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UNITED STATES DEPARTMENT OF LABOR
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MARY ANDERSON, DIRECTOR

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Women Workers and Defense Jobs

EXPERIENCED women registering at employment agencies for industrial jobs are indicative of women's part in manufacturing for defense. The most recent figures by sex¹ show 373,700 such women wanting immediate factory work, three-fourths of them already equipped with various necessary skills. Without doubt the employment agencies will fit these workers into the jobs desired. Almost every factory is a potential producer of defense materials, and a long view indicates the importance of more specific training for women as demand increases for their services, especially in types of work for which they are eminently adaptable but which may be new to them.

Women with Experience in Defense Industries.

Many applicants for work have had experience in making products especially important in the defense program, the numbers of women so equipped being as follows:² Electrical machinery, 17,600; other machinery, 6,700; metal and metal products, 14,000; chemicals, 9,000; automobiles and their equipment, 6,700. There are no continuing data tabulated to show the location of women applicants according to their particular occupations grouped by industry, but samples for some States can be given.

The metal-factory work in which women job-seekers have experience includes work in rolling and stamping, and as machinists, filers and grinders, welders and flame-cutters, furnacemen and smelters, tinsmiths and coppersmiths, tool-makers and die sinkers, blacksmiths and forgers, molders and other foundry, machine-shop, and fabrication work, without doubt including assembling parts and inspecting for a perfect product, as must be done in most manufacture. In 8 important metal-working States, approxi-

mately 9,100 women are seeking jobs in these types of work.

Women Job Seekers and Defense Contracts.

Women's work undoubtedly is called for on many contracts for defense materials awarded to firms in New York, Pennsylvania, and New Jersey. In these three great Middle Atlantic industrial States nearly 3,000 women metal workers were seeking employment as long ago as the spring. Among the materials called for in contracts let in these States are supplies such as nuts and bolts, wire, steel rods, tube fillings; machines or tools such as lathes, cranes, pliers, drills, Diesel engines, milling machines, files; airplane parts such as axles, gears, engine parts; munitions such as bomb bodies, rifle parts, gun carriages, gun parts, ammunition boxes, and the machining of shells.

In three important Midwestern manufacturing States, Illinois, Michigan, and Ohio, 4,000 women experienced in metal work were on the rolls of employment offices. Many of the contracts let in these States call for supplies such as motor parts, valves, wheel and brake assemblies, aircraft engines and parts; for screw drivers and other small tools and for heavier machinery such as presses, locomotive or bridge cranes, tractors, forging machines, trucks, locomotives, teletype machines; and for munitions and army needs such as machine guns, practice bombs, gas-mask carriers, ammunition parts, cartridge containers, light tank hulls, and so forth.

In Connecticut and Massachusetts over 2,000 women were available for metal-work jobs of the types described. Contracts have been let to firms in these States for airplane parts, Diesel parts, tools and fixtures, boring machines, drop hammers, motorcycles, wire rope, pneumatic drills, cartridges, pistols, howitzers, machine-gun parts, ammunition, and so forth.

A similar story could be told of the electrical-supply industries, in which it is well known that

¹ From a special inventory of workers available in April 1940, by occupation and industry, made by the Bureau of Employment Security.

² Includes the factory office forces.

women are especially adapted to many processes that they long have performed. Women are seeking jobs in the making of radios, electrical machinery and accessories, and miscellaneous electrical equipment. Over 9,000 women were available for such work in the nine States mentioned here, these being distributed as follows (in round numbers):

New Jersey, New York, Pennsylvania.....	4,300
Connecticut, Massachusetts, Rhode Island.....	1,900
Illinois, Michigan, Ohio.....	3,000

Various work is needed on contracts let in these States for electrical supplies. In the eastern group (including New England) such contracts call for receivers, cabinets, and head sets for radios, telephone switchboards, storage batteries, searchlight units, and lamp assemblies and mountings; and in the Midwestern States, transformers, generator sets, signals, X-ray outfits, and so forth.

Scientific and professional instruments are needed in the defense program in greater variety than ever before. For example, contracts let in New York, Pennsylvania, and New Jersey include requirements for aircraft clocks and cameras, elbow telescopes, height finders, timing apparatus, navigation watches, telescopes, and surgical instruments. These are products on which the work of trained women can be especially helpful. The manufacture of chemical goods and transportation equipment offers somewhat the same situation. In Illinois and Michigan more than 1,000 women seek jobs in transportation equipment, and in New York and New Jersey hundreds of women are in the market for jobs in chemical factories.

Training Needed by Women.

The training of women for manufacturing processes for which they are especially adaptable will be a major service to the National program. In bench work, using files, screw drivers, and other small tools, and sorting and assembling small parts, in the accurate inspections required to assure a perfect product, and in all finer types of work, women have a special facility. Processes newly performed by women in 1914-18, or engaged in by increased numbers of women, make an impressive list, even including, to a considerable extent, heavier work.³

Today's situation presents this difference—improved machinery and product involve additional fine and precise measurements. Few women already have the training necessary for types of inspection requiring, for example, measurements to thousandths of an inch; this requires a knowledge of how to read blue prints, and of some shop mathematics. Properly equipped women can do drafting-room work, tracing, drawing, operating machines that duplicate blue prints. Additional need for assignment clerks, record clerks, and so forth, can absorb more of the available office workers.

Women are found operating grinding machines and presses, single-spindle drills, multiple drill presses, and even sensitive drill presses. But in general women have not the necessary training in shop practice, and have not developed the special sensitiveness to differences in metals often required to prevent undue spoilage in certain machine processes. Major skills can be developed only within the industry or under actual factory conditions, but certain elementary basic training, including the use of hand tools, is being developed by N. Y. A. and C. C. C. courses. Only to an extremely limited extent is there any inclusion of womanpower in the National Defense Advisory Council training program that has operated through the Office of Education, using local vocational facilities, and with local school officials responsible for conducting classes.

Food, Apparel, and Service Needs.

