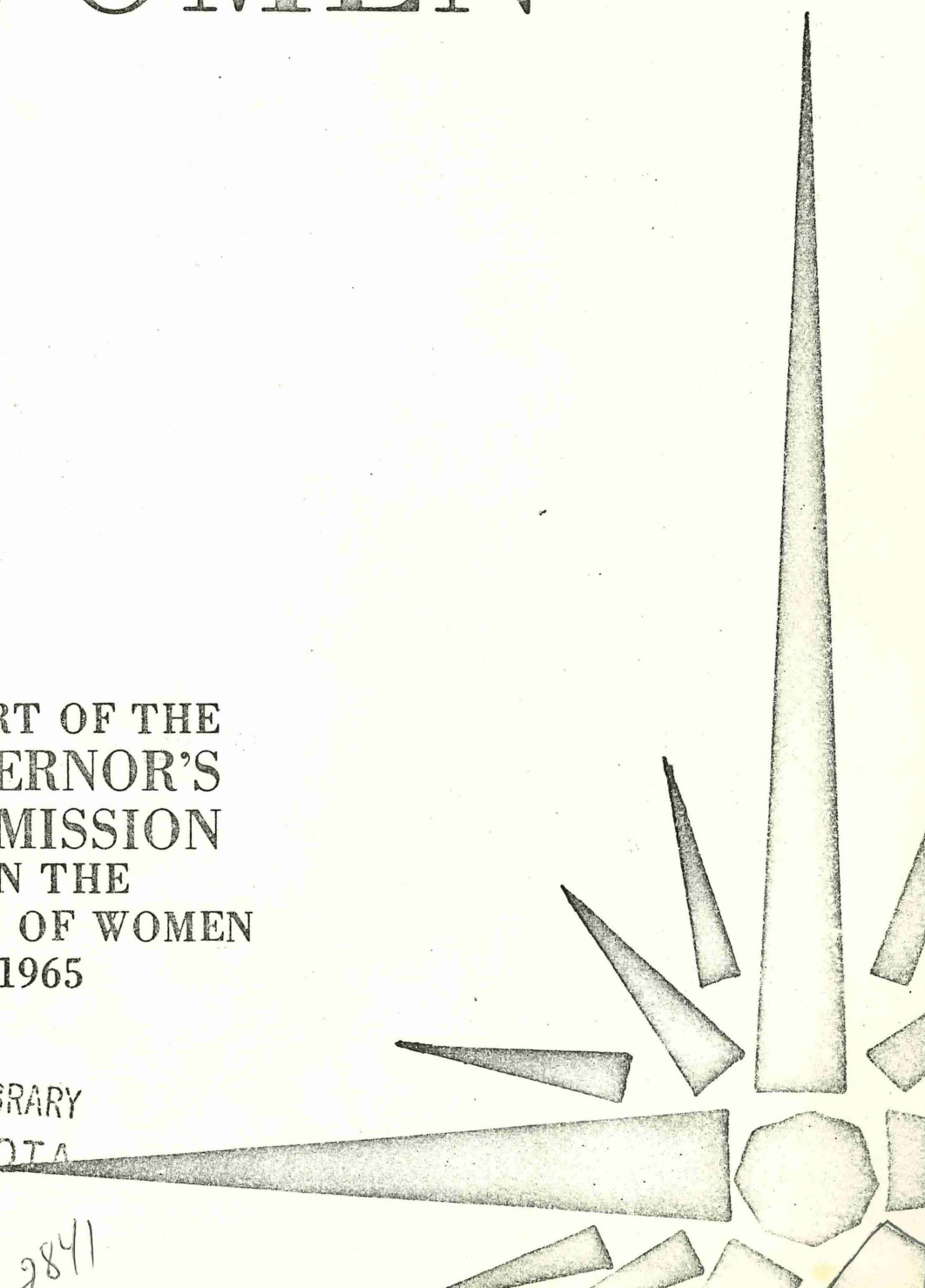


MINNESOTA WOMEN

REPORT OF THE
GOVERNOR'S
COMMISSION
ON THE
STATUS OF WOMEN
1965

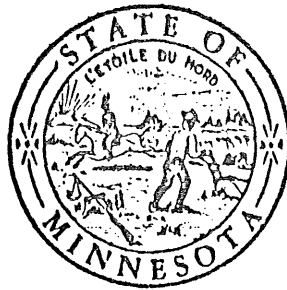
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MINNESOTA WOMEN

REPORT OF THE
GOVERNOR'S
COMMISSION
ON THE
STATUS OF WOMEN



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GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN
Executive Order
Governor of the State of Minnesota
Karl Rolvaag

WHEREAS, full utilization of the potential of each citizen is essential in preserving our democratic way of life, and

WHEREAS, prejudices and outmoded customs and laws act as barriers to the full use of women's abilities, and

WHEREAS, the President's Commission on the Status of Women has completed its study and has submitted its recommendations to the President of the United States, and

WHEREAS, it is clear from the Presidential Commission's Report that state action is necessary to remove the prejudices, customs, and laws that prevent women from participating as full citizens,

NOW THEREFORE, I, Karl F. Rolvaag, Governor of the State of Minnesota, do hereby establish the Governor's Commission on the Status of Women,

The Governor's Commission shall make studies in the following fields:

1. Employment Conditions, including legislation concerning equal pay, minimum wages, and maximum hours.
2. Civil and Political Rights.
3. Education, including counseling, training, and retraining.
4. Home and Community Services, including the need for consumer education and day care services.

The Commission shall submit its first report of its recommendations to the Governor by November 1, 1964.

November 12, 1963

The Honorable Karl Rolvaag
Governor of the State of Minnesota
St. Paul, Minnesota

Dear Governor Rolvaag:

July 1 completed the term of office of the members of your Commission on the Status of Women, and we are honored to submit to you on this date our final report, in accordance with your executive order of November 12, 1963.

Since rendering our interim report to you on November 1, 1964, we have continued our studies and work in the fields of Education, Employment, Home and Community Services, and Political and Civil Rights. We have involved about 150 Minnesotans on committees and in studies and concerns inherent in the four subject areas. In addition, a special committee was appointed in the fall of 1964 to make a study and to collate material and information on the Status of non-white minority women in Minnesota. We have drawn upon the knowledge, technical competence, experience, and wisdom of many dedicated and interested citizens of our state, and are deeply indebted to them for their guidance and assistance.

We are also indebted to many individuals and organizations for their financial support since it was not possible to have state funds available to us. We are deeply appreciative for the fine cooperation we have received through your office in making available Mrs. Mary Lou Hill to serve as our executive vice-chairman. Her assistance has been invaluable, and we would not have been able to engage in our many tasks without her helpful guidance and work on our behalf.

Because we believe that the work of this Commission can be of significant importance in helping to raise the status of women in Minnesota, we recommend its continuance. It can continue to study and recommend changes in administrative policy and legislation; it can serve as a catalyst in gathering and disseminating ideas and information necessary to the full public understanding of women's changing role, and it can serve to stimulate thought and discussion.

We had hoped for legislative recognition of the Commission this year, and for an appropriation, which is necessary to an active and effective Commission. In spite of the absence of such recognition and funds, we believe the Commission's continuance is extremely necessary to the job ahead. We are anxious to continue the work of the Commission, for we are convinced of the rightness of its mission and the urgency of its timing.

We are deeply appreciative of your understanding, encouragement, and support. Your recognition that the preservation of our American democratic way of life is dependent upon the full utilization of the potential of each citizen in our state has given us the encouragement and leadership we need.

Sincerely yours,

A handwritten signature in cursive script that reads "Viola Hynes".

Chairman, Governor's Commission
on the Status of Women, State
of Minnesota

July 1, 1965

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INTRODUCTION

"We have by no means done enough to strengthen family life and at the same time encourage women to make their full contribution as citizens." Thus spoke President John F. Kennedy when he created the President's Commission on the Status of Women in December, 1961.

When the Minnesota Governor's Commission on the Status of Women was created in November, 1963, Minnesota was the 17th of 39 states to answer the call to action of the President's commission and its successor, the Citizens' Advisory committee on the Status of Women.

During this time two momentous acts of Congress were enacted into law, both of which affect substantially the status of women. The first was the Federal Equal Pay for Equal Work Law; and the second was the Federal Civil Rights Law, title 7 of which forbids discrimination in employment on the basis, among other qualifications, of that of sex.

In its preliminary report to Governor Rolvaag in 1964, the Minnesota Commission recommended specific legislation and policies. A sub-committee on the Status of Minority Women was also set up; it reported its finding to the Commission in April, 1965. A summary of that evaluation appears in this volume after the reports of the original four committees.

The studies of the Governor's Commission point out that in the four major areas of our scrutiny, -- Minnesota women fare no better than the average of women nationally. While the new Federal Equal Pay for Equal Work Law will in time correct inequities in many fields of employment, the many exceptions under the Fair Labor Standards Act, under which the law is an amendment, necessitates state concern and legislation. In other areas, factual information and changing attitudes are imperative to correct present conditions.

Those who studied the state and national status of women discovered that the pattern of women's lives has been going through a revolution. Economic, technological, social and cultural forces have been forcing women to assume the dual role of homemaker and wage-earner.

Increasing numbers of women in Minnesota, as well as the rest of the nation, are working full or part time and have become an integral part of the working force. (Nationally, one out of every three workers is a woman; almost three out of five are married.) The average level of their salaries and the type of work being performed would indicate that in most instances women are working not to provide luxuries for themselves or their families or to fill empty days, but because it is necessary for them to earn or supplement the family income for the necessities of life.

Over 30% of working women in Minnesota are single, and in most instances are self-supporting. The single woman faces problems, if not similar, in many respects, as complex as those of the woman with a family. She lacks the tax advantage of a married couple or a woman with dependents, yet often her living expenses and sometimes responsibilities to close relatives are as great. Not enough attention has been paid to the single self-supporting woman and her economic needs.

Necessities for good family life can no longer be perceived as only providing the minimum standards of food, clothing, and shelter. A high school education for every child in the family, and in most instances post-high school education, including college or technical and vocational training, are now necessities if our youth are to reach their maximum potential as contributing citizens.

In earlier generations, children often became self-supporting individuals, sometimes at age sixteen, but today the youngster who leaves school at 16 or sooner is likely to become an eventual public charge, and the man and woman without post high school training or education is likely to remain in restricted low-paying occupations for life. Education is expensive, and often it is the working woman who makes it possible for her children to finish high school or go on to additional education.

Women in poverty bear burdens that only community action and concern can help to lift. To quote from Council Platform, a monthly publication of the National Council of Jewish Women, "The lifelong prospect of having to juggle with job, children and a home, all on inadequate funds, is a burden few of us could continue long to carry. Yet this is in effect the lot of more than...nine million who are wives or heads of impoverished families."

Changes in our present pattern of living are also occurring because of the increase in life expectancy. In 1900, a woman had a life expectancy of 48 years; today it is 74 years. About half of the nation's young women are married by age 20 and have their last child at about age 30; by the time the youngest is in school, the mother may have 40 years of life before her. In 1920, the average woman worker was single and 28 years old; in 1964 the average woman worker was married and 41 years old.

This evolving role of women as homemaker and wage-earner makes it imperative that girls in their teens prepare for their future in such a way that they will be able to realize their fullest potential in both spheres in which they will participate.

While some Minnesota laws need amending, and in other instances there are needs for new laws, the Commission is equally concerned with changing attitudes. Attitudinal change involves a process which requires great patience and constant attention. Rather than being dismissed or accepted solely on the basis of sex, women are being regarded more and more as individuals with the same variations as men - virtues, faults, abilities and handicaps. The conscious efforts of a group like the Commission on the Status of Women can aid greatly in projecting this concept.

The Commission feels that it has just begun its work and that many important tasks lie ahead. It also recognizes that many more men and women in Minnesota should be involved in studies and activities. As in all human relations concerns, the task is a continuing one. But because no one group can ever complete a responsibility within a given time when the subject itself revolves around the privileges, responsibilities, rights and freedom of mankind, concern with the Status of Women must be constant. In the words of a great sage of a former century:

It is not given to you to complete the task,
Neither may you desist from it altogether.
The day is late, the work is great
And the Master is urgent.

EDUCATION

The Education Committee studied four major areas in women's education: Vocational Adult Education Counseling, Financial Support for Education, and Women and Professional Careers. The Committee examined not only the educational needs of mature women, but good basic instruction, adequate facilities and able, dedicated teachers for all levels of education. This includes improvement of elementary, secondary and higher education, and adult Vocational education.

ADULT VOCATIONAL EDUCATION

Vocational education for women has two broad general purposes: the development of those understandings, abilities, and attitudes which make for effective homemaking, and preparation for wage-earning occupations. The first purpose requires those unique types of preparation which will satisfy the homemaking needs of both the married or single woman. The second purpose can be met with the same types of training as that provided for men. In both the homemaking and wage earning roles, women need education which has the characteristic of continuity and intermittency.

An analysis of the Vocational Education Act of 1963 is important in order to understand the basis upon which legislation has been enacted.

Sec. 8(1) - "Vocational education" means vocational or technical training or retraining which is given in schools or classes under public supervision and control, or under

Section A-1

contract with a state board or local educational agency, and is conducted as part of a program designed to fit individuals for gainful employment as semiskilled or skilled workers or technicians in recognized occupations. This includes, in addition to programs under the Vocational Education Act of 1946 as amended, any program designed to fit individuals for gainful employment in business and office occupations. Excluded are occupations which the Commissioner determines to be generally considered professional or as requiring a baccalaureate or higher degree.

The term includes vocational guidance and counseling, instruction related to the occupation for which the student is being trained or necessary for him to benefit from such training, the training of persons engaged as or preparing to become vocational education teachers, teacher-trainers, supervisors and directors for such training, travel of students and vocational education personnel and the acquisition, maintenance and repair of instructional supplies, teaching aids and equipment. It does not include the construction or initial equipment of buildings or the acquisition or rental of land.

The State Director of Vocational Education, Mr. S. K. Wick, was asked to make a statement of policy relative to vocational Education opportunities for women. His statement of September 8, 1964, is as follows:

"A prediction was made some years ago on the accelerated needs for training women to join the labor force that would expand during the 1960's. It was estimated that by 1970 there would be about thirty million women workers or six million more than in 1960. This would represent an increase of 25 per cent for women as compared to 15 per cent for men. Another way of stating this would be that out of every three workers, one would be a woman.

Under the Manpower Development and Training program, of those trained in the semiprofessional and technical fields, 13.7 were women. Of those trained in clerical and sales, 49.4 were women. For those trained under the service occupations, 16.8 were women and for the semiskilled occupations, 16.2 were women.

The State Department of Education's policy is to encourage industry and business to employ women. Our policy in regard to the area vocational-technical schools is also one of encouragement for the training of women for occupations in which there is reasonable expectation of employment."

The Adult Vocational Education Sub-committee surveyed two types of educational institutions to inquire "where are we now?" in program offerings and program plans for women students.

