

1965

# Maine Women; Report to his Excellency John H. Reed, Governor of the State of Maine / by the Maine Commission on the Status of Women

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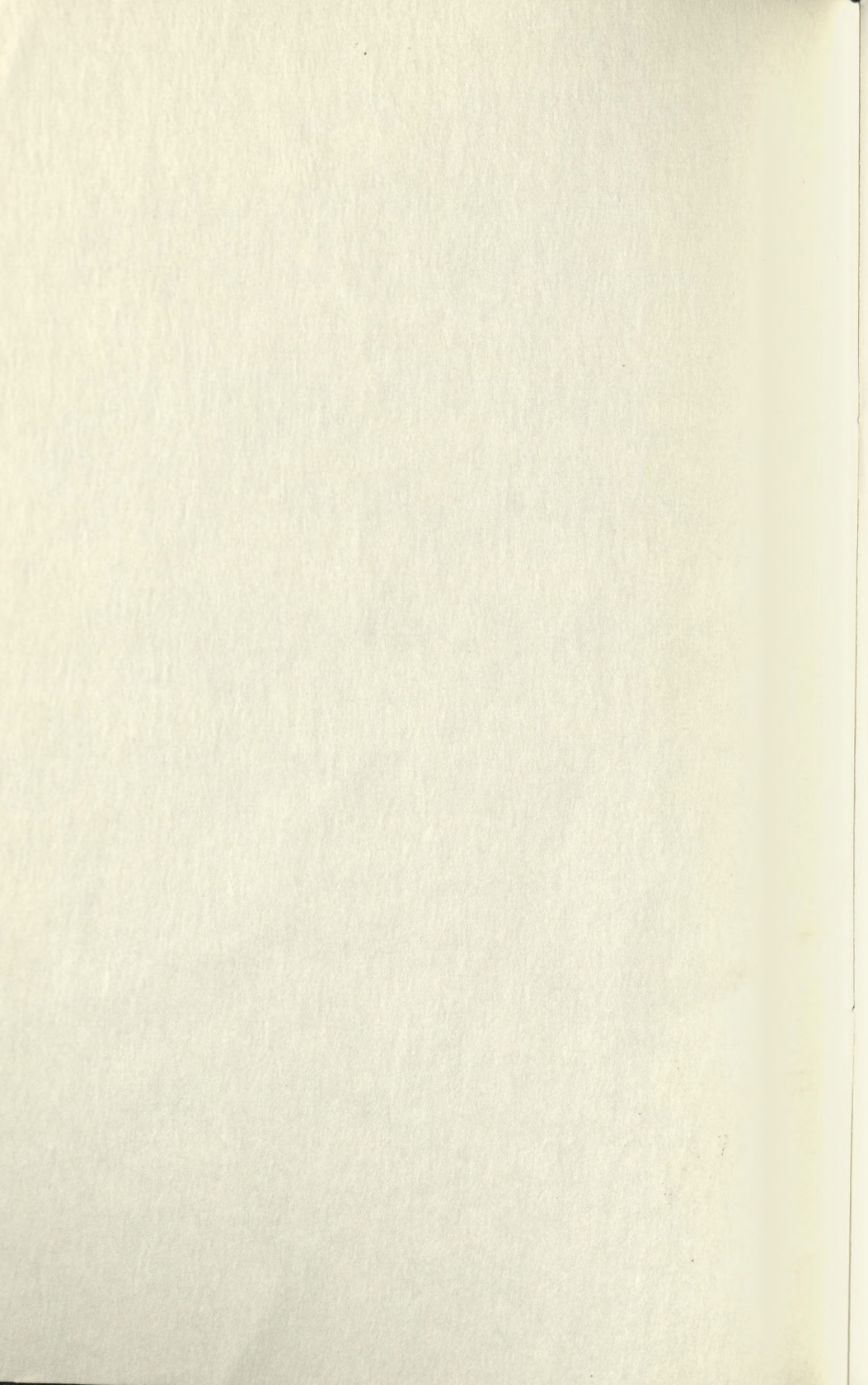
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Report To

"

HIS EXCELLENCY JOHN H. REED

GOVERNOR OF THE STATE OF MAINE

By The

MAINE COMMISSION ON THE STATUS OF WOMEN.

1965







STATE OF MAINE  
OFFICE OF THE GOVERNOR  
AUGUSTA

JOHN H. REED  
GOVERNOR

I am establishing a State Commission on the Status of Women. This is in conjunction with a national program to assess the position of women and the functions they perform in the home, in the economy, and in society generally.

Dr. Madeline Dyer of Brunswick, a woman who has been prominent in many capacities with a large number of women's organizations, has accepted the chairmanship of this important group.

It would be most pleasing to me if you would be willing to serve as a member of the Commission. I feel the opportunities are great for assisting in developing the vast potential we have in our Maine women.

Your knowledge will be most beneficial to the Commission. May I count on your assistance?

Sincerely,

John H. Reed  
Governor

JHR:mzp

DR. MADELYN E. DYER  
CHAIRMAN  
172 MAINE STREET  
BRUNSWICK, MAINE



MRS. JOYCE CHAMPLIN  
VICE-CHAIRMAN  
MRS. ERNEST GATES  
SECRETARY

State of Maine

## GOVERNOR'S COMMISSION ON STATUS OF WOMEN

April 28, 1965.

The Honorable John H. Reed  
Governor of Maine  
Augusta Maine.

Dear Governor Reed:-

The Commission on the Status of Women, appointed by you a year ago, is pleased to submit its first report of findings and recommendations.

You appointed to the Commission twenty seven women representing business, professions, and government. Many other people, both men and women, acted as advisors and consultants in the fields of education, government, law, labor, and management.

The full Commission has held five meetings. The sub-committees have had many additional meetings. The studies are limited in scope and are incomplete, but we believe you and all Maine citizens will find the report useful and interesting.

The members of the Commission have given generously of time and talents. Since funds were limited, they have also paid their own travel expenses.

The Commission has worked hard and with great enthusiasm, and deemed it a privilege to serve.

Sincerely yours,

A handwritten signature in cursive script that reads "Madelyn Dyer".

( Mrs Albert Conley )



## WOMEN IN MAINE

### REPORT OF EDITING COMMITTEE

RUTH L. CROWLEY, *Chairman*

MADGE E. AMES

JEANNETTE CYR

MONA TOOTHAKER

RACHEL LEMIEUX

Early in 1964 Governor John H. Reed, "in recognition of the increasingly important role played by women in our national life," appointed the Maine Commission on the Status of Women "to study the progress which women have made in achieving opportunity in the state and to explore the social, economic and legal problems with which they are confronted."

Prior to this, in December 1961, President John F. Kennedy established, by Executive Order 10980, the President's Commission on the Status of Women, saying, "... 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."

In October 1963, the President's Commission made its report, following a year and a half of study. Recommendations were made for action in many areas, including a call to action on other governmental levels. Since that time thirty-six State Commissions have been established to follow up on a local level the findings of the President's Commission.

Early in its existence, the Maine Commission sent a telegram to Senator Margaret Chase Smith, commending her for her pioneering spirit in permitting her name to be placed in nomination for the President of the United States.

In order to survey the various areas in which women exist—the home, family, community, politics and employment—the Maine Commission was divided into study committees. The reports of these committees are included in full as a part of this report.

In general, the Commission found reason to be pleased with Maine women, their accomplishments, participation on all levels of public life, and their position under the law. The Committee on Political and Legal Rights, for example, found no legal discrimination against women in jury service, as exists in twenty-nine states and the District of Columbia, and no discrimination in personal and property rights.



The number of women employed in Maine increased by forty per cent between 1940 and 1960. Their wages are protected by a state equal pay law and a state minimum wage law, which applies to both men and women. Hiring policies in both the private and public sector appear to be non-discriminatory.

There is, however, still much to be done if women are to keep pace with the rapidly changing modern world and still retain the traditional role of wife and mother, and the Commission has recommendations for legislation and for community and governmental action.

