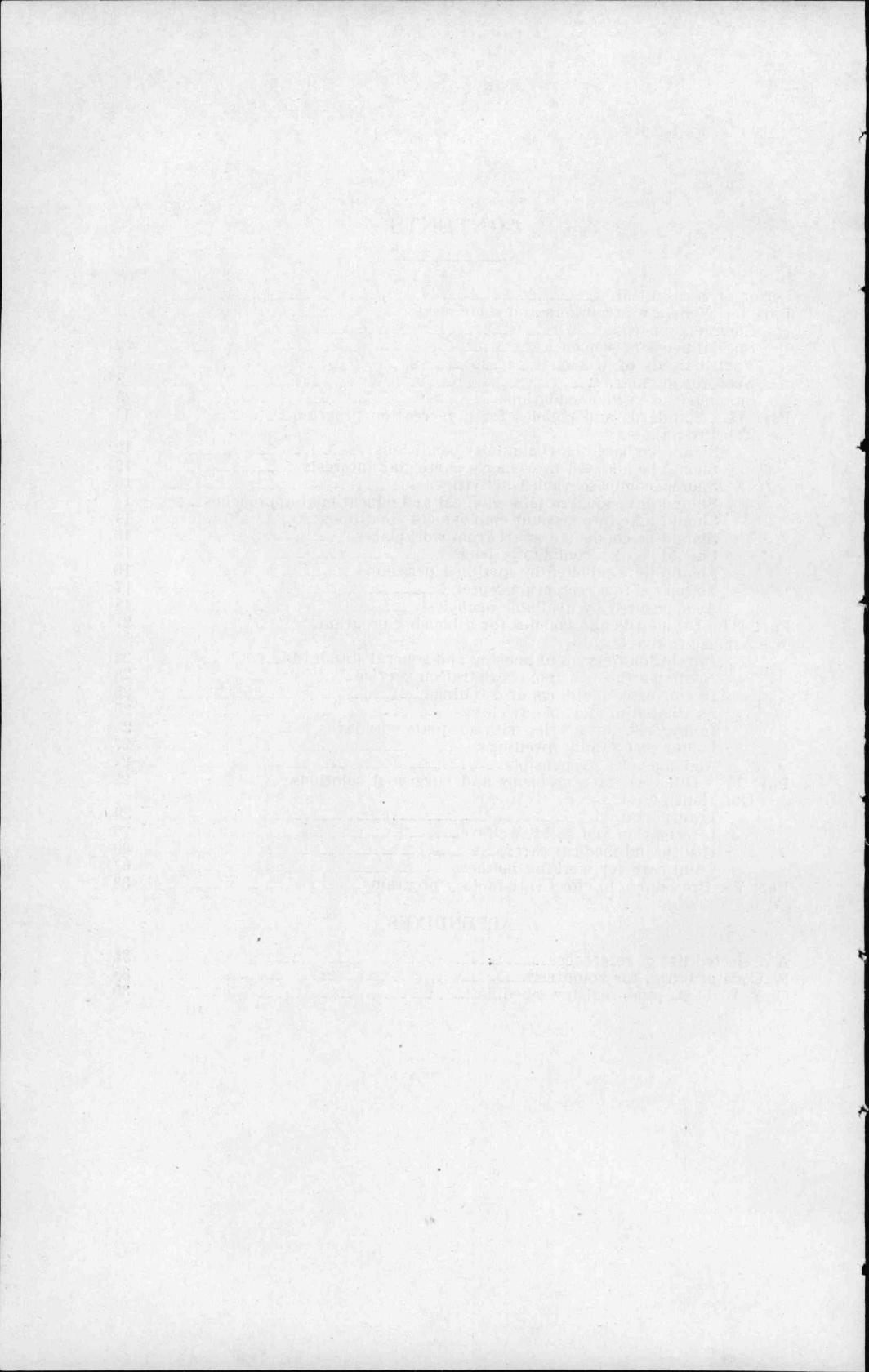
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Letter of Transmittal

UNITED STATES DEPARTMENT OF LABOR,
WOMEN'S BUREAU,
Washington, March 4, 1942.

MADAM: I have the honor to transmit for publication a handbook on standards, policies, and procedures for the setting up and maintaining of adequate living facilities for women workers on war production. The purpose of the handbook is to serve as a guide to organizations concerned with the carrying out of this essential program, particularly as applied to women's housing and recreation. The material has been assembled and the report has been written by Mary V. Robinson, chief of the Division of Public Information. These persons, prominently identified with the same or related activities, have given helpful cooperation in the preparation of the material and I extend to them my thanks: Miss Genevieve Lowry and Miss Helen Crawley, Young Women's Christian Association—United Service Organizations; Miss Anne Hooley and Miss Helen Potter, National Catholic Community Service—United Service Organizations; Miss Margaret Creech, National Travelers Aid Association—United Service Organizations; Miss Mary E. Switzer, Office of the Administrator, and Mr. Mark McCloskey and Miss Helen Rowe, Recreation Section, of the Office of Defense Health and Welfare Services—Federal Security Agency; Mr. G. Ott Romney, Recreation Section, Work Projects Administration—Federal Works Agency; Miss Irene Dickson, Strong Residence—Washington Young Women's Christian Association; Mrs. Helen Duey Hoffman—Washington Housing Association.

Respectfully submitted.

MARY ANDERSON, *Director.*

HON. FRANCES PERKINS,
Secretary of Labor.

RECREATION AND HOUSING FOR WOMEN WAR WORKERS

Part I.—WOMEN WAR WORKERS AND THEIR NEEDS

Emergency Needs.

The present National emergency has necessitated a rapid remodeling of our regular economy into an abnormal set-up. Such development is essential for the National program of defense and war. This has had significant effects in the form of both benefits and hardships to the Nation's workers. Many workers are finding employment for the first time in years. Others are getting better jobs with higher pay. But all along the line large numbers of employees are having to cope, outside their places of work, with difficult circumstances which are beyond their control and to which it is hard to adjust unless the community shares the responsibility for making available the essential facilities. Thus the emergency has necessitated for large numbers of people not only different employment but different living conditions.

Women as well as men in the labor force have become involved in these unusual trends. Women as well as men are faced with difficult problems, concerned with living and leisure and arising out of their jobs or employment in areas with defense impacts. During the year and a half that the country was speeding up its defense production these problems were serious, but now that the Nation has been drawn into the war, and into what authorities agree will be a long hard war, these problems have become exceedingly acute. The situation for women promises to become even more complicated as the result of war, with its need for more and more men for military purposes and for more and more fighting equipment, since women must constitute a larger and even more important part of the country's labor supply in a steadily increasing program of production.

The rapid growth of plants to handle large war contracts—vast new industrial developments in small-town or rural areas—shifting and migration of workers occupationally and geographically—difficulties to individuals through a suddenly congested population in innumerable localities with inadequate facilities—greatly speeded-up production programs, with night-shifts and overtime—rising costs of living that cancel the higher wages now received by many men and women—demand for more and more workers on war production and fewer on manufacture of goods for civilian use—these are some of the trends that make up the country's current economic and social patterns, these are the problems that necessitate the planning of new programs to meet the needs of men and women workers in many communities.

Special Needs of Women.

Efforts are being made by many forces and agencies to help to solve the difficult questions pertaining to the workers' life and living outside their hours of labor. In all such plans and programs special attention must be given to the needs of women wage earners.

The Women's Bureau, charged with the responsibility of promoting the welfare of women as gainful workers at each turn of the economic cycle, today not only is advocating the maintenance of good standards in their places of employment, but is vitally concerned with the building up and safeguarding of satisfactory living standards for women in communities with defense impacts. For example, the Bureau stresses particularly the importance of adequate housing and wholesome recreation for women and girls, many of whom are at work away from home and family for the first time.

There is always the grave possibility that in a crisis like the present the supreme effort to turn out war equipment with phenomenal speed may divert attention from these matters. However, in a time of stress and strain comfortable living arrangements and the right kinds of recreation become doubly urgent. They are essential safety valves for fatigued bodies and frayed nerves. They help to maintain health and morale. And of equal or greater importance in the grave emergency, adequate facilities to guarantee to wage-earning women a well-rounded, healthful, normal existence are essential to production. It has been proved beyond question that unsatisfactory working and living conditions are direct causes of a decrease in output and an increase in labor turn-over, neither of which can be tolerated under the war program, and that inferior food militates against the health of workers that is one of the greatest assets in the war effort. Satisfactory conditions will maintain women's morale as citizens and as the mothers and homemakers of the Nation, and thus help to build up our inner defenses.

Women workers have certain needs and interests somewhat different from those of men that should be taken into account in the planning and carrying out of the emergency community program. Thus conditions acceptable to men are not necessarily adequate for women. Also, many women are found in the low-income brackets and have at all times striking needs for low-cost facilities for living and leisure-time pursuits. But now when large numbers of girls and young women have been drawn from their normal home environment into new localities, into suddenly expanded or greatly congested areas, the need is doubly challenging. Thus it is imperative that many women, whether temporary or permanent residents in industrially inflated communities, be given opportunity for the best possible social and economic adjustments during this emergency period.

Varied Needs of Women.

