

 maryland
commission on the status of
 ♀ men

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Report of the

MARYLAND COMMISSION

ON THE

STATUS OF WOMEN



J. MILLARD TAWES
Governor

ALAN Z. FORMAN
Editor

1966-67

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J. MILLARD TAWES
GOVERNOR

EXECUTIVE DEPARTMENT
ANNAPOLIS, MARYLAND

July 22, 1965

Dear Mrs. Wolman:

In recent years, there has been a marked increase in the number of women holding responsible positions in public service. Thus the need for a commission to find ways and means of developing to the fullest extent the potential of all the women of Maryland is apparent. For the womanpower of the State should be utilized to the best advantage both in the home and in the labor force, in education and in the professions.

The ultimate purpose of such a commission would be to recommend new and expanded services and legislation which may be needed to protect and guarantee the continued and increased status of women in Maryland. It would also be to demonstrate the varied accomplishments of the State's women and to secure the proper recognition thereof.

The commission would further review the progress of, and make recommendations as needed for, the fullest development of the status of women in the area of employment policies and practices, both of the State and of private industry, as well as in the area of possible discrimination against women in regard to political and civil rights, property rights, and treatment under the law.

I am certain that the work of the commission herein described would be valuable to all the people of Maryland. Hence I am most happy to appoint you as Chairman of an eighteen-member Maryland Commission on the Status of Women. A list of the attendant members is enclosed.

With kindest regards, I am,

Sincerely yours,

J. Millard Tawes
Governor

Mrs. Paul C. Wolman
405 Mercantile Trust Building
Baltimore, Maryland

MEMBERS OF THE COMMISSION

MRS. J. MILLARD TAWES, Annapolis, Maryland
Honorary Chairman

MRS. PAUL C. WOLMAN, Baltimore, Maryland
Chairman

DR. MILDRED OTENASEK, Baltimore, Maryland
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MR. CHARLES A. DELLA, Baltimore, Maryland

HON. MEYER M. EMANUEL, JR., Chillum, Maryland

MRS. RUTH FLEMING, Silver Spring, Maryland

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MISS AUDREY M. STEWART, Salisbury, Maryland

MRS. EMERSON C. WALDEN, Baltimore, Maryland

HON. VERDA F. WELCOME, Baltimore, Maryland



MARYLAND COMMISSION ON THE STATUS OF WOMEN
405 MERCANTILE TRUST BUILDING
BALTIMORE, MARYLAND

January 3, 1967

THE HONORABLE J. MILLARD TAWES,
Governor of the State of Maryland,
Annapolis, Maryland

Dear Governor Tawes:

On July 22, 1965, you established by Executive Order the Maryland Commission on the Status of Women with the charge to develop "to the fullest extent the potential of all the women of Maryland." The Commission was empowered to "review the progress of, and make recommendations as needed for, the fullest development of the status of women" in all spheres of activity in order that Maryland women might take their rightful place as citizens on an equal basis in contributing to the well-being of all phases of life within the State.

The members of the Commission have worked faithfully and diligently in studying the areas of prime concern to the women—and to the men as well—of Maryland. The Report herewith submitted bears their unanimous approval; thus it represents the integral viewpoint of the entire Commission.

We trust that the Report will serve as the initiative for even fuller development and utilization of the knowledge and abilities of Maryland women toward the ultimate benefit of all our citizens. It is our further hope that the recommendations in the Report will receive the support and attention of the incoming Administration.

I speak for the entire membership in thanking you for giving us the privilege of serving Maryland through this Commission. For your interest and encouragement, we are most grateful.

Respectfully yours,

A handwritten signature in cursive script that reads "Jeanette R. Wolman".

JEANETTE R. WOLMAN

(Mrs. Paul C. Wolman)
Chairman

ACKNOWLEDGMENTS

WOMEN'S BUREAU, U. S. DEPARTMENT OF LABOR
MARYLAND DEPARTMENT OF LABOR AND INDUSTRY
OFFICE OF THE ATTORNEY GENERAL OF MARYLAND
UNIVERSITY OF MARYLAND
MR. JULIUS R. FORMAN
MRS. FRANCES KAPLAN
MR. EDMUND MESTER
MISS DOROTHY M. PENDERCAST

It would be impossible to name the many Maryland men and women who have voluntarily contributed their time and talents in helping to complete this Report. We are deeply grateful to them.



foreword

The Report of the Maryland Commission on the Status of Women represents the culmination of one task and yet the prelude to another. For as the work of the woman is never finished, so too is her determination without bound. Hence it has been the purpose of the Maryland Commission to explore within the State those areas wherein the modern woman is concerned and in which she has made her presence felt. The Report surveys the scene, analyzes the findings, and recommends the appropriate corrective measures to be taken.

Still there is much to be done. The recommendations herewith proffered must be implemented and carried out. And they must be kept up to date. It is therefore urged that the Maryland Commission on the Status of Women be made a continuing authority in order that the State may maintain its effective position in advancing the cause of women's rights. Only then will the search and research for the means to a richer, fuller life be the renewing force of future administrations. Only through an agency such as this will the betterment of all women be assured.



THE COMMISSION REPORT

EDUCATION AND COUNSELING



PROFILE

EDUCATION IS A KEY factor in the social, cultural, and economic life of our society. It is basic to the attainment of our country's full potential.

The continued and improved status of women is vital to the development of this national potential. But nearly all programs of education lie within the sovereignty of the individual State. Thus it is important that the role of education and all its manifestations in the life of today's woman—specifically as an effective citizen, homemaker-parent-consumer, and wage earner—be examined on the State level. Such was the purpose of the Committee on Education and Counseling: to explore this area as it pertains to the status of women in Maryland.

Statistics, by race, showing years of school completed by women (14 years of age and over) in Maryland (as of 1960) are as follows:

YEARS OF SCHOOL COMPLETED	FEMALE POPULATION		NEGRO	
	TOTAL			
	Number	Per Cent Distribution	Number	Per Cent Distribution
College:				
5 years or more	17,100	2		
4 years	43,221	4	5,173	3
Less than 4 years	86,433	8	6,716	4
High School:				
4 years	293,527	27	26,554	15
Less than 4 years	267,536	24	47,479	28
Elementary School:				
8 years	151,480	14	21,873	13
Less than 8 years	230,160	21	59,756	35
None	12,325	1	3,839	2
Total	1,101,782	100	171,390	100
<hr/>				
MEDIAN YEARS OF SCHOOL COMPLETED		Total		
All Women		10.6		
Negro Women		9.0		

In order for the Committee to best reflect the contributions along with the needs of women in Maryland, a State-wide workshop was conducted on April 6, 1966, at the University of Maryland. With the participation of more than 75 key leaders from all parts of the State, resource materials were prepared and assembled to serve as a working basis for the report herewith submitted.

The report examines education in Maryland in consonance with the following categories:

- Elementary, Secondary, and Vocational Education
- Colleges and Universities
- Adult and Continuing Education
- Emerging Employment Patterns
- Counseling Services

ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

BACKGROUND

ELEMENTARY

- In Maryland, of the children eligible for kindergarten in 1965, 48 per cent were enrolled.
- No public kindergartens exist in 15 counties.
- No kindergartens — public or private — exist in five counties (Allegany, Calvert, Charles, Kent, and Somerset).

SECONDARY

- Girls make up 50 per cent of the State's senior high school population.
- 47 per cent of girls in high school are enrolled in academic curricula.
- In 1965, nine per cent fewer girls completed high school than boys.
- Four per cent fewer girls than boys continue education beyond high school. And seven per cent more girls than boys marry within a year after graduation.
- Less than 30 per cent of secondary school principals are women.
- 234 public programs in Operation Headstart were held in the summer of 1965.

VOCATIONAL

- There are three vocational-technical high schools in the State.
- Five general vocational junior high schools are in existence in Baltimore City.
- 25 additional vocational centers are approved or are under consideration for approval.
- 63 per cent of the total vocational education enrollment is made up of girls.

REQUISITE

Maryland girls are not being adequately educated—especially in regard to their need for education. Hence, much of the job discrimination that exists is due to lack of training and preparation by the school.

RECOMMENDATIONS

In accordance with these and other facts and observations, it is recommended that:

- (1) A re-examination be made of the financial aid for schools from the standpoint that education is an investment in human capital.
- (2) Consideration be given to financial support for a more comprehensive State-wide system of public education including day care centers, nursery schools, kindergartens, vocational schools, work-

study programs, and programs for all types of exceptional children at all educational levels.

- (3) Methods be devised to stimulate and interest girls in mathematics and science.
- (4) Experimentation and research be encouraged from kindergarten through twelfth grade (K-12).
- (5) A comprehensive K-12 program of family life education be developed for boys as well as for girls.
- (6) More women be promoted to administrative positions in education commensurate with their abilities, especially at the secondary level.
- (7) The counseling program be extended to include all schools, elementary and secondary alike, and that the pupil-counselor ratio be reduced to 300-1.
- (8) A concerted effort be made for a closer cooperation between educational instructors (and counselors) and employers, with a view toward the acceptance of girls in more job areas.
- (9) Practices of nepotism be studied to see if they are depriving women of career opportunities after marriage and are thereby discouraging such women from seeking additional education after high school.
- (10) A comprehensive program of fellowships and scholarships be devised so that all who are deserving may continue their education during and beyond the high school level.
- (11) A study be made of the differences in parental attitude toward the cost and value of education for a son as opposed to that of a daughter.
- (12) Efforts be increased to make parents more acutely aware that the need for education of girls is equal to that of boys and to encourage these parents to think more broadly in terms of career opportunities for their daughters.
- (13) Efforts be extended to create an awareness in the women of Maryland of their need for education, of the satisfactions inherent in education, and of the realities of success in combining marriage and work.

COLLEGES AND UNIVERSITIES

BACKGROUND

- Of 44,240 Maryland high school seniors surveyed in June, 1965, 65 per cent reported that they planned to continue their education.
- Total enrollment in Maryland colleges and universities has grown from 39,386, in 1955, to 85,027, in 1964, and is expected to more than double by 1975.
- Since 1959, there has been a 109 per cent increase in total expenditures for public higher education in Maryland. In the same period, State contributions to support of private institutions has increased by 521 per cent.

- Business and industry has developed new standards and techniques which require specialized education and training.
- During the next decade, there will be an increasing demand by Maryland business and industrial organizations for professional and technical personnel with two or more years of college.
- Availability of professional and technical talent attracts new business and industry, which in turn creates demands for more education and training.
- The Committee on Education and Counseling planned a pilot research study and developed an instrument for collecting data related to attitudes and values held by both college men and women relative to opportunities, preparation, and employment of women. Though the findings are not yet available, further research is nevertheless anticipated.

REQUISITE

Increasing enrollment in colleges and universities, along with the need for more specialized education and training, indicates that the State must continue to augment its support for higher education in order to successfully meet the demands of the future.

RECOMMENDATIONS

The State of Maryland must:

- (1) Be prepared to accommodate an increasing number of qualified people who desire and can benefit from a higher education in the institutions of the State at both the undergraduate and graduate levels.
- (2) Recognize that diverse needs in the field of higher education not only exist, but that these needs must be met throughout the State.
- (3) Increase and improve, on a geographically equitable basis, opportunities for continuing education.
- (4) Improve and increase guidance facilities and personnel.
- (5) Study—starting in the elementary school and continuing through the highest levels—the particular needs of girls and women.
- (6) Consider the desirability of expanding course offerings in the evening and at irregular periods during the day for the benefit of married women with young children.
- (7) Recognize and make adjustments in the areas of financial assistance, housing, baby-sitting, waivers of physical education, minimum part-time fees, counseling services, *et cetera*, to fit the needs of young married women and those desiring to return to school after raising their families.