## LEGISLATIVE RECOMMENDATIONS

1. Strengthening Maine's equal pay statute, which now requires equal pay for equal work, with exceptions for variations in duties, by requiring instead, equal pay for comparable work with comparable requirements in skill, effort and responsibility. (Recommended by the Committee on Labor and Social Legislation and by the Committee on Private Employment Policies and Practices. Adopted unanimously by the Commission.)
2. Increase in Maine minimum wage rate, which has not been changed since 1959 and stands at \$1.00 an hour, a figure much below that of the Federal Fair Labor Standards Act and that of many other states. The rise in living costs makes this low rate unrealistic today. (Recommended by the Committee on Private Employment Policies and Practices. Adopted unanimously by the Commission.)
3. Extension of minimum wage coverage to private nursing homes and private hospitals, both of which are now exempt from the minimum wage provisions. A 1962 survey indicated that most such establishments were paying at least the minimum wage, but a few were paying wages far below what is required for health and decency. (Recommended by the Committee on Labor and Social Legislation and by the Committee on Private Employment Policies and Practices. Adopted unanimously by the Commission.)
4. Extension of minimum wage coverage to employees who are now exempt and are largely dependent on gratuities which vary greatly from day to day and from season to season. These are waiters, waitresses, car hops, doormen, bellhops and chambermaids in resort establishments. Also extension of coverage to switchboard operators in public telephone exchanges which have less than 750 stations. (Recommended by the Committee on Labor and Social Legislation. Adopted by majority vote of Commission.)
5. Increased appropriation to permit rehabilitation of Aid to Dependent Children families rather than more continuation of welfare payments. (Recommended by the Committee on Labor and Social Legislation. Adopted unanimously by the Commission.)
6. Increased payments for foster home child care to improve the quality of care given to these unfortunate children. (Recommended by the Committee on Labor and Social Legislation and by the Com-



mittee on Home and Community. Adopted unanimously by the Commission.)

7. Increased assistance for unwed mothers in the form of making available more social workers in this field and in encouragement to establish additional homes for the care of these unwed mothers. (Recommended by the Committee on Labor and Social Legislation. Adopted unanimously by the Commission.)
8. State licensing authority for child day care centers, a procedure which would eliminate health and fire hazards in such centers, improve the quality of care given, and encourage establishment of additional centers by making possible use of Federal funds which are available to states with proper licensing authority for placement of children. (Recommended by the Committee on Home and Community. Adopted unanimously by the Commission.)

#### **Recommendations for Community or Governmental Action**

1. Public and private employment services and agencies should be prepared to offer special counseling and training services to married women who wish to work part-time or to re-enter the labor market, and to encourage employers to eliminate any lingering discrimination in hiring where sex is not a factor in job performance.
2. Continuing effort on the part of women everywhere to secure the best possible education and training, and to prove by their performance that they are worthy of equal treatment in positions of trust and responsibility.
3. In the counseling and education of young women, a continuing effort to instill in them a responsible attitude toward their jobs, a need evidenced by an abnormally high absentee rate among younger women, and to encourage them to respect their intellectual potential and make full use of their abilities.
4. Increased participation by women in political activities.
5. Increased opportunities for secondary school vocational training for girls who will not go on to higher education, especially in the school-work programs where the majority of students are now boys, and more variety in courses for girls in the post-high school vocational training schools.



6. Inclusion in established adult education programs of courses which will help women to understand the economics and their community, and to train them for marketable skills.
7. A listing of sources of financial aid for women to continue their education, and the establishment of additional funds, from both public and private sources, for this purpose.
8. Continuation of the Maine Commission on Status of Women in some form for the purpose of further study of women's problems.

### **Recommendations for Future Study**

1. The possible need for programs to teach elementary level skills to adults, and the means for providing such programs if necessary.
2. Specific study of girls who drop out of school, with emphasis on why they drop out and what happens to them after drop out.
3. The use of volunteer teacher aides to alleviate the shortage of teachers; the legal barriers to such a program; and means of overcoming them.

## REPORT OF COMMITTEE ON EMPLOYMENT POLICIES AND PRACTICES IN STATE AND LOCAL GOVERNMENT

MONA M. TOOTHAKER }  
FRANCES F. SEAMAN } *Co-Chairmen*  
MONA E. HARRIS  
JEANNETTE L. CYR  
SALLY D. PICKERING

The Committee on Employment Policies and Practices in State and Local Government has attempted to gather and evaluate facts and informed views on the employment policies and practices in the State of Maine in local and State government by the following means:

Nine full and five partial committee meetings were held. Fourteen individuals were consulted, several more than once.

150 letters were sent to Local Government Officials in every county and to Department Heads in State Government. The Committee spent an evening at the State House, September 29th, and, with the help of Miss M. Joan Hallowell scanned 8000 personnel cards, recording pertinent information from 2,799, which represented the key positions held by men and women.

\* \* \*

The Committee's findings are as follows:

1. From the 150 letters mailed, 69 replies were received. Unfortunately these proved to be of no value. Letters from heads of Local and County officials revealed that key positions were either elective or politically appointed. Replies from the State Department Heads made it obvious that another type of research was necessary.
2. Reports of the Maine Teacher's Association reveal the following comparisons of men's and women's salaries in the Public Schools:

AVERAGE ANNUAL SALARIES OF WOMEN	1939	1961
Elementary	\$1150	\$4037
Secondary	\$1641	\$4593

AVERAGE ANNUAL SALARIES OF MEN		
Elementary	\$1346	\$4442
Secondary	\$2121	\$4837

The above figures seem to indicate that there is discrimination against women in salary rates. For the same type of work, men are receiving between \$300 and \$400 more per year.



The information gathered reveals that all school superintendents are men, and, except for a very few, so are the principals. One woman is certified and ready to be a superintendent.

3. The Committee's survey indicates that the apparent hiring policies of State employees is non-discriminatory on the basis of sex. We have been informed that positions are filled by the selection of one of the three top scorers on a required competitive examination. However, this process clearly does not guarantee that people are hired without regard to sex since the supervisor's attitude is bound to come into play in making his selection.

The pertinent information obtained from the 2,799 personnel records is shown in the following tabulation. This includes the sex and salaries of individuals holding key positions. (Key positions are defined as those above ordinary clerical work)

YEARLY SALARY SCALE		NO. OF MEN	NO. OF WOMEN
Minimum	Maximum		
\$ 5148	\$ 6552	1238	375
\$ 6552	\$ 8372	608	77
\$ 8372	\$10192	232	29
\$10192	\$11830	121	2
\$11830	\$13702	59	5
\$13702	\$15860	29	1
\$15860	\$16666	17	1
\$16666	\$25844	5	0
Totals		2309	490

#### COMMENTS:

The vast difference between the number of males and females holding the key positions can be accounted for, IN PART, by the fact that a great many of the positions would not be sought by women. These would be in the Departments of State Police, Highway and Forestry, for which women are not generally suited.

There remains, however, a large number of positions held by men for which women apparently COULD qualify. This could indicate either discrimination against women or complete lack of interest on their part. It seems virtually impossible to obtain personal opinions from 'the Women'.

THESE FACTS AND FIGURES MAKE US WONDER . . .



## REPORT OF COMMITTEE ON PRIVATE EMPLOYMENT POLICIES AND PRACTICES

MADGE E. AMES, *Chairman*

JOYCE CHAMPLIN

BERNICE PARKER

LAURA NAWFEL

The Committee on Private Employment Policies and Practices is pleased to transmit the report of its activities, findings and recommendations.

We wish to express our appreciation for the assistance and advice given to us by our consultants.

We also wish to give a special thanks to the Business and Professional Women's Clubs and Zonta Clubs throughout the state who helped in the distribution of questionnaires.

### The Task of The Committee on Private Employment

The Committee on Private Employment Policies and Practices was directed to focus attention on the employment problems of women in Maine business and industry in view of the large numbers who are working and will, in all probability, be working; and to review and evaluate the current employment practices pertaining to women in private employment.

The 1960 Census revealed that there were 118,596 women workers in Maine, an increase of 25 per cent since 1950, and 41 per cent since 1940. In contrast, the figures for the rise in the woman population in Maine for the same periods were a mere 2 per cent and 9 per cent.

The largest single group of Maine women workers is in the category of operatives (production workers in manufacturing and processing, laundry workers, etc.), followed by clerical workers, professional and technical workers, and service workers. This differs somewhat from the national figures, where the largest group is clerical, followed by service workers, operatives, and professional and technical.

### *Major Occupational Groups of Women Employed in Maine* (Women 14 years of age and over)

Total employed	110,475*
Professional, technical, kindred workers	14,857

\*This includes only those women actually employed at the time of the Census. The difference between this figure and that in the 2nd paragraph above represents those unemployed at that time.