Meeting the requirements for women workers along the lines of housing, recreation, and other matters related to their health and social welfare calls for a many-sided program.

The problems as well as the solutions vary according to the several types of defense areas. These divide into the following main classes:

1. Large cities, which have many facilities, diversified but inadequate because of the expanded population.

2. Smaller cities and towns where existing facilities were or still are few, undiversified, and wholly inadequate for a suddenly increased population.
3. Sparsely settled and hitherto undeveloped areas converted within a few months into manufacturing centers, into which large numbers of industrial workers and service employees have been brought but which are totally devoid not only of facilities for normal living but of essential businesses and trades.
4. The suddenly expanded or newly developed environs of military camps and forts, which have inadequate facilities to meet not only certain needs of the men in service but the varied needs of large numbers of workers, particularly women, brought into the area by the mushroom growth of service industries.

Varied also are the types of women workers requiring accommodations for living and opportunities for leisure-time pursuits. Some of the women are employed in private factories and engaged on production of war materials of different kinds, many on monotonous, repetitive, tedious, difficult, and sometimes dangerous processes. Some women are employees of the United States in the Navy and War Departments and assigned to duty at military reservations, posts, or bases. Then there are the nurses with the armed forces and the workers in Government arsenals. Other women are employed in many of the congested areas as white-collar workers and in service trades, not all on so-called defense jobs but affected nonetheless by the emergency impacts. As many of the women are low paid and unable to meet rising costs of living, their need of the benefits of low-cost housing projects and recreation facilities is particularly acute.

In many situations a serious hardship for women is the lack of satisfactory or conveniently located eating facilities, even where effort is being made to house workers. In such places also the important question of wholesome recreation may be receiving scant, if any, attention.

Another emergency problem for a considerable number of women is long-distance commuting, which takes its toll in wear and tear and allows the commuters no time for relaxation or diversion.

These living and leisure-time needs of women workers vary in many cases with such personal factors as age, marital status, race, religion in some instances, and other requirements. The needs must be considered in relation to such working conditions as occupations, wages, time and length of work shifts, location of the place of employment, and transportation facilities to and from work.

Need for Standards.

With such a variety of communities and of women workers calling for programs to be planned and shaped specifically to widely divergent situations, no single pattern can be established for all localities. But the Women's Bureau has formulated certain general standards and policies, certain desirable procedures, in regard to the following aspects:

1. Recreation.
2. Housing.
3. Transportation.
4. Information on community facilities, and so forth.
5. Health and medical care.
6. Special social problems.

Even the outlining of these general standards may prove useful as a guide to those responsible for adapting recreation and housing programs to local conditions. The most desirable plans for the community at its peak of activity may be wholly different from the pattern that must be followed to help women workers become adjusted while developments are still in the early or incomplete stages.

In each community of the types described a survey should be made of conditions and needs of women workers in the area. Such facts compiled by the agency responsible for the investigation point out the kinds of policies and procedures to be followed, that is, the remedial measures that must be taken to bring about improvement in certain community facilities essential to safeguard the women workers' welfare.

In a number of areas a survey has already been made by various agencies, Federal, State, or local. Thus in any community where an agency or other authority may feel the need of information on local conditions, a check should be made to ascertain whether such data have already been compiled by an agency and are available from such source.

For example, the Women's Bureau has made a survey in a number of communities, and is planning additional ones, as to the adequacy of local facilities, of the types under consideration, to meet women's needs.

During the course of the survey the Bureau has consulted various agencies and interests in the community as to possible improvements, and in its follow-up program has advised with those agencies—private or public, Federal, State, or municipal, National or local—that are best qualified to implement the Bureau's recommendations.

SUMMARY OF RECOMMENDATIONS

Special effort to help women war workers solve problems pertaining to their living arrangements and leisure-time pursuits is essential in many communities throughout the country.

The welfare program along these lines must be adapted in a practical way to community conditions and available facilities, which vary considerably from one type of community to another.

The program for women should be extended and improved, as community developments permit, to conform to the recommended standards and policies along broader lines.

The following outline includes general recommendations, also some specific standards, as related to two types of communities—rural areas and large cities. The other kinds of defense areas—small towns, camp environs, and so forth—may share with cities or rural areas the need for certain improvements, but also may have some additional requirements peculiar to their special circumstances.

I. Recreation Program.

A. *General Standards and Policies:*

1. The program should be adapted to women's needs and interests, in accordance with—
 - a. Personal factors—age, marital status, race, religion, individual preferences and requirements.
 - b. Employment factors—hours of work, time of work shift (with special attention to the evening and night shifts), wages, field of work (industrial, service trades, office work, professions), type of occupation (sedentary, repetitive, hazardous, highly skilled, requiring physical exertion or high degree of concentration, etc.), location of workplace.
 - c. Variety of interests (for individual or group action)—to include activities of the following types: Physical (indoor and outdoor); passive and relaxing; mental, educational, cultural; creative and conducive to self-expression; social, with opportunities for association with men and with other local groups; and social service.
2. The program should give full opportunity for women to participate in planning and conducting their own activities, to develop leadership among themselves, and to cooperate as volunteers in service to the community where feasible.

3. The program should be carried on away and apart from workplaces, but agencies or forces responsible for it should receive cooperation from local industrial managements in all ways feasible.
4. Facilities should be conveniently located in relation to homes and workplaces.
5. The program should be adapted to individual communities, become a part of any existing general community program, utilize existing facilities and resources; and aim through provision of wholesome activities to eliminate undesirable commercial features.

B. *Additional Recommendations for Rural Areas:*

1. The initial program should aim to develop among community groups an understanding of women workers' needs; to secure cooperation of local agencies and groups; and to work toward a broader program as related to the over-all local efforts (with special attention to co-recreation with men).
2. The program should be conducted in connection with some sort of center (if only a room), conveniently located and equipped with all reasonable and possible facilities and those most desirable from the women workers' viewpoint, to include perhaps some kitchen equipment for their use in communities with insufficient and inadequate eating places.
3. In a community without a representative from the official defense recreation agencies, a local agency or group, possibly a woman's organization, should take the lead in starting a program, in consultation with such agencies as the Women's Bureau, U. S. O. agencies concerned with women workers (the National Board of the Young Women's Christian Association, National Catholic Community Service, National Travelers Aid Association), Office of Defense Health and Welfare Services, Work Projects Administration, and so forth.

C. *Additional Recommendations for Large Cities:*

1. A well-equipped, conveniently located center is desirable (with auditorium, lounge, facilities for games and athletics, library, writing desks, small rooms for club groups or individual private entertaining, facilities for "freshening up").
2. The program should avoid duplication of community facilities, but should make such available for women's

use (as swimming pools, tennis courts, school equipment, libraries, etc.) and on a co-recreation basis wherever feasible.

II. Housing and Eating Facilities.

A. General Standards:

1. All types of housing for women war workers should conform to standards essential for safety, security, health, decency, adequacy, privacy, cleanliness, and comfort.
2. Living quarters should be conveniently located in regard to workplaces and recreation facilities, and be in pleasant surroundings.
3. Room rent should not exceed 20 percent of a woman's income.
4. Safeguards should be set up in every community to control rents and to prevent other dangers from hit-or-miss room finding.
5. Single rooms are preferable, or double rooms with not more than two women, each with her own bed.
6. Rooms (whether in private homes, boarding or lodging houses, dormitories, etc.) should be adequately furnished (including a closet with lock or a locker preferably for each occupant) and should be properly heated, ventilated, and lighted.
7. Bathing facilities and toilets should be modern and in good repair, arranged to give necessary privacy, conveniently located and sufficient in number (in the ratio of a modern bath, or shower, and toilet for every 5 to 7 persons; a washbasin to every 4, unless there is running water in the bedroom, then 1 for every 7).
8. A place on the premises for entertaining guests outside the bedroom should be available.
9. Eating facilities of proper kind should be conveniently located, with satisfactory inexpensive meals.

B. Additional Recommendations for Rural Areas:

1. A campaign by local women's groups would help—
 - a. To prevent discrimination against newcomers (particularly industrial women) in the community.
 - b. To make available satisfactory rooms in private homes.
2. Improved types of housing projects for women are necessary—
 - a. Preferably single units, low-rental dwellings (similar to family type) for occupancy by several women on a cooperative basis. (Permanent or demountable, according to locality needs.)

- b. Any new multiple dwellings or dormitories to be of an improved type—

To be built in accordance with plans and standards recommended by women experts in the various agencies concerned with the housing program for women.

To include on the premises certain essential features for comfort and convenience, such as eating, recreation, leisure-time, and laundry facilities.

- c. Existing dormitories to be made more livable, and, if devoid of eating, recreation, and laundry facilities, to have these essentials provided in an adjacent building to be erected by a Government or other agency.
3. Opportunity should be given for self-government by women occupants of a multiple dwelling (under the general supervision of the director of the dwelling).
4. Good eating places (with nourishing, inexpensive, appetizing food), sufficient in number and conveniently located, should be made available, and if necessary could be sponsored by proper local authorities or groups.
5. Arrangements for meals on a cooperative basis for women workers, where desired by them.