Questionnaires were sent to 173 area vocational, technical and private trade schools. Of the 113 institutions responding, 109 accept women students and four do not. Of the four not accepting women students, three were schools of barbering and the fourth a special course for retail lumber dealers. In addition to asking how many accepted women students, the institutions were asked what kinds of programs were open to women students, the number of women enrolled in each program, new programs established during the past year, what kinds of jobs the women students were prepared to fill, and whether the employed women graduates were holding the kinds of jobs for which they had been prepared, and finally, suggestions from the institutions regarding future opportunities for the training and employment of women.

Courses and Enrollment

With the wide variety of courses offered and with titles similar to academic programs, it was difficult to place the courses in a category. Business courses enrolled the largest number of women with the medical fields following closely. As would be expected, home economics and home management courses attracted the third largest group of women enrollees. Cosmetology as a single type of program area served the training needs of a substantial number of women. In four fields (drafting, electronics, pilot training, and printing) respondents stated that more women should enter and begin training. Those few women who have entered the fields have been successfully placed and are making contributions.

Types of Jobs Women Students are Prepared to Fill

The types of jobs women students are being prepared to fill cover the wide range of possibilities one would expect due to the variety of kinds of training institutions. The jobs most frequently mentioned were: secretarial and office jobs, cosmetologists, nursing, practical nursing, and the medical technical specialties. Those jobs mentioned more than once but not more than seven times were: accounting-bookkeeping, draftsman, retail sales, church staff work, painter-sculpter, interior decorator, fashion design, switchboard operator, electronics assembly, investments, occupational therapy, pilot-instructor, and keypunch operator. Sixty-one other occupations were listed at least once and these cover a wide range of occupations including that of homemakers.

The second part of this question asked whether their employed women graduates have held the kinds of jobs for which they had prepared them. Eighty-six replied "yes", three said "no", and twenty gave no answer or commented that they had insufficient information to answer. All three of those who said "no" were from barbering schools where the comment was that there is a very limited field in barbering for women.

New Programs

Seventy-four respondents indicated that they were not considering developing any new programs of interest to women.

The new programs mentioned from two to five times were: advanced training for cosmetologists, charm school, personality development, business management, medical laboratory assistant, dental assistant, medical secretary, incorporating X-Ray technician program into Junior College curriculum, secretarial training. Twenty-six other courses were mentioned and the ones that had not been mentioned before were: camera, airline training for younger girls just out of high school, agricultural pilot, technical secretary, cytology scanner, real estate sales, court reporting, science engineering secretary, drafting secretary, sales training especially for age groups 21-25 and 40-50, and library aid.

Suggestions Regarding Future Opportunities for Training
and Employment of Women

The nine respondents from schools teaching office and clerical skills all agreed that the opportunities for women to be employed in the office areas continue to climb, with the greatest demand for secretaries and stenographers, and with more job calls than can be filled. One person pointed out the need for financial help of loans and scholarships. She said that this particular business college "has many college dropouts who are unable to finance themselves and want work as soon as possible."

Nursing and medical technological fields indicated the need for more young women to train for these fields. Eight respondents made comments in the technological area. One school training X-Ray technicians commented "we seldom get applications enough for the openings we have."

From a hospital in Duluth came this statement, "There has been a continuous shortage of well trained medical technologists for the past 25 years and it will persist into the distant future. The training should be based on the standards approved by the American Medical Association, American Society of Clinical Pathology, and the American Society of Medical Technologists." This comment no doubt, is aimed at pseudo-professional schools which have been inadequately training students.

The needs of nurse training programs are in three areas: registered nurses, practical nurses and nurse anesthetists. One nursing education program mentioned the need for refresher courses for older women (40-50 years of age) and said that such a program should be encouraged. A comment from a practical nursing school urged more opportunity for girls who have quit high school to take training in night school or Saturdays or summer sessions so they can qualify for the course at this school which prefers high school graduates. Dietetic Aids, part-time food service aids and alteration assistants were mentioned. A hospital director indicated shortages of qualified personnel in practically all fields requiring licensure: Registered Nurse, Licensed Practical Nurse, X-Ray Technicians, Cytology Technicians, Dietician, Medical Record Librarians, Medical Technicians,

and Therapists. The problem of getting qualified nursing instructors was posed by one respondent: "Instructors are frequently paid less than nursing service supervisors. Why should one go into a teaching field with long hours and less pay?"

In the field of Cosmetology, in which 85 per cent of the students are women with the same percentage working in the field, a question was raised about the standards of the state operated schools and whether they were below the level they should be. One commented, "The graduate of today can't possibly meet the qualifications for a good operator." Another comment made was, "We believe that in all fields of training and employment a means should be made available by some public agency to screen the prospect for adaptability and abilities to perform in her selected field, thus eliminating misfits and 'vocation hopping.'" Another suggested more training on selling - services or merchandise.

There were four questionnaires returned from pilot training schools. Three of these indicated that the opportunities for women in this field are many. One noted the need for women flight instructors. Another put it more strongly, "Tell them to take flight training. They will have a whole new world to envision, new prospectives, and a great deal of satisfaction of participating in a tremendously expanding business."

There were suggestions from respondents in a number of technical fields that women usually don't consider for career opportunities. One man stated, "I believe we should encourage young capable women to go into chemical, drafting, electronic and other technologies. There is no reason why they cannot compete in these fields. Another man commented about the effects of automation upon work and that offices are rapidly being automated, and logically women will have to move into more technical jobs. In electronics it was pointed out that in the manufacturing end with the trend toward miniaturization which requires manual dexterity and manipulative skills and technical knowledge, women must be considered.

In the sales area, the president of a sales training firm pointed out that professional salesmanship and public relations have become more lucrative for women each year. As an example of why this is so, he went on to mention that houses are designed for women, and they should be sold by

women, and as a majority of stockholders are women, financial securities should be represented by women.

In the printing field, the comment was that the industry has an unlimited opportunity for the use of well-trained women, particularly in hand composition, layout and design, stripping, opaquing, and camera work. He said further, "It may be of interest to know that some of the finest linotype operators in this state are lady operators." A college dean summed it up this way, "Women, to compete in a job world at the professional level, must be willing to undergo a program in preparation fully as vigorous and demanding as that asked of men. A positive attitude toward mathematics and science at all levels of academic endeavor will assist talented young women to open new doors of opportunity."

To gather additional information from existing training programs and policies of management relative to the employment of women for managerial and administrative positions, inquiry was directed to fifteen business firms representing the milling, insurance, retail department store, manufacturing, and banking industries in the greater Minneapolis area. Interviews were held with managers of personnel departments.

Briefly summarized, the responses were as follows:

Banking: Four banks were contacted. Two had training programs for administrative personnel which were available to women. One bank had accepted three college graduates for such training and lost them all to marriage within one year. The other bank had not accepted a woman, to date, for its training of this kind. Two banks had no such programs. None of the four banks had a stated policy about training or hiring women executives. One area of exception could be in the field of public relations. All four banks employ women consultants. None of the banks noticed a trend toward greater numbers of women applying for administrative jobs.

Insurance: Four insurance companies were contacted. None had training programs for women executives. One company had no training program for men or women. One company employs a nurse, bulletin editor, and personnel assistant in executive capacities. The second company employed one woman in its entire national organization at the managerial level of chief underwriter. The third company has one

woman in management - an assistant dietitian - in the Minneapolis office. However, nationally, in 1963 this company hired six or seven women college graduates who are satisfactorily being trained for executive positions. The fourth company reports no women in management but suggests the possibility for such job development in the field of computer programming.

Retail Department Stores: Three department stores (including a mail order house) were contacted. Two stores had training programs open to men and women..opportunities based on qualifications other than sex. The mail order store had no program for training women; however, it employed a good many women in managerial capacities who had been promoted from within the organization. This company noticed no changes in its policy of hiring more women or having more women apply for executive jobs. The other two department stores have many managerial jobs for women. These two stores noticed a definite trend of increased numbers of women applying for administrative jobs..and would like to have more women do so.

Milling: Two milling companies were contacted. Both had training programs open to men and women equally upon recommendation of department supervisors. One company had a tuition refund policy which permits an individual to take approved training outside the company. This same company employs a woman attorney and a staff director in the accounting department at the managerial level. The second company has no positions in management for women so women rarely are recommended for the training programs. One company is receiving more women applicants for executive positions, but they tend to be young college graduates who are not realistic in their expectations. The other company has almost no women applicants for managerial jobs. Neither company noticed a trend toward placing more women in administrative jobs.

Manufacturing: Two manufacturing firms were contacted. Both companies had company training as well as tuition refund programs for men and women upon referral by department supervisors. One company employed one or two women in executive capacities. The second company employed none. One company, in the milling-manufacturing field, noticed a trend toward more women applying for administrative jobs. The second company did not.

As the result of these inquiries and other study, the sub-committee made the following recommendations:

It is recommended that the current vocational-technical training programs in the State of Minnesota be improved and expanded to include provision for admitting women of all ages and at all levels of education. It is further recommended that adequate counseling and guidance services must be provided so that women may identify the field in which they can work most effectively and the level at which they can hope to obtain employment. Curriculum resources must also be available so that instruction in the basic fields of English, arithmetic, speech, etc., may be available for those who need training to reach employable standards. Adequate provision for financial support must be made.

On the basis of surveys and through considerable discussion by the committee, it is recommended that training be planned in these general areas:

1. Service area--household work, food service work, nurses aide, child care, alterations work, etc.
2. Office area--data processing, secretarial, general office, etc.
3. Technical area--dental technician, medical technician, laboratory technician, electronic technician, etc.
4. Distributive area--selling, cashiering, stock control, promotion, etc.
5. Production area--quality control workers, packers, powermachine operators, production workers, etc.
6. Trade area--florist, cook, draftsman, printer, cosmetologist, etc.
7. Art area--fashion design, display, silk screen process.
8. Technical assistant area--laboratory assistant, library assistant, social worker assistant, teacher assistant, physical and occupational therapy assistant, recreational assistant, etc.

Provision must be made for advanced training for supervisors

or teachers in all vocational-adult education.

Inquiry was directed to the Minnesota Junior Colleges about programs and program plans for women students similar to inquiries sent to the area vocational, technical and private trade schools. Eleven public junior colleges, three private junior colleges, and the University of Minnesota (Lower and General Divisions) were contacted.

Public Junior Colleges: All eleven public junior colleges admit women students, and from their replies, it would seem they admit women to all programs (excepting physical education courses for men).

All offer liberal arts, though the listing is often in terms of academic, general preprofessional, or transfer education. All carry secretarial offerings; four refer specifically to education. The enrollment in these programs ranges for 1 to 57, the larger enrollments (outside the liberal and academic arts fields) being in the secretarial and education fields.

Responding to the second question as to the kinds of jobs the women students were prepared to fill, all of them cited secretarial work; four, clerical and office work; three, practical nursing; two, accounting; two, laboratory work; one, the work of beautician, and one, that of airline stewardess (following two years of general education); one, merchandising. Four refer specifically to general academic or college transfer and four to preprofessional work, such as teaching and social work.

In the judgment of those answering the questionnaire, ten of the colleges felt most of their employed graduates were holding the kinds of jobs for which the college had prepared them.

Giving information about new programs of special interest to women, two colleges plan to develop an associate in arts degree program (2 years) in nursing; one in floristry; one in vocational technical courses; one plans a program to prepare dental assistants; one to prepare medical assistants; one to prepare key punch operators (secretarial), and one to prepare legal secretaries. Two indicated uncertainty as to new programs and one cited lack of facilities as precluding the development of further offerings.

Private Junior Colleges: One private junior college offers a terminal course in business education (10 students); its other courses being primarily preprofessional (42 students). A second offers liberal arts instruction only (20 students), plus some individual courses arranged during the past year, by affiliation, for students in a nearby school of practical nursing. The third institution has only just converted to a junior college this past year and will offer its first program, beginning September 1964 (its previous offerings being those of a three-year diploma program in nursing).

The three private junior colleges currently carry no junior college level terminal program other than the one in business education and the individual courses for practical nursing students referred to above. They, therefore, make no comment about the kinds of jobs their students are prepared to fill.

In the development of new programs one private junior college will offer, beginning September 1964, an associate degree program in seven health fields designed to prepare: food supervisors; medical laboratory assistants; medical record technicians; medical secretaries; nurses; occupational therapy assistants; X-Ray technologists. The other two speak of "possible" or "tentative" plans.

University of Minnesota: The University of Minnesota offers, through its day and General Extension Division evening classes, a variety of vocational-directed programs. The programs, together with the enrollment are listed below.

| <u>Day Programs - One Year</u> | <u>No. of Women Students Enrolled</u> |
|-----------------------------------------|-------------------------------------------|
| Dental Assistant | 27 |
| Medical Laboratory Assistants (12 mos.) | 25 |
| Practical Nursing | 12 |
| <u>Day Programs - Two Years</u> | |
| Dental Hygiene | 87 |
| X-Ray Assistants | 71 |
| General College | 757 |

| <u>Evening Programs - Junior Certificate (1 yr.)</u> | No. of Women Students Enrolled |
|------------------------------------------------------|--------------------------------------|
| Interior Design | 85 (approx) |
| Public Administration | 10 " |
| Secretarial (for CPS preparation) | 11 |
| Business Administration Junior | 15 (approx) |
| Industrial Relations | 10 " |
| Accounting | 5 " |
| Management of Administrative Services | 3 " |
| Basic Engineering Science | 5 " |
| Medical Laboratory Assistants | 68 |

Evening Programs - Senior Certificates (2 yrs.)

| | |
|------------------------------------------|-------------|
| Accounting | 3 (approx) |
| Business Administration | 8 " |
| Management of Administrative Services | 2 " |
| Senior Civil Engineering Technician | (not known) |
| Senior Electrical Engineering Technician | 1 (approx) |
| Senior Engineering Science | 2 " |
| Senior Industrial Engineering Technician | (not known) |
| Senior Mechanical Engineering Technician | " " |

Note is made of the fact that the University has no way of knowing whether the employed graduates were holding the kinds of jobs for which they had been prepared.

Suggestions for the Future (from all colleges): One college finds its Extended Day Program (evening classes) "providing attraction to mature women who use this way of beginning or completing their college education." One has been "working hard to convince able women to continue and get a college degree. Emphasis seems to be on short courses and early marriage." One dean sums up the entire situation in these words: "I believe the future will continue to offer opportunity to the woman with skills. The woman who acquires desired work skills gives herself an insurance policy and a source for continuing satisfaction in her life after she has raised her family. It is important that the woman acquire work skills before her marriage and that she be able to up-date these skills if her marriage has interrupted her employment outside the family. It is important that the barriers - cost and distance from her home - to her acquisition of skills be minimized, and that education as a life-long process be popularized and maintained."

We wish to commend the State of Minnesota on the attention it is giving on the junior college level. We note especially the establishment of the Junior College Board and the proposed addition of four new junior colleges.

RECOMMENDATIONS TO THE STATE:

That the State encourage the development of junior colleges in communities which have a population to support them and also to use whatever methods are necessary to make higher education available to qualified students in all parts of the State.