Farmers, farm managers	325
Managers, officials, proprietors (except farm)	4,185
Clerical, kindred workers	24,495
Sales workers	8,244
Craftsmen, foremen, kindred workers	1,368
Operatives, kindred workers	27,639
Private-household workers	7,937
Service workers (except private-households)	14,373
Farm laborers, foremen	570
Laborers (except farm, mine)	936
Occupation not reported	5,546

The 1960 Census further showed that the median age of women workers in Maine was 42, a year older than the national median age.

#### Age Distribution of Women in Maine 1960

Age	Woman Population	Woman Workers	Percentage
14 to 17 years	30,654	5,223	17
18 to 24 years	42,311	16,897	40
25 to 34 years	59,572	19,218	32
35 to 44 years	59,164	25,944	44
45 to 54 years	54,353	26,583	49
55 to 64 years	46,490	17,905	39
65 years and over	56,785	6,826	12
	349,329	118,596	34

Thirty-one per cent of married women (husband present), 41 per cent of single women, and 35 per cent of women with other marital status were in the labor force in 1960. Married women accounted for 57 per cent of all women workers.

The Committee on Private Employment saw its task as one of shedding light on some of the problems involved in the employment of women, from the standpoint of the employers as well as the women workers themselves; to discover whether there is discrimination practiced against women in employment in business and industry and, if so, whether it is a matter of prejudice or a necessary discrimination caused by the physiological differences between the sexes.

To get some first-hand information, two questionnaires were prepared and distributed through the Business and Professional Women's Clubs and Zonta Clubs throughout the state, as well as Associated Industries of Maine and the Maine State Federated Labor Council. One questionnaire contained questions to be answered by employers of women; the other, questions to be answered by the women themselves.



The questions covered the areas of absenteeism, labor turnover, equal pay, labor law limitations on hours, effectiveness of women as supervisors, employee training programs, and part-time work. In spite of the fine spirit of cooperation shown by the distributing agencies, and in spite of the fact that the questionnaires did not need to be signed, the returns were disappointing to the Committee in terms of numbers. However, the trends in some of the answers were definite enough so that certain conclusions could be drawn.

### **Labor Turnover**

One statement often heard as a reason for not employing women is that they are only temporary workers, working until they marry, until they start a family, until the children are through college, or until the house, car or other item is paid for.

Although two-thirds of the employers who answered claimed that the labor turnover rate for women was higher than for men, only 17 per cent of the women who answered considered themselves to be temporary workers. In spite of their claim of a high turnover rate for women, only 28 per cent of the employers felt this deterred the hiring of women; 40 per cent felt it affected their advancement to positions of higher responsibility.

The Committee felt this indicated an increasing trend in women toward consideration of their employment as a permanent status, and a recognition by employers of the necessity for hiring women, even though they may not yet be convinced of their stability. The fact that 60 per cent of the employers felt their turnover rate did not affect the advancement of women workers indicated their acceptance of women in responsible positions.

A special study made by the Women's Bureau of the U. S. Department of Labor, of turnover rates for factory workers during the period from January 1950 to January 1955, revealed an average quit rate of 24 per 1,000 women employees as against 18 per 1,000 men employees. The age of workers and their length of service were found to be significant determinants of separations. Only small differences were found to exist in the rates of men and women 45 years of age and over.

### **Absenteeism**

It is often claimed that women are more frequently absent from work than men, but this may be more assumed than real. Only slightly more than half of the employers, 55 per cent, felt that women were



more prone to absenteeism than men. The age group claimed as the most prone were from 18 to 25 years of age, and the reason most often given was illness of the employee, followed by family illness and baby-sitter problems.

The Health Information Foundation, Graduate School of Business, of the University of Chicago, has studied the total loss to the American economy from work absences that occurred between July 1959 and June 1960 because of illness or injury. The study indicates that the financial loss caused by women's absences is not very different from that caused by men's. Acute conditions of illness were responsible for 3.4 work-loss days per person by men, and 4 days per person by women. Chronic conditions caused loss of 3.1 days per person by men, and 2.6 days per person by women. The total loss was almost the same for men and women in terms of days lost on account of illness, acute or chronic: 6.5 for men and 6.6 for women.

Maine has a number of industries which employ young women, notably in the fields of electronics and garment manufacture. The women required by these industries are those most prone to absenteeism, those between 18 and 25 years of age, and the second largest group, from 26 to 40. It is to be expected that young mothers will have problems which force them to be absent from work occasionally, but employers in these fields also charge, apparently with some justification, that many young women lack the dedication to their jobs which is present in older women or in male employees, and are absent from work for reasons other than necessity. This indicates a need to instill in young girls a more responsible attitude toward their jobs.

### Maximum Hour Laws

Maine law limits the hours women may work to not more than nine hours a day and 50 hours a week as production workers in manufacturing establishments; nine hours a day and 54 hours a week in certain other types of business such as stores, restaurants, hotels, laundries, etc. There is a provision for relaxation of these limitations in cases of emergency or special need, and an exception for professional and executive personnel, as well as an exemption for industries working on perishable products.

There is a legal requirement for at least a half-hour rest period before  $6\frac{1}{2}$  hours are worked, with a provision for shorter rest periods in manufacturing establishments where the process is continuous and machinery cannot be shut down, or other special circumstances, when the Commissioner of Labor and Industry is satisfied that this is neces-



sary and will not be injurious to the health of the women affected by it.

Employers were asked if these limitations were an important factor in employment of women. Only 30 per cent of those answering said they were a factor.

In view of the small percentage who felt the laws were a burden, and because of the necessity for maintaining high working standards for married women workers, and in view of the moderate limitations set in Maine in comparison with other states, the committee did not feel a change in the laws should be recommended at this time.

According to the 1962 Handbook on Women Workers, published by the U. S. Department of Labor, 24 states and the District of Columbia have set maximum hours of eight hours a day, 48 hours a week or less, or both. Nine have a maximum 9-hour day, and nine have a 10-hour day.

### Equal Pay

Maine has a law which requires equal pay for male and female employees except for variations based on differences in seniority, experience, training, skill, ability or differences in duties or services performed, either regularly or occasionally, or differences in shift, time of the day worked, or difference in availability for other operations or other reasonable differentiation except difference in sex.

Passage of this law resulted in abolishment of the double scale of wages which had existed in many industries, but because of the wording of the statute, it is relatively simple to circumvent it.

The Department of Labor and Industry has received no complaints of unequal pay for many years, and has seen no evidence of it in the regular inspections of payroll records made by its investigators.

The feeling persists, however, that there are cases of unequal pay which go undetected. Of the employers who answered this question, 18 per cent said women did not receive equal pay for equal work. These were in manufacturing, wholesale and retail trade, public house-keeping, banking, public utilities and miscellaneous businesses. Women workers were also asked this question, and 36 per cent of those answering said women did not receive equal pay where they were employed. This included clerical workers, teachers, nurses, saleswomen and others.

An amendment was recently enacted to the Federal Fair Labor Standards Act which requires equal pay for jobs requiring equal skill, effort and responsibility which are performed under similar working



conditions. This amendment became effective in June 1964, and applies to all businesses and industries covered by the Act.

The Wage and Hour and Public Contracts Division of the U. S. Department of Labor, with an office in the Federal Building in Portland, has the responsibility for enforcement of this law. Within the next few months, probing investigations will be made on a test basis. If no cases of unequal pay are found, the probing investigations will cease, although regular investigations will include equal pay checks on a continuing basis. In order that they may make the investigations in the places where trouble exists, the Wage and Hour Division welcomes reports of possible cases of unequal pay, either signed or anonymous. All such complaints are completely confidential.

Since the Federal law does not apply to local industries, and because of the obvious weakness of the Maine law, this Committee would recommend that the Commission support an amendment to the Maine statute to improve its effectiveness.

### Women Supervisors

Both employers and employees were asked if women made effective supervisors. Seventy-six per cent of the employers and 85 per cent of the employees replied that they did, thus exploding the popular myth that nobody wants to work for a woman.

Some of the comments on the question were revealing, however, of the differences between the performance of men and women in supervisory positions, and indicated that women are better suited to some types of supervisory jobs than others. The comments pointed up the fact that women give more attention to detail, are better organized, work harder at their jobs and have more patience. On the other hand, a frequent comment was that women should supervise only other women because men do not work well under supervision of a woman; that women are not emotionally suited to supervisory jobs; are inflexible and too concerned with detail (the other side of the same coin which makes them successful in jobs where detail is important); and prone to favoritism.

The Committee felt that the overwhelming majority of favorable answers to the question is an indication of the great strides women have made in business and industry in proving their ability to function in positions of responsibility as well as in more routine and menial jobs.