C. *Additional Recommendations for Large Cities:*

1. Room-registration service of satisfactory type should be set up and operated in accordance with the most approved standards and with assistance of trained volunteers—
 - a. To encourage the renting of rooms in private homes.
 - b. To improve standards of boarding and lodging houses.
 - c. To help to control rentals.
2. Building of special houses or dormitories for women, or making available to women apartments at low rentals, is desirable if the need of such is revealed by a survey.

III. Other Welfare Problems.

A. *Transportation Facilities* in all areas should be—

1. Adequate to take care of a congested population.
2. Convenient for women in relation to homes, workplaces, and recreation facilities.
3. Set up to give special service for women on evening and night shifts.

B. A Health and Medical-Care Program adapted to meet the needs in various types of communities (under the auspices of health and medical agencies and authorities such as the Office of Defense Health and Welfare Services) should include wherever feasible and possible:

1. Education in regard to disease prevention, industrial hygiene, and first aid (carried on possibly in connection with a recreation program).
2. Adequate remedial care (including hospital facilities and out-patient clinic) in case of sickness, at nominal fees or with free treatment of women where necessary.
3. Group hospitalization and group medical care.
4. Special facilities (including visiting nurses and nurses' aides working under professional direction) for care of unattached sick women in homes of other people, lodging or boarding houses, or dormitories, when hospitalization is not possible or essential.
5. Training of volunteers for participation in health program.

C. Information and Social Case-Work of the following types are necessary:

1. Facilities of Travelers Aid Society in a community, or where it is lacking a program of similar services.
2. Special attention to problems of migrant workers—
 - a. Including distribution at employment offices of a leaflet to give women essential facts about a new area, in advance of arrival there.
 - b. Preventing migration of women ineligible for jobs in other areas.
3. Special facilities (including use of trained case workers) for meeting emergency social problems of women as newcomers in a community.

D. Adequate Child-Care Facilities for Working Mothers (on all three shifts) in accordance with standards established by the U. S. Children's Bureau should include:

1. Nursery schools, centers, etc. (conveniently located but not in plants) for children of pre-school age.
2. Playgrounds, leisure-time program, and supervision during after-school time for children of school age.
3. Other arrangements, such as day care in foster homes, housekeeper service, day and vacation camps.
4. Individual counseling service to mothers.

IV. Personnel and Other Forces Responsible for Community Programs.

A. Paid Directors (and their assistants) of projects for recreation, housing, etc., should—

1. Be trained and experienced in the special type of work they are directing, in group work, and in social case-work where desirable.
2. Be familiar with problems and needs of women workers.
3. Possess essential personality qualifications.

B. Services of Trained Volunteers are desirable, to assist in various types of projects, wherever feasible.

C. Cooperation of Local Agencies or Forces, including women's organizations (a State Federation might help where no local branches exist), can be especially helpful in making housing and recreation programs for women workers in their communities more adequate, through assistance of trained volunteers, in such projects as—

1. Operating a room-registration service.
2. Making duration dormitories more livable.
3. Helping to develop an existing recreation program, or initiating one in a community without such.
4. Sponsoring a publicity campaign to help the community understand the needs of women workers and to secure cooperation of local forces in making available essential facilities.

Part II.—STANDARDS AND POLICIES FOR A RECREATION PROGRAM

The most obvious phase of a special community program for women is recreation, or re-creation as it might better be called because of its broader connotation. Such activities pertain to the interests of a larger number of women workers than does any other of the special aspects considered in this report.

Practically every individual wants and needs some form of recreation or relaxation. The significance of recreation to the individual's well-being has been stressed by one authority as follows: "The function of play is to balance life in relation to work, to afford a refreshing contrast to responsibility and routine, to keep alive the spirit of adventure, the sense of humor, and that sense of proportion which prevents taking oneself and one's job too seriously, and thus to avert the premature death of youth, and not infrequently the premature death of the man himself." (25)¹

Another authority asserts that "the use of the people's leisure is one of the three or four outstanding social and economic concerns." (11) He believes that a community should accept recreation as a governmental responsibility on the same plane as education, safety, and health. He points out that, in the past, recreational opportunities for women have been slighted, and that the problem should be studied and met "head-on."

Opportunities for play, relaxation, wholesome entertainment, self-expression, education are required and desired by all women workers. Particularly is this true in a time of National emergency and abnormal changes, when there is an increased strain and heightened feeling of insecurity. For many the need is greater because of the three-fold pressure of strange surroundings, overcrowding, and the speeding up of industry. For many girls away from home, employed in factories or at service jobs for the first time, the right type of recreation program is imperative and an inescapable community responsibility. It is not only beneficial to the women, in promoting their health, morale, and efficiency, but a valuable asset to the community in promoting better local conditions and contributing to the general public welfare.

At a conference on recreation called in July 1941 by Paul V. McNutt, as Coordinator of Health, Welfare, and Related Defense Activities, Mr. McNutt said:

The leisure-time problems of our millions of defense workers are at least as urgent as those of the men in military service. Many of those coming into defense communities are young and away from home for the first time. Many of them are girls and women. Many of the older men have families with children. All of them are in equal need of wholesome, inter-

¹ Figures in parentheses refer to sources in reading list, Appendix A.

esting recreation. * * * progressive leaders in organized labor, business management, and municipal government have realized that "all work and no play" makes not merely "dull boys" but below-par workers.

The approach to the question of recreation used in the following discussion is the over-all set-up designated as "the program." This comprises various important factors: (1) The standards and policies formulated by various agencies to meet the needs; (2) the leadership; (3) the facilities, equipment, or resources; (4) the activities planned and carried out; (5) the procedures necessary to implement the standards, to secure or utilize facilities, and to develop leadership; (6) the practices conducive to community understanding and cooperation. The broad term "program" is discussed in relation to a number of important aspects involving in one way or another the several factors mentioned above.

The Program—

Should Be Based on Community Conditions.

1. The recreation program for women naturally will differ widely with the different types of communities. In some instances the program will vary as conditions in a locality change from the status quo at the beginning of the defense impact in the area, up to the peak of defense activities and related developments. In other communities, especially the smaller ones devoid of some of the facilities found in larger cities, all the recommendations that follow would not be feasible.

2. Plans may encompass—

- A simple set-up in a newly developing community, requiring initial steps to be taken by a local recreation committee (see part V on procedures) for use of any existing facilities or establishment of those most feasible.
- A more ambitious program in a community still in a transitional stage of development, through continuing effort to get increased cooperative participation by local interests and agencies or those in neighboring communities.
- A fully developed program in a large definitely settled community, carried on in connection with a well-equipped recreation center, and utilizing all available resources of local, State, and National agencies.
- A program in connection with special dormitories or housing projects for women to provide certain recreational facilities on the premises. (See part III, p. 26.)

The Program—

Should Be Adapted to Women's Particular Interests. (19)

Any recreation program for women must be planned to meet their varied needs and interests—

Along the lines of individual or dual activities, group or team activities.

At different age levels, primarily as young or mature persons.

In relation to the opposite sex.

Because of different marital status as single, unattached women, or married women seeking recreational opportunities together with their husbands.

On the basis of religion or race wherever desirable or feasible.

In view of other personal preferences or requirements due to physical condition of the individual, her mental development, educational background, and special proclivities as related to physical, mental, creative, social, and social-service activities.

The Program—**Should Comprise Varied Activities.**

1. The program should be as broad in scope and as many-sided as possible. It should take into account the wide range of individual and group interests, and be planned in accordance with recommendations of experts (19) (20) in the field of recreation and group work. Care should be taken to give participants a definite share in formulating and carrying out the program, and to have full opportunity for co-recreation with men.

2. The program must be adjusted to particular circumstances and needs and should be based wherever possible on the following standards:

To permit women to derive pleasure as participants, spectators, or both, as facilities allow and individuals desire.

To include both outdoor and indoor activities, in relation to facilities available at home and away from home.

To give opportunity for physical activities—

Individual or dual activities (in which the individual plays by herself or with one other) such as hiking, golf, bowling, ping-pong, shuffleboard, skating, swimming, boating, tennis, badminton, croquet, and so forth.

Team activities, such as volley ball, basket ball, hockey, playground baseball, and so forth.

Group activities, such as gymnastics, folk dancing, outings, active indoor games, sports, and so forth, as listed above for two persons.

To provide passive relaxing entertainment, such as—

Music, motion pictures, plays, quiet indoor games, use of library facilities, and so forth.

To afford opportunities along lines of—

Mental tests—

Guessing, observation, accuracy games; card games; puzzles and tricks.

Cultural and educational interests—

Lectures, concerts, sight-seeing trips.

Classes of various kinds.

Workers' education courses (particularly to enable women and girls, some of whom are employed for the first time, to obtain information about, or understanding of, legislation pertaining to their employment).

To encourage creative effort or self-expression:

Group activities—

Singing, dramatics, discussions, forums, and so forth.

Individual activities—

Arts and crafts, playing musical instruments, singing, hobbies, and so forth.

To afford social activities:

With men—

Special parties, dances, outings, and in connection with many of the recreational performances listed above (with special effort to include men in the military services).

In women's and girls' clubs—

A series of meetings and suppers at regular intervals.

To arouse interest among the women in social service, as an altruistic form of recreation, particularly in connection with civilian and community needs in the war effort.