ADULT AND CONTINUING EDUCATION BACKGROUND

- Women are receiving adult or continuing education by means of study groups, lectures, classes, club and organization activities, workshops, seminars, and mass media. However, of the nearly one million Maryland women over 21 years of age, the number engaged in noncredit adult or continuing education within a formalized structure (group, club, or class) has not been determined.
- Various organizations and agencies exist either for the purpose of providing continuing education for women or in order to make available programs which include women in their enrollments.
- Programs which are available to women cover a wide variety of subjects, concerns, and activities, but not all of these are offered in every community. In fact, some communities have few, if any, programs in adult or continuing education.
- Over 50 per cent of the adult education enrollment in eight selected public school systems are women. In some of these, female enrollment is estimated at 60 to 75 per cent of the total group.
- A large part of the adult or continuing education for women deals with knowledge, skill, and understanding related to the home and to child care.
- Adult basic education, under Title II-B of the Economic Opportunity Act, is reaching women in the lower income brackets. This group of women had, for the most part, not been reached before.
- Notably limited are the numbers of women engaged in continuing their education in the areas of the humanities and the sciences. Few groups seem to be in existence for the purpose of seeking knowledge for its own sake.

REQUISITE

Some women, because of lack of education or a measure of discrimination, have less status in matters of community involvement, vocational placement, and professional achievement than that to which they may become eligible or to which they are now entitled. It is essential, therefore, that the education of women be viewed as a continuing process throughout life and that adequate facilities be provided for such continuing education for women in Maryland.

RECOMMENDATIONS

Present conditions make it imperative that:

- (1) Public education funds be made available for adult and continuing education on the same basis as for elementary and secondary education.

- (2) Vocations and career opportunities be open, without discrimination, to women; in particular, executive and supervisory positions should be assigned without regard to sex.
- (3) Courses designed to help women fulfill their roles in the home and in the community be offered.
- (4) Counseling and guidance on family life (stressing especially the rearing of daughters) be readily available.
- (5) Women in low-income groups be given greater opportunity for learning.
- (6) Mothers of children in Operation Headstart be provided with concurrent educational programs.
- (7) Institutes of politics and other means of studying and practicing democracy be organized.
- (8) Creative use be made of educational television to improve the status of women.
- (9) A continuing assessment be made of the educational opportunities for women in Maryland communities.
- (10) The continuing education of women remain as one of the important concerns of all Marylanders.

EMERGING EMPLOYMENT PATTERNS

BACKGROUND

Census data for Maryland provides the basis for evaluation in this area.

REQUISITE

The mature woman can be an invaluable asset to the labor force. Her potentialities should be realized and cultivated.

RECOMMENDATIONS

Existing circumstances indicate a propensity for:

- (1) Qualified women to be encouraged to assist in alleviating shortages of counselors, teachers, and social workers.
- (2) Effort to be made to interpret to prospective employers the attributes of the mature woman worker.
- (3) Communities to be encouraged to support employment of mature women workers.
- (4) Mature women seeking re-entry into the labor force to be provided with retraining (or refresher training), counseling, and reorientation to vocational opportunities.

COUNSELING SERVICES

BACKGROUND

- For purposes of this report, the following was established as a working definition of counseling:

Counseling is a service which attempts to help all individuals gain insight into themselves and learn important facts about the world around them so that they will be better equipped to deal with the challenges and problems to be faced in daily living.

- The Committee was concerned about the provision of counseling services in Maryland for all girls and women from birth to death. It wished not to emphasize any one area of counseling needs but to consider counseling for the total development at all age levels of all girls and women.
- In an effort to survey the counseling services now available for girls and women in the State of Maryland, responsible persons representing a wide variety of organizations which provide guidance services of one kind or another were interviewed. They were questioned as follows:
 1. What kinds of insight do you concern yourself with primarily in your special field of counseling? Do you concentrate your counseling in any special area of concern, such as vocational, educational, personal, social, or emotional?
 2. If you do specialize in any one or more areas of concern, do you refer as needed to the resources for counseling services which are available in other areas?
 3. At what point do you refer to other resources?
 4. What community resources do you use for referral?
 5. What resources would you use if they were available? What counseling resources not now available are needed most?
 6. In your field, who does counseling? What are the qualifications and training of the person who does counseling in your field?
 7. For whom do you provide services?
 8. How is application for your services made?
 9. How are these application procedures made known to clients?
 10. Can your agency serve all persons who apply? Approximately what percentage of applicants are not provided for adequately?
 11. What proportion of applicants are women?
 12. What age level does your agency primarily serve?
 13. What differences are there in age between the sexes of applicants for your service?
 14. What differences are there in the concerns of your clients according to age and sex?
 15. In general, what does your agency or profession see as the greatest concerns of the persons who seek counseling from this service?
- The findings are shown in the following chart which gives the over-all picture of counseling services in Maryland:

	<i>Type of Counseling</i>	<i>Clients</i>	<i>Age and Sex of Clients</i>
PUBLIC SCHOOL COUNSELORS	Vocational, educational, personal, social	All pupils, grades K-12	5-19 primarily
PAROCHIAL SCHOOL COUNSELORS	Educational, vocational choice, emotional, personal, social	Secondary school students and parents	14-18 primarily
PUPIL PERSONNEL WORKERS	Educational, personal, social, emotional	All public school children referred	5-19 primarily, more boys
SCHOOL PSYCHOLOGISTS	Educational, personal, social, emotional, vocational	Students, parents, teachers	K-12, more boys
COMMUNITY COLLEGES	Academic, personal, vocational	Community college students, preadmission	18 and over, 2 to 1 men
PRIVATE COLLEGES	Academic, personal, vocational	College students	18-21, mostly women
PUBLIC COLLEGES	Social, emotional, personal, educational, vocational	College students	17-23 generally
BUREAU OF RECREATION	Informal	Youth primarily	12-14 and late teens, mostly boys
VOCATIONAL REHABILITATION	Vocational, educational	Disabled	16-70 and over, mostly men
MARYLAND EMPLOYMENT SECURITY	Employment, aptitude testing, placement	Employers, job seekers	16 and over, 41% female
SOCIAL WORK AGENCIES	Casework, family, personal	Troubled people of all ages	More women under 40, also children
BUSINESS AND INDUSTRY	Job orientation	Employees, job applicants	Youth and middle-aged women
GIRL SCOUTS AND CAMPFIRE GIRLS	Informal, personal	Girls	Secondary school age
YWCA	Informal, personal	Members	Girls and women of all ages, teens and young adults
YMCA	Informal, formal, vocational, educational, personal	Members, others	One third of services for young and older women; a few teens
RESIDENCES FOR WOMEN	Informal, personal		Women 17-35
CLERGY	Social, personal, moral	Parishioners	Mostly women 25-35
DOCTORS	Health, personal, emotional, premarital	Patients	Mostly women 20-40
LAWYERS	Marital, financial, legal	Clients	
PSYCHIATRISTS	Psychotherapy for emotional illness or problems	Private patients, patients referred by physician or community	More males up to 20; more females, 20-40

	<i>Clients' Major Concerns</i>	<i>Referral Resources Used</i>	<i>Resources Needed</i>
PUBLIC SCHOOL COUNSELORS	School adjustment, self-understanding, planning for future	Community agencies, Vocational Rehabilitation, Maryland Employment Security, health clinics	Community clinics and treatment centers, residential institutions, more psychological services
PAROCHIAL SCHOOL COUNSELORS	Social, educational, financial and family	DPW Association, Catholic Charities, child guidance clinics, Family and Children's Society	More adequate resources, more child psychologists and psychiatrists
PUPIL PERSONNEL WORKERS	Learning problems, behavioral problems	Mental health clinics, Department of Public Welfare, welfare agencies, juvenile court, physicians, educational institutions	Residential placement for emotionally disturbed children, family counseling, outpatient care
SCHOOL PSYCHOLOGISTS	Learning or emotional problems	Private sources or community agencies for long-term therapy	Psychiatrists, psychologists, social workers, counseling resources outside school
COMMUNITY COLLEGES	Educational planning	Special commercial institutions, employment services, Vocational Rehabilitation, psychologists and psychiatrists	More psychiatric services, diagnostic and psychological clinics at community colleges
PRIVATE COLLEGES	Self-identity, career motivation, philosophy of life, independence	College physician, employment office, consulting psychologists and psychiatrists	More psychiatric services with low fees
PUBLIC COLLEGES	Educational planning, personal adjustment	Vocational Rehabilitation, Legal Aid Bureau, health services, remedial reading clinics, psychiatric services	Psychological counseling
BUREAU OF RECREATION	Recreation, peer groups, social acceptance	School guidance departments	Specialized social workers (for street gangs)
VOCATIONAL REHABILITATION	Training, physical restoration, jobs	Social agencies, health facilities, housing authority, Legal Aid Bureau, schools, employment agencies	More social workers and school counselors, medical, psychiatric, and general family counseling resources
MARYLAND EMPLOYMENT SECURITY	Job choice, job change, occupational adjustment	Community agencies	
SOCIAL WORK AGENCIES	Role identity, emotional, personal and family relationships	Legal Aid Bureau, job placement, hospitals, public assistance, Bureau of Recreation, placement institutions	Counseling for unwed mothers, treatment centers, foster homes, Negro adoptive homes
BUSINESS AND INDUSTRY	Finding and keeping a job	Plant nurse	
GIRL SCOUTS AND CAMPFIRE GIRLS	Recreation	None	
YWCA		Vocational, health, psychiatric	Vocational aid for middle-aged women, personal aid for young adults
YMCA		Employment service, psychiatric, schools, family and welfare service	Personal counseling for older women and young adults
RESIDENCES FOR WOMEN		Vocational, psychiatric	Adequately trained staff
CLERGY	Role identification	Psychiatric aid	Pastoral counseling centers
DOCTORS	Health	Specialists	
LAWYERS	Legal problems		
PSYCHIATRISTS	Dissatisfaction with marriage, problems of child rearing	None	More adult education to help people use their own judgment in developing a framework of operation

	<i>Means of Clients' Application</i>	<i>Extent of Services</i>	<i>Dissemination of Information Concerning Services</i>
PUBLIC SCHOOL COUNSELORS	Self-referral, parent, teacher request, counselor invitation	Not as adequate as desired	Printed literature, announcements, meetings, displays
PAROCHIAL SCHOOL COUNSELORS	Self-referral, parent, teacher referral, counselor request	All who apply are served	Orientation, bulletins
PUPIL PERSONNEL WORKERS	Referred by school primarily, referrals from agencies, parents, or pupils	Not as adequate as desired	Faculty meetings, school publications, PTA meetings
SCHOOL PSYCHOLOGISTS	Referred by schools	All referrals receive some service	Speeches to school staffs and PTA groups
COMMUNITY COLLEGES	Self-referrals, business personnel officers, high school counselors, adult evening school	All who now apply, but more service needed	Orientation, commercial advertisements, announcements
PRIVATE COLLEGES	Self-referral, faculty referral	To all	Freshman orientation, constant reminders
PUBLIC COLLEGES	Self-referral	Not great enough	Orientation
BUREAU OF RECREATION	Direct application	To all who apply	Announcements
VOCATIONAL REHABILITATION	Direct application, referred by schools or agencies	Some applicants not eligible	Through agencies, schools, hospitals, former clients, television, doctors
MARYLAND EMPLOYMENT SECURITY	Direct application, referred by schools or agencies		Through schools, agencies, television, literature, announcements
SOCIAL WORK AGENCIES	Self-referrals, referred by schools or agencies	To all, only when staff is adequate	Through agencies or publications
BUSINESS AND INDUSTRY	Direct application	To all	
GIRL SCOUTS AND CAMPFIRE GIRLS	Join	To all	Announcements
YWCA	Attend programs	To all	Announcements, ministerial referrals
YMCA	Appointment	To all	Announcements, literature, schools
RESIDENCES FOR WOMEN	Be in residence and seek help	To all	Word of mouth
CLERGY	Direct application mostly, referred occasionally	To all who apply	Word of mouth, announcements
DOCTORS	Direct application	To all—to some degree	Word of mouth
LAWYERS	Direct application or referred	To all	Word of mouth
PSYCHIATRISTS	Referred by physicians, schools, court, welfare, child guidance agencies	To all—if the limited number of psychiatrists emphasize their role as behavior consultants for prevention	Listed with County Medical Society and hospitals, brochures, physician referral