In this connection, both employers and employees were asked if women were willing to accept jobs which required more responsibility. Here again, the answer was overwhelmingly affirmative. Of the em-



ployers who replied, 87 per cent said women were willing to take on more responsibility, and 76 per cent of the women said they, personally, would do so.

### **Mobility of Women Workers**

Since 57 per cent of women workers are married and live where their husbands live, they cannot move about to seek employment. Women workers were asked if they felt this was a deterrent to their employment opportunities or opportunities for advancement. Only 23 per cent of the married women answering felt that this was a limiting factor.

Women were also asked if they would or could commute as much as twenty miles a day. The answers were almost evenly divided on this question. The only categories of employees where the answers diverged were in administrative and executive personnel where 70 per cent said they would commute, and sales ladies where 70 per cent said they could not. Obviously, other factors enter into this, such as availability of transportation and small children at home.

### **Training for Advancement**

On the matter of eligibility of women for training programs for job advancement, it appeared that industry and business training programs, where they exist, are open to women workers, at least technically. Fifty-nine per cent of the women who replied, answered in the affirmative to this question, and 76 per cent of the employers. It is questionable, however, judging from the comments, whether many women are actually accepted in such training programs when they are competing with men. Many industries, and institutions such as hospitals, which employ predominantly women, have training programs for them, and this would tend to make the in-training program eligibility picture look rosier than it actually is.

### **Part-Time Work**

Seventy per cent of the employers replying said they employed some part-time female help. In manufacturing, this was generally seasonal. In the wholesale and retail trade, part-time help is quite generally employed for evenings, week-ends and peak seasons of the year. Employers stressed the problems involved in part-time help, such as the cost of training, their lack of experience and familiarity with the job which



make them less efficient than full-time help, their lack of commitment to the job, and the dubiousness of their availability when needed.

While nearly half the employers who answered the question as to whether part-time employees received the same benefits as full-time, replied in the affirmative, it was apparent that those companies which provide employee benefits such as group insurance, pension plans, sick pay and paid vacations do not generally include part-time workers in these programs.

Since many women, especially those with families, can work only part-time, these problems need careful consideration for the future. It may be that the cost of training a part-time worker would seem less high if the employers would take into consideration the possibility that the part-time worker might very well become a full-time worker when her family situation warranted. The means of placing married women in part-time jobs which will be sufficiently rewarding to bring about their commitment to the job, thus making their training feasible to the employer, should be explored. Certainly, both parties, being aware of the need on both sides for part-time employment, must seek to improve the situation by whatever means are at hand.

### **Wages**

The Maine minimum wage law, which requires payment of \$1.00 an hour with numerous exemptions, applies to both men and women, as does the Federal law where it is applicable, with a higher rate of \$1.25 and \$1.15 an hour, depending upon the job. The Committee recommends that the Commission support legislation to increase the Maine minimum wage rate in order to improve the low wage level in businesses which traditionally employ large numbers of women, such as retail trade, laundries and public housekeeping, which are not now covered by the higher Federal rate.

### **Conclusion**

The Committee's conclusion, from its studies, is that the position of women in business and industry in Maine is secure and not too unfavorable, although there is room for improvement in some areas.

It is the unanimous opinion of the Maine Employment Service Managers throughout the state that there is no discrimination against women in job placement in Maine on the levels where their offices are engaged. According to these officials, the only jobs not open to women

are those requiring more muscle and physical stamina than is normally found in women workers.

As far as job opportunities on these levels are concerned, these officials feel that women are in a more favorable position than men because Maine has a concentration of industries which employ women almost exclusively. They made a plea, in fact, for more heavy industry which would give more job opportunities for men.

On the executive level, there is undoubtedly some discrimination against women, and if there is unequal pay, it is likely to be here. What is needed is a continuing effort on the part of women to prove their adaptability to administrative and executive positions, because improvement here will come only with the breakdown of prejudice through proof of equality in qualifications and performance.



## REPORT OF COMMITTEE ON LABOR AND SOCIAL LEGISLATION

RUTH L. CROWLEY, *Chairman*

J. FRANCES HAPGOOD

ALMA H. OAKES

DOROTHY P. RENY

SUE V. THOMPSON

The Committee on Labor and Social Legislation have carefully considered the labor laws, especially as they pertain to and affect women in Maine, and have made a somewhat more cursory study of social welfare legislation.

We are proud that Maine was among the first of the states to enact an equal pay law. Prior to 1949 only four states had enacted such legislation. In 1949 Maine's 94th Legislature voted favorably on a law guaranteeing that women should receive equal pay for equal work. During that same year four other states took similar action, and in the ensuing fifteen years an additional fifteen states have followed suit, bringing the total to twenty-four states with equal pay legislation on their statute books. To be sure, both here in Maine and elsewhere this law has some inadequacies, especially in its exemptions, but let us hope that at some date in the not too far distant future our own State Legislature will amend its law to conform with the Federal Equal Pay Law which became effective only in April of 1964 after much urging from the President's Commission on Status of Women. This Committee would especially suggest that, as a starting point for amending our Maine law, we endorse a change of the law to read "equal pay for equal or comparable work" in lieu of its present wording "equal pay for equal work." This amendment alone would give much flexibility to the law.

We point with pride also to the fact that Maine is one of very few states that has within its Department of Labor and Industry a separate Division of Women and Child Labor, headed by our own Commission member, Miss Madge Ames. The establishment of this Division has helped immeasurably to elevate the standards of working conditions for women and children within our State and to prevent flagrant violations of the laws pertaining to same.

As we studied Maine's labor laws, we concluded that on the whole these laws are exceptionally good and only in rare instances discriminatory insofar as women workers are concerned. The few changes which we are recommending are suggestions not alone to aid the female workers but also to protect the male worker in certain categories



from the possibility of a low scale of wages. We believe that in protecting the female worker, comparable benefits simultaneously insure to the male worker.

Other than the suggested change in the equal pay law, we are most concerned with implementing certain changes in the minimum wage law. Even as we make these recommendations, we are aware of many difficulties which may be encountered in their enforcement, but at the same time we recognize that many other good and equitable laws have been hard to enforce, but yet not beyond overcoming such obstacles. It is our unanimous opinion that several of the exemptions now found in the minimum wage law are in work categories where the greatest exploitation is not only possible but actually existent at present.

We suggest that individuals employed as waiters, waitresses, car hops, doormen, bellhops and chambermaids in resort establishments be covered by the minimum wage law. Under the present statute such employees are largely dependent upon gratuities which vary greatly from day to day and from season to season. This Committee feels that such employees should have the security of a stabilized salary.

As our law now reads, there is an opportunity for untold exploitation of persons employed in private nursing homes or private hospitals. Covered by the minimum wage law, not only could these individuals be assured of an adequate wage but as a by-product of such coverage it is almost inevitable that the quality of services rendered in such institutions would improve proportionately.

Our present law also exempts from the minimum wage requirements switchboard operators employed in public telephone exchanges which have less than 750 stations. Since such employees have duties which are of the same vital importance and which involve the same mechanics as those switchboard operators in larger installations, we cannot reconcile this exemption. In an emergency the switchboard operator, whether employed by an exchange with 500 or 5000 stations, has the same responsibility, and in her regular work schedule she has the same duties and responsibilities as her sister in the larger exchange. Therefore, we recommend that all switchboard operators, regardless of the size of their exchange, should have equal protection under the minimum wage law.

Your Committee feels also that more publicity via the various news media on wage and hour laws in Maine should be encouraged in order that our citizenry may know of the many protective laws for our working population. At the same time, emphasis, we believe, should be



placed on the confidentiality which attaches to reporting violations to the proper officials in the Department of Labor and Industry. Apprised of the fact that they will not become personally involved if an investigation results from their reporting violations to the proper sources, then more people would be less hesitant in this respect. We especially urge good publicity of the Commissioner of Labor and Industry to investigate violations of the wage and hour laws and the immunity of persons reporting same by virtue of the confidentiality of the records of the Commissioner of Labor and Industry.