To provide the atmosphere and amenities of a home, as far as possible. (See discussion Part II, p. 18, as to provision of kitchen and laundry equipment and sewing machines.)

To arrange for week-end excursions and more extensive vacations in connection with special camps and lodges that may be available (for mixed groups when feasible).

The Program—

Should Have Modern Philosophical and Educational Approaches.

1. The program should be based on a clear understanding not only of the needs and integrity of the individual, her self-expression and development, but of the desire of groups for self-organization and collective action. (Such objectives are in line with modern trends among workers, particularly in connection with women's increased participation in the labor movement and their growing interest in programs sponsored by labor groups in an ever-broadening field.)

2. The program should be designed—

To permit women workers to formulate plans and conduct their own activities as far as possible.

To encourage the women to develop leadership among themselves.

To tap individual interests in building up group associations.

To develop a sense of social responsibility on the part of the group and the individuals comprising it.

3. The program should be developed with due consideration of the exceedingly limited incomes of the majority of women workers, but definitely should not follow the policy of providing entirely free recreation in all instances. A well-balanced program in this respect should include—

Use of free community facilities.

Opportunities for low-cost commercial recreation of a wholesome nature.

Development of specially organized, occasional activities on a no-expense or small-fee basis.

System of nominal dues for certain regular activities involving significant expenditures by sponsoring agencies.

The Program—

Should Take Into Account Employment Conditions.

1. The program should be developed with a sound physiological and psychological approach and scientific understanding of women's needs and interests as related to different types and conditions of employment. It must be remembered that as women in the same field of work comprise different types with varying educational backgrounds, generalizations as to types of desirable recreation are not advisable. In fact, care should be taken to avoid trying to classify women too definitely according to their recreation needs. A questionnaire as to kinds of activities preferred, to be answered by each individual woman for whom a program may be designed, would serve as a desirable guide. (21)

2. Special effort should be made—

To meet any different interests and inclinations of women in such diversified fields as professional, clerical, industrial, as revealed by the women themselves.

To meet the needs of women (on white-collar jobs, or in professional work such as nursing, or in service occupations) within the military camps. There will be a growing need to provide facilities for such groups as women become employed more extensively on jobs with the military forces.

3. The program should be adapted, with attention to job requirements—

To meet the needs of women on sedentary jobs. (Though some physical activity is desirable it should be adapted to the physical condition of the participants. It might better be of a pleasantly, than a violently, active nature. It should be play, not hard work. Activities such as hiking, golf, folk and social dancing, swimming, boating, and so forth might be preferred by some women, while young girls might find tennis, badminton, basket ball equally or more desirable.)

To meet the needs of women whose jobs require considerable standing or physical exertion. (Special effort should be made to provide activities tending to offset the physical fatigue but not necessarily to avoid all physical activity. Exercise calling into play muscles other than those used on the job, especially along the lines of the milder forms of bodily activity, should prove desirable and beneficial.)

To furnish for women who perform repetitive, monotonous, unskilled jobs, opportunities for types of leisure-time activities conducive to wholesome fun, gaiety, excitement, and development of self-expression and initiative. (They should not be expected to engage necessarily in creative activities unless they wish to. Parties, dances, and outings with men, also physical contests of various kinds, may be of most interest and most desirable.)

To plan for women on operations requiring a high degree of concentration, the constant use of hands and eyes, or on processes involving considerable stress and strain, opportunities for essential relaxation, such as plays, motion pictures, music, group singing, mild games; folk dances; parties, dances, outings with men.

To give recreation opportunities to women on all work shifts, with particular consideration of those on the late afternoon-evening and the night shift. (Effort should be made not only to provide the most feasible activities of the types discussed but to secure cooperation from community facilities, such as commercial enterprises and educational institutions. A well-rounded program including co-recreation activities for these two more difficult shifts should be set up.)

4. Recreation facilities should be made available in convenient locations with due consideration of distance from workplace and living quarters, and of satisfactory transportation to prevent unnecessary waste of time and energy.

The Program—

Should Be Conducted Apart From Workplaces.

1. The program should be planned and carried on apart and away from workplaces. The program will prove to be of a more effectively recreational nature if not identified in any way with the job. There will be a definite break between work and play.

2. It is not the intention to discourage employers from taking an interest in recreation facilities for their employees, as in many instances the plant management is in a key position in the community to help initiate such a program.

3. It is recommended that the employer, instead of establishing leisure-time activities in or around the plant, help to develop a community set-up for such purposes through contribution of money or services. In places having no special agencies or organizations to develop a recreation program the management may well take the first step of calling together a committee to secure the cooperation of State or Federal agencies in regard to a local project. In any instances where a recreation program sponsored by the industrial management seems the only feasible arrangement in an emergency situation, the workers should be given free rein to plan and direct the activities.

4. Essential plant facilities, such as restrooms where women may relax during rest- and meal-period breaks in working hours, are essential for health and efficiency, and though re-creational are not to be confused with leisure-time activities.

The Program—

Should Be on a Community Basis.

1. Recreation plans for women workers should be part of a total community recreation program (18) or should be tied in with any existing recreation programs or plans in a community. Where nothing of the sort exists, those responsible for building up facilities for women should work toward the broader objective wherever possible, thus preventing their becoming a segregated group. The aim wherever feasible should be toward co-recreation as a normal wholesome program.

2. The program for women should—

Prevent undesirable duplication and unnecessary effort, thereby cutting down expenses.

Aim at the pooling for their use of all available local facilities, resources, and personnel connected with both public and private agencies in any way concerned with the matter of recreation.

Give ample opportunity for use of such community facilities as municipal auditoriums; athletic fields, swimming pools, skating rinks, tennis courts, golf courses; school and library facilities; women's clubhouses or clubrooms; church parish halls; union headquarters; and so forth.

Aim to coordinate most effectively all recreation facilities for women connected with special centers, housing projects, and local agencies in any way concerned with the matter of recreation.

Give full opportunity for association with groups having different interests in the community in connection with the various kinds of opportunities listed above.

The Program—

Should Be Conducted by Qualified Personnel.

1. One of the most vital aspects of the whole recreation program is the choice of the right types of persons to formulate, direct, and carry on the activities.

2. The program can be carried on most effectively through the use of both paid and volunteer workers.

3. Paid personnel should include—

A mature woman as program director who should have as many as possible of the following characteristics:

Experience as an executive.

Some training in group work along recreation lines and in social case-work.

Experience in working with organizations.

Ability to organize community resources, to visualize and utilize community potentialities.

Ability to use and supervise volunteers.

Familiarity with the problems and needs of women workers.

Pleasing, well-balanced personality.

Maturity of judgment and tact.

Sympathy with and understanding of people.

Ability to maintain emergency workers' morale to enable them to meet the trials of the present emergency and to develop spiritual resources among individuals.

A younger woman as assistant and program leader, with the following qualifications:

Considerable training in recreation work.

Ability to lead and direct groups and to secure cooperation.

Enthusiastic approach to conducting activities.

Pleasing and stable personality.

Program skills, such as athletics, arts, crafts, and so forth.

4. Volunteers (2) (36) can assist greatly in the program (particularly if identified with such organizations as local and State defense councils [affiliated with the Office of Civilian Defense], the Young Women's Christian Association, the National Catholic Community Service, and so forth) if they have the following qualifications:

Training along necessary lines.

Willingness to cooperate in many ways, particularly in securing interest and assistance from community groups.

Professional attitude toward standards of service.²

Sense of responsibility and dependability in carrying out assigned duties.

The Program—

As Related to a Recreation Center.

1. A well-rounded recreation program for women can be carried on to best advantage in conjunction with a well-arranged center permitting the many diversified activities already discussed as essential or desirable. The center may be set up for use of men also and for co-recreation activities, but under such circumstances care must be taken that women are allowed their full share in the use of resources. (In smaller communities where a large center would not be possible, much less elaborate headquarters, such as a room or two, could be provided.)

² See Appendix B, Code of Ethics for Volunteers, American Association of University Women, Washington, D. C., 1940.

2. The center should be planned and equipped for varied indoor and outdoor activities with—

Auditorium, lounge, library, writing desks; several small rooms for use by club groups or by individuals for private parties; gymnasium or room for such games as ping pong, basketball, and so forth.

Surrounding grounds (if space is available) equipped for picnics and such games as tennis, badminton, croquet, and so forth.

Use of the roof of the building (if in a congested city area) for such activities as parties, dances, picnics, sports, sun bathing. (This arrangement is particularly desirable for summer in warm climates.)

An outdoor or indoor swimming pool, if feasible and not elsewhere available in the community.

Provision of showers and powder-room for women to "freshen up" after physical exercise or on coming from or going to their jobs.

Provision of kitchen equipment for use of women, particularly in communities where satisfactory eating facilities are lacking and a limited number of women would like to prepare occasional meals.

Provision of sewing-machines and laundry equipment, since in many instances facilities are not available in connection with women's living arrangements.

3. The center should include sufficient equipment for a varied program, but should avoid unnecessary duplication of certain community facilities by planning for a cooperative program with all other local agencies concerned in any way with recreation. Women should be given opportunities similar to those given men for use of certain facilities when it is desirable for one sex to use them alone, as in basketball, hockey, baseball, and so forth.