That support be provided junior colleges in expanding their offerings so that women will have access to a wider variety of courses than is currently available. In addition to liberal arts education and pre-professional education, it recommends vocational offerings to meet the needs of women in the area. Choice might be made from courses such as child care, food preparation nursing, home economics, business, designing, music, electronics, cosmetology, photography, physical therapy, homemaking, secretarial studies, technical studies (particularly in the health field).

RECOMMENDATIONS TO WOMEN:

That women in the state, particularly organized groups of women, such as those in church, Parent Teacher Association, American Association of University Women, League of Women Voters, and Auxiliary groups take leadership and assume increasing responsibility for stimulating women to pursue needed education. For some this will mean getting a general education which they have passed by earlier; for some it may mean a stepping stone to a baccalaureate program later; for others it can mean training, or retraining (through terminal-technical, vocational and semi-professional courses) for employment; for many (young and old, in day and evening classes) it can mean continuing cultural and vocational education through special lectures, short courses, forums, TV and radio programs as well as through regular offering.

That organized women's groups seek ways of helping to motivate high school students to go on to junior colleges.

Many girls, planning marriage, would be interested in a two-year liberal arts or vocational education.

COUNSELING

The Counseling Sub-Committee represents counseling on both secondary and higher education levels of education. The major emphasis of the sub-committee is on the training of counselors.

Two major factors are evident. From all sources contacted, it was clear that not enough women are being attracted to counseling as a career, and that only limited numbers are in training at present in comparison to the number of men. The second problem involves the great need for financial support on the state level for the training of counselors for secondary and higher educational positions.

RECOMMENDATIONS:

Support the development of a series of Institutes for Counselors in various parts of the state in colleges, both public and private, and the University of Minnesota, to alert counselors presently employed in high schools and colleges to the need to encourage capable female students to consider counseling as a career. Such Institutes would (1) disseminate up-to-date information about counseling, (2) assist counselors to analyze their attitudes toward women as counselors and women and employment, and (3) develop a set of proposals to implement the effort to encourage more women to enter training to be counselors.

Financial support for those counselor training programs throughout the state that meet minimum standards recommended by the Association for Counselor Education and Supervision. (A.C.E.S.)

Encourage the provision of more practicum and in-service training opportunities in current and future training programs so that counselors in training are as well founded in practice as in theory.

Provide an adequate ratio of number of counselors per students at all educational levels by conforming to the recommendations of the State Board of Education.

Provide adequate and regular channels of information about women and the world of work to counseling staffs at all levels. One example, among many sources, would be publications from the Women's Bureau of the United States Department of Labor.

FINANCIAL SUPPORT FOR EDUCATION

Findings of Study of Scholarships in Institutions of Higher Learning: Ten schools in northern Minnesota participating in the study represented junior colleges, state colleges and a university, which appear typical of other areas in Minnesota.

There was a consensus on several points. It appears there is little if any discrimination against women in obtaining scholarships. However, the athletic scholarships to men, and others in engineering, medicine, ministry, and business administration while available to both sexes, are used mainly by men.

The National Defense Education Act: This aid to education was passed in 1958. In 1961, 150,000 students from 1410 different colleges borrowed from the National Defense Student Loan Program. In 1960, 71% of the borrowers were from families whose income was below the national average. In 1962, about 25% of the loans went to freshmen, 65% to other undergraduates, 10% to graduate students. Several colleges reported the NDSL Program is taking the pressure off the need for more scholarships.

Only one of the colleges felt there was a significant number of women who for financial reasons did not enter or dropped out of school.

General Financial Aid: General financial aids are available to both men and women students without any written specification regarding restriction against women students.

A case in point, the National Defense Student Loans are available to male and female students. In some cases, donors

giving to educational institutions may specify such as year of school, major or to the exclusion of one sex or the other. The basic over-all problem is that the loan and scholarship resources are inadequate for students of both sexes.

RECOMMENDATION:

In keeping with trends toward state scholarship programs for students, the State of Minnesota should initiate a State Scholarship Program, with the primary emphasis being to encourage students to enter higher education. For many highly qualified young people, the freshman year is crucial because they may never start school unless there is substantial assistance to overcome financial handicaps.

WOMEN IN PROFESSIONAL CAREERS

The sub-committee on Women in Professional Careers studied the following field: Counseling, Dentistry, Engineering, Law, Medicine and Veterinary medicines.

In general, in the state and in the nation, women are in the minority in each of these professions. Experiences in many other countries of the world suggest that the present situation need not be considered ideal.

Women in Counseling: Approximately 30% of the counselors in Minnesota in 1963 were women. However, in 1964, women constitute only 11% of those qualified to apply for counselor placement. Because there is a need for women counselors, they are particularly favored for training.

There seem to be several factors which affect the statewide situation and the future of women in counseling. First, in addition to family obligations, women have geographical preferences, since, their husbands' employment is the first consideration. Secondly, some school districts do not hire women who have pre-schoolers at home, or a woman for the first counseling position established in the school. The new requirements for counselor certification in the state are rigorous so that many women are not eligible. Requirements include (1) a teacher's certificate (2) at least one year of teaching experience (3) completion of a counselor

education program (an M.A. or 45 graduate credits) and (4) at least one year of accumulated work experience outside the field of education.

In summary, the field needs and wants women. Part-time jobs are available. But because of most women's limited commitment and the length and difficulty of training, there is a shortage of women in the counseling profession.

Women in Dentistry: According to a report of the Commission on the Survey of Dentistry published by the American Council on Education in 1961, women constitute about 2% of all dentists and 1.3% of all entering dental students in the United States. They have two outstanding characteristics: A high percentage of them are foreign born, and most have developed an interest in dentistry through relatives in the profession. They tend (more than men) to limit their practice to a specialty or to the care of children, and to engage in group practice. Their average income (\$11,000) is superior to that of women in most other professions.

Half of the forty-nine dental schools in the country had no women students enrolled. Educationally, the background of women students is better than that of men although the women themselves report little discrimination on the basis of sex.

The University of Minnesota uses the same criteria for men as for women applicants. There is, however, at present, only one woman student. There is also one female faculty member. No women students have ever withdrawn from the program.

Why are there so few women dentists, students, and applicants? The problem seems to lie in a lack of recognition of the suitability of women for this profession. The profession, the dental educators, the general public, and most important, the high school and college counselors need to be alerted to the advantages for women in the pursuit of a career in dentistry, and the advantages to the profession in adding women to their ranks. If we examine the statistics on women in dentistry throughout the world, we can see that dentistry can be a profession for women: 80% of dentists in Russia are women; 25% in the Scandinavian countries; and between 10 and 40% in the Latin American countries.

Women in Engineering: Less than 1% of all engineering students in the United States are women as compared with 30% in the USSR. Women constitute only 0.67% of the practicing engineers. Much attention has been devoted to possible solutions to the paucity of women in engineering both in the literature and at special conferences. It is generally felt that the solutions will be somewhat long in coming because they involve a change in the early education of girls, that is, more opportunities for the exposure of girls to mathematical and mechanical concepts. Other suggestions include education of the general public, school counselors, and engineers themselves. Another suggestion is to develop a good definition of the profession of engineering, one that will clear away the stereotyped idea held by a large portion of our society.

Women in Law: The percentage of women practicing law in the United States has remained the same for the last 20 years: 2.5%. In Minnesota the percentage dips to 1.7% for practicing lawyers, and is about 3% of the Law School graduating class. William Mitchell College of Law in St. Paul presents a unique opportunity for women to secure legal training on a part-time evening course basis, and yet only 2.6% of the 1963 graduating class were women and only 1% of the present enrollment is female. The withdrawal rate for both sexes is equivalent, and all efforts are made to assist students in completing their training should it be interrupted.

There are several reasons for the small proportion of women in the law schools. The cost is high and there is a paucity of part-time and summer employment; the training is intense and rigorous; and there is a strong prejudice that the law is a man's field. Those women who do choose this profession generally have family connections with lawyers. Women also find admission to law school difficult. It is felt that women have to be brighter than the average male student in order to compete equally in a field which is still a man's world.

There are even greater barriers in finding jobs. The field itself is overcrowded at present. Women job applicants find that potential employers feel women will not remain with the firm very long (it should be noted that many males leave for private practice), that clients lack confidence in women lawyers, and that their firm may be labeled "different", but women are hired for the "non-visible" research and library work.

It is felt that the best approach to removing the discrimination against women is through the use of school counsellors and the enthusiasm of women already in the legal profession.

Women in Medicine: Women constituted 5% of the Medical School graduates in the United States in 1962. Nationally, 63% of the women who applied for Medical School in that year were accepted (compared to 60% for males). For the last three years there was at least one woman in the entering class of the 89 medical schools in the country; only seven of these schools stated that they preferred men applicants. In Minnesota 9% of the 1964 entering class were women, and they comprise 5.6% of the medical school. They have a higher withdrawal rate than men, and if married will be interviewed as to their motivations before they can be accepted. Should they become pregnant, however, every effort is made to assist them in continuing their education.

Women comprise 5.5% of the practicing doctors in the United States. The percentage of women doctors with one or more children, who are in active practice, is equivalent to that of men, 91%. Two-thirds of female doctors are married, and they have slightly more than two children on the average. The majority of women doctors are in pediatrics.

There are several factors which combine to make the total national picture of a slow increase of women in the medical profession: long expensive training, difficulties in finding internships and residences due to husbands' residence, difficult re-entry, and higher withdrawal rate as students.

The percentages of women medical school graduates in other countries is encouraging: 12% in Canada, 20% in Germany, 24% in England, and 75% in USSR.

Women in Veterinary Medicine: Of the six women entering the pre-professional training at Minnesota in 1961, one completed the program; others entered related fields such as medical technology. Of the ten women who applied for admission to the School of Veterinary Medicine in 1963, two were accepted. Women, however, are admitted on an equal basis with men, one requirement being the completion of the undergraduate requirements. The withdrawal rates for women do not differ from those of men, and opportunities for resumption of training are equivalent for both sexes.

The opportunities in this field are expanding. Small animal practice, research, government positions, and teaching are available on a part or full time basis. Re-entry after absence is possible provided the individual was familiar with current literature and was able to take advantage of the continuing education opportunities. Interviews with male veterinarians indicate that there is discrimination against female D.V.M.'s--one comment being "I want a veterinarian, not a woman."

Women are more common in veterinary medicine in Europe than in the United States. It has been noted that women students show more patience with animals, are less inclined to use physical restraint methods, and appear more thorough in the medical situation. However, they are at a distinct disadvantage in dealing with large animals, particularly in obstetrics.

Areas for Future Study in Education

Further study in the area of counseling and guidance is important. Plans for an institute to bring together practicing counselors - both from secondary and higher education - to work on improving the effectiveness of counseling with women should be implemented.

Additional studies should be made in vocational adult education on effective methods to retrain women for new roles and professions to meet the changes required by increasing automation. For example, many of the clerical tasks performed by women may soon be performed by machines.

The education of delinquent girls and their rehabilitation into society should be another concern of this committee.

While minority women have been studied by another committee, the implications for their education should be of interest to this committee also.

The preparation of factual reports of the various professions, in particular where women are usually not now found but can make a contribution, should be continued and efforts made to channel such reports to high school and college counselors.

Further efforts of the committee can well be directed toward the effects of financial needs and spiraling costs of higher education and their relationship to women students beginning and continuing toward the completion of advanced degrees in comparison with men graduates. A study of community and parental attitudes toward women attaining higher education as well as a study of role concepts and self-concepts of women in relation to career goals would be important study items for future committee action.

EMPLOYMENT

The recommendations of the Employment Committee will require continued efforts on the part of many, including the working woman herself, to promote public understanding of the problems of the employed woman. It is the hope of the committee that its efforts will result in the education of our citizenry and that through intelligent and constructive legislation, the economic progress of our state may be advanced through the full partnership of its men and women.

As projected by the Department of Employment and Security from the 1960 census, there are some 457,000 employed women in Minnesota. Of this number, 330,200 are engaged in nonfarm wage and salary employment. Women comprise 32% of the total labor force in our State and 34% of all women 14 years of age and over are in the labor force.

EQUAL PAY FOR EQUAL WORK

In previous years, an Equal Pay for Equal Work Bill had been rejected by Minnesota legislators as unnecessary and undesirable. The members of the Employment Committee were unanimous in favoring the principle of equal pay for equal work. However, the question of whether Minnesota needs such state legislation NOW in view of the Federal Equal Pay Law was studied at great length. The Committee heard the opponents of such state legislation as represented by the Minnesota Employers' Association at one meeting; labor agreements from around the state covering the employment of men and women were reviewed and tabulated to determine if differential in wage

rate existed based on sex; and various studies were undertaken by individual members of the Committee.

For example, in Minnesota 80.44% of the female labor force is employed in four industries:

| | |
|---------------|--------|
| Retail trade | 26.38% |
| Services * | 25.11% |
| Manufacturing | 17.99% |
| Government | 10.96% |

(* includes public housekeeping, laundry, and dry cleaning, personal service, entertainment, educational and other professional services.)

These four industries, including 605 establishments in 22 towns, were selected for a detailed study to determine if discrimination in wage rates based on sex existed among this group in which the majority of the workers were not covered by the Federal Equal Pay Law. The survey (conducted by the Division of Women and Children, Department of Labor and Industry, State of Minnesota) revealed a lower median rate in similar occupations and a higher percentage of women in the lower rates. See Tables I, II, and III in which 10,510 women and 2,910 men were tabulated.