As your Committee considered recommendations for social welfare legislation, we did so in the belief that as woman is not less a woman because circumstances force her to receive welfare assistance, either monetary or advisory. Such a woman is entitled to assistance in elevating her standards and in meeting her often engulfing problems. To this end, your Committee recommends that this Governor's Commission on the Status of Women endorse and actively support legislation to increase appropriations in the fields of Aid to Dependent Children and of Child Welfare. With more caseworkers available in the Aid to Dependent Children category, each worker would be assigned fewer cases and thereby could individualize their help greatly. In this way, as has been proven by pilot projects in the Department of Health and Welfare, many mothers who are now receiving welfare funds for the support of their children could be rehabilitated to a life whereby they could raise their standards of living, could better prepare their children for future good citizenship, and frequently could learn to earn, thus eliminating their families from the welfare rolls.

In the field of Child Welfare, two particular phases of the work require larger appropriations; namely, foster care payments and assistance to unwed mothers. Many children are annually committed, either voluntarily by the parents or by court decree, to the custody of the State of Maine. These children, orphans in effect if not in fact, must be boarded in foster homes unless they can be placed for adoption. Foster families are currently receiving an unbelievably low fee for boarding such children—so low, in fact, that rarely can it really cover the actual expenditures for food, home maintenance, etc., to say nothing of paying for the love given to these parentless children. With increased appropriations, the Division of Child Welfare would be in a better position to find more desirable foster homes available for these unfortunate children.

The unwed mother is a problem of increasing concern everywhere. This woman, be she a child of 13 or a mature woman in her 30's, is

still a woman—a woman faced with the humiliation of giving birth to a child without benefit of wedlock. She needs understanding, advice, and money for her doctor and hospital expenses. At the present time there is only one small home in Maine where unwed mothers may take refuge while awaiting the birth of their babies. We should encourage the establishment of similar homes in other areas of the State. And by endorsing increased appropriations to Child Welfare in this field, we are holding out the hand of friendship to our sisters who need so desperately to be recognized in their role as women.

Your Committee is cognizant of the fact that there may be other areas for improvement in our labor and social legislation, but with the limited time allowed us for our study, we have been unable to do as comprehensive a research as we would like. By these few suggestions we feel that our Commission can do much to improve the status of women in our State of Maine, and success in these ventures will inevitably bring other amendments to our laws which will prove equally important to our status as women.



## REPORT OF COMMITTEE ON POLITICAL AND LEGAL RIGHTS

RACHEL LEMIEUX, *Chairman*

MRS. MERTON HENRY

MARGUERITE SMITH

DR. GISELA K. DAVIDSON

The committee has studied the legal problems which confront women in Maine and find Maine Laws adequate for the female sex.

Politically, what better example do we have than our Senior Senator Margaret Chase Smith? This shows the courage of a Maine woman going to the top. Maine can be very proud as the first State in the country to have a woman candidate for president representing a Major Political Party. This should stimulate fuller participation of women in Political affairs.

The committee would encourage more women to Participate in Political activities.

## REPORT OF THE COMMITTEE ON EDUCATION

MRS. RUFUS JASPER, *Chairman*

ELINOR NACKLEY

MRS. CHARLES RICHARDS

MRS. SCOTT DAMREN

The Committee on Education planned this study to discover to what extent educational opportunities were preparing women for the home and community and the labor market. For this first report, any planned program to train in skills as well as to study in academic programs was considered appropriate. Reviews of counseling services, vocational training, adult education, opportunities in volunteering, participation in the educational endeavor and public financing are included. Although the report may seem impersonal, the Committee heard poignant pleas for women to have more opportunity to realize personal potential and to make a maximum contribution to society.

### *High school girls need guidance for life planning*

Because fewer young people are accepted in the labor force during their teens, the deferred values of attaining a marketable skill must be emphasized. These values have been sought for even less by young women who have been told, "You are going to get married anyway." Education for homemaking and for marketable skills should be available in every school system.

Especially important are the early school decisions, influencing not only their later direction but also their method of dealing with subsequent work problems. To help in occupational planning, counselors must discard the view that sees an inevitable conflict between work inside and outside the home. Planning should be to arrive at the best use of one's working time. Over variance in work outside and inside the home a woman can exert control with essential life planning. This includes a broad view of occupational possibilities and their relation to other aspects of her life, a long view which will anticipate future changes time will bring.

These points are to be considered:

1. Competent counseling should encourage girls to adopt broader, higher goals.
2. Girls need to be encouraged to develop broader ranges of aptitudes.
3. Girls need help to learn what alternatives exist, to reach judgments about them, and then to make plans and take appropriate steps to execute them.



4. Representatives of trades, professions, and industry should supplement the day by day services of the school counselor.<sup>1</sup>
5. Women in the community should share with the girls experiences in post-high school life—what problems confront them, how education helped with these problems, and what had to be learned.<sup>2</sup>
6. Able students of low-income families need more encouragement to seek opportunities for higher education.
7. Girls from minority groups need confidence and data about job opportunities.
8. Girls who have quit school or work and wish to return, need specific consideration and guidance.

*College girls need to respect their intellectual potential*

During the college years, as broad a knowledge of the requirements of various vocations should be provided for girls as for boys, before the major area for study is selected. Many pursue the usual careers for women only to find that it is dull drudgery or that it is too demanding for a wife and mother.

Young women must respect their intellectual potential and be encouraged to continue into post graduate work. The President's Commission on the Status of Women points out that there will be at least three decades of life after forty when women are relatively free to use their abilities. It also states that almost 70 per cent of all women college graduates do return to work. Moreover projections dramatize the gap that is developing between women's qualifications and the requirements of jobs that offer talent greatest scope.<sup>3</sup>

*Increased counseling services should be available for mature women*

Many women who have their children in school all day would like to be employed. Many others are employed where they are not making a contribution to the community proportionate to their capabilities. For these women we recommend establishing educational and vocational counseling services<sup>4</sup> where they could receive information about services needed in their geographic areas, the training required for employment, available financial assistance and the first steps. Such services could be financed partially by fees from those using the service. Some staff members could be volunteers who would have to be faithful in the assignment.

<sup>1</sup>Miss Marion Martin, Commissioner of Labor and Industry, Augusta, Maine.

<sup>2</sup>Miss Marion Martin.

<sup>3</sup>The President's Commission on the Status of Women, *American Women*, 1963.

<sup>4</sup>Mrs. Richard Sampson, Director in Education for Catalyst, Lewiston, Maine.



The services of a counseling center should include public informative education so that women would be alerted to many problems before the need to enter the labor market is urgent. Women are vulnerable to the immediate opportunity and may accept employment which lacks challenge.

*A wide variety of vocational training opportunities would aid the economic development of the state*

In Maine, many high schools fail to prepare girls, who are poor academic risks, for wage earning. A few high schools have the work experience programs which prepare for trades and industrial occupations. Two high schools have girls' distributive education which is a program of instruction in merchandizing goods and services leading to occupations in retailing, wholesaling, storing, restaurant work, record shops, manufacturing, grocery store work, women's ready-to-wear stores, retail bakery and many more.

Maine should provide training for employment opportunities now open. At present, there are 3 vocational schools and one to be opened in 1965. Vocational courses on the secondary level should be strengthened and a wider choice of subjects offered. Present programs should include more women and offerings should be broadened. Now, training is available in practical nursing and culinary arts. Private schools offer business and commercial courses, business machines, beauty culture or cosmetology, dental hygiene, retailing and arts and crafts.

During the twenty years the Maine Apprenticeship Council has been licensing programs, 600 have been licensed in 59 trades, but not one includes women.<sup>5</sup> Some appropriate programs for women are accounting, clothes design, drafting, hotel training, photography, real estate, tailoring, sewing machine operators, baking and commercial cooking, and most of the manipulative skills. All of these would serve the needs of Maine business and industry.

In Maine, the third largest group of women employees are in the service trades, more than 14,000. The fifth largest group are sales workers, more than 8,200. In 1960, 58 per cent of all service workers and 38 per cent of sales workers were women.<sup>6</sup> These women should be trained in short, concentrated courses. It would not be expensive and would make the service trades and retail sales opportunities more attractive to young women who are not oriented to other post-secondary work. Employers are recruiting women from out of state to meet

<sup>5</sup>Miss Marion Martin.

<sup>6</sup>U. S. Department of Commerce, Bureau of the Census: 1960 Census of Population.



the public in their establishments, because there are not a sufficient number in the state.<sup>7</sup> It is to our disgrace that we do not upgrade the quality of these services in Vacationland.

The "Homemakers" programs pioneered in some localities have met a need for families in times of crisis. Similar programs should be developed for domestic workers to upgrade this neglected necessary service. There were nearly 8,000 in 1960<sup>8</sup> and the number is increasing.

Training for service, sales and domestic employees, should include placement. Fees payable out of salaries after placement would make these courses more accessible.