Wearing apparel and food are as essential as munitions, and women job seekers who had experience in such production were as follows:⁴ Apparel and other articles made from finished fabrics, 92,000; textile-mill products, 86,600; food and kindred products, 62,000; leather and leather products, 24,000. Aside from manufacturing needs, a variety of other services will be required of women, especially if men are withdrawn from civilian services. Thus the following groups of women seeking work⁵ may be of particular importance: Medical and other health services, 14,000; telephone, telegraph, and related services, 11,000; regular government agencies, 13,000; service industries, 281,000;

³ See Woman's Bureau mimeograph: Increase in Woman Employment, 1914-18, and Occupations of Women in Defense Industries.

⁴ See footnotes 1 and 2, p. 3.

⁵ See footnote 1, p. 3.

trade, 244,000; finance, insurance, and real estate, 21,400.

More well-prepared registered nurses are needed than are available, according to the Nursing Council on National Defense recently formed by the various nursing organizations. Its purpose is to unify nursing activities, study nursing resources, and insure continuance of a high quality of nursing schools and services. The Council reports that in 1939, compared to 1938, over 1,800 more nurses graduated, but 458,000 more patients entered hospitals, 73,000 more babies were born in hospitals, and 2 million more persons subscribed to hospital insurance. In 1938, also, demand far outran supply, and 1,800

nurses were added to public-health agencies. Demands have increased in the Red Cross, United States Veterans' Administration, and Army Nurse Corps. The most pressing needs are in one-nurse rural areas, and teachers of public-health nursing also are sought. Warning is issued that adequate education should be secured by attending State-accredited schools. The National Organization for Public Health Nursing, sampling public health agencies, reported a small but constant increase in salaries of staff nurses in the 5 years 1934-38. Monthly salaries in the latter year were: Nonofficial agencies, \$128; combined agencies, \$132; health departments in counties, \$135, in cities, \$148.

Laws for Latin-American Wage-Earning Women

THE MEETING of the Inter-American Commission of Women to be held in Washington early in November stimulates anew the public interest in conditions surrounding employed women in Latin-American countries. Legislation applying especially to women exists in most of these countries. As in the United States, however, enforcement presents a serious problem. Provision that enforcement of laws as to women's employment shall be supervised by women has been made in Chile, Brazil, and Venezuela. Chile, Cuba, and Uruguay have separate sections for women and children in their labor departments; Mexico has a special committee of inquiry supervising enforcement as well as investigating conditions; in Buenos Aires there is a special service to enforce maternity legislation. Social-insurance legislation to compensate workers for sickness, unemployment, and old age is found to a varying degree in all South American republics except Venezuela, and also in Cuba and Panama.

Women in Latin America are employed chiefly in the usual industries traditional for women—textiles, clothing, shoes, food products. Recent data from Buenos Aires show women employed as casket makers (jewelry, silver, and so forth), cork sorters and workers, machinists, polishers, upholsterers, explosive fillers, perfumers, tallow chandlers, shipbuilders, tinsmiths, riveters, solderers, rolling pressers.

Occupations Involving Danger.

Certain dangerous or unhealthy types of work are considered unsuited for women according to the laws of Argentina, Bolivia, Brazil, Chile, Cuba, Ecuador, Honduras, Mexico, Panama, Peru, Uruguay, and Venezuela. In many cases this applies to use of specified explosives, caustic or inflammable substance, or poisonous chemicals, and to maintenance of moving machinery, or its operation, especially moving belts, cranes, or circular saws. Work specified as unhealthy includes harmful dust in Bolivia, Chile, Cuba, Mexico, Peru, and Venezuela; grinding and polishing (as of glass, metal, wood) in Argentina, Bolivia, Chile, Cuba, Ecuador, and Venezuela; and work involving humidity in Mexico. Prohibition of certain work with lead, a poison causing serious danger to women, is given by laws in Bolivia, Brazil, and Ecuador; Argentina, Chile, Cuba, Uruguay, and Venezuela also have enacted such laws after ratifying the International Labor Convention on this subject. Women's lifting of heavy weights is forbidden in 5 or 6 countries, underground work in mines in 11 countries. Sixteen countries have laws governing women's employment before and after childbirth.

Laws on Hours of Work.

Laws on hours of work for industrial employees of both sexes exist in all Latin-American republics.

lics (except Nicaragua), the standard working day in all these being 8 hours. Maximum weekly hours for women are 40 in Bolivia,¹ 45 in Peru; for both sexes they are 44 in Ecuador, 48 in the other 12 countries fixing a legal weekly limit for industrial workers. Extra pay for overtime is provided in the laws in Argentina, Bolivia, Chile, Colombia, Costa Rica, Ecuador, Guatemala, Mexico, Paraguay, and Venezuela; in a few other countries overtime is covered by agreement with the employer. Saturday half holidays are compulsory in Argentina, Chile, and Ecuador, optional in 6 other countries. Vacations with pay are provided for industrial workers in the more highly industrialized Latin-American countries. Women's work on night shifts is prohibited in some cases in 13 countries.

Wage Provisions.

"Equal pay for equal work" is provided by law in Argentina, Bolivia, Brazil, Chile, Cuba, Mexico, Peru, Venezuela, and possibly Ecuador, in most cases applying to both salaried and wage earners, and in Peru to home workers. In Mexico a special inquiry is under way to secure full application of the minimum rates to all women workers.

Fifteen of the 20 Latin-American republics have laws providing for fixing minimum wages for both sexes. The minimum may be fixed by a wage commission in Brazil, Costa Rica, the Dominican Republic, and Ecuador; directly in the law in Bolivia, Haiti, and for certain purposes in Panama; by both methods in Chile, Cuba, and Venezuela; by other government body in Peru; by all three of the above methods in Argentina and Uruguay; by wage commissions in separate States, or presidential decree in Mexico. In Guatemala the Ministry of Labor may fix a minimum to settle a wage dispute between employer and workers. Wage laws apply to

¹ Bolivia also fixes 48 for men.

home workers in Argentina, Cuba, Ecuador, Peru, and Uruguay, though enforcement of this is difficult, as it is in North America.