4. In large cities where women live in rooming houses or private homes in which recreation facilities are not available on the premises, and which are located at some distance from a large center such as has been described, small neighborhood activities are desirable. These might consist of social affairs carried on in almost any place available—a school, church parlor, hall, and so forth.

The Program—

As Sponsored by Available Agencies.

1. The recreation program for women workers in defense areas should be a cooperative one utilizing all forces of the local community and the services of certain qualified and designated agencies as well as other groups and organizations that may be able and willing to participate.

2. Two agencies³—the Young Women's Christian Association and the National Catholic Community Service—of those comprising the United Service Organizations are specifically charged with certain responsibilities for providing recreation for women workers. These two agencies have been supplied with funds through voluntary contributions by the public, and with some buildings through Congressional appropriation, to carry on their work.

The Young Women's Christian Association works in military and naval areas with the large numbers of women and girls employed "behind the

³ Only the activities of these two agencies and the other agencies discussed that relate to women workers are mentioned.

lines" and the wives and families of service men. It works in industrial defense areas with an ever-increasing constituency of women and girls employed in defense plants, and the wives and families of defense workers, who in some instances may be employed women. The work with these new groups is not in competition with the regular industrial and business girls' programs of the Association. To the contrary, it is hoped that the "on-going" program may be enlarged and strengthened by the U. S. O.'s contact with these thousands of workers. Basic to a successful emergency program like that of the U. S. O. is a strong and vigorous "regular" industrial program which in many communities is aiding extensively with the emergency program. (38) (39) (40) (41)

The Women's Division of the National Catholic Community Service is assigned the responsibility of providing leisure-time programs for women and girls employed in war industries, wives and families of war industries workers or of servicemen, who are living in overcrowded communities away from home, family, and friends. This agency gives to such persons working on three shifts, who in the emergency often are forced to put up with accommodations in trailer camps, boarding houses, and with inadequate recreation facilities, opportunities not only for recreation but for a variety of other services along the lines of education, culture, personal and spiritual guidance, and efforts "to dispel loneliness and fill leisure hours with pleasant play and companionship." (14) (15) (16) (17)

3. Other agencies are officially involved in one way or another with recreation for women because of the scope of their programs. The most important of these and the ways in which they cooperate are:

The Women's Bureau, U. S. Department of Labor, charged with the responsibility of promoting the welfare of women workers and formulating standards and policies to improve their working conditions, increase their efficiency, and develop opportunities for their profitable employment. It acts in consultative capacity to employers, workers, and other groups and agencies seeking guidance in regard to all needs and interests, including those along recreation lines, of women workers. (30) (31) (32) (33) (34) (35)

The Office of Defense Health and Welfare Services, Federal Security Agency, concerned with the fields of health, welfare, social protection, family security, education, and nutrition. In this agency is a recreation section that is devoted to the question of recreation needs as related to defense workers and their families, with the many ways and means of meeting such needs, and which offers expert guidance along the lines of recreation. It has a special field staff serving in such capacity. (1) (2)

The Office of Civilian Defense and its affiliated State and local defense councils, a part of the broad program of which is to furnish, through the use of volunteers, assistance in a recreation program for defense industry workers along a variety of lines, such as: Preparing a list of current amusements and of available recreation facilities; organizing athletic contests and planning outings; providing increased recreation facilities in the community; preparing a magazine and book collection for community centers; serving as hostesses, chaperons, dancing partners, and so forth; acting as leaders for all sorts of interest groups such as sewing, cooking, art, music, drama, crafts, and so forth; acting as leaders for adult discussion groups on current topics; teaching a variety of subjects such as current events, citizenship, art and music appreciation, and so forth. (36) (37)

The Work Projects Administration, Federal Works Agency, which has included as part of its normal program activities the providing, in communities, of recreation programs and facilities or supplementing such efforts of local agencies, and developing leadership for recreation; and which has extended its recreation program to meet war needs. The latter includes efforts to provide adequate recreation for women industrial workers with special recognition of the needs of night-shift workers; provision of recreational opportunities for women in trailer camps, congested or emergency housing areas, and evacuation situations; extensive and widespread organization of women and girls to serve as dancing

partners and chaperons at dances for men in uniform. (6) (7) (8) (9) (10) (11) (12)

Certain agencies (prior to February 24, 1942, see p. 27) charged with responsibilities for management of defense housing developments, such as the Housing Management Division of the Federal Works Agency, the United States Housing Authority (13), the Farm Security Administration, the Tennessee Valley Authority, and the War and Navy Departments. In connection with the building and operation of low-cost defense housing projects, they were concerned with provision of certain recreation facilities for the occupants of such houses or dormitories. These occupants may include single or married women workers in many instances.

4. Various community agencies may become definitely involved in a recreation program for women, either through cooperation with the agencies listed above as specifically charged with developing such a program for women defense workers or defense workers in general, or through taking the lead (in the absence of such agencies).

Some of the most usual of such community agencies are—

A regular community recreation set-up or other civic organization.

Other U. S. O. agencies (the Y. M. C. A., Jewish Welfare Board, the Salvation Army) that may be operating in a community devoid of Y. W. C. A. or N. C. C. S. representation.

Schools.

Women's clubs or organizations. (These can render particularly helpful and valuable service in a cooperative program, or may be the most desirable force in many communities for taking the lead in a recreation program for women.)

Churches or social agencies.

PART III.—STANDARDS AND POLICIES FOR A HOUSING PROGRAM

From the viewpoint of women as defense workers and newcomers to a community, a place in which to live may be an even more urgent question than a recreational program. They may, if forced to do so, be able to draw to some extent on their own resources for amusement and leisure-time pursuits; but they cannot build a place in which to live, and only in very rare instances can they assume responsibility for having a home built. They must, therefore, depend on housing facilities available in the neighborhood or nearby. To be sure, in some areas many of the women are regular residents or commute only a short distance, but others are forced to travel in some type of conveyance back and forth for an unduly long distance. In view of the required rationing of automobile tires, commuting may have to be discontinued by large numbers of workers.

Thus, in many localities with suddenly expanding industry and the influx of thousands of workers from other areas, the plight of many women migrants is serious and calls for immediate action to enable them to make suitable living arrangements.

In the emergency period even more than in normal times, inadequate and indecent homes threaten the welfare of individuals and of the community as a whole. Today good housing is one of the greatest bulwarks in preserving morale, health, and efficiency of women workers. It helps to foster content among them, and to prevent labor turn-over, with its slowing down of production.

Housing is more than shelter. It should mean satisfactory living conditions for women workers, guaranteeing them safety and security and conforming to standards of decency, cleanliness, health, adequacy, comfort, and convenience. Living quarters should be attractive and in pleasant surroundings. Women need satisfactory shelter at a price they can afford to pay, and such standards are possible without material addition to expense.

Adequate housing of women workers calls also for some facilities on the premises for recreation and relaxation, if possible, since a number of women after a day's work may not wish to seek diversion outside their home.

As already pointed out, the emergency has injected certain new and acute problems into the housing situation for both women and men as migrant workers. However, since many men going from one neighborhood to the other take their families with them, they are more likely to derive benefits from defense housing in the form of desirable family dwellings. Women should not be made to feel that they are "a problem group" or that they are being regimented into some undesirable housing set-up.

Communities differ considerably as to housing possibilities for women from other localities. Wherever private facilities or enter-

prises are not able to meet the need, the Government assumes responsibility for the housing program.

The basic policy of defense-housing program is that no defense activity shall be retarded because of lack of housing and no American worker shall be forced to live in substandard conditions while carrying on duties vital to the defense of his country. (22)

A Place to Live—

In Relation to Types of Housing and General Standards.

1. Satisfactory living quarters for women workers may be of the following types:

Rooms in private homes.

Rooms in boarding or lodging houses.

Dormitories, whether remodeled buildings, new permanent buildings, or temporary demountable structures.

Defense single-unit dwellings.

2. Authorities on budgets consider that a fair charge for living quarters is an amount not in excess of 20 percent of the worker's income.

3. The question of standards adequate in all respects for any type of living quarters for women is complicated by too many technicalities for exhaustive treatment in this connection. Any structure should be in accordance with modern scientific building codes. (24) It should meet all specifications in regard to safety and fire regulations.

4. Irrespective of type of accommodations there are certain general specifications as to rooms and premises that should be met to guarantee, for women occupants, decency, adequacy, and safety. These essential minimum standards may be summarized as follows:⁴

A private single room if possible or a double room with not more than two women (with separate beds).

Room to be of sufficient size to permit essential activities by occupants (who in some instances may not have regular use of a living room).

Privacy to be guaranteed, by having any door leading into the room provided with lock and key and the room not to be used as a passageway to another room.

For ventilation of the room, at least one window that will open, overlooking a street or yard but not an airshaft; and cross ventilation by means of a second window, transom, or shuttered door, if possible. (In most climates windows should have screens.)

Proper heating arrangements.

Electric lighting in the room, adequate for reading or sewing at night. (A portable light for use at dresser, table, or bed is a convenience.)

A closet or wardrobe that can be locked, preferably one for each occupant.

Minimum furniture and furnishings to conform to the basic principles of combination of colors and designs, and to include—

Bureau or chest of drawers; one for each person in double room.