There is more that can be done within the framework of our already established adult education program in public schools. Forty municipalities now offer adult education. Courses which help women understand the economics of their community and which train for marketable skills should be included.

It should be emphasized that qualities of personality of the employee are as important in the labor market as the specific skill. Training programs should include information about the relationships between employees, between employee and employer, and between employee and the public.

#### *Maine needs more nurses and librarians*

Maine does not provide sufficient opportunity for a nursing education to meet the needs of the profession. In 1965 Westbrook Junior College with the Maine Medical Center, will start a two-year Associate Degree Nursing Program. Graduates of this school will be eligible to write the licensing examinations in Maine for licensure as a registered nurse. There is a great need for additional community colleges which, hopefully, might offer Associate Degree Nursing Programs along with many courses of adult education.

The University of Maine School of Nursing is the only program in the state offering a Baccalaureate Degree Program.

Two of the greatest needs in nursing education are opportunities for continuing education and for refresher courses<sup>9</sup> for those who have interrupted their career. These opportunities along with the improvement of the economic status of the nursing profession, would make the career more attractive.

<sup>7</sup>Edmund Wakelin, as quoted by C. M. Washburn, "Cooperative Groups Sees Rosy Recreation Future," *Bangor Daily News*, August 27, 1964, p. 4.

<sup>8</sup>U. S. Department of Commerce, Bureau of the Census: 1960 Census of Population.

<sup>9</sup>Maine Division American Association of University Women, Roster of Potential Teachers Project, 1964.



In the past, there have been extension courses in nursing offered for credit by some colleges. There are inherent dangers in a nurse taking these courses haphazardly, expecting they may receive degree credit unless she has counseling direct from the college at which she is matriculating.

The Maine Bureau of Vocational Education in the State Department of Education, in cooperation with the Maine State Nurses Association, prepared course outlines for a six week refresher course. Funds for these courses were approved under The Manpower Development and Training Act and one course was held in 1964. Recently, all funds for this purpose were withdrawn because they were not intended for professions. Such courses would encourage many nurses to use their previous professional training and experience.

A recent survey<sup>10</sup> revealed a demand not only for refresher courses in nursing, but also courses specifically for teachers returning to the classroom which update their education, not basic courses for beginning teachers. Many women would like to study library science because accredited schools need librarians certified by the State Department of Education and community libraries employ part time workers.

*Maine should plan to meet the need of the married woman seeking further education*

The married woman who wishes to prepare for employment or improve herself within her profession is usually geographically limited. A great deal is being done to bring opportunities of high quality to major towns in the state. Colleges and universities must be careful when they evaluate credits for transfer, especially in a degree program, or the accreditation of the institution may be sacrificed to the disadvantage of the other students. Care must be taken that any course offered as a college-level program should be of high quality so that candidates will have less difficulty to transfer credits.

*Radio and television should provide for the interests and needs of women*

Young women need opportunities to nourish their interest in academic pursuits during the early years of marriage. Extension courses and volunteer organizations are partially meeting this need. It is important that radio and television programs be planned for their benefit. Women audiences should have the opportunity to express their

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<sup>10</sup>*Ibid.*



viewing interests and needs. Representation on policy making councils and boards would seem essential.<sup>11</sup>

*As volunteers, women should have quality training programs*

A large number of volunteers are making an immeasurable contribution to our good life in Maine. They deserve good training opportunities which will permit them to improve their skills. Many capable women should be assigned responsibilities which develop or utilize their marketable skills.

During the years professional women choose to devote themselves to their homes and young children, volunteering should provide opportunities for them to keep abreast of the developments in their field of specialization.

*In the educational enterprise, women could contribute more in administration, policy making, and higher education*

Although almost twice as many women as men are employed in elementary and secondary education, only 310 women out of 927 are employed as principals or supervisors. Although there is a woman certified by the Maine Department of Education to be a superintendent, there are none employed.

The State of Maine Board of Education has ten members of which three are women. The University of Maine Board of Trustees has eleven members and two are women. The local school boards have 1,587 members of which 466 are women, as reported to the State School Boards Association Inc., of Maine. Many communities seem to feel that they have given sufficient recognition to women if one member of the school supervisory committee is a woman.

Although women are attracted to guidance as a profession, few are found in this field of specialization because it requires post-graduate college work and men, in increasing numbers, are entering this field.

Although we admit the value of physical education and health courses in the curriculum by requiring so many hours per week for accreditation of a school system by the Maine Department of Education, we are unable to staff these courses for girls. To improve the physical and emotional health of Maine young people is the challenge facing educators on all levels. They would like to send into the state well qualified health educators and better informed future mothers. Enlarged facilities and increased staff at our colleges would provide more adequate, attractive opportunities for young women.<sup>12</sup>

<sup>11</sup>Miss Viola K. Kleindienst, Chairman, Department of Women's Physical Education, University of Maine, Orono, Maine.

<sup>12</sup>Miss Viola K. Kleindienst.

In Maine, as in the nation, there is a shortage of women qualified for college teaching. Even when the chairman of a department would prefer a woman, there is little chance that one will apply. Administrators of our colleges are willing and do hire part time faculty.

The report of advanced degrees granted by colleges and the University, does not reflect accurately the advanced educational attainments of our citizens because many matriculate out of the state, but return to their profession in the state.

In 1961-62 Maine colleges granted 219 Masters Degrees, 144 to men, 75 to women. Two men received Doctor of Philosophy Degrees. In 1962-63 there were 225 Masters Degrees and one Doctor of Philosophy Degree. In 1963-64 there were 200 Masters Degrees granted and five Doctor of Philosophy Degrees.<sup>13</sup> One Doctor of Philosophy Degree has been granted to a woman, Dr. Elizabeth Levinson in August, 1963.

It should be noted that the percentage of women entering the study of medicine is increasing in recent times. The proportion of women among United States doctors has increased from 5½ per cent five years ago to 6½ per cent.<sup>14</sup> Out of all of the applications to medical school classes in all of the medical schools in this country and Canada, percentage-wise more of the women's applications are accepted for admission than are male applicants. Women in the health field can return to their occupations on a full or part-time basis after and between children.<sup>15</sup>

Although many needs of education for women in Maine are parallel to the needs of men, and both can be advanced as one, we must be diligent to assure quality of opportunity. Some colleges in the United States have found artificial ways to secure opportunities for men while reducing admittance of women.

### CHART 1

#### EMPLOYMENT IN EDUCATION IN MAINE 1963-1964

<i>Group Positions</i>	<i>No. of Men</i>	<i>No. of Women</i>	<i>Total</i>
Principals			
Public High School	192	5	197
Academy	45	14-1	60
Elementary Unions	217	144	361
Elementary S.A.D.	66	65	131
Elementary, Single Municipalities	74	65	139

<sup>13</sup>United States Office of Education.

<sup>14</sup>*Time*, March 20, 1964, p. 85.

<sup>15</sup>George T. Nilson, Field Director, Bingham Associates Fund.

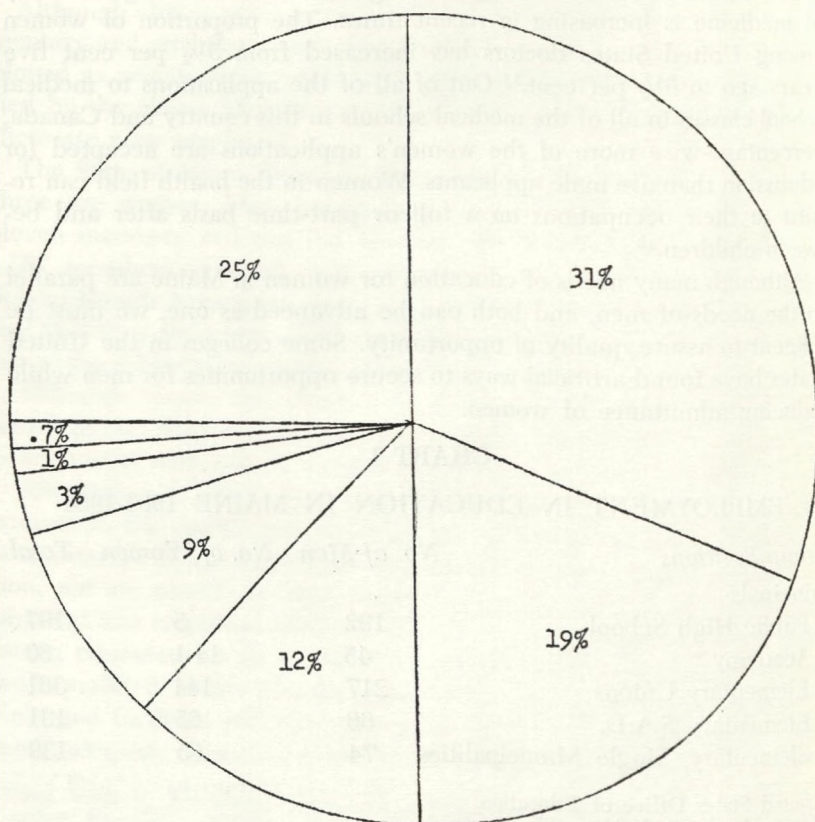


Elementary Supervisors	23	16	39
	617	310	927
Teachers			
Elementary	871	4628	5499
Secondary	2070	1373	3443
Special	212	169	381
	3153	6170	9323

Maine Department of Education has 57 professional staff positions:  
44 men and 13 women.