Nine of the 15 countries whose laws provide for wage fixing actually have established minimum rates for certain industrial workers, according to latest information. Here again, enforcement sometimes is difficult. These rates cover workers in "all private firms" in Chile and Ecuador; "all adult workers" in Costa Rica; the entire country, by locality, in Brazil; workers in many garment industries and in the telegraph service in Argentina; workers in Mexican rubber and textile plants, cotton, silk and artificial silk, wool, and counterpane making; shoe factories in Uruguay and certain home work on shoes in Argentina; certain food industries in Cuba, Mexico, and Peru; furniture factories and building construction in Argentina and Cuba, and in the latter painting, tobacco, and cigars, as well as hotels, tanneries, periodical printing, tile making and brick kilns, salt works, and home work on clothing. In the Mexican cotton-textile industry, for certain machines used in spinning and weaving, the normal number of revolutions is given, and employers using such antiquated patterns that workers cannot do the ordinary amount of work must either retire the machine from use or pay the difference between what is earned on the obsolete machines and what could be earned on modern machines.

A wage has been fixed for salaried workers in Bolivian commerce and industry; and for agricultural workers in Costa Rica, Cuba, Ecuador, Guatemala, Mexico, Peru, and Uruguay, presumably also in Costa Rica and Brazil, and to a limited extent in Argentina. Among the public-service workers covered in various countries are the postal service and certain other State and municipal workers in Argentina, those in certain semiofficial institutions in Chile, and those on public works in Uruguay.

Toward Minimum Fair Wages

Minimum Wage in the States

Annual Minimum-Wage Conference.

THE ANNUAL conference of State minimum-wage administrators will be held in Washington early in 1941. Among important matters on its agenda will be a discussion of the drafting of minimum-wage orders so as to correct as many as possible of the conditions that adversely affect wages. A committee of administrators is now at work on suggestions for model orders, chiefly for certain service industries that fall entirely within State jurisdiction and that have specialized problems, such as the questions of split shifts, irregularity of hours, furnishing of meals and lodging, and provision for uniforms, in the hotel and restaurant industries. The conference will consider methods for improving inspection in States with a limited inspection staff. Safeguarding the existing orders, as well as their extension, will come in for discussion, as will the subject of how to keep wage orders abreast of rising costs of living.

California—Hotel and Restaurant Compliance.

Because violations of minimum-wage orders are more prevalent in the hotel and restaurant industries than in any of the others, the California Division of Industrial Welfare concentrated during the summer on correcting such abuses. In the year ending August 31, 1940, 43 percent of the complaints filed were from these industries. Among them were some against soda fountains and creameries, alleging that new employees were required to work 2 weeks or more without pay before being placed on permanent pay rolls. During July, \$1,852.40 was collected from hotels and restaurants, chiefly following complaints. To handle complaints more rapidly, the division has opened a new office in Fresno, to be followed shortly, if effective, by offices in San Diego and Sacramento.

Connecticut—Mandatory Order for Dry Cleaning.

The Connecticut order for cleaning and dyeing directory since January 1939, was made mandatory, effective October 7. (See WOMAN WORKER for March 1939.) Rates in the original order are maintained. The learning period for plant workers in the industry is reduced from 4 to 3 months. A new provision requires payment of time and one-half the regular rate (a minimum of 52½ cents an hour) to women and minors working more than 48 hours.

District of Columbia—Wage-Hour Cooperation.

All inspectors of the Minimum Wage Board of the District will investigate for violations of the Fair Labor Standards Act in establishments covered by the law in which they regularly make inspections, according to the agreement with the Wage and Hour Division. The board has appointed, as authorized by the agreement, another full-time inspector for investigation of complaints against concerns engaged in interstate commerce, and a clerk-stenographer to assist this inspector.

Illinois—Minimum Wage and Inspection Work.

A wage board for the Illinois restaurant industry has been appointed. A recent study by the Division of Women's and Children's Employment found that half of all women and minors in the restaurants reported in the State received less than \$10.05 a week in cash, and half of all table waitresses and waiters less than \$8.16. Boards for hotels, dyeing and cleaning establishments, and retail trade will be appointed in the next year. Enforcement of the minimum-wage law has resulted in a more healthful standard of living for many women and minors in the State. In the five industries for which minimum-wage orders have been established, a substantial num-

ber of the 40,000 women and minors employed have benefited by receiving higher wages. The division enforces not only the minimum-wage law but the 8-hour law for women, and the child-labor, 6-day week, and industrial home-work laws. Visits are made by 24 trained inspectors to secure compliance with these laws.

Kentucky—Back Wages Collected.

The Minimum-Wage Division of Kentucky reported in August that it had inspected 472 establishments since September 1, 1939, and collected nearly \$22,000 in back wages. Special surveys of the laundry and dry-cleaning industries indicate that the average hourly rates of many workers have been increased by from 12 to 15 cents an hour, due to the minimum-wage law. Rates for a normal week now must be at least 20, 22½, or 25 cents, according to size of city.

Massachusetts—Office Workers' Wage.

Hearings have been held looking toward the fixing of a minimum wage for Massachusetts office workers.

New Hampshire—Retail Trade.

Steps are being taken to make mandatory the New Hampshire order for retail trade.

New Jersey—Year's Progress.

The year's report of the director of the New Jersey Minimum Wage Bureau showed \$32,598 collected in back wages under the four orders in effect (year ending June 30, 1940). Unemployment-compensation taxes were paid on about 100,000 persons under these wage orders, and in the first 3 months about \$5,000,000 more than in any previous similar period was paid in wages to persons under the two manufacturing orders (light manufacturing and wearing apparel). The laundry and dry-cleaning industries also are under orders, and it is planned to call a board for a beauty-parlor wage.