	<i>Qualifications of Counselors</i>	<i>Types of Counselors</i>	<i>Greatest Concerns Seen by Agency</i>
PUBLIC SCHOOL COUNSELORS	Bachelor's Degree, 24-30 graduate hours, 2-3 years teaching or counseling experience	School counselors	Parental pressures and attitudes, value and attitude development, educational and vocational planning, self-actualization
PAROCHIAL SCHOOL COUNSELORS	State certification, selected teachers	School counselors	Pressures, parental understanding
PUPIL PERSONNEL WORKERS	Bachelor's Degree, 24-30 graduate hours, 3 years teaching experience	Pupil personnel workers	Family counseling, self-understanding, learning problems
SCHOOL PSYCHOLOGISTS	State certification	Psychologists	Learning problems, emotional and/or social maladjustment
COMMUNITY COLLEGES	Master's Degree in counseling plus supervised practicum	Dean of students, admissions officer, registrar, counselors	Absence of realistic goals and vehicles to achieve goals, ambiguity
PRIVATE COLLEGES	Special training	Dean of students, residence heads, chaplain, admissions staff, faculty	Role identification of women, motivation for life and career, preparation for marriage
PUBLIC COLLEGES	Master's or Ph.D. Degree	Academic dean, faculty advisors, counselors, psychologists	Human relations, personality adjustment, educational goals
BUREAU OF RECREATION	Professional recreation worker or untrained volunteer	Recreation leaders	Delinquency
VOCATIONAL REHABILITATION	B.S. Degree plus 2-4 years experience, or Master's Degree in vocational rehabilitation	Vocational rehabilitation counselor	Understanding of disability and related problems
MARYLAND EMPLOYMENT SECURITY	B.S. Degree plus at least 15 graduate credits	Vocational counselor	Best use of manpower
SOCIAL WORK AGENCIES	Master's Degree in social work	Social caseworkers	Protection of children, public assistance; emotional, personal and social interaction
BUSINESS AND INDUSTRY	Varied	Personnel officer	Problems underlying job maladjustment
GIRL SCOUTS AND CAMPFIRE GIRLS	Volunteers, some professionals	Leaders	Character building
YWCA	Social work, teaching and guidance background	Program directors	Personal problems, morality and standards, marriage and family, role of women
YMCA	Guidance and personnel service training	Vocational and personal counselors	Personal development, future planning, family and marriage counseling
RESIDENCES FOR WOMEN		Residence heads	Emotional concerns of young people
CLERGY	Ministerial training, some with counseling training	Ministers	Role identification for both men and women
DOCTORS	M.D. Degree	Physicians	Mental health, hygiene and sanitation, pregnancy of young girls, venereal disease
LAWYERS	Lawyer	Lawyers	Delinquency
PSYCHIATRISTS	M.D. Degree plus 1 year internship, 3 years approved residence under supervision, board exam, (2 years additional residency for pediatric specialty)		Licensed Psychiatrists

REQUISITE

A variety of counseling services is urgently needed throughout the State. The implementation of such services will require legislative action and budgetary provision as well as cooperation of the various agencies involved.

RECOMMENDATIONS

The recommendations herewith presented follow an order considered logical in the development (rather than the implementation) of good counseling services. Hence implementation falls into two categories:

A. Those recommendations which might be put into effect immediately and without additional cost, simply by a strong statement from the Governor urging their implementation and challenging the various agencies to use imagination and creativity in finding the appropriate ways.

B. Those recommendations which will require for their implementation legislative action and budgetary provisions either at the State or local level.

The fulfillment of these recommendations will become specific as viewed by the individual, institution, or agency concerned.

A

Measures of gubernatorial inducement

- (1) Programs should be initiated to motivate, encourage, and select personally qualified young people to enter the field of counseling. Women as well as men should be encouraged to become trained counselors in order to restore a balance in the number of men and women in the profession.
- (4) Professional training programs should be evaluated continuously to insure the provision of counselors prepared to serve the needs of clients of the various agencies.
- (5) Clearly established basic standards of qualifications for counselors should be encouraged and enforced in all fields.
- (7) Continuous in-service training should be required of all practicing counselors in order to provide for their professional growth and development.
- (14) Paper work and trivia should be reduced to a minimum in all agencies and organizations in order to increase the effectiveness of assigned personnel.
- (16) Counseling services should be developed to meet every kind of special need. Increased attention should be paid, however, and more emphasis given to the total developmental process of all persons at all age levels.
- (18) A continuity of service should be provided for all pupils throughout their entire school experience. Such service should be implemented through a comprehensive approach involving group meetings, group counseling, case conferences, personal interviews, and other techniques as deemed necessary.
- (19) The expanded vocational aspects of guidance should receive greater emphasis so that girls—and the com-

B

Measures requiring legislative and budgetary support

- (2) Provision should be made for an adequate supply of well-trained personnel to meet the counseling needs of girls and women of all ages in the State of Maryland.
- (3) Greater provision should be made for financial assistance to persons involved in counselor training programs in all areas of specialization.
- (6) Practicing counselors in all areas of specialization should be under continual surveillance to insure high quality of service.
- (8) Salaries and fringe benefits commensurate with training and responsibility should be provided for all persons carrying out counseling functions.
- (9) In order to provide adequate counseling services in Maryland, recommendations of the various professional organizations concerning case load and counselor/counselee ratios should be studied and followed.
- (10) Counseling services should be scheduled by all agencies on a flexible basis so that the needs of all persons may be met. Such flexibility would include provision of services for evenings and week-ends as well as during the normal working day.
- (11) Counseling services should be provided by all agencies 12 months of the year. This would include provision of service in schools during the summer vacation period.

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Measures of gubernatorial inducement

munity as well—will not think of jobs in terms of traditional *women's occupations*.

- (20) Special counseling services should be provided for adolescent mothers before they leave school, during pregnancy, and after they return to school. Close cooperation between school, home, and social agency should pervade this entire period of concern for the young mother. A concentrated team approach should serve as the basis of efforts to help such girls.
- (21) Counseling geared to special needs should be provided to raise the aspirational levels of disadvantaged girls and women.
- (22) Counseling should be provided on a broader scale to help integrate the domestic and career aspirations of girls and women and to help with the concern of role identification.
- (23) Counseling and guidance programs in the school should provide a balance between services offered college-bound and non-college-bound students.
- (24) Counseling should be provided to help the older woman prepare for, find, and adjust to employment.
- (25) Counseling should be provided to help girls and women use their leisure time constructively.
- (28) Communication between and within all agencies and the community should be improved to make possible cooperative efforts and better coordination to assist all clients. A State clearing house or inter-agency council should be formed to implement this recommendation, and a return to the social service exchange might be considered. Further development of the referral survey of the Health and Welfare Council should also be encouraged.
- (29) Every effort should be made to keep the public informed of the value of available counseling resources and to encourage their use by all people in need of assistance.
- (30) In order to gain public support and appropriate legislative action, a continuous program of interpretation of counseling services should be developed.
- (31) Group counseling techniques should be explored and developed for greater use in all areas of counseling. Federal funds might be used for training in this area.
- (32) Provision should be made for a wider distribution of all publications of the Women's Bureau, espe-

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Measures requiring legislative and budgetary support

- (12) Adequate provision of supporting services (such as clerical staff) should be made so that professionals may be free at all times to perform professional duties.
- (13) Studies and pilot programs should be initiated to determine the feasibility of employing sub-professionals to carry out certain phases of the guidance and social work services in order to release the professional for counseling. A typical plan would include persons with less than the required training but with capabilities in this area.
- (15) Wherever possible, counseling services throughout the State should be expanded to provide for persons of all ages and income levels.
- (17) Greater attention should be given to the early identification of needs in the development of young children. With emphasis on the prevention of problems, pre- and elementary school counseling services should be provided for all children, and full-time counselors with specialized training should be assigned to all elementary schools in the State. Of utmost concern would be child development, attitudes, learning behavior, parent-child relationships, and school adjustment.
- (26) Persons on public welfare for a long period of time often need assistance in order to return to a pattern of economic independence. Counseling should be available to sustain them.
- (27) Immediate and concentrated efforts should be directed toward the establishment of more day care community clinics, treatment centers, and residential institutions throughout the entire State to serve all ages and income levels—especially school children and the aged. These should provide services in the areas of rehabilitation, mental and physical disability, severe behavioral problems, unwed motherhood, child protective care, transitional after-care (psychiatric), and delinquency. Careful consideration should be given to the study now being conducted and recommendations in this area being made by the Health and Welfare Council. And every effort to use available Federal funds to provide such vitally needed centers should be considered.

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Measures of gubernatorial inducement

cially literature on women's rights and opportunities.

- (35) The scope of all existing programs of counseling should be expanded to meet the needs of an increasingly complex society. Greater attention and emphasis should be given to the following areas of vital concern:
- a. Premarital counseling for adolescents.
 - b. Sex education, family planning, and development of moral values for youth in schools and colleges.
 - c. Teen-age parenthood.
 - d. Adjustment problems of unmarried young adults.
 - e. Unwed motherhood and fatherhood.
 - f. Single parents—widowed, divorced, and separated.
 - g. Women returning to the world of work.
 - h. Persons receiving public assistance.
 - i. Parents of physically or emotionally handicapped children.
 - j. Culturally and economically deprived persons.
 - k. Early identification of potential problems.
 - l. Emotional problems arising from and/or resulting in learning difficulties.
 - m. Alcoholism.
 - n. Drug addiction.
 - o. Venereal disease.
 - p. Diet and nutrition.
 - q. Preparation for retirement and adjustment to resulting problems.
 - r. Financial and budgetary problems and consumer education.
 - s. Maintenance of mental health by a pressurized society.

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Measures requiring legislative and budgetary support

- (33) More educational counseling, public awareness, and legislative action is needed in areas of such social problems as drug addiction, alcoholism, and venereal disease.
- (34) A study should be made of the untapped manpower existing among retired persons still physically and mentally able to fulfill less demanding vocational roles.

Resources

Publications supplied by the Women's Bureau of the U. S. Department of Labor were used extensively. Also, the reports of Governors' Commissions on the Status of Women in other States were most helpful.

Committee Members

DR. SELMA F. LIPPEATT, *Chairman*

MISS AUDREY M. STEWART, *Co-Chairman*

MRS. EMERSON C. WALDEN, *Co-Chairman*

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EMPLOYMENT AND LABOR STANDARDS

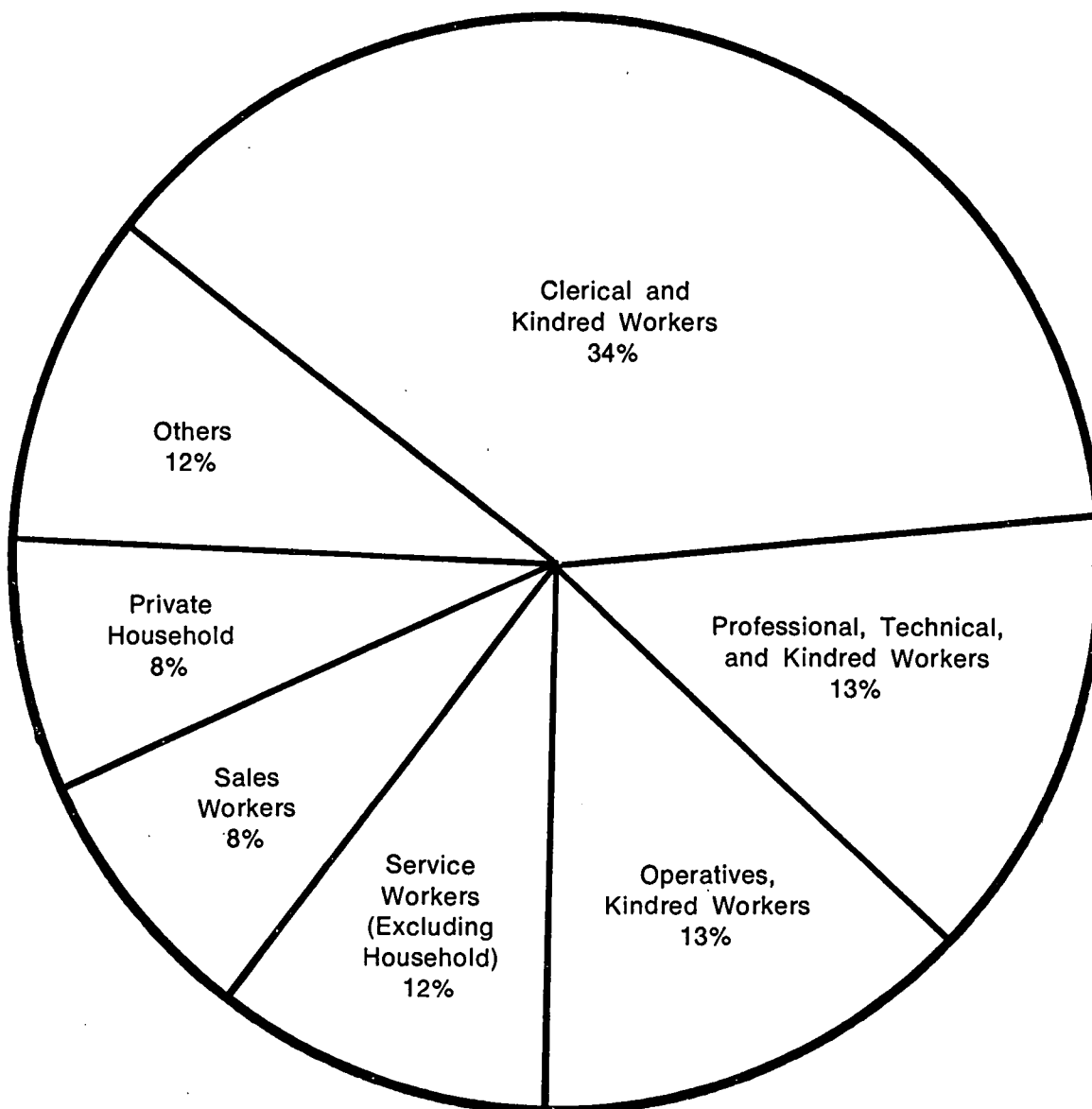


PROFILE

BETWEEN THE YEARS 1956 and 1966, nearly twice as many women as men were added to the labor force of this country. As a result, in 1966, women constitute more than 35 per cent of the civilian work force; and of the almost 70 million women in America, more than 26 million are employed.