One or more chairs, at least one an upholstered chair; two or more chairs in double room.

Desk or small table.

Rug or floor covering.

⁴This summary is based largely on the specifications for living quarters contained in a joint report of the Bureau of Home Economics, U. S. Department of Agriculture, and the Women's Bureau, U. S. Department of Labor: Factors To Be Considered in Preparing Minimum-Wage Budgets, pp. 12-14.

Window shades or curtains.

Bed with good spring and mattress, clean and free of vermin; a bed for each person in double room.

Blankets, the number depending on climate. Bedding should be clean. One or two clean sheets a week per person, decision to be made on the basis of local custom.

One clean pillow case a week per person.

Two clean turkish bath towels, two clean hand towels, one bath mat a week per person; more may be specified.

A modern bath (or shower) and toilet in good repair, on the same floor with the room, for every 5 to 7 persons; 1 washbasin to every 4 persons, unless there is running water in the rooms, when the ratio may be 1 to 7.

General cleanliness of room and premises, with frequent and regular cleaning by management.

Facilities on premises and privileges for laundering of clothes, preferably apart from a bathroom.

A place on premises for entertaining guests elsewhere than the bedrooms.

A Place to Live—

Available Through Room-Registration Service.

1. A definite service rendered today by local agencies in many communities with defense impacts where there has been a large influx of workers is a listing of available living quarters—houses, apartments, rooms. Such an emergency set-up, generally known as Room-Registration Service, has been established to function in addition to or in cooperation with any existing facilities of this type such as those that for years have been sponsored by the Young Women's Christian Association, the Travelers Aid Society, and the National Catholic Community Service in many places. Considerable effort should be made, and is being made generally, to have all available quarters carefully inspected, and listed only if they meet certain standards; and to control rentals from soaring as demands for rooms increase.

2. Great care should be taken to provide suitable places for occupancy by young, unattached women as newcomers to a locality and thus to prevent the dangers of hit-or-miss room finding. The Y. W. C. A. has been working on the problem for years; the standards which it has developed are listed below as a helpful guide to all who may be concerned with this problem:

Minimum Standards for Y. W. C. A. Room-Registry Work Include—

- I. A committee, whose members are familiar with housing facilities and needs in the community, who shall be responsible for—
 - a. A thorough investigation of all houses having rooms registered with the Y. W. C. A.
 - b. The establishment and maintenance of an adequate list of those rooms which are known to be *suitable* living places for girls and women.
 - c. Reinvestigation of all registered rooms systematically and periodically (about every six months).
 - d. Helping to raise *standards* of rooming and boarding houses.
 - e. Demonstrating an interest in the welfare of the girls and women placed through the registry.
 - f. Check-up with those referred to rooms or with landladies on whether rooms are taken.

II. A staff member, even though one carrying other work, who shall be responsible for directing the room-registry work and who shall—

- a. Work with the committee on methods and standards of investigating.
- b. Supervise the interviewing of applicants—those seeking roomers and those seeking rooms (day and evening hours).
- c. Supervise investigation or actually do the investigating of rooms.

III. Equipment should include—

- a. Space for interview free from interruptions.
- b. Records—
 1. For every house listed, a record card or blank giving name, address, personnel of family and roomers (number, sex, approximate ages), number and kinds of rooms (double and single), number of bathrooms, privileges offered, description of neighborhood, house, and landlady, references, name of investigator, date and space for later reports, and permanent referrals.
 2. For each applicant to whom an address is given, a card with name, address, occupation, parents, or name and address of person to call in case of emergency, employer and references with their addresses, houses to which referred.
 3. Blanks to be sent to references.
 4. Blank to use in referring an applicant to a proprietor or owner.
- c. Statement of standards, as understanding between landlady, roomer, and Y. W. C. A., and some information about the Association.

IV. Ways of cooperating with—

- a. The Association residence and other organized homes.
 - b. Other Association departments.
 - c. Churches.
 - d. Other community agencies.
3. The cooperation found in some communities between any general room-registration service and the Y. W. C. A. or the N. C. C. S. might well be imitated in others.
4. Additional desirable procedures for providing suitable rooms for unattached women.

Careful preparation of a standard schedule⁵ for use by inspectors.

The setting up and sponsoring of an association of boarding-house and lodging-house keepers in a community to serve as a clearing house and educational medium for the members, and as a means for developing and maintaining better living standards and sounder business techniques for such houses.

Attention to the rates of rooms registered to see that they do not exceed 20 percent of the income of those seeking this service.

The compiling of special registries according to the religion and race of those having rooms to rent, for the use of applicants for rooms who in many instances may desire this type of information.

⁵ See Appendix C, Y. W. C. A. Standard Schedule.

A Place to Live—

In Converted Buildings or Dwellings.

One policy advocated by housing authorities calls for careful consideration in those communities where it may be feasible to follow through on it. This is the possibility of converting certain existing buildings into a multiple dwelling for women. In connection with such projects every effort should be made to conform to the general and particular standards recommended in this discussion.

A Place to Live—

As Related to Multiple Dwellings.

1. The influx of large numbers of young unattached women into boom towns, into a suddenly developed industrial project in a sparsely settled section, or into other defense areas leads local authorities to face the need and possibility of special housing projects for women. The most obvious type is a dormitory or multiple dwelling. Such a structure may be built either for permanent or for temporary use, depending on the type of community. Some authorities believe that the needs of defense housing *now* might serve to some extent at least the permanent needs of the community *later*.

2. Dormitories for women, when sponsored by a business concern, should be on a limited-income or small-profit basis if the structure is planned for women at low-income levels of \$35 or less a week, or even for those in the somewhat higher brackets.

3. The most desirable type of multiple-dwelling units for women of low incomes would seem to be one sponsored, financed, constructed, and operated by the Government or U. S. O. agency on a self-sustaining basis (if for temporary purpose) or on a self-liquidating basis (if for permanent use).

4. A special type of housing known as "duration dormitories" has been sponsored by the Government (planned, built, and operated by the Farm Security Administration) as temporary shelter for inadequately housed or unhoused women and men in designated defense industries. These are demountable, multiple-dwelling units. This type has been erected in, or planned for, a number of sparsely settled areas now devoted to war industries. Such units will be removed as soon as adequate private and more permanent defense housing units are available, though it is possible that the majority of these temporary structures may be needed throughout the emergency period. This type of dormitory has certain desirable features but it also has had some definite limitations. For example, restrictions of the act appropriating funds for this program have meant that the agency delegated to handle these projects was able to do very little directly to provide recreational or eating facilities and equipment.

A Place to Live—

In Low-Cost Dormitories with Adequate Standards.

The site of a dormitory should be carefully selected in regard to convenience of location. The site also should be carefully developed, since the emergency may continue for some time.

The general standards discussed on page 22 should be conformed to in the dormitory set-up. Certain additional recommendations related to obvious needs of women living on a multiple-dwelling basis are as follows:

A single dormitory⁶ to be limited to accommodations for 50 to 60 women.

Bedrooms to be largely single ones, at least 8 feet wide by 12 feet long, and 8 feet high; with possibly a few double rooms of at least 11 feet by 12 feet; preferably all equipped with running water.

Rent per room set on a 20-percent-of-income basis, to run from a weekly rate of about \$2.40 for a \$12-a-week worker to \$5 or \$6 for a \$30-to-\$35-a-week worker; or somewhat higher rates for more desirable facilities, such as larger room or semiprivate bath.

Small lavatory units with curtains or partitions surrounding tubs and showers to give privacy.

Toilets to be separate from bath facilities.

Bathrooms and toilets conveniently located to all rooms.

Laundry room with stationary washtubs, drying racks, ironing equipment.

Recreation facilities (preferably within the dormitory) to include—

A large general lounge, attractively and adequately furnished.

Several small rooms or cubicles for individuals to entertain visitors.

Some library facilities.

Space for parlor games.

A kitchenette for use at parties.

Recreation facilities of the above types, if not available in dormitory, to be supplied by means of an adjoining hut.

Outside space adjoining the dormitory for relaxation in warm weather and for games and so forth.

Eating facilities to include—

A comfortable, attractive, nonprofit cafeteria within or adjoining the dormitory to make meals easily available.

Inexpensive, nutritious, appetizing, well-balanced meals, at a set rate per meal or per week, the cost of meals to be separate from room rent.

Some provision within or near dormitory for cooperative meal preparation by women who might prefer such arrangement, especially if a conveniently located cafeteria or other type of eating arrangement is not available.

Adequate dormitory staff to include—

1. A director (a mature woman), responsible for management, upkeep, planning of policies and social program, with—

Experience in institutional, club, or project management.

Preferably some knowledge of social work, and of work with groups and individuals.

Ability to handle financial matters.

Familiarity with problems and needs of women workers.

Pleasing personality.

Mature judgment, tact, and understanding of people.

Ability to get along with people.

Ability to help make a success of a program of self-government by the occupants.

⁶ Some authorities in favor of including in the same housing unit both men and women admit that such arrangement would cause additional problems, but believe its advantages would more than offset the disadvantages.