New York—Orders in Service Industries.

The New York Board of Standards and Appeals has upheld the cleaning and dyeing wage order, except in the case of two minor provisions, and has heard complaints on the restaurant order. Hearings have been held on a proposed order for hotels. The restaurant order went into effect on

June 3, and more than two-thirds of the 2,400 restaurants inspected by the end of July were found to be in compliance. More than three-fourths of the 10,000 women and male minors were receiving the minimum rate or more. Nearly \$8,000 was collected during this period for 1,400 employees who had been underpaid, though the order is still directory.

Wage recommendations for hotels have been accepted, effective November 25. Hotel waitresses receiving no meals are to be paid the same minimum hourly rates required by the recent restaurant order—26 cents in New York City and 24 cents outside; lower rates are to be paid when meals are furnished. Other classes of nonresident employees are to receive higher hourly rates than waitresses. Lower rates temporarily are to be allowed for up-State than for New York City hotels, but all must pay the higher rates by March 1942. The wage board recommended lower weekly rates for resort hotels than for all-year hotels on the ground that they "presented a different problem."

Earnings of women in laundries continue to improve, according to sworn pay rolls for November 1939, at which date an order had been mandatory for more than a year. In that period the guaranteed weekly rate was increased from \$12.80 to \$13.60 in Zone B (places of more than 18,000 population outside of Zone A). Hence, 1938-39 wage increases were greater there than in Zone A (New York City and adjoining counties) with a guaranteed minimum of \$14. The provision of a guaranteed weekly wage has stabilized employment in the industry, as is shown by the greater numbers of women and minors who worked at least 40 hours a week, as follows:

	Percent working 40 hours or more	
	Zone A	Zone B
November 1937.....	69	60
November 1938.....	75	69
November 1939.....	76	74

Pennsylvania—Inspection and Compliance.

The Bureau of Women and Children in Pennsylvania will for the present inspect for hour violations in certain industries in which this bureau is authorized to visit plants for minimum-wage purposes, according to an agreement made with the Bureau of Inspection and Enforcement. The records show that 90 percent of the commercial

laundries in Pennsylvania are complying with the directory minimum-wage order in effect June 1, and are paying at least 27 cents an hour to all women and minors. The field staff of the Bureau of Women and Children has visited 601 laundries, in every section of the State, instructing owners and bringing them into line with the wage order. The attorney general of Pennsylvania, in a formal opinion, exempts laundries in hospitals when the laundry is operated solely for materials used in the hospital and not on a commercial basis.

Rhode Island—New Board.

The hotel and restaurant industry is the next for which a board will consider wage standards in Rhode Island.

Utah—Part-Time Workers.

The Industrial Commission of Utah has defined part-time restaurant workers as those employed 4 hours or less per day. For the first 2 hours a day they are to receive 40 cents an hour, for remaining hours the regular rate. (See *WOMAN WORKER*, July 1940.)

Progress Under the Federal Act

Order for Leather.

A 40-cent minimum for leather manufacture became effective September 16. The industry employs some 49,000 wage earners, of whom about one-tenth are women. The order is expected to raise the wages of more than 2,700 employees. Probably the majority of these are women, since women's wages are at the lowest levels.

Recommendation for Embroidery.

A minimum rate of 37½ cents has been recommended by the committee for embroidery manufacture. If accepted, this rate is expected to raise the earnings of 4,400 of the industry's 14,250 factory workers. Home workers, though not included in this figure, are covered by the recommendation. A very large proportion of the factory workers are women, as are most if not all of the home workers.

Executives, Professionals, Salespeople.

Redefinitions have been issued for these classes of workers, who are excluded from benefits of the Wage-Hour Act, and need not be paid overtime if at work beyond the maximum 40-hour week. (See *WOMAN WORKER*, July 1940.) Exempted "administrative" employees are de-

finied as having duties functional rather than supervisory and receiving \$200 or more a month. This is expected to exempt 100,000 additional employees. Exempted "executives" are those having duties primarily of management and receiving \$30 a week or more. This is not expected to increase the number now exempt. The vague provision that such an employee do no "substantial" amount of such work as is done in subordinate jobs was held to mean not over 20 percent of the worktime.

The definition of "outside salesman" was broadened to exempt from the law "driver-salesmen" and to assure exemption of certain advertising solicitors, thus adding perhaps 100,000 to those not covered by the act.

The "professionals" not covered are those receiving \$200 a month or more (as well as those licensed to practice law or medicine though receiving under \$200). Thus newspaper reporters, writers, musicians, actors, graduate chemists, or engineers, and so forth, are exempt from overtime provisions only if paid as much as \$200. This may result in pay increases to those receiving less.

Wages Restored to Home Workers on Lace.

Back wages of about \$60,000 were ordered paid to some 300 home workers making lace in New England, to bring their pay up to 32½ cents an hour. The process done in homes is breaking up the large machine-made webs by "thread drawing" to release the separate collars and other small trimmings. Similar work is done in Ohio, Pennsylvania, New York, and New Jersey.

Rate Holds in Puerto Rico Until Superseded.

A permanent injunction has been secured against 71 of the 91 needlework employers in Puerto Rico, requiring them to pay the present 30-cent minimum until a new rate is fixed for the industry, and to pay the statutory overtime rates. They are enjoined also from shipping from the Island any goods produced in violation of the law, until restitution is paid to all workers producing the articles. These 71 firms employ about 65,000 factory and home workers. The Department of Labor of Puerto Rico reports that in the year ending in June 1939 women factory workers in the industry averaged 16½ cents an hour, men 19 cents. This injunction will greatly help the situation on the Mainland, where, as enforcement proceeded, more and more work was diverted to

Puerto Rico. In the year following enactment of the Fair Labor Standards Act, shipment of needlework from the Island to the Mainland increased by more than one-fourth, though production in Continental United States had shown no increase.