TABLE I Comparison of median rates of pay for women and men and percentages at different rates.

| Industry | Median Rates | | Less Than \$1.00 | | Less Than \$1.25 | | More Than \$1.50 | |
|---------------------------|--------------|--------|---------------------|------|---------------------|------|---------------------|------|
| | Female | Male | Female | Male | Female | Male | Female | Male |
| Total | \$1.34 | \$1.57 | 11.9 | 9.44 | 39.4 | 27.1 | 36.5 | 56.1 |
| Retail Trade | 1.25 | 1.59 | 9.0 | 6.0 | 47.5 | 23.7 | 19.5 | 58.1 |
| Laundry & Dry Cleaning | 1.40 | 1.98 | 13.0 | 3.3 | 37.2 | 9.7 | 20.6 | 83.2 |
| Public House- keeping | 1.49 | 1.52 | 11.3 | 8.8 | 35.1 | 29.6 | 45.7 | 51.9 |
| Amusement | .88 | 1.26 | 68.8 | 32.4 | 81.7 | 48.7 | 8.9 | 38.0 |

TABLE II Comparison of median rates of pay for women and men and percentages at different rates for outstate area and for Minneapolis, St. Paul and Duluth.

| Industry | Median Rates | | Less Than \$1.00 | | Less Than \$1.25 | | More Than \$1.50 | |
|----------------------------|--------------|--------|---------------------|------|---------------------|------|---------------------|------|
| | Female | Male | Female | Male | Female | Male | Female | Male |
| Retail: | | | | | | | | |
| Outstate | \$1.15 | \$1.52 | 15.2 | 9.5 | 66.0 | 32.9 | 11.4 | 53.1 |
| Mpls. St. P. & Duluth | 1.31 | 1.77 | 3.3 | 1.3 | 30.2 | 11.2 | 27.0 | 65.1 |
| Laundry & Dry Cleaning: | | | | | | | | |
| Outstate | 1.08 | 1.57 | 29.6 | 9.7 | 82.1 | 23.7 | 3.1 | 58.1 |
| Mpls., St. P. & Duluth | 1.48 | 2.23 | 0.3 | 0.0 | 2.4 | 0.6 | 34.1 | 98.6 |
| Public Housekeeping: | | | | | | | | |
| Outstate | 1.22 | 1.54 | 21.0 | 15.9 | 51.9 | 31.5 | 31.6 | 53.1 |
| Mpls., St. P. & Duluth | 1.60 | 1.52 | 1.5 | 4.5 | 18.5 | 28.3 | 59.7 | 51.1 |
| Amusement: | | | | | | | | |
| Outstate | .88 | 1.29 | 65.9 | 30.9 | 81.8 | 52.6 | 9.8 | 37.1 |
| Mpls., St. P. & Duluth | .88 | 1.22 | 74.3 | 34.8 | 80.0 | 42.8 | 7.1 | 39.3 |

TABLE III Comparison of median rates of pay for women and men in selected occupations.

| <u>Industry</u> | <u>No. of employees</u> | | <u>Median Rates</u> | |
|-----------------------------------|-------------------------|--------------|---------------------|--------------|
| | <u>Females</u> | <u>Males</u> | <u>Females</u> | <u>Males</u> |
| Retail | | | | |
| Sales Clerks | | | | |
| Outstate | 855 | 102 | \$1.12 | \$1.57 |
| Mpls., St. Paul, Duluth | 816 | 101 | 1.28 | 1.48 |
| Supervisory and office | | | | |
| Outstate | 174 | 138 | 1.34 | 2.24 |
| Mpls., St. Paul, Duluth | 241 | 99 | 1.51 | 2.74 |
| Stock and miscellaneous | | | | |
| Outstate | 95 | 189 | 1.14 | 1.29 |
| Mpls., St. Paul, Duluth | 124 | 136 | 1.36 | 1.44 |
| Pharmacists | | | | |
| Outstate | 3 | 26 | 3.06 | 3.54 |
| Mpls., St. Paul, Duluth | 6 | 15 | 3.03 | 3.88 |
| Buyers | | | | |
| Outstate | - | - | - | - |
| Mpls., St. Paul, Duluth | 57 | 30 | 1.72 | 3.02 |
| Laundry and Dry Cleaning | | | | |
| Pressers and Finishers | | | | |
| Outstate | 123 | 11 | 1.07 | 1.47 |
| Mpls., St. Paul, Duluth | 52 | 18 | 1.60 | 2.00 |
| Supervisory and Office | | | | |
| Outstate | 18 | 12 | 1.20 | 2.19 |
| Mpls., St. Paul, Duluth | 36 | 23 | 1.67 | 2.88 |
| Amusement - Projectionists | | | | |
| Outstate | 2 | 30 | 2.04 | 2.38 |
| Mpls., St. Paul, Duluth | 0 | 22 | - | 3.16 |
| Hospitals and Nursing Homes | | | | |
| Registered nurses and technicians | | | | |
| Outstate | 659 | 20 | 2.12 | 2.82 |
| Mpls., St. Paul, Duluth | 573 | 40 | 2.21 | 2.13 |
| Supervisory and Administrative | | | | |
| Outstate | 40 | 26 | 2.53 | 2.93 |
| Mpls., St. Paul, Duluth | 120 | 26 | 2.72 | 3.32 |
| Hotels, Motels and Cafes | | | | |
| Hotel Clerks | | | | |
| Outstate | 29 | 36 | 1.02 | .87 |
| Mpls., St. Paul, Duluth | 103 | 50 | 1.37 | 1.49 |

Below is an example of the discrepancies in pay of one of the services exempted from the Federal Equal Pay Law. This is based on a preliminary release of the Department of Labor dated June, 1963, of Earnings of Full Time Regular Employees in Private Hospitals in Minneapolis and St. Paul.

| | <u>Women Workers</u> | <u>Men Workers</u> | <u>Women Earnings</u> | <u>Men Earnings</u> | <u>Difference</u> |
|---------------------|--------------------------|------------------------|---------------------------|-------------------------|-------------------|
| Physical Therapists | 26 | 6 | \$109.50 wk | \$120.50 wk | \$11.00 |
| X-Ray Technicians | 74 | 8 | 76.50 | 77.50 | 1.00 |
| Technicians, chief | 11 | 8 | 97.00 | 126.50 | 29.50 |
| Nursing Aids | 1561 | 253 | 64.00 | 68.00 | 4.00 |
| Dishwasher, machine | 55 | 32 | 1.68 hr | 1.70 hr | .02 hr |
| Kitchen helpers | 426 | 18 | 1.62 | 1.72 | .10 |

Another example pertains to public school teachers who are not covered by the Federal Equal Pay Law. Teachers' salary schedules with differentials based on sex have decreased in number in Minnesota, but a few still prevail. A Committee survey indicated that out of 366 school districts in Minnesota, representing 97.7% of all teachers employed in graded elementary and secondary schools, 92 or 25.1% had a provision for extra pay for the head of a household. In extra curricular pay, those fields traditionally hiring men (athletic coaches, driver's training) pay \$300 to \$500 plus per year. Those fields traditionally hiring either men or women, or women only (class annual, declamation, school paper, class plays, girls' athletics) pay \$50-\$200 per year. (Source: Minn. Salary Schedules MEA 1963-1964).

It is the Committee's conclusion that in view of the large number of women in occupations not covered by the Federal Equal Pay Law that Minnesota needs a State Equal Pay Law to supplement the Federal Equal Pay Law which will assure ALL workers in our State the rate for the job regardless of sex.

RECOMMENDATION:

Minnesota should enact a State Equal Pay Law, patterned after the Federal Equal Pay Law.

In addition to equal pay for equal work, the Committee recommends that further study be made regarding equal fringe benefits. For example, it was brought to the attention of the Committee that differentials based on sex exist in group hospitalization plans wherein the spouse and dependents of the male employee are automatically covered under the male's policy provided by the company, but the spouse and dependents of the female employee of the same company are not. A limited survey indicated that in some cases where the male policy holder may purchase coverage for his spouse and dependents at group rates, this fringe benefit is denied the female employee. Some companies do permit the female employee to purchase coverage for her spouse if he is totally disabled, and for her children if she is a widow or divorced. It would appear that such discrimination on a fringe benefit is based entirely on sex, and deserves further investigation.

The Committee would recommend further study in the area of maternity leave. In a limited survey of 54 firms, representing eight types of business, some uniformity of policy regarding termination due to pregnancy was found. Twenty-two firms permitted work through the sixth month; and twelve through the fifth month.

Less uniformity was found in regard to any leave of absence policy or provision for the employee to return to work. Twenty-six firms did not permit the employee to return; thirteen permitted return after three months. Ten firms indicated sick leave benefits could be used at time of confinement. One company stated its policy was not to hire married women, and since a woman was automatically terminated when she married, the company had no "problem".

Efforts to promote the establishment of maternity leave of absences would appear to be needed and worthwhile for the working woman in our state.

MINIMUM WAGE LAW

While Minnesota does not have a minimum wage law, it does have eight wage orders establishing minimum wage rates "sufficient for living wages for women and minors". See Table IV. A review of Minnesota's wage orders, three dating back to 1957, one established in 1959, another in 1961 and three in 1962, is long overdue. Such revision is a long process which involves a cost of living survey, appointment

of a board, hearings after the board's recommendations are made, and then possible appeal of any board decision.

A statutory minimum wage law for workers, regardless of sex, would seem more beneficial. An estimate of the nonsupervisory employees covered by the Fair Labor Standards Act and by State minimum wage orders (excluding administrative, executive and professional employees and government workers) as prepared by the Wage and Hour and Public Contracts Division Office of Research and Legislative Analysis Division of Statistics in 1964 shows the following coverage for 777,000 employees:

| | |
|----------------------------------------------------------|---------|
| Number of employees covered by FLSA | 490,000 |
| Number of employees not covered, or exempt from FLSA | 287,000 |
| Number of employees covered by state laws only | 123,000 |
| Number of employees not covered by FLSA or State laws | 164,000 |

Establishment of an adequate minimum wage for all workers in Minnesota, regardless of sex, is a good weapon in the war on poverty.

RECOMMENDATION:

Minimum wage laws should be amended to apply to employees regardless of sex, and a statutory minimum wage rate should be established.

"To protect the health and well-being of women workers by eliminating excessive hours of work" is stated as the purpose of Minnesota's maximum hour law for women and minors. This law provides for a fifty-four hour maximum work week with no limitation on the total number of hours per day and with no premium pay required for women employed in the following occupations:

| | | |
|---------------------|--------------------|----------------|
| Retail | Telephone Operator | Motel |
| Dry Cleaning | Elevator Operator | Boarding House |
| Laundry | Beauty Parlor | Rest Home |
| Manufacturing | Restaurant | Resort |
| Mechanical | Hotel | Hospital |
| Public Housekeeping | | |

The Minnesota maximum hour law exempts office workers, executives, nurses, household employees, agricultural workers, seasonal occupations in canneries operating 75 or fewer days per year and telephone operators in towns with less than 1500 population.

RECOMMENDATION:

In view of the war on poverty, and the urgent need for increased employment opportunities, particularly in communities where establishments are not covered by Federal Wage and Hour Laws. A maximum of forty hours should be established as the normal work week (for all workers in Minnesota regardless of sex) beyond which premium wages shall be paid.

SUMMARY OF MINNESOTA PRESENT MINIMUM WAGE RATES "SUFFICIENT FOR LIVING WAGES FOR WOMEN AND MINORS"

In Cities, Towns, and Villages of:

| <u>Date</u> | <u>Industry</u> | <u>More Than 50,000</u> | <u>More Than 25,000</u> | <u>5,000 To 25,000</u> | <u>Less Than 5,000</u> | <u>2,500 To 25,000</u> | <u>2,500 Or More</u> | <u>Less Than 2,500</u> | <u>Resorts</u> |
|-------------|----------------------------------|---------------------------------|---------------------------------|--------------------------------|--------------------------------|--------------------------------|------------------------------|--------------------------------|----------------|
| 1/57 | Laundry & Dry Cleaning | .85 | .79 | .75 | | | | | |
| 1/57 | Retail Merchandising | | .85 | | | .75 | | .70 | |
| | Learners during 1st 500 hrs. | | .70 | | | .65 | | .60 | |
| 7/59 | Public Housekeeping | 1.00 | | | | .85 | | .80 | .80 |
| | Learners | .95 | | | | .85 | | .80 | .75 |
| 2/57 | Amusement | | .85 | | | .80 | | .75 | |
| 4/61 | Personal Service, Oprs. licensed | | | | | | 1.00 | .90 | |
| | " " Non-operators | | | | | | 1.00 | .90 | |
| | Learners less than 300 hrs exp. | | | | | | .95 | .85 | |
| ***** | | | | | | | | | |

SUMMARY OF MINNESOTA PRESENT MINIMUM WAGE RATES "sufficient for living wage for WOMEN, minors of ordinary ability, apprentice or handicapped persons

4/62 Manufacturing & Processing - - - - 1.15 per hour

3/62 Transportation - - - - - 1.15 " "

3/62 Professional, Technical, Clerical
and Similar Occupations - - - - - 1.15 " "

(Minor is a person of either sex under 21 years of age.)

WAGE COLLECTION LAW

No state agency in Minnesota at the present time exists that can take action on behalf of an employee who has not been paid wages due him. The Industrial Commission as well as the Women's and Children's Division report a substantial number of telephone calls and letters requesting assistance but can "use only their power of persuasion" to assist employees in collection of wages earned and not paid by employers. A survey in Minneapolis of the Better Business Bureau, social agencies, employment agencies, etc., indicates they also are called regarding assistance in collection of such wages and can do nothing to assist such employees because no State Agency in Minnesota is authorized to take action on behalf of such employees.

RECOMMENDATION:

Enactment of a Wage Collection Law which would empower the appropriate state agency to assist in collection of wages due.

PERSONNEL IN THE INDUSTRIAL COMMISSION

There is a need for additional personnel in the Industrial Commission to properly handle its workload in view of the increase during the past two decades. Of special concern is the urgent need to fill the position of Chief, Women's and Children's Division, which has been vacant since the middle of 1963.

RECOMMENDATION:

The July 1, 1962 report of the Governor's Advisory Committee to the Industrial Commission should be reviewed with a plan in mind to increase the personnel of the Commission by the addition of sufficient qualified persons in the specialized classifications (i.e., reporters, referees, compensation attorneys, safety inspectors, labor investigators, clerks) to expedite the services of the Industrial Commission to the citizens of Minnesota in the area of management and labor.

RECOMMENDATION:

The position of Chief, Women's and Children's Division (Labor Investigator Supervisor) should be filled at the earliest opportunity. The Committee feels that the nature of the position of Chief, Women's and Children's Division, suggests that a highly qualified woman be sought for this position.

WOMEN IN EDUCATION

A survey made by the Committee to determine attitudes toward women in elementary or secondary education in the State revealed the following:

1. There are no women superintendents of schools in Minnesota. (Letter, 1964, Commissioner of Education)
2. Four per cent of the members of the Minnesota Association of Secondary School principals are women. (1964 roster)
3. In the Minnesota Association of Elementary School principals, 62.4% are men; 37.6% are women. (1964 roster)
4. Out of 530 members of the Minnesota Counselor's Association, 140 or 26% are women. (1964 roster)

A questionnaire was sent to 67 schools in Minnesota employing 100 or more teachers. From the sixty replies, the following information was obtained: Median number of men and women employed in the following positions:

| | Men | Women |
|--------------------------------|-----|-------|
| grades 1-6 | 10 | 50 |
| grades 7-9 (junior high) | 28 | 16 |
| grades 10-12 (senior high) | 32 | 13 |
| counselors | 2 | 2 |
| secondary principals | 4 | 0 |
| elementary principals | 4 | 1 |
| supervisors and/or consultants | 3 | 2 |

When asked if they had preference for men or women in certain positions the following number answered:

| | Men | Women |
|-----------------------|-----|-------|
| secondary principals | 52 | 3 |
| elementary principals | 28 | 8 |
| grades 1-3 | 0 | 50 |

No significant preference was shown for other positions.

The following attitudes were expressed by the superintendents:

1. Men are inclined to remain longer in the school system.

41 yes 8 no 7 equal 4 no answer

2. Women are inclined to miss more days for illness.

42 yes 3 no 12 equal 3 no answer

3. Men and Women miss approximately the same amount of time for absenteeism other than illness:

19 - men absent more often
21 - women absent more often
14 - no difference
6 - no answer

Of the 67 districts, two indicated they did not employ married women; and twenty-six stated they did not employ married couples, while six indicated they would hire married couples with restrictions (separate buildings, in areas of critical shortage, if marriage occurs within the system, etc.) Only 28 indicated no restrictions on employment of married couples. As to maternity leave, ten indicated they had some provision, forty-three had none, and seven did not answer the question.