2. An assistant to director, a younger woman with—
 - Experience in group work.
 - Some training along recreational lines.
 - Adaptability.
 - Pleasing personality.
 - Interest in people.
3. A desk clerk with—
 - Experience in business.
 - Ability to meet people.
 - Pleasing personality.
 - Interest in people.
4. A housekeeper.
5. Sufficient maid and janitorial service.

Self government by occupants so that rules and regulations would be self-imposed and administered (in cooperation with the director as the counselor).

Special provisions for workers on evening and night shifts to include—

Arrangements for preventing noise during their sleeping hours and for promoting sociability for them during waking hours.

Desirable recreational activities and eating arrangements during their nonworking hours.

A Place to Live—

In Low-Cost Family Dwellings.

1. In communities where defense housing projects make available at low rentals family dwellings, either of a permanent or of a temporary type, some women workers as members of families occupying such homes might have satisfactory living quarters. Where there might be a surplus of such dwellings and a substantial number of women in need of living quarters, houses of this type could be assigned to unattached women, three or four living in a single unit on a cooperative basis, sharing the regular rental costs set for the project.

2. Another possible housing arrangement for a considerable number of unattached women workers might be, instead of multiple dwellings, a series of single dwelling units, possibly in the form of apartments, definitely constructed for occupancy by single women, several living in a unit on a cooperative basis.

3. In a series of such units, were recreational facilities provided as part of the project, women would have access to them.

A Place to Live—

And Agencies Responsible.

The over-all agency responsible for defense housing projects is the National Housing Agency established by President Roosevelt in an Executive order (February 24, 1942), merging all existing Federal housing activities. Prior to this date all matters pertaining to defense housing were centralized and passed on by the Division of Defense Housing Coordination (23), with other housing agencies participating in the program in various ways (24).

The room-registration services in the various communities operate usually as part of the local defense council, wherever such exists. Or this type of service may be carried on by some other community agency or authorities. (See Part III, p. 23.) All such services make considerable use of volunteers adequately trained for inspection and so forth.

Commercial enterprises also may be responsible for a defense housing project, and may be permitted to borrow from the Government a large proportion of the essential funds for construction.

Local and State agencies or organizations, and also Federal agencies concerned with the welfare of women workers, have an important stake in the housing program for women to see that their needs are adequately met. (See agencies listed in Part II, p. 18.)

Women's organizations in a community may make a very material contribution, if they assume the responsibilities not only of room-registration services but of helping to make dormitories more livable and more complete. For example, where dormitories are devoid of recreational and eating facilities, the lack may be supplied through the cooperative efforts of such local organizations in raising money for equipment, and recruiting services of volunteers for operation, and so forth.

Part IV.—OTHER WELFARE PROBLEMS AND SUGGESTED SOLUTIONS

As already indicated, various other social and economic problems as related to their living arrangements develop for women workers in defense areas and necessitate carefully worked out remedial programs. For some aspects the community itself may be largely responsible for formulating and carrying out plans. For other matters cooperative efforts between agencies in the community with the influx of women workers and agencies in the areas from which the workers come will produce the best results. Only a few of the most obvious problems will be touched on here.

Questions of—

Transportation.

Transportation is a matter so closely related to housing, recreation, and place of work, and is such an essential factor in satisfactory living arrangements, that it requires special attention.

Development of satisfactory transportation facilities for women workers calls for—

A survey by community forces (sponsored possibly by the local industrial managements) on the location of work establishments, living quarters of various kinds, and recreational centers; as well as on the problems of women employees in relation to their work shifts.

Establishment of a good local transportation system with special effort to prevent women workers from being fatigued or inconvenienced by long waits for conveyances, or walking long distances, or using at night lonely stations and stops, or walking unsafe stretches.

Arrangement for cooperative use of private automobiles among workers commuting from the same directions.

Cooperation from volunteers in a community who may be willing to furnish automobile transportation to help workers on different shifts to avail themselves of recreational facilities.

Questions of—

Information and Social Welfare.

1. Informational and social-welfare services should be provided in each community, particularly those characterized by an influx of defense workers. One of the U. S. O. agencies, the National Travelers Aid Association, is charged with this responsibility, which is of great importance to women as migrant workers.

The Travelers Aid Societies (operating at railway and bus terminals, ports of entry to cities or to the country, and so forth) provide even in normal times, through their various services, valuable assistance to unattached women, who in many cases are young and inexperienced. The movement of people (including many women) as a result of the defense program necessitates increased services at points where the societies are functioning and new services in places with recent concentration of population.

The agency's available information on housing, recreation, churches, medical resources, pertinent legislation, and so forth, proves especially helpful to women as newcomers to a community.

The agency's protective travel service and its distinctly individualized help on a social case-work level mean much to women in meeting various types of emergency or solving their social problems.

Since such cases generally involve more than one locality (the point of departure and point of arrival), a strong chain⁷ of services must be maintained to prevent any possible breakdown in care.

2. The information service might well include distribution of popular leaflets containing pertinent facts to women workers before they arrive in a community (informing them, for example, of the requirement that they bring their birth certificate as proof of citizenship when coming for a job in a defense plant). Such a service would help to reduce the problems of women recruited for employment in a strange locality, and also to prevent undesirable migrations of women not eligible for such types of available employment.

3. A broad social-service program to help unattached women workers make satisfactory adjustments in a new community could be developed through the cooperative efforts of various local agencies, such as the Travelers Aid Society, the local defense council (where such exists), civic or social agencies, women's organizations, labor unions, schools, churches, and so forth. Such a service could be greatly facilitated through volunteers in the capacity of trained case workers.

4. Efforts should be made to create among the regular residents of a community better understanding of the needs of industrial women as newcomers to the community, and to prevent any social discrimination against them—to have it understood that in the present conditions production in the factory is as important to the life of the Nation as service at the Front, and the welfare of the production workers as important as that of the fighting forces.

5. Use should be made of all local publicity mediums to arouse community interest and cooperation in regard to the welfare of women workers.

Questions of—

Health and Medical Care.

1. A program to promote the health of unattached women workers and to aid them in getting proper medical care is a desirable service to be set up and carried on by community authorities.

2. The program should be based on replies to such questions as:

Are there sufficient hospital facilities to warrant a group hospitalization plan?

Are there adequate out-patient clinics in health departments and community hospitals?

Are diagnostic facilities available especially for tuberculosis, venereal diseases, and cancer?

3. A health program should be sufficient in scope to provide edu-

⁷ Such a chain is now made available in some 2,000 communities in the United States by the regular Travelers Aid Societies, the cooperating representatives, and the TA-USO units organized for the defense program. See (22) in Appendix A for further information.

cation in regard to first aid, disease prevention, and remedial care in cases of sickness, at nominal fees or free treatment for women if needed. (3) (4) (5) Especially valuable would be industrial hygiene services in State and local health departments.

4. The program could be established and maintained under the auspices of certain committees of the local defense council concerned with health, volunteer services, and so forth. Such local committees wherever they exist have a working relation with the Office of Defense Health and Welfare Services through its regional offices and committees. If a community has no local defense council it should apply to the regional Office of Defense Health and Welfare Services for advice on what can be done in the health and welfare field.

5. The management of local industries might make available some medical and nursing care to their women employees when away from the plant as well as when on the job. Programs of medical care could be worked out in cooperation with plant physicians and/or nurses.

6. The program should include, wherever feasible and desirable:

Services in connection with dormitories—

First-aid equipment and trained persons in charge. (Possibly the assistant to the director or some of the occupants. The Red Cross could be called on to train women in first-aid work.)

Provision for care of occupants when confined to their rooms because indisposed, though not ill enough to go to a hospital.

Arrangements for serving them meals in dormitories without a dining room as the responsibility of some member of the staff or a community service.

Some nursing care by industrial, public health, or community visiting nurses and nurses' aides working under professional direction.

Services in connection with recreational centers—

Lectures on health, hygiene, social diseases.

Talks on nutrition.

First-aid courses.

Development of group hospitalization for women in connection with their places of employment wherever feasible. Group medical care also may be possible to develop, either with the Group Hospitalization Association or separately.

Maintenance of a neighborhood clinic sponsored by public and private medical authorities, and available to women workers unable to finance essential medical care.

Training of volunteers for participation in the health program for women workers, along the lines listed above.

Questions of—

Child Care for Working Mothers.

Working mothers who cannot make arrangements for adequate care of their children by relatives or friends should be given assistance in accordance with recommendations by the Children's Bureau, U. S. Department of Labor. (29)

Community plans should include—

Individual counseling service to mothers already employed or planning to enter employment.

Day care in accordance with recommended standards as to personnel, equipment, and procedures, to meet the needs of children of all ages—

For those of pre-school age—nursery schools, centers, and so forth (conveniently located but not in the workplace) under the auspices of some recognized agency in the community and under the supervision of some government unit.

For those of school age—playgrounds, leisure-time program, and proper care and supervision when not at school.

Other forms of care—day care in foster homes, housekeeper service, day and vacation camps.

Adequate care of children of mothers on evening or night shift.

Part V.—PROCEDURES TO EFFECT SATISFACTORY PROGRAMS

The question of procedures for developing and carrying on the several types of recommended programs has been discussed to some extent in the preceding sections. As the question is complicated by the various Federal, State, and local government agencies and by the different private organizations with national and local set-ups that are or may be participants, some concluding suggestions as to procedures may be helpful.