The Special Industry Committee for Puerto Rico authorized by a recent amendment (see September WOMAN WORKER) was appointed and began hearings late in September on a minimum rate for needlework. Later the same committee is to consider wages for other industries.

Work for Compliance.

A Nation-wide drive for compliance, begun late in August, covered five industries: Boots and shoes, hosiery, woolen goods, furniture, and leather goods and luggage. In the first three of these the minimum rate fixed is from 32½ to 40 cents. Strict compliance protects both employees and employers. Similar concentrated inspections will be made later in other industries. Over \$5,000 in back wages was ordered paid some 160 leather goods and luggage workers in New York and New Jersey.

With a more adequate force of inspectors and pay-roll examiners, the Wage and Hour Division has been able to accelerate enforcement measures. From October 1938 to August 1, 1940, 635 civil and 163 criminal cases were instituted. Of these, 558 civil and 117 criminal cases have been closed. Fully 80 percent of these cases were handled in the first 7 months of 1940.

As an added step toward decentralization, full power and authority has been given to seven regional directors and acting directors in issuing certificates to handicapped workers.

Required Wage Payments Further Interpreted.

A number of interpretations have been made as to payment of overtime, of different rates in the same factory, and deductions from regular wages. The question of overtime arises in plants having union agreements more favorable than provisions of the act, or in plants desiring a "constant wage" plan though the flow of work is uneven. Ways of meeting these problems have been pointed out by the Administrator and certain regulations have been amended.

In the case of workers employed in the same workweek on products at different wage rates, the employer is now permitted the option of

keeping additional records and paying on the basis of the two or more rates, or of continuing, as in the past, to pay the highest applicable rate through the workweek without having to keep detailed records. An employer may not change without some formality from one method to another merely to select the basis of pay cheapest for a particular week.

Employers whose production fluctuates may wish to distribute the workers' income more evenly through the year. A fixed amount may be given each week, even though this exceeds total earnings at a fixed hourly rate, thus building up a reserve against which overtime pay in busy weeks may be charged. For example, if an employee's regular hourly rate totals \$19.50 for a week's work but he is paid \$21 for several weeks, the amount above the regular hourly rate may be counted toward the extra overtime pay. In the case of a pay period of 2 weeks or longer, each hour of overtime in 1 week of the pay period may be offset by an hour and a half off in another week of the same pay period, thus holding pay for the period to a fairly stable amount.

Where union contracts provide overtime pay in excess of the act's requirements, as, for example, for more than 8 hours a day, or double time for Sundays, such overtime pay need not be included in determining the worker's regular hourly rate of pay. The employer is not required to pay overtime twice. If the amount required by union agreement equals that provided for in the act, no further amount need be paid. If the union amount is less than that required by the act, the employer pays only the extra amount of compensation. On the other hand, the act does not relieve the employer from paying the union overtime agreed to if in excess of what the law would have required. The same principle applies where a State law sets a standard above the Federal.

Deductions from the regular wage rate are permissible for certain "facilities" such as meals and lodgings, general merchandise from company stores, and fuel, water, or gas for the personal and noncommercial use of employees. Board and lodging or other facilities customarily furnished as part of the wage must be charged for only at actual cost. Employers may not coerce workers into accepting facilities instead of cash,

nor arbitrarily deduct their cost from the wage when the facilities are not freely accepted or used. Time and a half for overtime required by the act must be paid before such deductions are made. Deductions primarily for the benefit of the employer, for example, those for tools necessary on the job, for company police, or for taxes to repay subsidies given the employer to locate in the community, will not be countenanced.

Wage Rates for Vocational Students.

Regulations issued in August for employing student-learners are of prime importance in the vocational-training programs now increasing. Special certificates will be issued for employment of such students at rates to average over the period covered not less than 75 percent of those fixed in the act or in wage orders. The program must provide for part-time employment of the student, supplemented by related instruction as a regular part of his school or college course. Employment of a student-learner must not displace a regular worker, nor fill a job or position which otherwise would be filled by a regular worker. No certificate will be issued when training is confined to manual operations and processes, when it consists solely of developing high speed on a single operation, when the occupation involves no skill and requires no significant training, or when the number of students in one establishment is more than a small proportion of the working force.

General Regulations for Learners.

Revised general regulations for the employment of learners also were issued in August. An important feature is the specific provision for the filing of applications for learners by employers in industries for which public hearings on the subject have not been held. When learners are needed to replace normal labor turn-over, a certificate will be issued on prima facie evidence that experienced workers are not available. Changes in the provisions for canceling certificates allow learners already employed to finish their learning period after such cancelation, unless terms of the certificate have been violated or the employer was guilty of fraud in obtaining it.

Special Regulations for Learners.

Special learner regulations, either new or revised, have been issued for the millinery, wearing

apparel, and hosiery industries.¹ In the custom-made branch of the millinery industry a learner is defined as a "maker" engaged in learning all the hand operations involved. Floor girls, helpers, preparers, and general workers are excluded specifically. Learners shall not exceed 10 percent of the average number of makers employed in the previous year, or 10 percent of those currently employed, whichever number is larger. They shall be paid at least 30 cents for the first 6 months, 35 cents for the second 6 months. However, if experienced workers are paid on a piece-work rate, learners shall receive earnings on this rate if in excess of the 30- or 35-cent rate. In the popular-priced branch of the industry learners are defined as persons not employed for more than 240 hours during the past 5 years at trimming or straw or fabric stitching. Learners are limited to 5 percent of all trimmers and to 10 percent of all stitchers (based on the largest number during the same season in the preceding year or on the number currently employed, whichever number is larger). Rates for learners are to be not less than 35 cents for trimmers and 30 cents for stitchers, but, if experienced workers are paid by the piece, learners shall receive earnings on this rate if in excess of these minimums.

Revision of learner regulations in the wearing-apparel industries was issued in September. Learners are to be paid not less than 75 percent of the minimum rate applicable to the product on which they work. The previous order allowed learners only on sewing-machine operations; now they may be employed on any operation but cutting, shipping, pressing, hand sewing, and office work. Another important modification allows a retraining period of 160 hours on machine operations where experienced workers transfer from one division of the apparel industry to another.