A study of percentages in increase in salary at the five state colleges during the biennium 1963-1965 suggests that a bias against women may exist without intention or knowledge on the part of the administration. After more than a decade in which almost all increases in salary for faculty members at the five state colleges were set by the legislature, the legislature in 1963 appropriated funds sufficient to allow each faculty member a five per cent increase in each year of the biennium, but authorized the president of each college to make distribution as he saw fit. The study in averaging percentages of increase, showed the following for all groups:

| <u>WOMEN</u> | <u>MEN</u> |
|--------------|------------|
| 10.29 | 10.99 |
| 11.65 | 10.73 |
| 9.97 | 11.91 |
| 10.30 | 12.21 |
| 9.6 | 11.05 |

RECOMMENDATION:

Heads of departments or supervisory groups involved in the regulation of state departments and state agencies should be encouraged to set up procedures which will ensure that no bias based on sex will exist undetected.

CIVIL SERVICE EMPLOYMENT

Minnesota has had a State Civil Service Law since 1939. As of June 30, 1964, approximately 17,000 employees were working in state government, 6,416 of whom were women. Approximately, one-third of all these employees work in the Capitol area in St. Paul. The average age is 47 and the average salary is \$438 per month. Women occupy 24% of the supervisory positions. The Highway Department employs approximately 27% of state employees. The largest number of full-time classified employees (approximately 33%) are in the Public Welfare Department. The class of Psychiatric Technician I is the largest class of full-time classified employees accounting for three times the number of employees in any other class.

Discrimination In Employment

There had been complaints to the Employment Committee of job discrimination based on sex in the Minnesota Civil Service Department. A review of the personal requisitions of various state departments for the period from January, 1963 to May, 1964 was made by the Committee. The results were as follows:

| <u>Department</u> | <u>Total Number of Requisitions Submitted</u> | <u>Males</u> | <u>Females</u> | <u>Specified No Sex</u> |
|------------------------------------|-----------------------------------------------------------|--------------|----------------|-----------------------------|
| Employment Security | 157 | 4 | - | 153 |
| Health | 357 | 27 | 14 | 316 |
| Public Welfare (Central Office) | 146 | 1 | 1 | 144 |
| Lino Lakes | 180 | 67 | 32 | 81 |
| Glen Lake | 160 | 6 | 91 | 63 |
| Corrections | 73 | 4 | 6 | 63 |
| Central Office | | | | |
| Admin. Youth & Adult Division | | | | |

(The requests for male certification by the Health and Public Welfare Departments were based on jobs requiring heavy lifting. Some of the Employment Security positions were of this nature also).

The Committee did not find evidence of discrimination based on sex. When a female or male employee was specified, it was evident that such a request was based on the requirements of the position, i.e. service in institutions for male patients or inmates, heavy lifting, or similar circumstances.

There were instances where a female employee had been requested, such as a stenographer, where the Committee felt such designation was unnecessary. There was evidence indicating that women had refused to accept certain positions for which they were eligible because of the location of the job, i.e., in another town other than where her home was presently located, too far to drive to the job from her home, and because the position involved considerable traveling in the state resulting in not being able to be home at night.

Discrimination in Promotion: Because a complaint had been received by the Committee that there was discrimination in promotion in the state service based on sex, this also was studied by the Committee. At the present time there are three types of state civil service examinations which may be given for the same classification; namely,

1. "Open Competitive" examination which is open to Minnesota residents.
2. "Promotional" examination which is open to permanent employees or probationary employees in the department.
3. "College Senior Placement" examination (CSPE) open only to college seniors and the High School Senior Placement examination (HSPE)

It appears that the up-grading of positions by the requirement of a college degree is more likely the answer as to why some women are being by-passed in promotions.

Lack of Examination Eligibility: Due to the possibility that women graduating from college many not immediately enter the labor market, it was felt consideration should be given to allowing any college graduate to take the College Placement examination (not only graduating seniors) as well as the

"Open Competitive" examination since the appointing authority may call for the College Placement register instead of the "Open Competitive" list.

VETERAN'S PREFERENCE

It is evident that Minnesota's present veterans' preference rules could prevent the State or any of its political subdivisions from securing the most qualified workers and also could result in promotions being received by others than the most qualified employees. The Committee after careful review of state and local veterans' preference laws concluded that while recognition of war service is desirable, the system of "absolute" preference may seriously handicap municipalities and other governmental bodies in securing highly qualified employees. It was further concluded that the use of veterans' preference for promotion does not necessarily result in the best qualified employees being promoted. Excluding veterans from established regulations pertaining to probationary period, retirement, and other conditions of employment, as Minnesota laws do, may not make for the most efficient operation of government either.

The following table is a breakdown of professional staff members of Minnesota's county welfare department (1964) by sex of the worker. While it cannot be said that veterans' preference is a sole factor, nevertheless the posts of Welfare Directors II and III are completely void of women.

| Class | <u>Hennepin</u> | | <u>Ramsey</u> | | <u>St. Louis</u> | | <u>Rural</u> | | <u>Total</u> | |
|-------------------|-----------------|-----|---------------|-----|------------------|----|--------------|-----|--------------|-----|
| | M | F | M | F | M | F | M | F | M | F |
| Case Worker I | 81 | 84 | 35 | 79 | 41 | 24 | 145 | 142 | 302 | 329 |
| Case Worker II | 2 | 14 | 7 | 13 | - | - | 3 | 13 | 12 | 40 |
| Case Worker III | 50 | 37 | 9 | 11 | 5 | 7 | 21 | 13 | 85 | 68 |
| Soc. Welf. Sup. I | 27 | 13 | 8 | 12 | 5 | 5 | 15 | 9 | 55 | 39 |
| " " " II | 4 | 3 | 2 | 1 | 2 | 1 | 1 | 1 | 9 | 6 |
| " " " III | 3 | | | 1 | 3 | -* | - | - | 6 | 1 |
| Welf. Dir. I | | | | | | | 35 | 10 | 35 | 10 |
| Welf. Dir. II | | | | | | | 23 | - | 23 | - |
| Welf. Dir. III | | | | | | | 15 | - | 15 | - |
| Welf. Dir. IV | 1 | - | 1 | - | 1 | - | - | - | 2 | 1 |
| Total | 168 | 151 | 61 | 118 | 57 | 37 | 258 | 188 | 544 | 494 |

(* essentially comparable classification).

RECOMMENDATIONS:

1. The law which gives "absolute" preference to veterans over non-veterans in municipal, city, county or any other governmental entity should be deleted. The 5 or 10 points veterans' preference should be used to augment the veteran's score. All candidates, regardless of veteran or non-veteran's status, should be ranked on one eligible list by score.
2. Veteran's preference points should be granted only to the veteran obtaining a passing grade on the competitive examination. Veterans' preference points should not be added to promotional examinations.
3. A greater than zero degree of disability certification by the Veterans Administration should be required in order for a veteran to be granted disabled veterans' preference.
4. The present distinction between veterans and non-veterans pertaining to probationary period, requirements of age, weight and height and compulsory retirement should be eliminated.

ABSENTEEISM

The Committee did not have time to complete a thorough study on the absenteeism rate of employed women in Minnesota. Constant reference is made to the high rate of absenteeism of women. A limited survey of the three largest industrial companies in the Metropolitan Area indicated that male employees were absent 2.64% of the total hours available to be worked; women 6.21%. In two companies, the average absenteeism for men was 2.8% and for women 5.1%. This is a subject the Committee recommends for careful and detailed study with all figures carefully authenticated. The Committee at this time is not able to draw any conclusions as to the affect that absenteeism has in the employment of women in Minnesota.

HOME AND COMMUNITY

In former days, although "keeping house" was physically more wearing, there usually was available competent paid household help and often a relative (widowed mother, mother-in-law, maiden aunt or cousin) or some other adult female besides the wife and mother who lived under the same roof, and in a sense had love and concern for the family. Today, while automatic appliances have eased the physical strain put upon the homemaker, the multiple responsibilities of family life-- household management, rearing children, fulfilling the needs of community life, and frequently holding a full or part-time paid job -- have so increased the pressures and demands upon the average homemaker, that a desirable family situation calls for new and expanded community services.

Day care centers, family day care homes, availability of trained and capable household assistants, homemaker service for the family that needs to be held together when the mother is ill or for some other reason is unable to fulfill her responsibilities, home management, and consumer education are all vital areas which have been studied by four sub-committees of the Home and Community Committee.

DAY CARE

Child care services to insure good care of children should be available in every community for women who work, for both professional women and women in industry, as well as for women who are not employed but need similar care for their children for a variety of reasons. Many women are unable to function adequately in their homes, at work or in the community unless some form of help is available to provide care for their children.

Such care may be public or private or both and should be available as a social utility to children and families of all economic levels. It can be available thru day-care centers or in family day-care homes, free or at a nominal cost for some and on a fee basis commensurate with family income for others.

Day care of children is not new but recently has been receiving more attention, and in some areas is rapidly expanding. This is due in part to the increased public awareness and demand for such services, but is also due to increased governmental activity. The Federal Congress has appropriated money which is distributed to the states through the Children's Bureau. This money is used for surveys and planning as well as the establishment, expansion, and supervision of day care facilities.

In Minnesota the Department of Public Welfare has assumed a promotional responsibility and has organized an Advisory Committee on Day Care of Children. This committee is composed of both professional and lay people. The Department of Public Welfare also maintains statistical records and sets standards for licensing and supervision of day care facilities. Local welfare agencies and community groups have the responsibility for actually setting up and supervising the centers. Efforts are being made at all levels to interpret the programs and the needs for them to the general public.

Day care of children encompasses a variety of programs. Because of need, one of the largest programs is for children of mothers who work. For whatever reason women work, their services are essential to the operation of our hospitals, schools, social welfare agencies, stores and numerous facilities which function best when staffed by a proportion of women employees. The number of mothers working in the United States today is approaching nine million three hundred thousand. Of these mothers, over three million have children under six years of age. Roughly nine million children under twelve have mothers who work. There are four hundred and fifty thousand children of migrant workers who are either taken to the fields with their parents or left alone in untended shacks. Undoubtedly some of these are receiving adequate care. The nation's licensed facilities can accommodate just 185,000. Some children receive adequate care outside of licensed facilities but many do not. Many are suffering from neglect, emotional and otherwise. When young children are entrusted

to the care of siblings for extended periods of time, this may interfere with school work and even encourage early "drop outs."

Children may be cared for in group day care centers or in family day care homes. Group day care centers operate under varying auspices. The voluntary centers are operated by a non-profit organization, i.e. a church, social agency, neighborhood house, etc. Charges for services are frequently based on ability to pay. Independent centers are proprietary centers operated for financial profit. Minnesota has no public centers which are operated by a unit of state or local government. Group day care centers can provide all day care or may provide half day care or care during certain days of the week.

Family day care homes are located in 14 counties with most of them in or near the Twin City metropolitan area. Although the number of children which can be cared for in any given time is necessarily limited (usually 5 or under), they do offer some advantages. A family day care home can provide a more natural setting for the child, and can frequently provide care for children who would not be accepted in a group day care center. In this category we can include the child under 3 years of age or the youngster with a special handicap or problem.

Children with minor communicable diseases must be excluded from centers due to the danger of exposing others. In a home with only one or two children, frequently from the same family, this might not constitute the same problem. Also hours can be more flexible and caring for children during the day can be an important supplement to the income of these households. On the other hand day care centers can provide more expert leadership and more extensive facilities. Most day care is directed toward the younger child. A need exists to offer care for the school age child during those hours his mother is working but he is not at school. The so called "latch key" youngster represents an unsolved problem.

Children of working mothers are not the only ones who can benefit from day care. Churches and voluntary agencies are common sponsors of "nursery schools" which usually accommodate the pre-school child. They can provide a valuable experience for the youngster, allowing him to associate with others his own age and learn the "give and take" which is a part of life. These centers also give the mothers a few hours

of free time each week during which she may shop, do volunteer duties, attend classes or just catch up on her work.

Recently daytime activity centers for mentally retarded children have been established and are rapidly increasing in number. These centers take children whose age or seriousness of defect prevents their being accepted by the public or special school. The daytime activity centers for retarded children fill a vital need. They can provide useful training up to the child's capacity. The constant care and other demands retarded children frequently place ^{upon} their parents can produce tremendous emotional and physical strain. By allowing the mother a few hours of relative freedom several days each week, it is sometimes possible to keep this child at home rather than in an institution. The tax savings are obvious.

A relatively new concept in day care is to provide centers for children from "culturally deprived homes." The intention is to expose them to books and other stimuli at an early age before habit patterns are fixed. It is hoped that this may encourage the child to a higher level of achievement later on in school and work.

Day care of children may be necessary when the mother is unable to provide 24 hour care herself. This would include the physically handicapped or the mother recovering from emotional or physical illness. If a mother can be released from a hospital a few weeks or months earlier providing she doesn't have to assume total care of her children, the advantages are apparent.

Minnesota leads many other states in the provision of day care but there remains room for improvement. Most facilities are concentrated in or near the Twin Cities, Duluth, and Rochester; many outstate counties have none.

RECOMMENDATIONS:

That the Childrens' Bureau and our Congress be commended for their interest in this field and for the appropriating of money necessary for its promotion and expansion. The Commission urges that the program be continued and enlarged as indicated and that needed funds be appropriated.

That the Minnesota Department of Public Welfare and its Advisory Committee on the Day Care of Children be

commended for their activities in this area and be encouraged to continue their efforts to provide adequate day care for those children who need it.

That the Minnesota State Legislature be commended for its participation in these programs through the appropriation of funds, and we recommend that the legislature and its committees give serious and sympathetic attention to the requests of the Department of Public Welfare in this regard.

That local county welfare boards, churches, voluntary organizations, and other service groups be commended for the work they are doing. We urge that local communities and groups take the initiative with the cooperation of county welfare boards to consider establishing such facilities where they are not now available.

HOMEMAKER SERVICES

Homemaker Service is the resource by which a public or voluntary health or welfare agency places in a home a mature, specially trained woman with skills in homemaking to help maintain and preserve family life that is threatened with disruption by illness, death, social maladjustment or other problems. She works under the supervision of a professional person connected with the sponsoring agency.

Although homemaker service is a recognized community service, there are wide gaps in its availability. It is today on the threshold of great development and enlarged service, but in order to prevent a fragmentation and duplication or even a destructive trend, definite guide lines seem indicated.

Because homemaker service encompasses a variety of programs in our rapidly changing society the service must be evaluated periodically in order to meet and often anticipate present day needs.

Seven major purposes of the service today are applicable to any age or income group:

1. To maintain the family while the natural homemaker is incapacitated, whether she is in or out of the home; and to prevent family breakdown by avoiding the traumatic experience of placing the children elsewhere.

2. To enable the individual, whenever medically or socially feasible, to remain in his own home.
3. To lessen the burden of chronic illness; to allow parents help with the care of a mentally or physically handicapped child.
4. To hasten convalescence and to reduce the length of stay in an institution or rehabilitation center.
5. To keep on the job the employed adult who so often must stay out of work to care for children, an elderly parent, or an ill relative.
6. To help assess family and individual potentials.
7. To teach adults and children better techniques of day to day living both involving household management and child care.