CHART 2

YEARS OF SCHOOL COMPLETED BY WOMEN IN MAINE, 1960  
WOMEN 14 YEARS OF AGE AND OVER



5 years of college or more	.7%
4 years of college	3 %
less than 4 years of college	9 %
4 years of high school	31 %
less than 4 years of high school	25 %
8 years of elementary school	19 %
less than 8 years of elementary school	12 %
none	1 %

Source: United States Department of Commerce, Bureau of the Census: 1960 Census of Population

### CHART 3

#### YEARS OF SCHOOL COMPLETED BY WOMEN IN MAINE, BY RACE, 1960

#### WOMEN 14 YEARS OF AGE AND OVER

<i>Years of school completed</i>	<i>Woman population</i>			
	<i>Total</i>		<i>Negro</i>	
	<i>Number</i>	<i>Per cent distribution</i>	<i>Number</i>	<i>Per cent distribution</i>
Total	349,329	100	786	100
College:				
5 years or more	2,463	.7	( 23	3
4 years	9,967	3	(	
Less than 4 years	32,628	9	87	11
High school:				
4 years	108,603	31	316	40
Less than 4 years	86,194	25	232	30
Elementary school:				
8 years	64,850	19	94	12
Less than 8 years	41,759	12	30	4
None	2,865	1	4	.5
Median years of school completed				
All women		11.1		
Negro women		12.1		
National median		11.6		

Source: United States Department of Commerce, Bureau of the Census: 1960 Census of Population.



*The emotionally disturbed children need special facilities and teachers*

Our state laws do not provide for the education of the emotionally disturbed.<sup>16</sup> Teachers and mothers are being required to care for these children in the classroom and family, unless they prove to be dangerous to society. Special facilities and teachers in school systems and special boarding schools are needed.

*We should plan to finance more educational opportunities*

In 1960, The President's Commission on National Goals stated, "A higher proportion of the gross national product must be devoted to educational purposes."<sup>17</sup> Many of the stated needs in Maine can only be met by an investment of public money in education.

According to the Sly Report,<sup>18</sup> Maine put 30 per cent of state revenue into education in 1910. By 1940 it had dropped to 11 per cent. According to tables prepared by the National Education Association, the percentage had come up to 19 per cent in 1963. In 1951, 33 per cent of combined state and local funds were expended on education. This should be compared to 36.6 per cent for the national average. The range is 28.7 per cent to 48.6 per cent.

In 1957-58, the total public school revenues constituted 2.8 per cent of the total personal income in Maine. The national average was 3.3 per cent, placing Maine in 43rd place among the states.<sup>19</sup>

When the National Education Association considered the percentage of improvement from 1952-62, Maine is reported as making an 83 per cent improvement based on estimated cost per pupil. However, the other states ranged from 45 per cent to 154 per cent. We invest \$320 per pupil per year as compared to the national average of \$404. Maine has a very high average daily attendance and a long school year, which further reduces the cost per day per pupil.<sup>20</sup>

*This study is incomplete*

We recommend the following for future study —

1. Probably the greatest discrimination between men and women is noted in grants for study for advanced degrees.

<sup>16</sup>Dr. Peter Bowman, "What About Mentally Retarded and Emotionally Disturbed Children?" State Convention of the Maine Congress of Parents and Teachers, October 16, 1964.

<sup>17</sup>President's Commission on National Goals, *Goals for Americans*, New York: The American Assembly Columbia University, 1960, p. 6.

<sup>18</sup>Dr. John Sly, "Public Revenues and the Economy of Maine," 1960.

<sup>19</sup>Governor's Advisory Committee on Education, "Financing Public Education in the State of Maine," 1960.

<sup>20</sup>Statistics prepared by Miss Edith Wilson, Director of Institutional Research, University of Maine, Orono, Maine.

Our first recommendation would be a listing of opportunities for women to receive tuition and stipends for study. It should be noted that the Danforth Foundation now has some funds available for women. More funds should be established. Women are reluctant to take funds from the family budget to invest in education.

2. Further study should be made of college programs for women, adaptations for the mature woman, part-time programs, transfer of credits, residence requirements, and financial help for women either in undergraduate or graduate courses.
3. An attempt was made by the Women's Federated Clubs to offer beginning reading for adults on educational television last year. In our public educational program, such basic skills are offered in the Americanization courses. We would like to study the need for elementary level skills to be taught to adults.
4. A specific study of the girls who "drop out" of school, why and what happens to them, would assist in planning for their needs.
5. Although it would seem that volunteer teacher aides would help communities meet the shortage of teachers, it is not being done. We should study the laws and practices with the aim of removing any barriers.



## REPORT OF THE HOME AND COMMUNITY COMMITTEE

RUTH REED  
MRS. RICHARD WARREN } *Co-Chairmen*  
MRS. ERNEST GATES  
MRS. BRADFORD CUSHMAN

### I. OPENING STATEMENT — SCOPE OF WORK

The Home and Community Committee has centered its study on the need for child care centers in Maine and what facilities are already available to serve the working mother, and further to determine what new services may be required for women as wives, mothers, and workers.

Our committee sought to discover what educational training programs were available to retrain women workers and mothers who want or need to re-enter the labor force, and to what stage in life do many married women and mothers seek employment.

This is a limited study due to time and facilities available and the broad survey suggested was impossible to be conducted during the summer.

### II. NEED FOR CHILD CARE SERVICES — COMMUNITY — CHILD — MOTHER

"For the benefit of children, mothers, and society, child care services should be available for children of families of all economic levels. Proper standards of child care must be maintained, whether services are in homes or in centers. Costs should be met by fees scaled to parents' ability to pay, contributions from voluntary agencies and public appropriations."<sup>1</sup>

Why do women enter the labor force? Communities in Maine are interested in getting skilled women back into the labor force. Women want to go back to work for economic reasons, children's education, or to fulfill a need of an outside stimulus. This has a 2 fold purpose. It gives needed employment to industry and economic benefit to the woman.

As a mother enters the labor force what happens to her children? They are left to be cared for by grandparents, fathers, brothers, sisters, a relative, or non-relative. There are a number of children who are left with no supervised care.

<sup>1</sup>The President's Commission on the Status of Women, American Women 1963.

"Day care services are an essential part of a community program of services for children. Many citizens are sensing the importance of such services for the health, welfare, and development of children. With imaginative planning, communities can achieve these important services for children—services that insure for children who cannot or should not remain at home for day time care the growing and learning conditions so essential to a happy, healthy, and secure childhood."<sup>2</sup>

"Since the children of working mothers in disrupted and disadvantaged families are the main consumers of these services, the circumstances of their care are of special importance to any community concerned with or planning the establishment of day care services."<sup>3</sup>

Homemaker Service plays an important role where a mother is incapacitated or working; the children can be cared for in the home over a crisis and so a mother can continue to work.

What are day care and family day care services?

*Day Care* centers provide group care for children three and over who need care and supervision away from home during the day. The purpose of the center should be to promote the growth of the child physically, socially, intellectually and emotionally. In some states nursery schools and kindergartens are considered day care centers.

#### *Family Day Care*

Family day care encompasses care for children in a family home selected and supervised by an agency for children under three because of the special needs of the infant and toddler. However, mothers may prefer and have older children cared for in a family home situation and some children respond better to home life surroundings.