Certificates for learners in hosiery mills would have expired September 18, but are extended 60 days to avoid the disruption of employment, with primary rates of 22½ cents in the seamless and 25 in the full-fashioned branch. The former limit to 5 percent of all factory workers now may be increased "to the extent of expanding production needs" in plants on Government defense contracts. (See *WOMAN WORKER*, November 1939.)

¹ Since this report went to press, regulations for the knitted-wear and independent telephone industries have been issued.

Trends in Employment and Wages of Ohio Women

EMPLOYMENT of women in 1937 exceeded that of 1930, according to figures from one of the major industrial States that show trends over this 8-year period. Wage rates were recovering from depression lows. The comprehensive figures collected by the Ohio Department of Industrial Relations have just been printed, giving for each year the month-by-month employment, and wage rates at time of greatest employment in the year. This coverage is greater than the data for any other State, including all industries except mines and quarries and interstate railroads, and almost all establishments with three or more workers. The report groups separately wage earners, clerical workers, and salespersons (not traveling).

Employment generally reached its lowest level in 1933. Among wage earners and office workers the decline (March 1930 to March 1933) was greater for men than women. In the sales group, however, women's loss was proportionally twice that of men. By March 1937 wage earners had increased markedly above 1930, more so among men than women (12 percent compared with 9). Salespersons numbered a third more in 1937 than in 1930, women having regained their relative position by a very great increase after 1933. There was less fluctuation among office workers than in other employment, as by 1937 the number of men and women was only about 2 percent above 1930.

Comparison of the wage rates of men and women in the three occupational groups in 1930, 1933, and 1937 shows the greatest changes to be in men's rates, especially among salesmen and wage earners. Women's rates, already low, could decline less. Average (median) rates of every group had increased since 1933, women's less than men's. Women's average wage rates were much below men's in each of these years, but for each occupational group the difference was not so great in 1937 as in 1930. The striking increases in wages from 1933 to 1937, based on week of greatest employment in each year, are shown in the following summary of the proportions receiving less than \$15 in the 2 years. Changes in median rates also show marked advances.

	Percent with rate under \$15	
	1933	1937
Wage earners:		
Women.....	71	42
Men.....	17	7
Clerical workers:		
Women.....	25	15
Men.....	8	5
Salespersons:		
Women.....	76	55
Men.....	27	17

Employment had increased markedly in certain manufacturing industries now especially important to defense, which also are among the largest employers of women in the State. For example, in iron and steel 6,100 women were at work in March 1930 and 7,800 in March 1937; the proportional increase being greater for women than for men, of whom 249,000 were employed in 1937. Proportional increases were greater for men than women in the other metal industries and greater for women in the boot and shoe industry, and in electrical supplies, which employed 4,600 women in 1930 and 7,700 in 1937. The wage advances in these industries are shown by the decrease in the proportions of workers with rates less than \$15 a week:

	Percent with rates under \$15	
	1933	1937
Iron and steel:		
Women.....	79	13
Men.....	8	1
Other metal:		
Women.....	77	14
Men.....	13	3
Electrical supplies:		
Women.....	79	17
Men.....	15	2
Men's clothing:		
Women.....	57	30
Men.....	16	9
Boots and shoes:		
Women.....	70	43
Men.....	26	7

Certain service industries became subject to minimum-wage orders in the period covered by these figures. Since these orders were applied women's employment, as well as their wages, show increases. Effective dates are shown in the following summary:

	Directory	Mandatory
Laundry.....	March 1934	July 1934
Cleaning and dyeing.....	Sept. 1934	Jan. 1935
Hotels and restaurants.....	July 1936	March 1937

In laundries and dry cleaning, women's employment in March 1937 was 24 percent above March 1934, and showed an almost continuous increase from year to year as measured by the same month in each successive year. In hotels, and even more markedly in restaurants, women's 1937 employment was above that in 1936. Employment in the laundry and cleaning industries usually increases in the spring and early summer and declines thereafter; in hotels and restaurants the general trend is upward from early spring until late fall; of course seasonal demands were in no way changed by the wage orders.

The minimum rates fixed for experienced wage earners are \$11 a week in laundries, \$14 in clean-

ing establishments. The highest minimum rates for regular employees under the hotel and restaurant order are \$7.50 for service workers, chiefly waitresses, and \$10.50 for nonservice. By 1937 the proportions of women receiving less than \$10 had decreased markedly, since effectiveness of the orders; those receiving \$15 or over (well above the minimum) also had increased very decidedly, as the following shows:

	Percent with rates—	
	Under \$10	\$15 and over
Laundry and dry cleaning:		
1933.....	33	11
1937.....	7	33
Hotels and restaurants:		
1935.....	36	14
1937.....	23	23

Women in Unions

Union Health Measures.

MORE THAN 100,000 members of the International Ladies' Garment Workers' Union in New York City belong to a sick benefit fund that pays from \$4 to \$10 a week for a maximum of 20 weeks. This is not a new idea but was begun by one local in 1913. At that time a union health center was established to examine applicants for membership and to issue certificates for sick-benefit claims. Averaging an attendance of about 3,000 a year for the first 8 years, the work grew as more locals participated until in 1939 over 98,000 examinations were made at the center and benefits were allowed to nearly 4,500 persons. The health center is available also to union members' families.

In addition to cash benefits during incapacity, medical benefits are allowed by some locals. The worker often may be able to continue his work while receiving medical care, and thus avoid disability and the need of collecting sick-benefit cash during illness. There is need of hospitalization plans at a reasonable rate for workers, and at least one local has begun such a plan.

Hospital services for the 45,000 members of the United Office and Professional Workers in all parts of the country are provided in a plan recently set up. Benefits, costing less than 3 cents a day for adults and half that for children

under 18, are paid directly to the member or to the hospital if he so desires. These will amount to \$5 a day for 1 month and \$2.50 a day for 5 months more. Anaesthetics, operating room, X-ray, and other charges also are provided.