RECOMMENDATIONS:

Provisions must be made for recruiting, training, and supervising professional Homemakers.

Close co-ordination with other health and welfare services should be maintained.

In some instances fees will be desirable. Sound financial planning should be determined by the agency administering the program.

The Governor is requested to appoint a voluntary state-wide committee, namely a "Homemaker Service Developmental Committee" made up of representatives of professional and non-professional groups. This lay advisory committee should have as its parent head the State Department of Public Welfare with a Homemaker Consultant who will be available to all agencies sponsoring homemaker programs so that there may be uniform standards of service and co-ordination.

HOUSEHOLD EMPLOYMENT

There is a widespread need for household workers and a need to reconstitute household service as a dignified and responsible

occupation. Capable household assistants contribute to the stability of family life and this field of work provides employment for women for whom other areas of employment often are not open. Many women by nature and disposition might be much happier working as household assistants than performing routine and monotonous tasks in a factory.

In considering the many problems related to this field of employment, the sub-committee recognized that household employment does not have status either in the eyes of the prospective employee or employer. The sub-committee consulted with the Minnesota Department of Employment Security and with the State Department of Vocational Education. On recommendation of the Commissioner of the Department of Employment Security, and in cooperation with his staff, a Working Code for Household Employment was developed. Over 7,000 copies of the Code have been distributed in the state and nationally. (Copy appended)

The Committee's study of the reasons why this type of employment has a low status revealed that objections on the part of women employees or potential employees included low wages, long and indefinite hours, social isolation, kind of work involved, employers' attitudes towards employees, few, if any, fringe benefits, and poor working conditions.

In cooperation with the State Department of Employment Security and the Minneapolis Public Schools, a course in the training of Household Assistants was offered through the U. S. Department of Labor's Manpower, Development and Training Program. This course, over a ten week period, included study and practice in purchasing, preparation of food and also preservation; cleaning methods, utilizing modern equipment and materials; laundering; ironing; household management; and child care. Field trips were undertaken to familiarize the participants with community resources. Some difficulty was encountered in recruitment, but the committee feels that even though the number who graduated was small, it was a valuable pilot and demonstration project and that those who completed the program benefited greatly. The following is an evaluation by the teacher of the course, a home economics educator, who herself is a homemaker and a mother of several small children:

Evaluation

"Since a completely objective evaluation is very difficult to set down in any logical form, I have chosen to outline it advantages, disadvantages, and improvements, as I can envision for a future program.

1. Advantages: The students gained in self-confidence in every way described in the program objectives. With such a small group thorough teaching was possible.

Counselors were available to direct instructor and okay problem solving of the individuals.

Small group allowed for individual and independent growth.

The program is a worthwhile experience for any homemaker to improve her status, her home management and her family's well being, in addition to being a necessity to up-grade the skills of these women if they are to be employed successfully.

Time allotment is adequate for significant change in living patterns.

2. Disadvantages: Some individuals are and will be by and large unemployable because of mental instability or attitude regardless of the training success.
3. Improvements: Recruiting for the program seemed to lack coherence and needs re-thinking and a great deal of cooperation from interested organizations and agencies.

A communication gap between the employment service and the training facility needs to be lessened to be more effective."

RECOMMENDATIONS:

The committee recommends that an educational program for employers and employees be continued. If it is not possible to carry out any further programs under Manpower Development Training, the Adult Education Homemaker Divisions of the Public Schools should offer similar courses for potential household assistants and employers.

The Committee recommends the following Goals for both formally organized courses and an informal information and discussion program:

GOALS

Immediate

- Develop an understanding of relationships and the need for definite commitments.
- Develop confidence in executing homemaking tasks.
- Develop some understanding of the needs of children and older people.
- Develop confidence and security in fulfilling duties and responsibilities.
- Understand health and safety factors.
- Develop standards for personal cleanliness and appearance.
- Develop a sense of responsibility and loyalty.

Long Range

- Recognize the changing family structure and increased longevity.
- Contribute to the stability of family life.
- Develop managerial skills.
- Develop an organization of persons with mutual employment interests.
- Encourage more persons to seek training and employment in this field.
- Develop realistic expectations of work to be done.
- Develop means of planning how to do the job and allow for helpful supervision.
- Develop respect for values of employee's work.

CONSUMER AND HOME MANAGEMENT EDUCATION

The Governor's Commission is cooperating actively with the Minnesota Council on the Status of Women (an organization consisting of representatives of state-wide women's organizations) in setting up a two-day Consumer Institute to take place in the late fall, 1965. The program is being worked out in cooperation with the State's Attorney General office and with the President's Assistant on Consumer Interests and will include sessions on credit buying, truth in packaging, health, and frauds and chicanery. It is hoped that the attendance will be state-wide.

It is expected that this conference will help to create an awareness in the consumer of the ever-changing and increasing number of consumer products and the means by which he can make his wishes as a consumer known and felt. It is also hoped that it will help the consumer to make wiser use of the household budget dollar.

RECOMMENDATIONS:

The Committee recommends that Home Management courses be offered on an adult level by the Adult Home Economics departments of the public schools and that such courses be constructed in consultation with the homemakers.

The Committee also recommends that institutions and agencies as well as voluntary organizations intensify their home-management education and information programs, and that efforts should be made to make the homemaker aware of the offerings and assistance available in the local communities.

Since the voice of the consumer is not adequately represented at present in state government, the Committee also recommends that the consumer's interest be represented in the state by the creation of a Consumer's Advisory Council and that one of the functions of this Council should be to involve citizens in this important area of concern.

A WORKING CODE - HOUSEHOLD EMPLOYMENT

This code is suggested as a "guide line" for both employee and employer. To develop and maintain a satisfactory and pleasant working arrangement is to the mutual advantage of both. Each has a right to expect certain conduct and performance from the other. When these mutual rights, duties and responsibilities are known and agreed to before employment, it is believed such an agreement will improve the working relationship between the employee and the employer.

WAGES

Salary commensurate with duties is firmly understood. Arrangement for overtime or compensatory time off is agreed upon.

Specific day upon which wages are paid is arranged. Gifts or clothing are not considered as part of payment.

HOURS

Schedule of work days and hours is mutually agreed upon.

Days off are arranged in advance and strictly adhered to.

Holidays and vacation are discussed fully and agreed upon in advance.

DUTIES

Duties of position are clearly defined including specific tasks, frequency and desired standards.

Reasonable directions and explanations of duties or tasks will be

provided by employer and followed by employee.

Duties will be performed to the best of employee's ability.

Employee will plan work efficiently with emphasis on meeting employer's needs.

Adequate provisions for maximum safety and health will be maintained at all times.

Efficient, safe and workable appliances and cleaning aids will be provided and used carefully.

Promptness, loyalty and courtesy will be observed by both parties.

Constructive and helpful evaluation of work will be encouraged.

FRINGE BENEFITS

Adequate private living quarters will be provided for live-in employment.

Transportation will be provided if public means are inadequate or too time consuming.

Rest periods, lunch hours, telephone privileges, time off for church and provision for sickness will be agreed upon in advance of employment.

Free time will be mutually agreed upon and strictly observed by both parties. Changes in schedule will be by mutual consent.

Social Security Protection--earnings will be reported by employer in accordance with existing regulations for social security credit toward old age, survivors, and disability insurance.

RELATIONSHIPS

Employee will perform tasks as directed with minimum of supervision.

Employee will observe needs and complete tasks without specific instructions whenever possible.

High standards of cleanliness and personal grooming will be maintained.

Work and work relationships will be periodically discussed with the purpose of improving efficiency and understanding. Both parties will work toward competency and good working conditions.

Comments:

Agreement:

I think these are reasonable and
just "guide lines" and I will do my
best to follow them,

Employee _____

Employer _____

Distributed by:

The Governor's Commission
on the Status of Women

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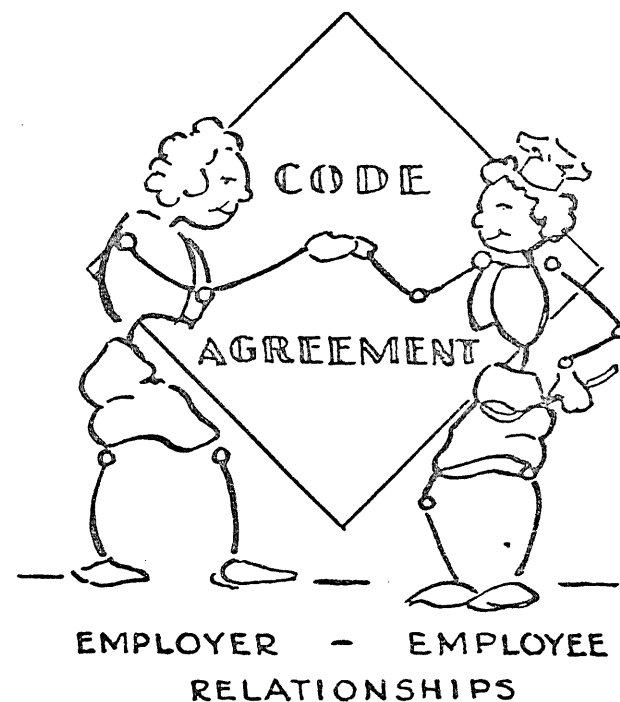
Prepared by:
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Extra copies may be obtained from:

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State Capitol
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A WORKING CODE
FOR
HOUSEHOLD EMPLOYMENT
OR
HANDS ACROSS THE TABLE



WAGES - HOURS
DUTIES - FRINGES

September 1964

POLITICAL AND CIVIL RIGHTS

This committee has made a study of existing laws and existing legal practices which treat men and women differently and which appear to be unreasonable in the light of activities of women in modern society.

LOSS OF CONSORTIUM

Historically under the law the male spouse has always been permitted by the courts to recover for the loss of the society, companionship, and consortium of his wife when she has received physical and mental injuries through the fault of another. For several hundred years the female spouse has been denied the same right where her husband is physically and mentally injured.

Since the husband's cause of action for negligent invasion of consortium is generally recognized everywhere in the United States, it flies in the face of the modern policy furthering the "emancipation" of married women to deny a corresponding action to the wife, whose interest in the undisturbed relation with her consort is no less worthy of protection than that of her husband.

The modern trend of enlightened courts has been to grant a consortium action to the wife and in the past few years the following courts have granted such a cause of action by edict of the Supreme Court:

State of Arkansas in the case of Missouri Pacific Co. v. Miller, 227 Ark. 251, 299 S.W. 2d 41.

State of Delaware in the case of Stenta v. Leblang, 185 At. 2d 759.

State of Georgia in Brown v. Georgia Coaches, Inc.,
88 Ga. App. 519, 77 S.E. 2d 24.

State of Illinois in Dini v. Naiditch, 20 Ill. 2d
406, 170 N.E. 2d 881.

State of Iowa in Acuff v. Schmidt, 248 Iowa 272,
78 N.W. 2d 480.

State of Michigan in Montgomery v. Stephan, 359 Mich,
33, 101 N.W. 2d 227.

State of Missouri in Novak v. K.C. Transit Lines,
365 S.W. 2d 539.

State of South Dakota in Hoekstra v. Helgeland,
78 S.D. 82, 98 N.W. 2d, 669.

Nineteen of our state jurisdictions, including Minnesota, have refused to follow this modern principle in recent decisions, although most of the Supreme Courts involved say they agree with the principle, but prefer to leave it to the legislature to amend the common law.

The State of Oregon in the year 1955 and the State of Colorado in the year 1961 created such causes of action in favor of the wife by statute.

RECOMMENDATION:

The Legislature should adopt a provision as follows:
"Loss of consortium--In all actions for a tort by a married woman, she shall have the same right to recover for loss of consortium of her husband as is afforded husbands in like actions."

JURY SERVICE

The right to trial by a jury that reflects the community is a bulwark of justice. Women became eligible to serve on all Federal juries only by virtue of the Civil Rights Act of 1957. In three southern states, women still may not serve on juries of the State courts. In 26 other states (including Minnesota) and the District of Columbia, women who are called on for jury service may claim exemptions that are not available to men.

The study by the committee of the Minnesota jury laws showed that the following sentence appears:

"Any woman drawn upon either a grand or a petit jury may, in the discretion of the court, be excused from such jury service upon request."

It is the feeling of the committee that while this one sentence of the statute may not be discriminatory toward women, it does distinguish between men and women and serves no practical purpose because under the same statute any man or woman may be excused by the court because of illness, physical or mental. This is all the protection any man or woman needs and certainly covers cases that might occur where a mother's pregnancy or home duties would make it difficult for her to serve.

RECOMMENDATION:

The legislature should amend Section 628.49 by re-passing it and merely omitting the final sentence.

WOMEN IN PUBLIC OFFICE

The committee feels generally that despite substantial gains women have not as yet achieved a role in public life commensurate with their numbers, skills, or abilities or with their potential contribution to the government at all levels. Research does show that presently in the State of Minnesota 765 women hold public office at a local level, such as city clerk and city treasurer, and of those 765 women, 7 women are mayors. In spite of this substantial figure, it is apparent that the surface has not been scratched in regard to the female potential. For example, at present there are only three women in the House of Representatives in the State Legislature and no women in the Senate.

The committee speculated that women may not make themselves available as candidates for elective office because of time necessary for campaigning and possibly because they, more than men, fear possible defeat.

There are many qualified and willing women able to serve in many more areas of citizen responsibility than are presently being used. Fortunately, in Minnesota this is not due to legal or statutory prohibition but is evidently due to attitudes. Positive efforts should be made by appointing

authorities to seek out and use qualified citizens. Positive efforts should be made by the organizations to make the names of qualified women known to the appointing authorities. Women should be encouraged to make their availability known for appointment to various positions. A sub-committee plans to develop a set of criteria and means of identifying such qualified women in the near future and make suggestions to women's groups for its use.

RECOMMENDATION:

The State should give increased attention to appointment of qualified women to public office in policy making, executive, and administrative posts and to judicial offices. It is further recommended that state women's groups, state political committees, professional societies, and other appropriate organizations be urged to make continuing arrangements for proposing qualified women for state public service. We must continue to educate to achieve the desired objective which is, of course, distribution of public office among our citizens--men and women--according to ability and experience and effort.

MINORITY WOMEN

No report on the status of women in Minnesota would be complete without a review of that information specifically related to the racial and ethnic minority groups in the state. An attempt has been made to assess those special problems which confront the Negro, Indian, and Spanish-American women while keeping in mind both the factors which separate these groups from the general population of women in the labor market as well as those factors which separate these groups from each other.

Methodologically, the committee members faced one major problem in obtaining information -- the lack of racial statistics in state and local government and private agency reports. However, this manner of reporting statistics did not deter the committee from its search, but actually stimulated imaginative alternative routes to the same data.

Perhaps the results of this study will be more meaningful when they are viewed from a historical and cultural perspective on the Negro and the Indian women. Historian, Dr. E. Franklin Frazier, points out that Negroes developed a maternally-oriented family structure during the slavery era, and this structure has strongly influenced the subsequent development of Negro social structure in this country. The special report of the Consultation on the Problems of Negro Women of the President's Commission on the Status of Women points out: "Because of the barriers to education and better-paying jobs encountered by Negro men, the Negro woman frequently has had to assume additional social and economic burdens.