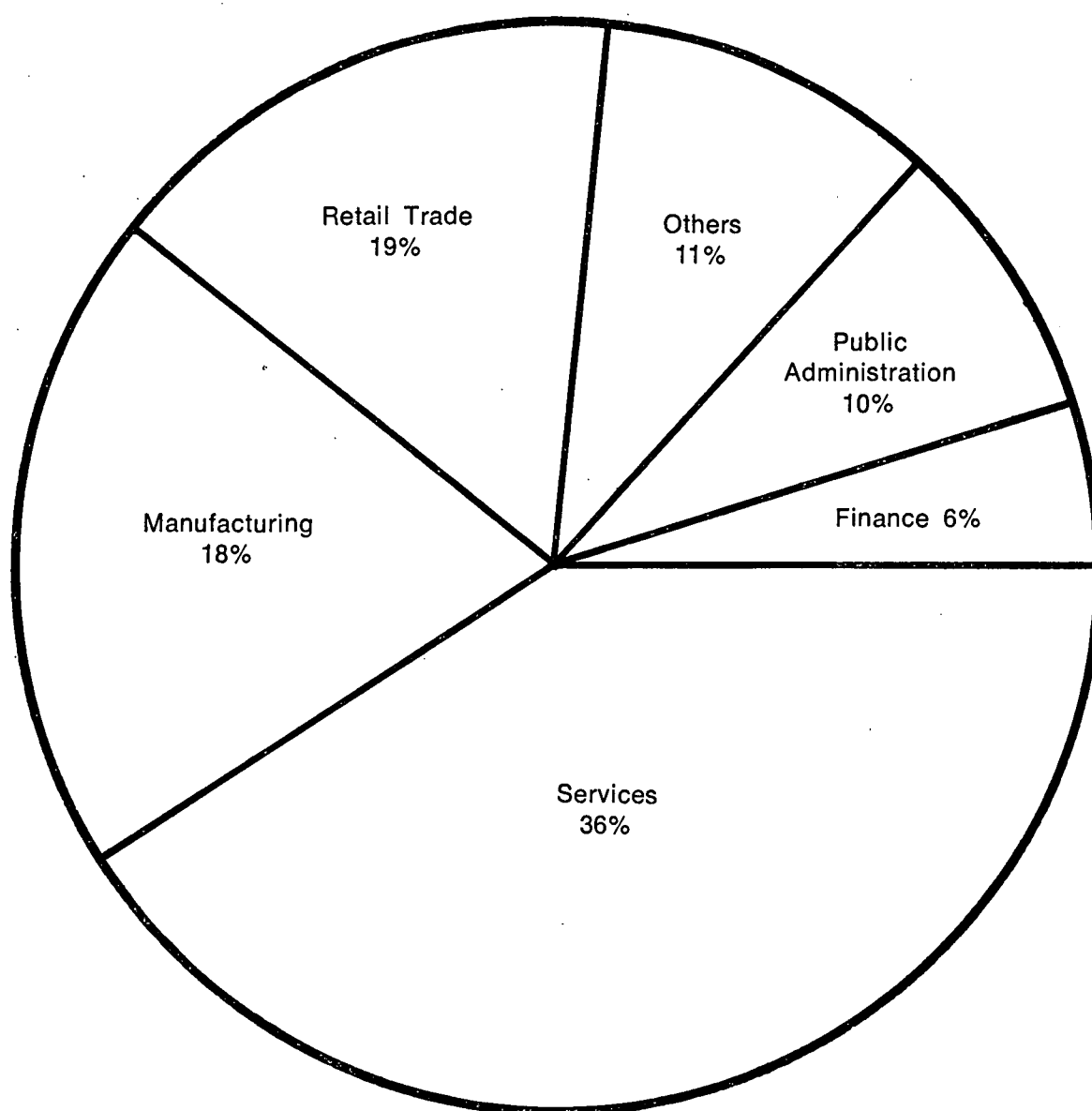
This increase in the number of working women is also manifest in Maryland. In 1960, there were 397,250 female workers (not including members of the Armed Forces) in the State as compared to 260,805 in 1950 and 183,964 in 1940. Moreover, of the 1.3 million in the Maryland labor force as of March, 1966, 34 per cent (or .43 million) was comprised of women.

In 1960, twice as many Maryland women were working in clerical and related positions than in any other major job area. In point of fact, since 1950, the greatest percentage of occupational gains by women has occurred among white collar and service workers. The following diagram bears witness to this fact:



At the same time (1960), more women in Maryland were employed in the service industries than in any other industrial classification. Furthermore, in the decade between 1950 and 1960, the employ-

ment of women was augmented in every major industry in the State. The diagram shows the percentages:



Most Maryland women work for economic reasons. For more than 40 per cent of the women workers—many of whom are heads of households—are single, widowed, divorced, or separated. And though (as of 1960), 57 per cent of all women workers in the State were married (with husband present), Maryland women, like others throughout the nation, list financial reasons as their strongest motivation for seeking employment. These wives work in order to supplement inadequate incomes and/or to raise, in general, their family's standard of living. Or they work for specific reasons—such as to help pay for a home or to finance the education of their children.

In March of 1964, 70 per cent of all working women in the United States were single, widowed, divorced, or separated from their husbands; or the husband's income was less than \$5,000 a year. Moreover, in 1964, the median income (or salary) of year-round, full-time women workers in the United States was only 60 per cent of the median income for full-time male workers. The median wage for women working full-time was \$3,690 compared to \$6,195 for men.

In Maryland, by earnings, men fared far better in 1960 than did women; this finding is illustrated by the chart:

Median Annual Earnings, 1960

	<i>Women</i>	<i>Men</i>
Professional, technical, and kindred workers	\$ 4,085	\$ 7,334
Clerical and kindred workers	3,246	4,930
Sales workers	1,518	5,056
Operatives and kindred workers	2,246	4,231
Service workers (e.g., private household)	1,452	3,550
Total	\$12,547	\$25,101

Nonagricultural Wage and Salary Employment
in the Baltimore Metropolitan Area

	1960		1966	
	<i>Total</i>	<i>Women</i>	<i>Total</i>	<i>Women</i>
Total	607,300	203,000	680,500	235,825
Manufacturing	198,800	43,700	197,300	45,075
Primary metals	44,200	3,500	41,600	3,450
Fabricated metals and ordnance	15,000	2,900	22,400	4,250
Stone, clay, and glass	6,400	1,500	6,100	1,325
Machinery	9,300	1,800	11,500	2,025
Electrical equipment	11,100	2,500	13,500	3,850
Transportation equipment	28,400	3,100	15,400	375
Food	21,700	4,500	20,700	4,150
Apparel	16,300	12,000	16,800	13,800
Paper and paper products	5,700	1,600	6,400	1,550
Printing and publishing	10,400	2,500	12,400	2,575
Chemicals	11,500	2,000	10,900	1,900
Rubber and plastics	4,300	1,000	5,800	1,600
All other manufacturing	14,500	4,800	13,800	4,225
Contract Construction	30,800	1,300	37,300	2,850
Transportation and utilities	54,900	10,000	53,100	10,300
Wholesale and retail trade	121,700	60,700	142,800	65,100
Finance, insurance, and real estate	31,600	17,500	35,300	20,750
Service (except domestics)	77,400	37,500	103,600	49,900
Government	90,600	32,100	110,200	41,850
All other nonmanufacturing	1,500	200	900	0

The report reviews employment and labor standards in the State in conjunction with the eight classifications listed below:

Equal Opportunity in Private Employment
 Equal Opportunity in Public Employment
 Part-Time Employment
 Labor Standards and the Maryland Department
 of Labor and Industry
 Equal Pay for Equal Work
 Regulation of Hours of Work
 Minimum Wage and Overtime Pay
 Wage Payment and Collection

EQUAL OPPORTUNITY IN PRIVATE EMPLOYMENT

BACKGROUND

- The Maryland Fair Employment Practices Law became effective on July 1, 1965. It is complementary to Title VII of the 1964 Federal Civil Rights Act which assures all persons covered by the Act equal employment opportunity regardless of race, color, religion,

ancestry, sex, or national origin. The Maryland law closely parallels Title VII in that it generally covers private employers, labor unions, and employment agencies; furthermore, discrimination on the basis of sex is prohibited by the single provision that an employer may not discharge, refuse to hire, or otherwise discriminate against any individual with respect to compensation, terms, conditions, or privileges of employment because of sex. Maryland is one of 11 States

with laws that include prohibition against discrimination in employment because of sex; it is one of three with a law that lists no exemptions to the prohibition.

- The Fair Employment Practices Law is administered by the Maryland Commission on Interracial Problems and Relations. The Commission, composed of nine members appointed by the Governor, also implements the State's Public Accommodations Law. The Commission receives, investigates, and mediates complaints alleging discriminatory employment practices. All complaints of unfair employment practices in Maryland which are received by the Federal Equal Employment Opportunity Commission, which administers Title VII, are initially referred to the Maryland Commission. If the Commission does not resolve the complaint within 120 days, or if the charge is rejected, the complainant is advised by the Maryland Commission on Interracial Problems and Relations that he may come under Federal jurisdiction and that he may re-file his complaint with the Federal Commission.
- During its first year of implementation of the Fair Employment Practices Law, the Maryland Commission received 70 charges of discrimination based on sex (44 per cent of the total of 158), while approximately 20 per cent of the complaints throughout the country received by the Federal Commission have been based on sex.
- The Maryland Law, as of July 1, 1966, covers employers of 75 or more persons; however, this specified number of employees is to be reduced each year so that by July of 1968, employers with 25 or more workers will be covered. The Maryland Commission informally mediates complaints alleging discrimination in employment by State agencies and private employers not covered by the Law.
- Whereas the Equal Employment Opportunity Commission can seek out patterns of discrimination and initiate surveys where discrimination is found, the Maryland Commission can act only when a complaint has been made. The Maryland Commission issues an annual report, newsletters, and information sheets, and it has sponsored workshops on fair employment practices which have been attended by union and management leaders.
- An informal survey of large industrial companies in Baltimore City disclosed that women were usually excluded from jobs where heavy lifting or heavy work of any kind was required. They were employed mostly in salaried positions, such as office or clerical, and in assembly-type work. Administrative jobs were held mostly by men, and women generally were not invited to participate in in-training programs. There is other evidence that traditional employment patterns for women—some based on discrimination because of sex

—persist. It has been said that discrimination based on sex is the only discrimination that is still respectable.