Progress in Wearing Apparel.

A recent contract covering 31,000 workers in the cloak industry in New York City establishes a board of stability and control composed of union and employer representatives. The board will direct research into problems that have in the past provoked dispute, such as the setting of uniform piece rates, the use of modern machinery, and the advisability of allowing overtime. The board is empowered to enforce labor standards.

In a renewed agreement with seven garment firms in San Antonio, industrial engineers are to be employed jointly by manufacturers and the union to modernize methods of wage payments to piece workers. At a conference between plant executives and the union, a woman union member was selected to go to St. Louis for training in time-and-motion study. She will work in a factory during the day and study in the evening.

Greater stability is secured in the cloak and suit industry in Los Angeles as a result of a recent contract covering more than 500 workers. Jobbers have agreed to be responsible for maintaining union wages and hours in their shops, and to accept limitation of contractors.

Progress in Textiles.

Contracts with 60 firms, most of them renewals, have been reported recently in the textile field, covering more than 20,000 workers exclusive of dyeing and finishing, a branch that employs relatively few women. A number provide wage increases; one forbids wage cuts; another provides for restoration of a wage cut that had caused a short strike, and also provides special rates for style changes; still another calls for 2 weeks' severance pay for employees displaced by the use of new machinery or changes in production.

Progress in Other Manufacturing.

A wage increase totaling about \$1,400,000 a year has been secured for some 25,000 workers in 13 plants of a large aluminum company. While the union negotiated for its members only, some 16,500 in 5 plants, the entire force benefited. New minimum rates range in the various plants from 51 to 71 cents. Since the union was formed in 1933, total wage increases of more than 50 percent have been secured, also a 25-percent decrease in hours, and paid vacations for all employees. In general, women comprise about 12 percent of all employees in the aluminum industry.

Wage increases retroactive to June 11 have been secured for 2,700 men and women in a Missouri electrical-appliance factory. The contract also provides 1 week's vacation with pay for employees with a year's service, and maternity leave with no loss of seniority.

A closed-shop agreement with check-off of union dues was secured after a 5 weeks' strike by workers in a Maryland factory making garment and shoe bags, mattress covers, and so forth. Of all the employees, 95 percent are women.

Progress for White-Collar Workers.

A contract covering some 800 independent neighborhood merchants and nearly 10,000 clerical and sales employees provides a week of 48 hours for men and 45 hours for women, a guarantee of 52 weeks of employment, 1 week's vacation with pay, and a ban on the split shift. A stabilization board, under the impartial

chairman, is set up with broad powers and authorized to reexamine wages as economic conditions change.

The first union contract with a unit of one of the 5-and-10 chains has been secured in Michigan. It provides a 25-percent wage increase for employees with 1 year's seniority and improved working conditions.

A contract renewed with an association of department and specialty stores in St. Paul provides for a job-analysis committee of representatives of employers and the union. The committee is to study and recommend changes in existing sales incentive, quota bonus, or similar plans. Changes agreed on will become part of the contract.

Progress in Service Industries.

A recent decision by the impartial chairman awards laundry workers in New York City minimum wages based on the skill of the job, instead of one minimum for all. This will raise annual earnings by about \$300,000. When the laundry contract was signed in November 1939, it provided for a job survey. In the course of this study hundreds of pay rolls and thousands of workers were examined and employees were classified by occupation. The occupations, in turn, were classified by skill. These data were presented to the impartial chairman and hearings were held. As a result, in place of a flat 35-cent minimum the union obtained 36-, 37-, 38-, 40-, and 41-cent minimums for certain classes, \$18, \$18.50, \$20, \$30, and \$40 minimums for others.

In the spring it was agreed to make a similar survey of the linen-supply division of the industry. The study was made and a decision rendered. The minimum hourly rates set range from 36 to 42½ cents, weekly from \$18 to \$40.

In Los Angeles, laundry workers have secured one new and one renewed agreement. These provide a wage increase of about 8 percent, an 8-hour day with time and a half for overtime, 6 holidays a year, and 1 week's vacation with pay after a year's service. The union secured the right to inspect plant conditions. No change in the piece-work system or in timing operations is to be made unless agreed on by management and the unions.

News Notes

Government Labor Officials Meet ¹

THE ANNUAL conference of the International Association of Governmental Labor Officials was held in New York in September. The report of the Women in Industry Committee emphasized this country's inner defenses, and urged, as a means of maintaining these, the extension of labor laws to groups not now benefiting from them, and the placing of women in occupations for which their natural endowments best fit them, training them for such work, and safeguarding their health and well-being.

Resolutions of the conference opposed the weakening of State or Federal minimum-wage laws and urged the extension of such legislation and adequate appropriations for new wage orders and for enforcement. Other resolutions welcomed the International Labor Office to this country and endorsed its continuing work for world peace based on workers' welfare; invited Latin-American labor departments to affiliate or send representatives to the I. A. G. L. O.; urged maintaining safeguards against child labor, deploring action of the New York Bureau of Education to eliminate labor regulations for apprentices; and urged continued programs to train factory inspectors.

To Broaden Social Security

Legislation extending and liberalizing the coverage of the social-security program was introduced on the fifth anniversary of the signing of the Social Security Act. Of great importance to women is the proposal that household employees, agricultural workers, employees of State and local governments, non-civil-service employees of the Federal Government, and employees of nonprofit, religious, charitable, and educational institutions be included in the old age and survivors' insurance part of the act.

The bill also would extend the coverage for unemployment compensation to about 5 million additional employees, including those serving

the Federal Government in non-civil-service occupations; workers in nonprofit institutions; and those in enterprises employing fewer than 8 employees. As regards the group last named, in 1937 the number of wage earners in manufacturing plants with fewer than 6 such workers (figure for fewer than 8 not reported) was over 170,000. A much larger total would be found in small stores, restaurants, and other business enterprises not employing so many as 8.