The Negro woman also faces discrimination in the labor market. She is usually employed in jobs paying low wages. If she is in domestic service, she works long hours. A long working day complicates her responsibilities in child-bearing and prevents her active participation in community affairs where she might work for better conditions for both herself and her family."

This picture of the central role of the Negro woman in maintaining her family is less true of other minority women. However, the patterns of low education, low income, and barriers to educational or economic development are equally applicable to Mexican-American and other Spanish-speaking women and to Indian women. Special problems of the female migratory laborer, most of whom are of Mexican descent, have also been included in this report.

For Indian women, however, there are certain historical and cultural factors which have resulted in a special set of problems and require a different analytical perspective. In a paper on "Some Problems in Minnesota Chippewa Acculturation," Jerome Stromberg points out: "One of the underlying factors in the process of change has been a "breakdown" of the traditional Chippewa cultural base. No longer is the Indian honored for being a good hunter or fisherman or an expert in war. On the other hand, the social structure of the dominant society emphasizes roles from which the Indian has been systematically excluded. The modern economic structure is almost totally alien to the Indian. He (or she) finds it difficult to get a job and his (or her) reservation background provides him with few of the social and psychological resources necessary for the retention of any job he may be able to obtain. He is often forced to rely on relief from welfare agencies -- a practice which the dominant society has defined as being only for "inferior people."

This historical and cultural perspective should not obscure the differences between Indian and Negro women in Minnesota and other parts of the country. There is some evidence that Minnesota Indians in general are not advanced educationally or as independent economically as Indians are in areas such as Oklahoma, nor have they become as successfully assimilated as several Indian tribal groups in the Eastern area of the nation. On the other hand, Negroes in Minnesota -- particularly Negro women -- are not as disadvantaged

educationally or economically as the total national Negro population. In fact, Negro women in Minnesota are distributed in the higher-paying occupational categories in greater relative percentages than Negro women on a national scale. In spite of these apparent gains of Negro women in this area, the report points out significant distinctions which place them in a disadvantaged status relative to all women in the state.

The extensive findings of the committee are on file in the Governor's office. The committee hopes that this report will be of value to educators, social workers, human relations officials, and all those who are concerned with assuring equal opportunity for all Minnesota citizens.

HOUSING

Non-whites migrating to Minnesota gravitated toward the central cities, Minneapolis and St. Paul. A review of the situation in the Twin Cities reveals that the pattern is not markedly different from that found across the nation. Racial discrimination and segregation, although more subtle than in the South, are accomplished facts in the housing market of this area and constitutes one of the most serious problems which confronts local communities and the state.

The 1960 U.S. Department of Commerce Census indicated there were 11,785 Negroes in Minneapolis, which was an increase of 73% over the 1950 Census of 6,690. This constitutes 2.4% of the total population with 3,809 other non-whites, or .8% of the population. A 1926 Housing Survey showed that the Minneapolis Negro population was relegated to six pocket areas and the 1960 Census Report shows that 10,595 of the city's total Negro population are still concentrated in census tracts 33 and 34 and its fringe area in the near North side pocket. Another one-third is concentrated in census tracts 94, 100 and 109 and the fringe area in the South-Central pocket.

In St. Paul the non-white population in 1960 was 9,311 of which 8,234 were Negro and 1,077 other races, approximately 2.9% of the total population of 313,405. Approximately 85% of the Negro population is located in six of the city's census tracts, an area generally bounded by University Avenue, Lexington Parkway, Dayton Avenue and Western Avenue. As a

result of redevelopment and freeway programs, more than 535 Negro families have been displaced from their homes in this area. These families, plus the approximately 31% increase in the Negro population in the past decade, have been, by necessity, absorbed in this area because of discrimination. Further, this area is scheduled for additional treatment under urban renewal because of the needs of the community.

DEPENDENCY

What services are provided to the individual who lacks sufficient resources for a standard of living necessary for health and decency? On the federal level, there are services available to all individuals meeting the residency requirements of one year established under the Social Security Act (categorical aids include Old Age Assistance, Aid to Families of Dependent Children, Aid to the Blind and Aid to the Permanently and Totally Disabled.) The local government is responsible for administration of general relief, which may be given in case or in kind, such as a purchase order or direct payment to the vendor. General relief programs may be handled by either the county or the township.

Since the Aid to Families of Dependent Children is a family centered program, perhaps a study of certain characteristics of this program as it relates to minority women would be quite valuable. The Minnesota Department of Public Welfare prepared such a study August 1, 1963. This report makes a comparison between the urban (Hennepin, Ramsey and St. Louis) and rural counties and indicates a state-wide total of 39,307 AFDC children in urban-rural and white non-white birth status. There were nearly twice the percentage of illegitimate births (15%) among AFDC children in the urban counties as compared to the rural counties, which showed only a percentage of 8%. The percentage of illegitimacy for non-white AFDC children is 34%, which is four times greater than the 8% for white children. The fact that a heavy majority of the non-white children are urban residents has tended to raise the urban illegitimacy percentage.

According to the 1961 Study of the Characteristics of AFDC families made by the Minnesota Department of Public Welfare, the proportion of non-white children in the AFDC caseload is 20% in Hennepin and 23% in Ramsey counties. The proportion of fathers absent in the non-white groups (89%) is only

slightly greater than for the white children group (84%). The absent fathers, who were not married to the mother, comprise the largest segment of the non-white group (35.8%) rather than the divorced or legally separated group which compose the largest proportion of the white group (49.1%). This is understandable in view of the social and ethnic background of the non-white plus her low economic status, which frequently makes it impossible to purchase a marriage license or pay legal fees for a divorce or legal separation.

The proportion of AFDC children born while mother is receiving AFDC is 10% for white and 22% for non-white. Hennepin County shows the highest proportion of children born to mothers while on AFDC where the case is identified as father not married to mother, with 36% for the white group and 42% for the non-white group.

The proportion of AFDC children of illegitimate birth by race is as follows:

| | <u>White</u> | <u>Negro</u> | <u>Indian</u> |
|-----------|--------------|--------------|---------------|
| Statewide | 8.6% | 40.6% | 32.7% |
| Hennepin | 10.7 | 45.1 | 33.0 |
| Ramsey | 9.4 | 33.3 | 33.3 |
| St. Louis | 9.4 | - - | 25.0 |
| Rural | 6.7 | - - | 32.7 |

The average AFDC case was two and two-thirds years old on December 1961 caseload. According to this study the non-white cases have a higher proportion receiving AFDC for four years or over which is particularly true in the three urban counties. For both white and non-white cases the deceased father type of AFDC case stay on the program longer.

"Indians have very limited employment opportunities and as a group are on the lowest economic level in the state. The tribes no longer have the money to provide help for the members. The Bureau of Indian Affairs no longer provides welfare for all Indians. The state and local governments have not as yet accepted in practice that Indians are citizens and entitled to equal treatment in all respects with other citizens. With the welfare costs increased, with the recent movement of Indians in large numbers from reservation to the Twin Cities, and with the line of responsibility between federal and state programs not clearly defined, the current special problems of Indian Welfare arise."

In figures compiled by the Minnesota Department of Public Welfare from records submitted by the 21 counties, with large Indian populations, public assistance expenditures for Indians in 1961 were \$2,663,446. This aid was supplied for 9,951 persons. The percentage of Indian welfare recipients is high. Indians received 3.1% of all public assistance payments during 1961. Based on December caseload figures, 45.4% of the total Indian population in Minnesota as reported by the 1960 Census received some form of public assistance.

It appears that the Minnesota Indian problem is most complex requiring the continuing responsibility and cooperation of all levels - local, state, tribal and federal governments." This could be done through broad economic development programs (with the ultimate goal of raising their standard of living and thereby hopefully solving other problems), or through a broad educational program (with goals of aiding the cultural transition by providing workers with marketable skills, strengthening the Indian's self--image through an appreciation of her cultural heritage, instructing mothers in child care and good health practice.) Whichever method is adopted in attempting to raise the status of the Indian woman we must view her as an asset to be developed rather than as a burden which has been thrust upon the state. Traditionally our society has felt the Indian woman must accommodate herself to the white woman's culture, a culture which in many ways, is not prepared to accept her.

ILLEGITIMACY

The Minnesota Department of Public Welfare Annual Report of Children Born out of Wedlock, 1962-63, shows a rising trend in illegitimate births in Minnesota. Both the rate and the absolute number of illegitimate births have increased substantially every year since 1953. The rise in the rate of illegitimate births indicates that the increased number of these births are not due to an actual increase in population. The factors influencing the increasing illegitimate births are still in effect despite the fact that the total number of live births, and the total birth rate in Minnesota, have declined every year since 1959. The rate of non-white illegitimate births in both Minnesota and the nation are about eight times as great as for white. Minnesota's total illegitimate birth rate is, therefore, lower because of the fact that we have disproportionately smaller non-white population, than the nation as a whole.

The race of the unmarried mother was reported in 2,882 (93.1%) of the cases. Of these, 2,440 (84.7%) were white while only 216 (7.5%) were Negro, 218 (7.6%) Indian and 8 (.2%) other races. Proportionately more (51.4%) unmarried mothers of the white race were under 21 years of age, than either Negro (44%) or Indian (43.5%). Of the total number with race reported 84.7% were white while 15.3% were non-white.

White children accounted for 2,504 (82.1%) of the total unmarried cases closed during the year, while 230 (7.5%) were Indian, 199 (6.5%) were Negro, 2 (.1%) were of another race and 116 (3.8%) has no race reported. Of the white children (46.1%) were adopted, while only 10.2% of the non-white children were adopted.

EDUCATION

The school dropout rate of nonwhite female youth in Minnesota continues to decrease and their number of high school graduates to increase. The dropout rate for nonwhite youth (females) as for white youth (females) seems to be primarily a reflection of socio-economic levels. As living conditions and employment opportunities have improved for the nonwhite youth so has her educational opportunities and incentive for education.

Employment barriers, though some progress is being made, continue to remain as a chief impediment to educational incentive for non-white youth. Statistics both nationally and locally show that there is little difference between the unemployment rate and earnings of the nonwhite high school graduate and the nonwhite dropout. Both groups are primarily dependent upon the traditional service jobs, such as bus boy, car wash and domestic servant. The Negro female, although she graduates from high school in equal numbers to the Negro male and tests consistently superior to the Negro male in educational achievement and test performance (A.C.E.), has had much more difficulty in exiting from her domestic service status.

Another element that is needed to reduce the number of nonwhite dropouts is more vocational schools with more

flexible entrance criteria and curricula. It does little good to build more training facilities and then bar through rigid entrance criteria or unimaginative curricula youth who are least prepared for the job market. It also is important that employment and apprenticeship opportunities be open to nonwhite youth upon completion of training.

Only half as many nonwhite students attempt higher education as one would expect from their numbers in the total population. However, a larger proportion of nonwhite women are enrolled, according to census data, as they make up about half of the nonwhite undergraduate college student population, compared with the 30-40 percent of women in colleges as a whole. Thus it would seem that nonwhite higher education is a less acute problem among the women than among the nonwhite men. This agrees with the President's commission report on the minority group women.)

However, the inequities which our nonwhite Minnesota citizens experience are very real. Whether the principal reason is low economics status or prejudice is impossible to assess, but together these factors limit the educational opportunities available and thus, the future careers open to nonwhites.

A larger percentage of nonwhite students should be encouraged to graduate from high school. Another positive step would be the active recruitment of nonwhite students by Minnesota colleges, and provision of student services to assist them financially and scholastically. (Many colleges now provide these services for foreign students.) Also important is the involvement of college placement officers in reducing employment barriers.

The vicious circle of under-education and low economic status must be broken. Several of our college respondents indicated an interest in enrolling more nonwhite students. There was also evidence that many colleges are willing to re-examine the services offered to disadvantaged youth. The recent Federal legislation has been a major factor in stimulating colleges to identify these students and provide new opportunities for them. With this beginning, the Governor's Commission would likely find sympathetic and responsive listeners in our Minnesota colleges.

EMPLOYMENT

The employment section of this report attempts to present a "picture" of the employed women in Minnesota based upon a study of such consideration as a wage survey of four industries in which a large number of women are employed, a study of employment in the educational field at the college level and at the elementary and secondary levels, a survey of state civil service with particular attention directed to acceptance and promotion of women, review of labor contracts for wage differentials based on sex, and study and discussion of the principle of equal pay for equal work. The effect of maternity leave, absenteeism, and the veterans' preference law in the employment and promotion of women in various fields are subjects on this employment committee's agenda for study.

The extent of job categories and occupational groups is less for non-white women. Even viewed within a structure of society which creates a significant difference in patterns of male and female employment, the great difference between white and non-white women (which parallels a similar difference in the employment pattern between white and non-white men) leads to the conclusion that it is more critical to low job status that one is non-white, than that one is a woman.

There is evidence that greater opportunities in employment for the non-white woman exist in the metropolitan area.

A larger percentage of non-white women, than white, are a part of the labor force. This is a consistent pattern geographically and historically.

Further indication of the critical impact of race and color is seen in the unemployment rate of approximately 2 to 1, non-white to white. This ratio parallels with the unemployment disparity found between white and non-white men.

Not only are the job categories available to the non-white women fewer, but these categories are grouped at the lower end of the income scale.

Although the age and educational levels of white and non-white women are comparable, this is not reflected in the employment or income levels where non-white women are consistently found in the lower status categories.

The lack of available data on the employment of many minority groups makes an analysis of the employment status of the Indian, Spanish-American and the migratory woman almost impossible.

In addition, cultural differences which not only do not motivate the female to seek employment, but inhibit a view of herself as a separate employment entity prevent meaningful analysis.

Although insufficiently documented by the regulatory agencies complaint statistics, it is the considered opinion of this committee that the same problems in discriminatory patterns prevail here when the attempt is made to seek employment.

Non-white females tend to view the normal employment recruiting channels as not applicable to them. Consequently, these channels (i.e. classified ads, employment services, etc.) are not adequate for effective recruiting.

Use of these recruiting sources often results in re-enforcing this view, whether discrimination actually occurs or not.

Knowledge of the number of referrals required for placement in a position, bears out the erratic, but widespread, discrimination which occurs against non-white females.

In both private and governmental employment, the patterns of employment of non-white women reflect an obvious lack of affirmative attitudes that would result in the hiring of non-white women, or in the development of effective recruiting procedures for this group.

This whole complex of problems for the non-white woman in employment reflects the community's prejudiced and unrealistic concept of the needs and role of the non-white woman.

RECOMMENDATIONS:

That employment services on all levels be upgraded for the non-white female, especially in counseling and training aspects.

Stronger and more effective antidiscrimination legislation is needed, both for the effective elimination of discrimination when it occurs and as a vehicle for educating the community to the needs of the non-white worker.

There is a great need for more general knowledge, and increasing use of, the regulatory agencies at all governmental levels by the non-white woman, as well as the man.

This requires more affirmative interpretation on the part of agencies and individuals, which can be expected only when regulatory agencies are able to function effectively.