The soundest procedure is for some authority or socially-minded group in an area to take the initial step to arouse the community into surveying the needs of women workers and in setting up the essential operating committees for the several fields discussed. Altogether there are a great many communities with war industries employing women, and the problem is a steadily growing one. The communities vary so greatly in needs and available resources that many different approaches to the problems of women are possible.

In some of the sparsely settled areas involved in a program of industrial development, the plant management may be the first force to become aware of the need of initiating a program centered on the interests of women workers and is the logical one to take the first step in having local committees set up. In other communities a group of workers may take the lead most effectively, or in some instances a woman's organization or group of organizations may well be the force to give the original impetus and often the continued driving power.

The committees set up in an area, whether on recreation, housing, health, or social welfare, should in each case be made up of representatives from all local agencies or interests in any way concerned with the question. Such committees may or may not become organized into a local defense council, but they can develop some method of relating their interests and activities. Needs of the community should be reported to State or Federal Government agencies and the cooperation of such agencies secured in various ways to promote the most desirable programs for women workers in relation to their living arrangements, leisure-time pursuits, and all other important social and economic problems in a particular community. From the National public and private agencies are available information, recommendations as to procedures, standards, and policies, and more definite assistance in various forms, including an allotment from certain general funds appropriated or contributed for different phases of the over-all defense and war program. Though the Federal agency or National organization may in some instances be responsible for the spending of the allotted amount in the community, whether for constructing a housing project, building a recreation center, or developing some other important aspect, the community and all its component groups derive the benefit.

Thus the program is a cooperative one all along the line. It is made broader and sounder in any one community because simultaneously, in thousands of other communities throughout the United States, more or less similar programs are going forward and being tied into the vast network of activities to safeguard the interests of the workers and citizens of the Nation, to protect this democracy against attacks from without and within, and to develop it into a stronger, truer democracy than ever before.

APPENDIX A

SELECTED LIST OF REFERENCES ON RECREATION AND HOUSING

Federal Security Agency.

*Office of Defense Health and Welfare Services.*¹

- (1) Recreation Bulletin (weekly). Washington. 1941-42.
- (2) Recreation for Defense. Washington. 1941. (Mimeog.)

Public Health Service.

- (3) Community Health Series. No. 1. What to Know, What to Do, About Cancer. Washington. 1939.
- (4) Venereal Diseases Series. Nos. 1, 3, 4, 5. Washington. 1939, 1941.
- (5) Workers' Health Series, Nos. 1 to 5. (Dealing with "flu," appendicitis, carbon monoxide, benzol poisoning, and stomach ailments.) Washington. 1941.

Federal Works Agency.

Works Projects Administration.

- (6) Community Recreation Programs. A Study of W. P. A. Recreation Projects. Washington. 1940.
- (7) Community Service Circular. No. 10. The Organization of Training for Recreation Leadership. Washington. 1940.
- (8) Leisure. A National Issue. By Edward C. Lindeman. Washington. 1939.
- (9) Recreation Circular No. 1. The Training of W. P. A. Workers in the Field of Recreation. Washington. 1937.
- (10) Recreation Program. (In Relation to Defense.) 1941. (Mimeog.)
- (11) Recreation—The Modern Concept. By G. Ott Romney, director, Recreation Section. Washington. 1940.
- (12) Numerous technical bulletins on recreational activities.

United States Housing Authority.

- (13) Community Activities in Public Housing. Washington. 1941.

National Catholic Community Service (1312 Massachusetts Ave., Washington, D. C.).

- (14) The Roll of Leaders. Published by National Council of Catholic Women. Washington. 1940.
- (15) The White Book. Published by National Council of Catholic Women. Washington. 1941.
- (16) Youth Leaders' Handbook. Published by National Council of Catholic Women. Washington. 1937.
- (17) War Is Women's Business, Too. Washington. 1941.

¹ For additional references consult Health and Medical Committee and Nutrition and Health and Welfare Divisions.

National Recreation Association (315 Fourth Ave., New York City).

- (18) Introduction to Community Recreation. Prepared for N. R. A. by George D. Butler. McGraw-Hill, New York and London. 1940.
- (19) Recreation for Girls and Women. Prepared for N. R. A. by Ethel Bowers. Barnes, New York City. 1934.
- (20) Recreation. Monthly periodical.
- (21) The Leisure Hours of 5,000 People. A Report of a Study of Leisure Time Activities and Desires. 1934. (Mimeog.)

National Travelers Aid Association (425 Fourth Ave., New York City).

- (22) The Short Contact in Social Case Work. A Study of Treatment in Time-Limited Relationships in Social Work. By Robert S. Wilson. New York City. 1937.

Office of Emergency Management.

Division of Defense Housing Coordination.

- (23) Homes for Defense. A Statement of Function. Washington. 1941.
- (24) Summary of Standards for Defense Housing. Washington. 1941.

Riggs, Austen Fox, M. D.

- (25) Play: Recreation in a Balanced Life. Doubleday, Doran, Garden City, N. Y. 1935. p. 15.

United States Department of Agriculture.

Bureau of Home Economics.

- (26) Factors To Be Considered in Preparing Minimum-Wage Budgets. Bul. No. 324. (Prepared in collaboration with Women's Bureau, U. S. Department of Labor. Washington.) 1938.

United States Department of Labor.

Children's Bureau.

- (27) Community Program of Day Care for Children of Mothers Employed in Defense Areas. Washington. 1941.
- (28) Children Bear the Promise of a Better World: Are We Safeguarding Those Whose Mothers Work? The Defense of Children Series, No. 2. Washington. 1941.
- (29) Recommendations Adopted by Conference on Day Care of Children of Working Mothers. Washington. 1941.

Women's Bureau.

- (30) Effective Industrial Use of Women in the Defense Program. Special Bulletin 1. Washington. 1940.
- (31) Employment of Women in the Manufacture of Artillery Ammunition. Washington. July 1941.
- (32) Employment of Women in the Manufacture of Small-Arms Ammunition. Washington. June 1941.

- (33) Increase in Woman Employment 1914-1918 and Occupations of Women in Defense Industries. Sept. 1940. (Mimeog.)
- (34) The Employment of and Demand for Women Workers in the Manufacture of Instruments—Aircraft, Optical and Fire-Control, and Surgical and Dental. Washington. Nov. 1941.
- (35) Women's Factory Employment in an Expanding Aircraft Production Program. May 1941.

United States Office of Civilian Defense.

- (36) A Civilian Defense Volunteer Office: What It Is, How to Organize It, What It Does. Washington. 1941.
- (37) Emergency Medical Service for Civilian Defense. Medical Division. Bulletin No. 1. Washington. 1941.

Young Women's Christian Association (Y. W. C. A.-U. S. O., 600 Lexington Ave., New York City).

- (38) National Industrial Council News. December 1940. Published by Womans Press, New York City.
- (39) News and Notes. January 1942. Published by Womans Press, New York City.
- (40) Report on Recreation Program in Clubs. By Clara W. Alcroft. Published by Womans Press, New York City. No date.
- (41) The Industrial Worker of the Y. W. C. A. By Annabelle Stewart. Published by Womans Press, New York City. No date.

APPENDIX B

CODE OF ETHICS FOR VOLUNTEERS

As a volunteer, I realize that I am subject to a code of ethics similar to that which binds the professionals in the field in which I work. Like them, I assume certain responsibilities and expect to account for what I do in terms of what I am expected to do. I will keep confidential matters confidential. I interpret "volunteer" to mean that I have agreed to work without compensation in money, but having been accepted as a worker, I expect to do my work according to standards, as the paid staff expect to do their work.

I believe that all work should be carefully analyzed in order that work methods may be standardized. I believe that people should be studied in order to determine what jobs they can do and like to do and that, as far as possible, they should be assigned to jobs they can do well and enjoy.

I promise to take to my work an attitude of open-mindedness; to be willing to be trained for it; to bring to it interest and attention. I realize that I may have assets that my coworkers may not have and that I should use these to enrich the project at which we are working together. I realize also that I may lack assets that my coworkers have, but I will not let this make me feel inadequate but will endeavor to assist in developing good teamwork.

I plan to find out how I can best serve the activity for which I have volunteered and to offer as much as I am sure I can give, but no more. I realize that I must live up to my promises and, therefore, will be careful that my agreement is so simple and clear that it cannot be misunderstood.

I believe that my attitude toward volunteer work should be professional. I believe that I have an obligation to my work, to those who direct it, to my colleagues, to those for whom it is done, and to the public.

Being eager to contribute all that I can to human betterment, I accept this code for the volunteer as my code to be followed carefully and cheerfully.

American Association of University Women
Washington, D. C., 1940

I agree, further, to make no claim against the Association if for any reason my house should become unsuited to the needs of the registry and my name be removed from the list.

Date _____ Signed _____
Please give the names and addresses of two persons, not relatives, who have known you at least two years, one living in this city.

Name	Street	City
_____	_____	_____
_____	_____	_____

Character of neighborhood:
General description

House: appearance, condition _____

Rooms: cleanliness, furnishing _____

Landlady: type, appearance, sense of responsibility _____

Grade of house _____ Visited by _____ Date _____