- Figures of the U. S. Department of Labor concerning the extent of participation by women in Manpower Development and Training Projects in Maryland show that, for 1965, women constituted 36.6 per cent of trainees, while in institutional programs nationally, 40 per cent of all trainees were women. Almost half were enrolled in clerical and sales categories, with about 14 per cent in practical nursing and other semiprofessional and technical occupations. In on-the-job training (nationally), females represented 25 per cent of the total number of trainees.

REQUISITE

Although the State has a Fair Employment Practices Law, equal opportunity for employment has not yet been extended to all of Maryland's women.

RECOMMENDATIONS

Existing improprieties in Maryland's employment and labor standards make it mandatory that:

- (1) The Maryland Fair Employment Practices Law be amended so that all listings of prohibited discriminatory practices will include the prohibition of discrimination based on sex.
- (2) The Maryland Fair Employment Practices Law be amended to cover all employers, regardless of the number of their employees.
- (3) The Maryland Commission on Interracial Problems and Relations be empowered through amendment of the Fair Employment Practices Law to seek out patterns of discrimination through surveys of hiring, promotion, and other employment practices.
- (4) The Maryland Commission on Interracial Problems and Relations extend its educational programs, with particular emphasis on elimination of discriminatory practices based on sex.
- (5) The Maryland Commission on Interracial Problems and Relations be provided with funds necessary for expanded educational programs and for administration of the Fair Employment Practices Law.

EQUAL OPPORTUNITY IN PUBLIC EMPLOYMENT

BACKGROUND

- The State of Maryland merit system, which has been in existence since 1920, is presently administered by the State Commissioner of Personnel. There are 26,847 State employees classified under this system and 3,103 unclassified (as of June, 1966). Since 1964, however, the State has not broken down its employment figures by sex. There are eight counties, in addition to Balti-

more City, which have merit systems covering most employees.

- The Maryland Fair Employment Practices Law provides that it shall be the policy of the State to ensure equal employment opportunities for State employees and that there shall be no discrimination because of sex. Although the law establishing the State merit system does not include a prohibition against discriminatory employment practices on the basis of sex, the State Commissioner of Personnel (on June 30, 1966) laid down guide lines clarifying the policies of the State on specifying sex when a vacancy in a State agency is filled. The stated reasons not acceptable to the Commissioner as a basis for specifying sex are reasons based on the following:
 - A. General assumptions concerning the characteristics of a specific sex in terms of dexterity or natural aptitudes.
 - B. General assumptions concerning turnover rates for employees of a certain sex.
 - C. Reference to the fact that positions have been traditionally filled by members of a specific sex.
 - D. Reference to conditions of employment such as the requirement of travel, crowded work places, etc.
 - E. Preference of co-workers or supervisors.

REQUISITE

Implementation of the guide lines set down by the State Commissioner of Personnel will help to make Maryland a model in providing equal employment opportunities for women. Moreover, the State's Merit System Law should be consistent with this policy and also with the Maryland Fair Employment Practices Law.

RECOMMENDATIONS

The current state of affairs makes it necessary that:

- (1) Maryland continue its efforts to guarantee equal employment opportunities for women in State employment.
- (2) The State Merit System Law be amended to prohibit discriminatory employment practices based on sex.
- (3) All appropriate government units be encouraged to adopt merit systems that do not discriminate on the basis of sex.

PART-TIME EMPLOYMENT

BACKGROUND

- In 1960, 93,085 women—25 per cent of all women workers in Maryland—were employed on a part-time basis. The largest percentage of these worked in rural farm areas. Of Baltimore, Montgomery, and Prince George's Counties, and Baltimore City, the largest

number of part-time women workers was in Baltimore City (32,047), while Montgomery County had a larger percentage of women working part-time than the other locations (26.1 per cent).

- The Maryland State Employment Service, which handles requests from both public and private employers, has indicated that requests for part-time women workers are generally for sales personnel, typists, and other clericals. Employers frequently ask for part-time help for seasonal periods such as Christmas and Easter.
- For the most part, applications for part-time employment in Maryland come from mothers seeking work during their children's school hours or from older women who desire sales work in mornings or evenings. Most applicants are high school graduates with some office experience and/or training. Few have had any college education.
- The Maryland State Employment Service hires student career workers who work full-time but on a temporary basis. In addition, intermittent clerks are employed. These temporary personnel are under the State merit system and, for the most part, are women workers. Their names are drawn from eligibility lists, and their job benefits are prorated.
- Many State agencies seek temporary workers—usually for clerical positions—during the summer.

REQUISITE

The talents and skills of Maryland women who wish to work on a part-time basis only are not being fully utilized. A valuable human resource is thus sorely neglected.

RECOMMENDATIONS

Present inadequacies could be eliminated if:

- (1) The State government would utilize the talents of Maryland's women as part-time workers, following patterns established by the Federal government.
- (2) All employers in the State were encouraged to use more fully the abilities of women in part-time jobs at all occupational levels.

LABOR STANDARDS AND THE MARYLAND DEPARTMENT OF LABOR AND INDUSTRY

BACKGROUND

- Although the Maryland Department of Labor and Industry was established in 1884 as the Bureau of Statistics and Information, it was given its present structure primarily as a law enforcement agency in 1945. The Commissioner of Labor and Industry, appointed by the Governor for a four year term, serves part-time but is available for consultation on a full-time basis.
- Various advisory functions are carried out by the Occupational Safety Advisory Board, the Board of Boiler

Rules, the Apprenticeship and Training Council, and the Advisory Committee for the Minimum Wage Law. The programs, or Divisions, of the Department are Administration and Conciliation, Industrial Safety, Safety Inspection, Boiler Inspection, Apprenticeship and Training, and Labor Standards. More than two thirds of the personnel of the Department are directly engaged in safety services. (Workmen's Compensation Laws are administered by a separate agency—the Workmen's Compensation Commission.)

- The Division of Labor Standards issues work permits for minors—of some 35,000 issued in 1965, about one third were to females—under the Maryland Child Labor Laws. In addition, it issues licenses for industrial home-work (almost all to women), licenses private employment agencies, and administers Maryland's laws regulating hours of work and night work for women. A Minimum Wage Section with Field Auditors (nine in 1966) was added in 1965 to augment the Division's traditional primary concern with the administration of child labor laws. The Equal Pay and Wage Collection Laws of 1966 will increase the responsibilities of the Division of Labor Standards.
- The Maryland Department of Labor and Industry has no research or statistics division, and at present is able to furnish only limited information on the activities of the Department and efficacy of law enforcement (for example: number of inspections made, violations found, and disposition of complaints). Many essential facts are on file in the Department (such as complaints, information on school dropouts, accident reports, etc.) but are not recorded. In 27 States, there are research or statistics divisions of staff (varying from one to 90 persons, both professional and clerical) doing such work in the labor departments.
- The Department of Labor and Industry does not publish an annual report. Other than distribution of copies of the laws administered by the Department, it publishes no information or public relations material related to labor standards in order to promote better understanding on the part of the public, the employers, and the employees.

REQUISITE

The scope of the Maryland Department of Labor and Industry has been widely expanded since the agency's inception in 1884 and subsequent reorganization in 1945. Nevertheless, the public is not being adequately informed as to the programs and services of the Department.

RECOMMENDATIONS

In order to better serve the public, it is advised that:

- (1) The Maryland Department of Labor and Industry undertake fact finding, statistical, and research programs to enable it to record and provide for public

use essential facts as to the agency's administrative and enforcement duties. The Department should also provide data for use as a basis for study of needed legislation.

- (2) Funds be made available to the Department for use in the promotion of recording and statistical programs.
- (3) The Maryland Department of Labor and Industry issue an annual report.
- (4) The Department initiate programs of an educational or public relations type related to the work of the Labor Standards Division. Such programs would include efforts to familiarize the public with the work of the Department as well as to inform both employers and employees of their responsibilities under the labor laws of the State.
- (5) A labor standards advisory board be appointed by the Governor to counsel the Department in such matters as public relations and educational programs, in addition to study and recommendation of needed labor legislation.

EQUAL PAY FOR EQUAL WORK

BACKGROUND

- The Maryland Commission on the Status of Women recommended (in December, 1965) that equal pay for equal work legislation for Maryland be enacted. The Equal Pay for Equal Work Law was introduced and guided through the 1966 session of the Maryland General Assembly by members of the Commission who are also legislators. In order to fulfill its pledge to implement this recommendation, support for the legislation was marshalled by the Commission. A Maryland Equal Pay for Equal Work Committee was organized, and supporters included women's organizations—political, professional, civic, and religious—organized labor, and the Maryland Department of Labor and Industry. Maryland was the twenty-ninth State to have such legislation when the Equal Pay for Equal Work Law was signed by the Governor and became effective on June 1, 1966.
- Though it was designed primarily to protect women from discriminatory pay practices, the Maryland Equal Pay for Equal Work Law affords the same protection to male workers. It provides that no employer shall discriminate in any way by paying wages or salaries in any occupation to employees of one sex at a rate less than that paid to employees of the opposite sex for work of comparable character, work on the same operation or business, or for type of work in the same establishment. The Law is comprehensive in its coverage in that it applies to all employers in any business, industry, trade, or profession, with no exemptions, and also applies to State, county, and municipal govern-

ments and their subdivisions; as amended, however, it does not apply to any employer covered by the Federal Equal Pay Act of 1963. (The Federal Equal Pay Act of 1963 is an amendment to the Fair Labor Standards Act and applies only to employees who are subject to a minimum wage under that Act. There are approximately 489,000 non-supervisory employees covered by the Federal law in Maryland, and it is estimated that 147,000 of these are women.)

- The Maryland Commissioner of Labor and Industry administers and enforces the Maryland Equal Pay for Equal Work Law and, upon written request of the employee, may take an assignment for a wage claim and bring any legal action necessary to collect. Because the Law does not apply to employers covered by the Federal Equal Pay Act of 1963, administration is divided between the Maryland Commissioner of Labor and Industry and the Wage and Hour and Public Contracts Divisions of the United States Department of Labor. The Maryland Commissioner of Labor and Industry and the Administrator of the Wage and Hour and Public Contracts Divisions of the U. S. Department of Labor anticipate that questions arising relative to the enforcement of the Law will be resolved by the development of informal co-operative arrangements.

REQUISITE

Equal pay for equal work legislation has been enacted by the Maryland General Assembly. However, enforcement of the Equal Pay Law and the receipt of equal pay for equal work must continue to be the concern of all responsible citizens of the State.

RECOMMENDATIONS

It is important that:

- (1) The enforcement of the Maryland Equal Pay Law and the effects on the enforcement of the division of authority between the Maryland Department of Labor and Industry and the Wage and Hour and Public Contracts Divisions of the U. S. Department of Labor be observed and analyzed by the Maryland Commission on the Status of Women (upon its continuation) or by the Maryland Department of Labor and Industry.
- (2) Any necessary changes in the Law be made to ensure that all Maryland workers receive equal pay for equal work.

REGULATION OF HOURS OF WORK

BACKGROUND

- Maryland law (as enacted in 1912) provides that no female 18 years of age or over may legally be employed more than 10 hours in any one day or more than 60 hours in any one week (or more than eight hours in a

given day if any part of the work is done before six a.m. or after 10 p.m.) in any manufacturing, mechanical, mercantile, printing, baking, or laundry establishment—with the exception of the canning and preserving industry. Women in executive, supervisory, and administrative capacities, and clerical, office, and laboratory work are exempt from these limitations of hours of employment, as are employees of service industries (such as restaurants, hotels, motels, and nursing homes).