Private industry, state, county and city government, and labor organizations share a responsibility for establishing affirmative programs to balance the presently disparate employment picture for non-whites.

More effective recruiting, training programs designed to implement broader based hiring, promotional policies designed to afford equal opportunity, and firm commitment translated into specific directives to all internal supervisory personnel as well as recruiting sources are needed.

Aggregate statistics need to be kept regarding the employment status of the minority woman in order that appropriate private and public agencies can develop programs based on realistic evaluation of the current employment status of minority women.

Employment of Minority Group Women by the Government of the State of Minnesota

The employment of minority persons by governmental agencies is always a significant factor in analyzing the employment picture because government generally is considered to be an employment area which provides greater opportunities for the non-white than private industry, and because the presence of Civil Service procedures holds to a minimum the discrimination possibilities. The veteran's preference built into state government employment procedures established no particular barriers against the employment of minority persons in general but does negate against the employment of all women, including the non-white.

Information on the number of non-white women employed by state government was not available from the Department of Civil Service since these records are not kept. However, the Governor's Commission on the Status of Women requested from the Governor that this information be obtained, and the Department of Administration asked the heads of all state departments and agencies to supply to the Commissioner of Administration, on the basis of an unofficial count of the number of non-white women, the number employed in each department and agency in the State of Minnesota. This information was obtained from each department and agency with a single exception. The commissioner in this particular department indicated that on his staff, no one was qualified to establish or to implement any criteria by which such a determination could be made. Although the number of persons employed in this particular department are considerable, the results of the unofficial head count, nonetheless, give a fair picture of the pattern of employment of non-white women.

As of June 30, 1964, the total number of state employees was 17,206. Of these, 10,714 were men and 6,492 were women. The information requested by the Department of Administration was made in December of 1964 and indicated that the total number of non-white women employed by state government is 147. Of these, the breakdown is as follows: Negro women, 115; Indian women, 10; other non-white women, 22. Thus, the number of non-white women employed by the State of Minnesota is slightly over 2% of the total of women so employed.

This includes responses from 100 reporting offices of greatly dissimilar size. Of these, 33 reported non-white female employees.

No information was obtained regarding job level held by the non-white female. In all categories of employment then, 5 of these offices reported 10 or more non-white female employees.

HEALTH AND WELFARE

Following the national trend, nonwhites migrating to Minnesota moved into urban areas and gravitated to central city neighborhoods. Racial discrimination and segregation in the sale and rental of housing have created several well-defined "ghetto" neighborhoods in the Metropolitan Twin City area.

Where residential aggregation exists, there are concomitant segregated patterns in educational, recreational and religious institutions. According to the St. Paul Minority Housing Report, residential segregation results in intensifying racial stereotypes, fears and distrust, and impedes interracial contact and understanding.

Since the state and several cities have enacted Fair Housing legislation, more mobility has resulted among minority families. Strengthening existing state legislation and promoting greater education in human relations would be two methods to ensure minority families that they will have freedom of choice in housing markets.

Since many minority women have highly transient families one of their major problems in qualifying for public assistance is the poor relief residency requirements. The welfare laws should be liberalized to account for this reality so that a whole family will not suffer because of a bureaucratic rule.

Statistics on illegitimacy reflect economic as well as cultural differences between the whites and non white mothers. The white unwed mother is more likely to suffer from social sanctions than the non-white mother, and thus, more likely to develop feelings of guilt and shame. The Negro family is historically mother-centered, so the pattern continues to persist in contemporary society. Moreover, the nonwhite woman is less likely to have funds for contraceptives to prevent conception or for an abortion to terminate an illegitimate pregnancy. With the level of education and income increasing among nonwhites and the availability of birth control information and contraceptive devices also increasing, rates of illegitimacy will probably decline and will become more similar between white and nonwhite women.

The small percentage of nonwhite children placed for adoption reflects, in part, the low socio-economic status of potential nonwhite parents, as well as different cultural traditions relevant to adoption. Conversely, many child-placement agencies may formulate adoption policies without adequate awareness of the characteristics of the nonwhite population. In practical terms, the requirements as to income, family structure, and employment of the wife would disqualify many potential nonwhite families as adoptive parents. These policies not only prevent many nonwhite children from ever experiencing security in family life, but also they deny to many nonwhite couples the joy and challenge of parenthood.

Health and Welfare Agency Services to Minority Women:

The agencies from the Twin Cities reported they serve approximately 6,500 nonwhite women. They serve approximately 66 thousand women in their total programs. The percentage of nonwhite women involved in these programs then is under the 2 per-cent ratio of nonwhite population to white population. However, this percentage may be somewhat higher because ten agencies indicated that although they kept no record of race in their participation figures, they did have nonwhite female clients. Another factor to take into consideration also is that, from what is known about agency participation, one client may be known and counted by several agencies. In considering the overall participation in all agencies, it must also be noted that over 2,300 of the non-white clients are served by three agencies that program primarily for minority groups.

The agencies from the out-state areas indicated a total of 240 nonwhite female clients; however, 196 of this number came from three agencies which primarily work with Indians. The four Minnesota agencies were not included in these participation figures because many of their clients came from the Twin City area as well as out-state.

Thirty-two agencies have nonwhite female employees in full or part-time employment. They employ a total of 110 persons. 36 are employed in professional positions, 34 in clerical and the remaining 40 in other categories, homemakers, nurses aides, cooks, machine operators, etc. Only two of the agencies which worked mainly with minority groups had non-white women employed as professional staff. Quite frequently large groups of nonwhite women were found employed

in one agency. For example, 73 women are employed by seven agencies and the remaining 37 are employed by 25 agencies. Generally when an agency employed two or more nonwhite women, they were employed in the same position, for example, two clerical, three nurses aides, etc.

Generally, the agencies did not feel that their nonwhite client has a unique status when it came to major problems. Many mentioned finances, employment and housing as problems which the client related to them and which the agency felt important, although they felt that these were problems of equal seriousness to their white clients also. Most agencies did not feel they had any particular problems in serving the nonwhite women, although the agencies which serve mainly minority groups mentioned several. The agencies dealing with Indians felt that many of their problems stem from various cultural differences which conflict with the values of the larger society. They mentioned difficulty in finding employment, lack of competitive skills, and housing as some of the particular problems of Indian women.

In general, the nonwhite client's stated problems were in tune with the functions of the agency. They discussed child rearing techniques with the settlement house, family problems with the family service agency, and health concerns with the health agency. Because of the client's stated problems the agencies responded with similar answers when they indicated what they felt the major problems of their clients were.

Indian Population:

Whatever the cause, many officials from various agencies feel the need for better understanding among professional workers of Indians and their cultural backgrounds. Progress must start everywhere along the line, with training of professional workers to understand their clients and with education of the clients by health educators, teachers, and social workers. Some tribes in the United States have formed health committees; this should be encouraged in every way in Minnesota. Committees can help plan and evaluate programs and should be taken into confidence by officials who are responsible for health programs.

Nearly all complaints made to the (Minnesota) Governor's Indian Action Committee on health were the result of misunderstandings, the committee reported in 1961.

This points up the need for improved communication between Indians and the agencies which serve them.

United States Public Health Service efforts to understand and work with (not just for) the Indian people, as well as the desire to provide them with jobs, may perhaps be indicated by the fact that 52% of the Division of Indian Health staff are Indian. Active recruitment goes on in the fields of practical nursing (recruitment for training them), dental assistants and business school graduates. Proposed programs to be part of the Economic Opportunity programs include recruiting Indian individuals to assist physicians, dentist, nurses, sanitarians, etc. in health education programs. Such persons would also help compensate for the critically short supply of professional personnel. Ratio of physicians to those served is 1:700 in the general population but 1:1460 in the Indian Health program (1:2500 to 1:3500 for public health nurses, 1:1800 to 1:4600 for dentists -- source: Association on American Indian Affairs), in spite of the special health needs elaborated here. These facts suggest that the more Indian people can be involved in upgrading health services, to Indians, the better the situation will be.

There is a basic question of what effect special, separate programs have on the Indian people. Are special, separate programs inherently unequal - almost begging the public to regard Indians as "different" or a "special problem?" While not denying special needs, could special help be given through the general framework which serves all people? An example is the state of Minnesota's financial support of public health nurses to "intensify" services in Indian areas where the counties can't or won't budget the necessary funds. This is done within the health department's budget, not as special "class legislation."

The problem of Indians seeking health care in the urban areas brings us to the problem of residence. If the residence requirement can't be done away with completely, at least programs such as the prenatal care clinics should be set up to cover some of the gaps.

In spite of the religious and cultural resistance on reservations to family planning, the report by USPHS that requests for contraceptives are "frequent" suggests the desperation with which the Indian mother seeks help for her perhaps already-too-large family trying to exist on a level of dire poverty.

If governmental agencies are limited in what they can do, private agencies must reach out to help.

USPHS mentions mental health problems high on the list of deficiencies in its program. Accomplishments through 1964 list diagnostic services for 17% of Indian boarding school students (with treatment for only 4%), treatment and education for about 5% of the alcoholics and no psychiatric counseling to oldsters. Thirteen to thirty percent of students treated in various boarding school infirmaries showed signs of prolonged emotional stress, to say nothing of abandoned and neglected youngsters now in foster homes and the high percentage of accidents among Indians due to excessive use of alcohol.

The Indian's insecurity in a different culture and his personal and family deterioration indicate "a need for referral and counseling services specially geared to the needs of Indians" as well as preventive and clinical aspects of medical treatment, USPHS asserts.

The field of mental health is relatively new, and the seventeen mental health centers (1963) in Minnesota are relatively new. They have a major task to accomplish for a public not as enlightened about mental health as physical health. The centers must, however, make special attempts to reach out to the minorities in their midst, persons who in general suffer more social and economic deprivation may have cultural differences, handicapping them in the white man's world, may suffer discrimination and ostracism, and may be more distrustful of modern sophisticated mental health care.

The Indian health committee of the Association of American Indian Affairs, after a year's concentrated study, noted the need for two new, vital health programs. One was a mental health program and the other was a trachoma program. Trachoma, though nearly non-existent among the general population, still plagues some southeastern reservations where incidence is often as high as 60%. The association pointed to the particular need of mental health programs to complement anti-poverty programs to minimize the discouragement and to stimulate aggressive measures on the part of the Indian to improve his socio-economic status in a manner consistent with his personal and tribal mores.

Migrant Workers:

The problem reduces to the simple fact of practically no coverage for migrant workers in the area of Social Legislation:

1. Women in the stream of migrant farm workers do not enjoy coverage of minimum wage laws.
2. They are not covered by unemployment compensation laws.
3. They are exempt from coverage by workmen's compensation laws.
4. They are easily excluded from the Social Security program because of the way the law is worded.
5. They do not enjoy the protection of the law to organize into labor unions.
6. However, they do come under the provisions of some laws that attempt to regulate working conditions for women and children.

All migrant farm workers are forced into the migrant streams, and by the fact that they are in it, contribute towards its preparations. They are caught in a sort of vicious circle. Because they lack formal school education, they find very few job opportunities opened to them, and usually end up in the least desirable jobs like agriculture "stoop labor". And, because they are forced into the migrant labor stream, they find very few opportunities to acquire a formal school education. There is hope that this vicious circle can now be broken by some of the federal re-training programs, in which are included some provisions of the recently passed anti-poverty bill.

From a long-range program point of view, stress must be placed on the need for giving migrant children more opportunities to attend school. This might even require the operation of summer schools where migrants have temporary residence. In order to be effective, such a program would have to be developed on an almost nation-wide basis, and this would obviously require some sort of federal legislation. Such legislation will be considered by the present Congress.

The one task confronting the migrant women, and this includes all members of the migrant family, is to break away from the migrant worker streams. She, like the other members of her family, are caught in the low income, no education vicious circle. Once this is done, other minor problems will take care

of themselves, such as permanency of residence, social acceptance, and adequate health and medical care.

Participation of Minority Women in Community Activities in Minnesota:

Our democratic system of government and way of life depend on wide citizen participation in governmental and community activities. Although the minority group woman may feel she lacks experience for service on voluntary or community planning boards, her knowledge, derived from personal experience, can be most useful and advantageous to various social, professional, civic, recreational and service organizations of the community.

Volunteers can possibly be characterized as: 1) service volunteers; 2) administrative and policy-making volunteers who serve on committees and boards; and 3) public policy volunteers who affect the climate of opinion and work for social action through legislative and executive branches of government.

Most of the participation of minority women occurs in organizational units located in racially integrated neighborhoods, so it is reasonable to conclude that the lack of participation throughout much of the urban and suburban areas is due in part to segregated residential patterns.

Many organizations have not as yet realized the potential of minority women as an untapped source of volunteers. These organizations should develop special techniques of reaching this group by evaluating their program interests and needs, publicizing their meetings in ethnic-oriented mass media, and maximizing personal contacts with minority women.

In the organizations which do include minorities, these members participate and fully share in the responsibilities of the group at a high level. They hold offices ranging from the Board of Directors to members of special committees. In many of the groups there is a special effort made to appoint a minority member to a committee giving her a specific responsibility at the outset and thereby encouraging her personal involvement immediately. One group responded, "They are very cooperative. All you have to do is ask them." Some of these initial duties include program planning, telephoning, hostessing at meetings and serving on speakers bureaus.

If organizations are eager to have more minority members, as they stated in a survey, they must evaluate the practical requirements of membership from the perspective of a potential minority member. For example, many minority women are not able to participate in organizations with daytime meetings, costly dues, or with programs which require extensive volunteer service. Since a higher proportion of minority women are employed and fall into the lower socio-economic levels, more organizations should consider evening divisions and graduated dues.

Another program possibility for organizations which are actively seeking more minority women is the formation of more units based on smaller geographical areas. Recently a social action group formed a neighborhood unit in North Minneapolis which represented a small but previously untapped area. By initiating more participation on a neighborhood basis, city-wide groups would enable minority women to gain experience in a familiar setting before branching out to larger groups.

Finally, established organizations could perform a much-needed service by conducting leadership training programs for women of minority and/or lower socio-economic status. Such a program was initiated as a pilot project by several women's organizations in the Twin City area in May of 1964. Although the enrollment in both cities was limited to 20 women, the response to such a training course was extremely enthusiastic from social workers, clergymen, and community leaders. The Minneapolis Y.W.C.A. also conducted a leadership training course for teen-age girls from an economically depressed area of the city; the integrated course was apparently successful in developing potential leadership skills among girls about to enter high school.

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Volunteer community organizations in Minnesota might heed the advice of the report of the "Consultation on New Patterns in Volunteer work" (of the President's Commission on the Status of Women) as follows: "To be effective, volunteer programs must fulfill the dual purpose of providing needed services to individuals and communities, and personal satisfaction to the volunteers. With this in mind, new sources of volunteers can be more successfully tapped - youth, women, whose children are out of the home, members of minority groups and retired people. Sound recruitment, recognition of interests and capacities, suitable training, placement, and utilizations, and democratic operation of programs - all are indispensable components of effective volunteer programs designed to meet the multitudinous problems and needs of today."

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