Michigan Equal Pay Law Upheld

The Michigan law requiring equal pay for equal work has been upheld as constitutional by the Michigan Supreme Court, affirming the decision of a lower court in favor of a woman automobile worker. The opinion refuted the employer's contention that the law is uncertain, arbitrary, confiscatory, discriminatory, and lacking in equal protection of the laws. (See *WOMAN WORKER*, January 1940.)

Unemployment Benefits to Women

Rather impressive numbers of women have benefited by unemployment insurance, as indicated by very scattered reports from several States, covering parts of 1938 and 1939. No complete report has been issued to include all women workers in the United States.

The proportions women comprised of those presenting claims varied widely. About a fourth of the claimants in Virginia and North Carolina over the period reported were women, as were nearly a fifth of those in Mississippi, and well over a third of those in the city of Baltimore. Of those allowed payment in Ohio and Michigan, 14 or 15 percent were women; in Kansas, only 8 percent; in South Carolina and the District of Columbia, 14 percent of the Negro and respectively 42 percent and 30 percent of the white women. Of the amounts actually paid in South Carolina in 1939, women received 30 percent; of the numbers receiving payments, women comprised 34 percent. The complete numbers of women receiving benefits cannot be ascertained. The number of first payments ran as high as 63,000 in Michigan in 11 months of 1938-39, and

¹ See mimeographed reports of the Women in Industry Committee and the Minimum-Wage Committee, available from Women's Bureau while supply lasts.

19,000 claims were allowed to South Carolina women in 1939. In 1 week in February 1938, 5,300 women in the important industrial State of Ohio were allowed payment.

The compensation women received was in almost all cases below \$10. In Michigan during an 11-month period, two-thirds of all first payments to women² amounted to \$7 and under \$12 a week. In Ohio, in 1 week, three-fourths of the women received benefits of \$4 but less than \$9. In South Carolina the average weekly payments² were \$4.71 for white, \$3.39 for Negro women. In Kansas the average weekly benefit reported for one month was between \$6 and \$7 for both white and Negro women. In North Carolina two-thirds of women's claims (filed in the first quarter in 1938), if granted, would entitle them to less than \$6.

Women Injured by Falls in New York

The use of chairs or other unsuitable objects in place of stepladders caused compensable injuries to 178 women and 412 men in New York in 1939.³ One worker was killed by a fall and 126 received permanent injuries. Usually the worker lost balance, but sometimes the chair, box, or other object broke or collapsed, or it tipped or slid from its place. These were in industries covered by workmen's compensation, but such accidents happen frequently in homes.

Of 2,918 compensable injuries in New York in 1939 due to falls on stairs or steps, 591 were caused by tripping, stumbling, heel catching, and similar occurrences. In 3 of these death resulted, and in 130 permanent injury. Of the 591 persons so injured, many were janitors, cleaners, maids, and waitresses; 286 of them (48 percent) were women, though of all compensated injuries only 10 percent were to women. Tripping or stumbling was reported most often, but the reason for tripping or stumbling is lacking. Second in importance was catching of the heel, which happened to 84 women and may have been due to unsuitable shoes or to defective stairs.

² Includes partial unemployment also.

³ Cases closed in 1939.

Recent Publications

Women's Bureau—Printed Bulletins¹

APPLICATION OF LABOR LEGISLATION TO THE FRUIT AND VEGETABLE CANNING AND PRESERVING INDUSTRIES. Bul. 176. 162 pp. 20 cents.

EARNINGS AND HOURS IN HAWAII WOMAN-EMPLOYING INDUSTRIES. Bul. 177. 53 pp. 10 cents.

Reprint of figures from an earlier bulletin, out of print, that show changes in women's occupations in census periods from 1910 to 1920 and 1930. Bul. 104A.

Women's Bureau—Mimeographed Material⁴

INCREASE IN WOMAN EMPLOYMENT 1914-18, AND OCCUPATIONS OF WOMEN IN DEFENSE INDUSTRIES. September 1940. 23 pp.

REPORTS TO ANNUAL MEETING OF THE INTERNATIONAL ASSOCIATION OF GOVERNMENTAL LABOR OFFICIALS, September 9-12, 1940:

WOMEN IN INDUSTRY. 8 pp.

MINIMUM WAGE LEGISLATION. 10 pp.

Other Department of Labor Publications

UNION WAGES, HOURS, AND WORKING CONDITIONS IN THE PRINTING TRADES, JUNE 1, 1939. Bureau of Labor Statistics. Bul. 675.

LABOR LAWS AND THEIR ADMINISTRATION, 1939. (Proceedings of the 25th convention of the I. A. G. L. O.) Bureau of Labor Statistics. Bul. 678.

MONEY DISBURSEMENTS OF WAGE EARNERS AND CLERICAL WORKERS, 1934-36. East North Central Region (8 cities). Bureau of Labor Statistics. Bul. 636.

FAMILY EXPENDITURE IN SELECTED CITIES, 1935-36. Bureau of Labor Statistics. Bul. 648, vol. II—Food.

RECOMMENDATIONS OF THE WHITE HOUSE CONFERENCE ON CHILDREN IN A DEMOCRACY. Children's Bureau.

Other Recent Publications

ILLINOIS LABOR BULLETIN. The Illinois Department of Labor is to be congratulated on the reappearance of this bulletin in print, beginning in July 1940. For 7 years the department has been without its regular printed monthly, and has had to present its statistical material in mimeographed form, either monthly or annually.

I. L. G. W. U. CONVENTION FILM. The International Ladies' Garment Workers' Union has prepared a movie of its 1940 convention, the first time such a picture has been made of a union convention.

⁴ Bulletins may be ordered from the Superintendent of Documents, Washington, D. C., at prices listed. A discount of 25 percent on orders of 100 or more copies is allowed. Mimeographed reports are obtainable only from the Women's Bureau.