- Laws which regulate the number of daily and/or weekly hours of employment for women are in force in 42 States and the District of Columbia. Of these, 25 States and the District of Columbia have set maximums of eight hours a day or 48 hours a week, or both, and eight States, a maximum nine-hour day and a 50- or 54-hour week. Nine States have a maximum 10-hour day and/or a 50- to 60-hour week. Maryland and three other States have the lowest standard set by statute (i.e., the so-called 10-60 law).
- During the 10 months beginning July 1, 1965, the Maryland Department of Labor and Industry recorded 215 violations of the 10-60 law and/or regulations of night work—24 on complaint and the others by routine inspection—involving 26 places of business. For the nation, at this same time, the average work week (excluding agricultural and domestic employment), was nearly 42 hours a week, including four hours of overtime. In Maryland, production workers in manufacturing worked an average of slightly more than 41 hours each week.
- The Attorney General of Maryland found (on January 19, 1966) that the State law regulating hours of labor for women was not in conflict with Title VII of the Civil Rights Act of 1964 (and presumably, the complementary Maryland Fair Employment Practices Law). In his opinion, "a review of the history of the Maryland law and similar laws in other States conclusively proves that such laws have a sound basis and create a reasonable distinction." In its *Guidelines on Discrimination Because of Sex*—an aid in interpreting Title VII—the Federal Equal Employment Opportunity Commission has stated that Congress did not intend to disturb State laws and regulations which are intended to, and have the effect of, protecting women against exploitation. The majority of the women workers in Maryland are employed in industries not engaged in interstate commerce and not covered by Federal Wage and Hour Laws.
- No Maryland law sets daily or weekly hours of regular work or provides for the payment of overtime. Neither does Maryland law at present set a minimum rate of pay for workers in small businesses (less than seven employees), in restaurants, hotels, motels, or hospitals;

in fact, in many of the State's places of business and in the service industries where there are concentrations of women workers, a minimum rate of pay has never been established. Against the arguments for protection of the health of workers, both men and women, and sociological concerns of strengthening family life by limiting the working day, stands the simple truth that, under existing conditions, many must work an excessive number of hours in order to make a living.

- There is evidence that statutory provisions for payment at overtime rates for work done beyond a set number of hours a day or week is not a completely effective deterrent to excessive hours of work. However, the President's Commission on the Status of Women maintains that laws providing a deterrent in the form of premium pay designed to reduce the scheduling of excessive hours are the most practical method of achieving protection under normal circumstances. Nonetheless, in Maryland, there is precedence for limitation on the hours of employment of men in the law which sets a 10-hour maximum day (except for emergencies) for male workers in companies manufacturing cotton or woolen yarns and fabrics.
- The 10-60 law is a minimum standard for safeguarding the health of women workers; as such, its limited coverage does not affect opportunities for employment and advancement of women in professional, executive, and administrative capacities. Furthermore, the provisions of the law are not invidiously discriminatory against women workers.

REQUISITE

Maryland law puts a limitation on the hours of employment of women (in certain areas). It would not be realistic, however, to further limit hours of work of either women or men until State law sets realistic minimum wage standards and makes provision for overtime pay.

RECOMMENDATIONS

Evaluation of pertinent State laws makes it evident that:

- (1) The Maryland law limiting the hours of work for women to 10 hours a day and 60 hours a week and regulating hours of night work for women should not be disturbed.
- (2) Laws limiting the hours of work each day or each month are proper and desirable and should apply to men as well as to women. However, before extension of such statutory limitations is explored, the Maryland Minimum Wage Law should be amended to provide minimum rates of pay commensurate with those of the Federal law and payment of premium rates of pay for overtime for all Maryland workers, both men and women.

MINIMUM WAGE AND OVERTIME PAY BACKGROUND

- Passage of the Minimum Wage Law (Wage and Hour Law) in 1965 made Maryland the thirty-seventh State to enact such legislation. This State Law, together with the Baltimore City Ordinance, helps to complement the Federal Fair Labor Standards Act.
- The Fair Labor Standards Act presently establishes a minimum wage of \$1.25 an hour for employees engaged in, or producing goods for, interstate commerce. It provides for overtime pay of not less than one and a half times the employee's regular rate for hours over 40 a week.
- A minimum rate of \$1.00 an hour has been set by the Maryland Minimum Wage Law for workers of any employer who hires seven or more persons; there are, however, certain exemptions from this coverage. But there is no provision for overtime pay. The Commissioner of Labor and Industry has the authority and the duty to enforce the Law, and a nine-member Advisory Committee appointed by the Governor reviews it and makes recommendations for revisions.
- The Baltimore City Ordinance calls for every employer operating and doing business in the City of Baltimore to pay wages to his employees at a rate of at least \$1.00 an hour. This regulation covers all employers of seven or more persons, but the Ordinance makes certain exemptions from the coverage. Further, there is no provision for overtime pay. The Minimum Wage Commission, a five-member board appointed by the Mayor, is responsible for the promotion and enforcement of the law.
- A majority of firms reporting in accordance with the Unemployment Insurance Laws are exempt from the regulations of the minimum wage laws because they have less than seven employees. Statistics of the Maryland Department of Employment Security indicate that, as of March, 1965, 51 per cent of firms reporting have three or less employees and 25.8 per cent have from four to nine employees. [See chart, page 21.]
- Not covered by either Maryland or Baltimore City laws are individuals employed in: restaurants, cafés, taverns, drive-ins, or drug stores; *bona fide* executive, administrative, or professional capacity; hotels, motels, parking lots, or taxicab companies; work as salesmen or as persons compensated on a commission basis. In addition, the State law exempts individuals working in theaters (motion picture and legitimate), packing and canning industries, agriculture, and domestic service.

REQUISITE

Minimum wage legislation could well be the cornerstone of attempts to eradicate poverty within the State. And yet, at the present minimum statutory rate of \$1.00

Employment and Wages by Size of Reporting Establishments State of Maryland

First Quarter (March), 1965

SIZE OF FIRM BY REPORTING UNITS					WAGE PAYMENTS	
<i>Number Employed</i>	<i>Number of Employers</i>	<i>Per Cent of Total</i>	<i>Employment</i>	<i>Per Cent of Total</i>	<i>Total Amount</i>	<i>Average Weekly Rate Per Worker</i>
State Total	48,663	100.0	760,872	100.0	\$950,984,086	\$ 97.58
0- 3	24,820	51.0	42,672	5.6	39,072,124	69.78
4- 9	12,561	25.8	73,139	9.6	68,291,149	72.94
10- 19	5,531	11.4	75,171	9.9	78,429,314	81.84
20- 49	3,582	7.4	107,983	14.2	122,160,098	89.40
50- 99	1,173	2.4	81,266	10.6	97,939,782	95.17
100-249	650	1.3	99,358	13.1	128,458,917	100.10
250-499	203	0.4	70,396	9.3	90,764,896	101.25
500-999	82	0.2	57,093	7.5	72,347,844	100.84
1000 and over	61	0.1	153,794	20.2	253,519,962	126.91

an hour, a person working 40 hours a week, 52 weeks a year, earns \$2,080 annually—almost \$1,000 a year less than the established poverty-level income for a family of four persons. Clearly there is more to be done.

RECOMMENDATIONS

With the exception of allowances for apprenticeship programs or specified limits on standards to apply while learners are in initial stages of employment, the recommendations offered herewith apply to all workers—women and men as well—in Maryland. Hence it is exigent that the Minimum Wage Law (Wage and Hour Law) of the State of Maryland be amended to meet the following standards:

- (1) There should be no exemptions listed in the Law, either numerically or by categories of employment, so that every employer will be subject to the regulations establishing minimum wages.
- (2) The minimum wage rate should be established at \$1.25 an hour and thereafter raised to meet the rate set by the Federal Fair Labor Standards Act.
- (3) Premium pay at time and a half should be established for all work done in excess of eight hours a day and/or 40 hours a week.
- (4) The Commissioner of Labor and Industry should be authorized to hire sufficient staff to properly enforce the Minimum Wage Law.

WAGE PAYMENT AND COLLECTION

BACKGROUND

- The Maryland Wage Payment and Collection Law enacted by the 1966 session of the Maryland General Assembly became effective on June 1, 1966. It states that all employers must establish regular pay periods—

at least every two weeks or twice each month—for all employees except executive, administrative, and professional personnel. The Law further extends payment regulations to an estimated 500,000 workers, presumably those in construction and, where women workers are concentrated, in the wholesale and retail trade and service industries.

- The Law provides that upon termination of employment the worker shall be paid all wages or salaries due him on or before the next regular payday for the work performed. Upon written complaint of violation, the Commissioner of Labor and Industry may institute proceedings on behalf of an employee to collect any wages or salaries unlawfully withheld.

REQUISITE

Wage collection laws are now in force in the surrounding jurisdictions of the District of Columbia, Delaware, Pennsylvania, and Virginia (but not in West Virginia). However, collection of wages from employers based in other States but who conduct temporary business operations in Maryland is a continuing problem. The need for mutual consideration is thus indicated.

RECOMMENDATIONS

In order to aid in the collection of wages legally due the worker, it is necessary that:

- (1) The Commissioner of Labor and Industry negotiate reciprocal agreements with the appropriate agencies of other States and the District of Columbia as needed for the enforcement of the Maryland Wage Payment and Collection Law.
- (2) The Commissioner be given any statutory authority necessary to the establishment of such reciprocity.

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HOME AND COMMUNITY



PROFILE

CARE OF HOME and family has been the traditional responsibility of the American woman. It has long been her domain, the focal point of all her activity. But the demands of an increasingly complex society have placed additional liability upon her once virtually simple existence. No longer is the homemaker able to give her undivided attention to the home. No longer is she willing to ignore the problems of her community, her nation, and the world.

The modern woman is active in government and politics, business and industry, civics and education. She plays a large part in what was formerly considered the realm of men, and in so doing has raised the standard of living, both for herself and her family. As of 1960, there were more than 397,000 working women in Maryland—approximately two fifths of the total female population of the State. Moreover, nearly a third of the State's married women were in the labor force. As a result, the woman of little education, the wife who heads a household, and/or the mother of a low-income family has found herself in a disadvantaged state. To whom is she able to turn for help? To which agencies may she look for guidance? What services are made available to her by the State?

Answers to these and other related questions has been the goal of the Committee on Home and Community. It has explored on a State-wide basis these concerns of women in Maryland and has recommended expanded services wherever they are needed. Consideration is in accordance with the following arrangement:

Services Related to the Home
Health Services
Consumer Protection
Child Care Services

SERVICES RELATED TO THE HOME

BACKGROUND

- The Home Management Aide Service is available to those homemakers who are eligible for financial assistance from the Baltimore City Department of Public Welfare. The agency's 10 Aides distribute pamphlets and give group instruction in two areas:
 - A. Housekeeping—cleaning, cooking, laundering, exterminating, and use and care of household equipment (stove, refrigerator, washer and dryer, etc.).
 - B. Home Management—purchase of food and planning of meals, use of donated foods, budgeting and money management, selection and care of clothing, purchase and care of furniture (particularly beds), routines for keeping house, elements of home decoration, and physical care of children and their needs.

In addition, daily visits for a period of one week are provided for those with more serious difficulties.

- A program of training designed to lead to financial independence is available to women of families on welfare in Baltimore City. At present, 800 women are in training for such jobs as hospital aide, recreation helper, food assistant, and so forth. During the training period, a monthly Federal allotment of \$54 is provided for child care.
- A welfare agency designed to help keep families united is the Protective Services Program. In cases where

morals are involved or where neglect and/or mistreatment of children has caused family separation, an attempt is made to correct the situation. Often, however, such correction may involve taking children from the mother's custody, but efforts to keep the family together are foremost.

- The Extension Service of the University of Maryland provides for those not eligible for welfare assistance. Extension Service Home Economics, which is available in all of the State's 23 counties and Baltimore City, is designed to aid the homemaker with the needs of contemporary living. Trained home economists consult with community leaders in order to best adapt the program to each individual locality, age group, and income level. The extension program in Maryland covers the following areas:

Consumer Education — an understanding of credit and better use of items bought.

Management—more efficient use of time, energy, and money.

Housing and Home Furnishing—selection, within the family budget, of durable, laborsaving, and attractive furnishings.

Child Development and Human Relations—study of the individual, family, and community.

Clothing—selection, management, and maintenance of family wardrobe, improvement of personal appearance, and home sewing.

Nutrition—planning, buying, and preparing of food. Services may be obtained through: personal requests; workshops, forums, and discussion groups; meetings with organized homemakers' groups; special interests groups; mass media; home visits; and training lay leaders.

- The Family and Children's Society offers the following services: a homemaker service for families with children in which the mother is ill or absent from the home; counseling in family situations where there is marital discord, poor parent-child relationships, absence of one of the parents, and/or inadequate care of the children; an adoption service for unwed mothers, children born out of wedlock, and for couples who wish to adopt a child; foster family care for emotionally disturbed children; and protection of children from mistreatment and neglect.
- The Urban League, Baltimore City's project on anti-poverty, has a Consumer Protection Program which is available only to families of low income. This service deals with budgeting, marketing, insurance, credit buying, meal planning, high-pressure salesmanship, and other areas where a person may make a request. The program is comparatively new, and its full value has not yet been determined.