### III. NEED FOR LICENSING OF DAY CARE SERVICES

In every community there are children who need care during the day outside their home. This may be a result of mothers working, illness, unexpected emergencies or retraining in order that she may continue work in her profession. Mothers in every community in Maine have no place to request adequate supervised care for her child with facilities licensed by the state. Some mothers just want a place to leave children but most parents definitely want and expect protection for a child that licensing can provide. A child has a right to a good supervised environment.

<sup>2</sup>Katherine S. Gettinger, Chief Children's Bureau, Day Care Services.

<sup>3</sup>Day Care Services — Children's Bureau Folder No. 51.



In a study made for the National Conference on Day Care for Children in 1960 it was reported that Maine was one of eight states having no state responsibility for licensing day care facilities (neither day care centers nor family day care homes).

"There is considerable evidence which the Department of Health and Welfare have been made aware of through the years that the number of children in the State of Maine being cared for in day care facilities of one kind or another may well number into the thousands. The most unfortunate aspect of this, from our point of view, is that there is no existing statutory provisions permitting the licensing or application of standards of rules or regulations by any state-wide agency. Several people have come into this office voluntarily asking whether legislation or rules and regulations exist. Many of them have very candidly talked about the type of situation which they either have or are preparing to develop to provide day care for some of their children. Based on these interviews, it becomes very clear that many existing day care facilities could not pass even the minimal fire or health inspectors of any kind. This is certainly a reason to feel concerned about existing day care facilities in the State of Maine."<sup>4</sup>

In December 1964 there are reported 35 day care facilities operating in the state.

Mr. Merrill reports further that in the 101st Maine Legislature the Department of Health and Welfare did attempt to modify existing licensing statutes to make possible for the licensing of day care centers. This was not passed thus making it impossible for the department to do a number of things—Eg: Although there is Federal money available the department was not able to use this money for the placement of children of any kind in day care centers because Federal law states that such children can only be placed in formally licensed institutions. It makes it impossible in Maine for us to develop family day care homes for our own or general use of the public because, again, we do not have the legal right to license homes. This has resulted in loss or return of federal money. He continues by adding, "We would hope that in the future licensing authority could be granted to the Division of Child Welfare because we are in a position with federal funds to appoint a day care licensing consultant, to provide money to help in the creation of an advisory committee to help with the development of day care licensing standards."<sup>5</sup>

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<sup>4</sup>Edgar J. Merrill—Director, Division of Child Welfare, Augusta.

<sup>5</sup>Edgar J. Merrill, Division of Child Welfare, April 1964.



#### IV. DAY CARE SERVICES AVAILABLE IN MAINE (NON-LICENSED AND BY LOCAL AUTHORITY)

There are two major types of day care facilities existing in Maine. The *so-called day care center* which is usually a building or some large section of a building which is set aside for exclusive use for caring for larger numbers of children numbering from four or five to perhaps as many as twenty or thirty a day. Most of these larger facilities are administered by a social or religious organization trying to meet a social need in their community. Many of these are not established as money making organizations although there are a few which are. There does exist wide variation as to the type of structure, fire and health protections for the children, etc.

The *so-called family day care* facilities are normally private homes or perhaps only an apartment which would have somewhere under 10 children on the premises, although this number of children would exclude the children who belong to the mother operating the day care facility and who would often be in or around the home. These are facilities normally managed by people obviously seeking to implement their incomes. None, to our knowledge, have any training or experience in maintaining such a facility or dealing appropriately with someone else's children. Many of these homes are particularly dangerous in terms of fire and health.

The Department of Health and Welfare is submitting a bill to the Legislature for a change in the licensing statutes to permit that agency, preferably, to license Day Care Centers and Foster Day Care Homes. This does not include family day care homes.

##### *Facilities at Portland*

In the city of Portland there are two day care centers whose facilities are licensed under the authority of a local ordinance in 1958. One, the Catherine Morrill Day Nursery cares for about 55 children. Many come from broken homes, many children are from homes receiving payments from ADC while mothers are working in offices as secretaries, stenographers in local business. Recently this one school has admitted three blind or partially blind children for special work in cooperation with the State Department of Health and Welfare.

Fees at the Catherine Morrill Day Nursery are on a sliding scale, based on the ability to pay—ten dollars is the highest fee but most are lower. It is a private non-profit agency incorporated with the laws



of Maine with a Board of Directors numbering 28. It is a United Community Service and a United Fund Agency. Various service clubs provide extra equipment and repairs to augment the base necessities. The other school is privately operated but meets the minimal requirements for the Child Care Facility License of the City of Portland.

### *Foster Care*

In Maine 700 foster mothers care for between 2300 - 2400 children at a meager payment of \$38.00 per month. Often from 3 to 8 children are being crowded into one home because there are not enough women interested or financially able to serve as mothers. At the next session of the legislature the Division of Child Welfare is submitting a bill to increase monthly payments to \$60.00. This will improve the quality of the foster home service and encourage more qualified women to care for children and give many women a chance to work in their own home. The State has total responsibility for these foster children and they are asking for more social workers in order to offer better service and guidance to foster mothers.

## V. EMPLOYMENT SECURITY COMMISSION PROGRAM FOR WOMEN

The Employment Security Commission has had training and re-training programs started in 1962 and since that time, training for females has been provided in such areas as veneer mill works, stenographer refresher courses, general office clerks, nurses aides, nurse, general duty, rug hookers, baking, and other various occupations—over 50 training projects have been completed and a total of 1935 (male and female) trainees have been enrolled. Female enrollment 1119 or 57.8 of the total enrollment. Eight hundred ninety three females have completed training—725 have been placed in employment and 99 are currently enrolled in various courses.

Note over 50% of females enrolled were 35 years old or over and 21.5% were 45 years or over. A good number are re-entrants into the labor market. A sampling of the group showed there are individuals whose families are of school age or older and are ready to re-enter the labor market—64% of the total group (or 717) are married. Twenty-nine women were physically handicapped.

Age	
Under 19	106
19 - 21	183
22 - 34	256
35 - 44	322 (50.3%)
45 and up	241 (21.5%) <sup>6</sup>
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## RECOMMENDATIONS

Child care services should be established under appropriate supervision where they do not now exist, and should be expanded in all areas to meet present unmet and future growing needs.

Priority should be given to family day care and group day care centers for pre-school and school age children of mothers engaged in employment or whose home situation or special needs make such care desirable. Licensing procedures should be established to ensure that services meet adequate standards. These services should be available for all parents at costs scaled to their ability to pay, and funds should be appropriated by Federal, State and local governments as well as by voluntary agencies to help make this possible.

Maine is one of the few states having no licensing control over care of children in Family Care homes or day care centers and our committee strongly supports legislation to make licensing possible and greater appreciation for foster care.

Services should be enlarged with respect to changing employment opportunities for women with emphasis on shortage areas in the economy and to education and training necessary for effective utilization of these opportunities should be prepared continuously and distributed widely.

Conscious and continuing efforts should be made to increase employment opportunities more suited to the varying needs of women of different ages and at different stages of family development.

Our state, public and private employment services should be prepared to offer special services necessary to the worker who wishes to continue in the labor market on a part time or intermittent basis and to the woman who is re-entering the labor market, including, for the latter, assistance in evaluating skills gained through voluntary experience and continuing education.

<sup>6</sup>William R. Malloy, Employment Specialist, Employment Security Commission. September 4, 1964.



Appropriate public and private organizations and agencies should encourage employers and communications media to eliminate segregation by sex or specification of sex in job advertising where sex is not a factor in job performance.

## SUMMARY

This is not a complete or comprehensive study but rather a beginning of a study to help a wife, mother, homemaker or a woman worker in Maine make a better contribution to society.

It is also of interest to note that two other individual reports will be made available soon on status of women. One by Stephen Hyatt, Assistant Professor Department of Agricultural Business and Economics, University of Maine. His report will explore the status of women based on the 1960 Census. It will include:

1. Personal characteristics, Age, Residence (by urban, rural, rural non-farm by county) Education, Income, Employment status, Occupation, Household Relation, Marital Status, Number of Children, National Background. Special attention will be given the problems facing the women in Maine.
1. Sex Ratios
2. Dependency Ratios
3. Fertility Ratios
4. Incidence of Poverty
5. Employment Opportunities
6. Widowhood

The second report will be made available through Professor Stanley Freeman, Department of Education, University of Maine, who has made a recent survey of the state. The purpose was to find out more about a selected group of women about the uses of their time and possible role of employment in their lives. This group selected includes mothers who are not regularly employed and their youngest child was school age. Results are now being tabulated.

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