REQUISITE

The continuance and improvement of services related to the home depends upon subsistent monies. More funds must be supplied in order to carry on existing programs, as well as for the implementation of new ones. The success of services is directly related to the availability of sufficient financial support. In this respect, Maryland has thus far been unable to adequately meet its responsibility.

RECOMMENDATIONS

Data from interviews and working associations—in addition to other material, reading, and study—makes it highly advisable that:

- (1) Compensation for expenses be provided to volunteer workers in order to encourage more people to contribute their time and energy without benefit of remuneration.
- (2) Better public relations programs be instituted at the local level.
- (3) More family planning programs be made available.
- (4) All agencies be accorded larger staffs in keeping with increasing work loads and responsibility.
- (5) Individual initiative in raising their own as well as their family's standard of living be instilled in all women receiving services.

HEALTH SERVICES

BACKGROUND

GENERAL HEALTH

- There are no services more vital to a woman than those pertaining to her general health. The women of Maryland should thus insist on and be cognizant of those preventive and curative services available in the community. Such services are particularly essential because of the woman's responsibility for the well-being of her family. For the physical and emotional health of a woman may affect many others besides herself.
- It has been found that prenatal, infant, and preschool pediatric health services are often not accessible in the neighborhoods where they are most needed. In addition, there are large numbers of women (of all social strata) who are unaware of these services where they do exist. Widespread knowledge of the many fine—and available—preventive and diagnostic programs is sorely lacking.
- The decline in infant mortality rates during the past several decades is due to the great strides in medical science and techniques; nevertheless, these rates are still much greater among some disadvantaged groups than in the general population. Such discordance makes apparent the need for more complete maternal and child health services.
- Baltimore City has begun to develop a community-wide pediatric program which is being planned and expanded in co-ordination with the Baltimore hospitals.
- In some neighborhoods, by reason of ignorance of the importance of preventive measures, mothers fail to avail themselves of the health services offered to them and their children. In addition, fear and inertia play a large part in the reluctance of these women to seek assistance from the existing services.

MENTAL HEALTH

- Treatment, rather than custody, is becoming the watchword where activities with regard to mental health are concerned. Better drugs and improved methods are generating new hope; as a result, overcrowding of institutions is gradually turning into a thing of the past.
- Parental care and education of the adolescent is all too often inadequate and misinformed. In cases of promiscuity, for instance, a false sense of security is frequently engendered by the notion that various drugs are absolute preventatives. Resultant venereal disease or pregnancy may thus cause serious mental problems.
- Diagnostic clinics manned by social caseworkers have been extremely effective as have day centers and psychiatric units of general hospitals. A level of even greater efficiency could be realized, however, through an interrelation of activities.

- Of the areas in which there is marked shortage of trained and qualified personnel, the following are prominent: psychology, psychiatric nursing, rehabilitation therapy, and social work.
- As training programs and salary levels gradually increase, more and more young people are considering and entering careers in the field of mental health. Dr. Harold L. McPheeters, the former Kentucky Health Commissioner who is now Assistant Director for Mental Health Training and Research, is presently exploring for the Southern Regional Education Board the availability of courses and Federal grants for the training of personnel for middle-level positions in the field of mental health.

DENTAL CARE

In Baltimore City

- The Baltimore City Dental Care Program has been conducted by the City's Department of Health since 1949. Originally, the Program was largely directed toward providing needed dental services for certain underprivileged school children. Since its inception, however, this phase of the Program has expanded to a point where dental care was provided, in 1965, for nearly 12,000 children.
- During the program's 17 years of existence, other dental care problems have been recognized, and efforts have been directed toward solving them. One such problem was that of providing needed prenatal dental care for those high-risk expectant mothers otherwise unable to afford such care. This service was made available at the Comprehensive Maternity Center, and while it has served a valuable purpose, numerically, the service is not as comprehensive as it could and should be.
- The original Dental Care Program has been changed in relation to the ages of its recipients. Instead of being directed toward children, within certain limitation—largely that of available funds—the Program provides dental services to eligible persons regardless of age. Eligibility for service requires that the recipient be certified as indigent by the Baltimore City Department of Public Welfare or as medically indigent by the City's Department of Health. Included in this expanded program is the provision of dental care for those elderly citizens eligible for such care under the program of Medical Aid for the Aged (M.A.A.). In Baltimore City, the dental care for such eligible citizens is available in a dental clinic facility at the Eastern Health District Center and also at the following hospitals: City, University of Maryland, Sinai, Mercy, South Baltimore, Johns Hopkins, and Provident.
- Another source of dental service in Baltimore City is the Dental School of the University of Maryland. In addition, several other organizations (either Federally

or privately funded) may, in exceptional instances, provide needed dental care otherwise seemingly unavailable. Such services, however, are necessarily very limited.

- In fiscal year 1966, the budget for dental services in the Baltimore City Program was \$109,944; this money was used to purchase dental care both in clinical facilities and in the offices of privately practicing dentists.
- An increase in the budget for Baltimore City dental services has been requested and is now (fall, 1966) awaiting action of the State Legislature. If the request is approved, it is expected that the City will be able to expand its present program in order to provide more comprehensive dental care.
- At the present time, the City of Baltimore has one full-time dentist who functions for the most part in an administrative capacity only. In contrast, six Maryland counties also have a full-time dentist. These dentists, however, have a dental unit and actually perform dental services, particularly for children.
- At present, many dentists are reluctant to provide services to welfare recipients because of the low fee schedule. However, the Dental Services Committee, in collaboration with the State Dental Association, will soon be proposing a new schedule of fees that will be more realistic. But further study of the problem, over and above that now being done by the Dental Services Committee, will be necessary.

In the 23 Maryland Counties

- Since 1929, a dental health program has been conducted by the State Department of Health in all of Maryland's 23 counties. Similar to the Baltimore City Program, the State program was initially directed toward providing dental health education for all children and remedial dental care for underprivileged children. Designated as School Dental Health Programs, agencies were under the direction of the Division of Dental Health of the Maryland State Department of Health. At the local (county) level, services were provided by local dentists employed on a part-time basis. In the early 1930's, however, recognition of the scope of the problem and the inadequacy of part-time assistance prompted a few counties to employ full-time dentists. Occasionally, such full-time employment was on a regional basis.
- Circumstances over the years have influenced a reduction in the number of counties conducting dental programs. The principal such circumstance has been an increasing inability to recruit either full- or part-time personnel because of the meager remuneration offered.
- The problem of providing remedial dental care for indigent or medically indigent expectant mothers was

recognized in the counties at an early date. Consequently, in areas where centralized clinical facilities (i.e., other than the school clinics which, customarily, made use of portable equipment unsuited for adults) had been established, programs were expanded to provide care for such women. This service is still available in those counties—Allegany, Baltimore, Montgomery, Prince George's, and Washington—which employ full-time dental personnel. However, services have been somewhat curtailed since the establishment of the Maryland Medical Care Program in which dental service for eligible expectant mothers is available in all counties in the offices of privately practicing dentists.

- Dental service provided in the Medical Care Program of the 23 counties is restricted as follows:

- A. Certification as indigent or as medically indigent is required in order to obtain needed dental service from privately practicing dentists.
- B. The amount of such service is limited by funds available for the purchase of services and also by regulations controlling the character of service offered.

Further, the amount of dental service available in the counties under the Medical Care Program has been reduced because of the growing reluctance of dentists to participate under the present fee schedule. Increases, however, are under consideration. And if revised schedules, along with certain other regulations may be liberalized, the dental service of the Medical Care Program will be open for marked expansion.

- A comparison of the scope of dental services under the Medical Care Program with that of the School Dental Health Program reveals that:

- A. Medical Care Program dental service is almost entirely remedial; there is little or no dental health education. In contrast, the School Dental Health Program is both remedial and educational.
- B. Available data indicate that the Medical Care Program's dental service is much more costly than that of the School Program. Nonetheless, the proposed increase in Medical Care Program fees should not cause any greater differential in costs in view of the fact that an increase in the salaries of School Program dental personnel is also under consideration. At present, salaries for dentists under both programs are so low as to preclude any possibility for the recruitment of additional personnel.

- In fiscal year 1966, the budget for dental services in the 23 Maryland counties was \$119,795.

In the State as a Whole

- Availability of needed personnel is tied to the remuneration offered. The present salary range established for professional dental personnel is not sufficient to attract

dentists and dental hygienists from more lucrative private practice. Further, problems in recruitment of personnel are compounded by difficulties in retaining services for extended periods of time. Ideally, recruitment should be geared toward promotion of lifetime careers in the field of public dental health, for under the present salary scale, difficulty has been encountered even in recruitment for short-term service.

REQUISITE

A comprehensive expansion and extension of the State's existing health services and programs is both necessary and desirable. Concomitant increases in available funds, general raising of salaries, and a more productive recruitment system for the securing of professional personnel is thus indicated. Moreover, the importance of reaching more families through the dissemination of health education cannot be overemphasized.

RECOMMENDATIONS

In order that the needs of the indigent may be sufficiently met, the following recommendations are offered:

GENERAL HEALTH

- (1) Health facilities must be made more accessible to women in the localities in which they live.
- (2) Day care programs and adequate transportation must be made available to women in order that they may be able to use the facilities offered.
- (3) It is necessary that community programs under private as well as public auspices make comprehensive provisions for prenatal, infant, preschool, and general health services. These services should be made available and easily accessible on a permanent or mobile basis to women where they live or work and should be accompanied by the dissemination of health education and practical assistance to encourage utilization.

MENTAL HEALTH

- (4) A study of pre-delinquent girls should be made in order to help prevent mental illness. Such maladies in boys are often made manifest through overt acts of vandalism, theft, and so forth, whereas girls may be disordered notwithstanding an absence of outward display.
- (5) Jobs in the field of health should not be assigned with regard to sex. There is, for instance, a great need for male nurses and female psychiatrists.
- (6) A study to determine what may be done to make more attractive the occupations in the field of health would be most enlightening. Such attractions might include better pay, increased status, and family assistance for nurses' aides, technicians, research workers, etc.

- (7) Legislation is necessary for the following: to promote the community concept of special education laws and special programs for the mentally ill and retarded; to finance some of the manpower shortage in the field of psychiatry, psychology, and social service; and to enable local communities to tax residents in order that needed programs may be implemented.
- (8) Programs are needed for the training of personnel for lower-level positions as well as for those of specialist. Such training could be begun after graduation from a junior or community college (i.e., a two year terminal curriculum) and could be shorter and less intensified than existing programs.
- (9) A committee on volunteer service should be established in order to consider availability and placement of unpaid workers. Such a group could also determine ways of encouraging volunteer work.

DENTAL CARE

- (10) The public dental health program in each of Maryland's 23 counties should have the services of at least one full-time dentist, and in some (of the larger) counties, such services should be augmented by the employment of part-time clinicians. Minimally, at least 10 additional full-time dentists should thus be employed, along with an even larger number of part-time dentists.
- (11) The hiring of at least one dental hygienist in each county would be quite valuable. Topical application of fluoride solution by the hygienist will provide an excellent caries preventive measure where children are not receiving the benefits of public water supply fluoridation. The hygienist can also serve well in the field of dental health education.
- (12) Employment of additional personnel will require that an increase in funds be provided the division of dental health. (It should be noted that the policy of financing county and local dental health projects jointly from Federal, State, and local monies serves to reduce the amount needed from each source. The policy of the division of dental health in contributing from one quarter to one half of dental program expenses will provide a basis for calculating additional State funds.)
- (13) Comprehensive provisions should be made, through the development of community programs under private as well as public auspices, for the expansion of educational, correctional, and preventive aspects of the dental health program.
- (14) An increase in the number of women in the field of dentistry is highly desirable. Methods of encouraging young women to consider such careers must be devised.

CONSUMER PROTECTION

BACKGROUND

- Consumer protection is an area of concern to the individual, private organization, business, the State, and the Federal government. The aim of consumer protection is to make certain that people get their money's worth from their purchases. Many businessmen are honest; however, many are not, and in order to suppress those who are dishonest, some policing is necessary.
- Current protection laws are weak; they will become stronger only when pressures are applied to make them stronger. President Johnson's Consumer Message of March 21, 1966, mentioned several areas of consumer protection which need attention. These areas are: packaging and labeling, drug safety, strengthening of the Food and Drug Administration, closing the gaps in laws dealing with cosmetics and medical devices, lending, and consumer education for low-income families.
- Packaging and labeling: At the present time, most supermarket items are packaged and labeled. However, the consumer is often denied the information he needs to make wise choices in order to get the best values at the lowest prices. Such deceptions as fractionalized ounces, delusive sizes and shapes, and price increases obscured by reduction in the size of packages—to name just a few—prevent the consumer from making accurate price comparisons between brands.
- The primary purpose of the Fair Packaging and Labeling Bill is to bring order out of the chaos of modern packaging and labeling practices so that the consumer will know what any given package contains. The Bill would permit the government to protect consumers against such practices as: inconspicuous quantity designations; deceptive illustrations; manufacturer's "cents-off" promotions when there is no assurance that the deductions are actually passed on to the consumer; confusing adjectives such as "giant pint"; fractional ounces which make comparative shopping difficult; slack-filled boxes; defective size designations; meaningless servings designations; and lack of information with respect to ingredients—when this may be important.
- Protection of the public's health: The law defines cosmetics as those articles intended to be rubbed, poured, sprinkled, sprayed, introduced into or otherwise applied to the human body for cleansing, beautifying, and aiding individuals to be more attractive in appearance. Hair dressing, lipstick, and creams contain color that is safe, but the products that claim to grow hair, restore youthful skin, or offer any farfetched promise of youth and beauty require careful consideration by the consumer.
- Lending: One of the most important recommendations made by President Johnson in regard to consumer pro-

tection was with respect to some kind of truth-in-lending legislation. Certainly the purchaser is entitled to know, in unequivocal terms, the price he is paying for the privilege of buying on credit. Some States have recognized this problem and the need for consumer protection and have passed laws designed to bring about such an objective.

- The President recommended legislation requiring the lender to state the full cost of credit simply and clearly and to state it before any credit contract is signed. Such legislation would be of invaluable assistance to consumers because it would make it possible for them:
 - A. To budget their income more intelligently, since they would know in clear terms the price of credit.
 - B. To compare credit costs so that they could shop for the best combination of quality and price, including all of the charges involved.
 - C. To avoid unscrupulous lenders who may use excessive credit charges and engage in insidious practices.

Such legislation would also be beneficial to the legitimate lender, for he would not have to compete with lenders who seek to gain business by misrepresenting credit costs. It would ensure the fair and effective competition that legitimate lenders desire.

- Credit: The regulation of the cost of credit, service charges, and fees is a matter of State concern. In Maryland, it has been recognized that abuses exist in the area of second mortgages. Such abuses also exist in installment sales and in revolving credit accounts. A bill to limit service charges to a maximum of one and a half per cent a month on revolving credit accounts was introduced in the last session of the State Legislature, but it failed to pass. The bill provided for the limitation of the charge to one and a half per cent a month on accounts under \$500 and one per cent a month on any balance over \$500. Most department stores charge one and a half per cent, but charge-plan corporations usually impose a fee of two per cent a month.
- Consumer education for low-income families: If families of low income are to utilize their earnings most effectively, they must either avoid the temptation of the installment plan or learn to use it with discretion. Low-income families tend to have to pay heavily for their purchases because of the element of risk involved. To make matters worse, credit buying frequently causes people to purchase more expensive items, since the cost is cloaked in terms of small payments rather than charged as a lump sum.

REQUISITE

To date, legislation designed to protect the consumer against unscrupulous business practices has for the most

part been weak and ineffectual. More dynamic legislation is, therefore, of urgent necessity as is an increased awareness on the part of the consumer himself. Such awareness implies a program of consumer education, for the consumer may be best protected if he is taught to safeguard his own interests.

RECOMMENDATIONS

Devious practices and inadequate legislation make it imperative that:

- (1) An Office of Consumer Protection be established, as soon as expedient, to study consumer problems, make investigations of alleged fraudulent practices, educate the public, and recommend legislation to protect the public.
- (2) An educational campaign be directed toward the *where and how* of shopping. The most desirable change in the shopping pattern of low-income families would be to get them to buy for cash instead of credit. For many families, however, not buying on credit is tantamount to not buying at all. Therefore, the next best course of action is to teach such consumers to shop around before purchasing. In this way, some of the inequities in the current system of credit may be reduced. In fact, many of the problems of low-income consumers could be completely avoided if these people were taught how to distinguish between such entities as new and used or reconditioned merchandise, between current and obsolete models of appliances, and between poorly built and substantially constructed furniture.
- (3) Low-income families be better informed of the community agencies that can help with their consumer problems—such as the Legal Aid Bureau, the Better Business Bureau, the small claims court, the Bureau of Standards, and the Federal Trade Commission.
- (4) In cases of dissatisfaction, consumers be encouraged to notify and seek correction from:
 - a. The store where the purchase was made.
 - b. The manufacturer of the product.
 - c. The Better Business Bureau.
 - d. The local Chamber of Commerce.
 - e. Their Congressmen and Senators—in order to expedite corrective legislation in the fields of food, drugs, and cosmetics.
- (5) Consumer advisory clinics be established in urban centers through existing agencies. Since personal contact clarifies and reinforces information, educational campaigns would be most effective if informed people were available to advise consumers. Consumer counselors and clinics offering advice in settlement houses would be of inestimable assistance in coping with consumer problems of low-income families. Such counselors might call on families at

home in an attempt to reach as many as possible before they become overburdened with consumer problems.

- (6) The consumer be taught to understand the conditions to which he agrees when he signs an installment contract. He must be made to realize that he is still liable for a debt even after his merchandise has been repossessed if the sales price of the repossessed article does not compensate the merchant for the entire debt.
- (7) Consumer education programs be expanded in school systems, both in the high schools and in the adult education courses.
- (8) Consumers be educated to look for quality and quantity in labeling and packaging.
- (9) All substances used in formulating a product be declared on the label in readable print and in simple language. Added vitamins or artificial coloring should require special labeling. Descriptive terms should be completely explanatory about such things as the so-called health foods, the drugs proposing cures for arthritis, and the drugs and devices for reducing.
- (10) Legislation with regard to credit, service charges, and fees be introduced as follows:
 - a. A contract for a retail credit account should have a legend stating the service charges which will be made and should be printed in type no smaller than elite typewriter characters, both in the application form and in the confirmation given to the buyer.
 - b. The confirmation should contain a clear and understandable statement of the amount or the rate of the service charge, as well as a legend stating that the buyer may at any time pay his entire balance without incurring any additional charge for prepayment.
 - c. Installment contracts should include a brief description of the goods or services, a statement of the amount of the down payment, and the cash sale price of each item.
- (11) Pressure from the consumer be brought to bear upon Congress for the passage of a clear Federal law on truth-in-lending. The consumer should insist on knowing what he is purchasing, how much he is getting, and the price he must pay.
- (12) Interest in consumer problems be encouraged in all organized women's groups.

CHILD CARE SERVICES

BACKGROUND

- The modern woman has a dual role in today's society: she is an individual seeking fulfillment and self-

expression, and she is the nurturer of children, concerned with her responsibility to future generations. Sometimes these roles are compatible; at other times, they are in conflict. The Child Care Subcommittee has considered those services that are necessary to assist women to perform adequately as mothers.

- As a result of the population explosion, there has been a 162 per cent increase in Maryland's childhood population (those under 18 years of age) since 1935. This means that there are more than two and one half times as many children today than there were 30 years ago. This increase in number is significant for all children because of increased demands on schools, medical services, recreational facilities, churches, housing, and social service programs—in other words, all those community institutions and resources which are needed for children and their families.
- That part of the American population which is identified as poor is relatively poorer than it was 30 years ago. In Maryland, 12 per cent of all families with children are classified as poor (i.e., those having an income of \$3,000 a year or less).
- 80 per cent of Maryland's children live in metropolitan areas. Baltimore City and four counties (Baltimore, Anne Arundel, Prince George's, and Montgomery) thus account for 704,735 of the 911,654 children in the public and private schools. The urban child lives in a web of streets with few safe areas for play. In a very real sense, then, there is less for the urban child to do, and more careful planning for him is necessary.
- On the average, one family in four moves every year. The feeling of security and permanence which used to be a part of childhood does not exist, nor are there any longer family and friends who will care for children on a temporary or extended basis. The isolated, mobile family must now turn to the community in time of crisis or for help in long-term planning (as is the case when a mother must go to work).
- In ever-increasing numbers, women must combine work outside the home with the task of homemaking and child raising, often without the assistance of family and friends and in the absence of readily available domestic help. In 1960, the United States Census Bureau found that there were in the labor force 55,699 Maryland women who had children under six. Given Maryland's average of 1.7 children under six for all Maryland mothers, the Governor's Commission for Day Care of Children estimated that there was a minimum of 94,700 children under six whose mothers were employed and an equal number of children between ages six and 11 who had working mothers. 50 per cent of the husbandless mothers with children were working, and incomes were generally near the poverty level.
- A 1965 survey of the U. S. Census Bureau found that

the number of children being left with inadequate or no care had more than doubled in the years between 1960 and 1965. Thus Maryland has approximately 35,000 boys and girls six years of age and under being left at home alone and an equal number between six and 12 being left to fend for themselves after school and during holidays and vacations. These children are obviously not receiving the care, protection, education, and stimulation which are vital concomitants of growth and development. For such children, the need for care outside the home is clear.

- Day care of children refers to the wide variety of arrangements which parents, for various reasons, choose for the care of their children (of whatever age) during the day. It includes such facilities as family day care homes and group care in day care or child development centers, nursery schools, day nurseries, kindergartens, and programs planned for hours before and after school and week days when school is not in session.
- Day care is important as a means of changing the habit patterns of deprived children. Poverty, it has been found, is *inherited*; that is to say, the patterns of dependency and helplessness are bred early in life. Cultural retardation is the result of a paucity of stimulation during critical developmental periods. A study currently being conducted at the Johns Hopkins Hospital and at 15 teaching hospitals throughout the country is finding that a large population of infants, when tested at four months, were found to be normal in mental and motor development. But by the ages of eight and 12 months, these same infants, when living in deprived circumstances, already showed signs of developmental lag. Through day care, these youngsters can be given the chance to grow up and become contributing members of society.
- Handicapped children—the retarded, the spastic, the epileptic, the emotionally disturbed—might be given a chance for more nearly normal participation with other children through day care services.
- Whereas services of certain relief categories are receiving open-end Federal grants in amounts of 50 to 75 per cent of expenditures, including both direct relief and staff salaries, Child Welfare Service funds are available only as a tool for research and demonstration and do not allow for direct service. In Maryland, the Department of Welfare's total expenditure for children has been in the neighborhood of \$8,000,000, but only \$741,000 has been reimbursed from the Children's Bureau.

DAY CARE SERVICES

- Day care services are of the most vital importance. For this is the area of greatest need, affecting more children than all other Child Welfare Services combined. In spite of this tremendous need, there are only

four publicly supported facilities in Maryland accommodating 163 boys and girls.

- The State has recently passed legislation authorizing the licensing and supervision of family day care homes and group day care centers. No local money, however, has been appropriated to enlarge upon the public services available. The publicly supported day care centers which do exist are financed entirely by Federal funds or with 10 per cent local, private participation. There are less than 30 family day care homes, whereas at least 1000 are needed.
- Simply because a child has entered school does not mean he is able to fend for himself before and after school, during holidays, and on vacations. The child six years of age and over also needs to know that he is accountable to someone, that his mother or someone who functions in her place cares where he is and what he is doing. Increase in juvenile delinquency is often caused by lack of proper supervision.

CHILD HEALTH SERVICES

- Funding for comprehensive health supervision and medical care for needy children is available through the Medicare Act which created project grants for low-income school and preschool children. These grants pay up to 75 per cent of the cost of approved projects and will supply comprehensive health care and services to indigent children. In addition, five comprehensive pediatric centers are now being planned for Baltimore City.
- More than half of the handicapping conditions of childhood are present before school age. For example, vision screening of three and four year olds can prevent certain forms of blindness. This must be done by age four or five, however, for by age six, the damage is irreparable.
- Pregnancy in girls 16 years of age and younger constitutes an important high risk situation both for the mother and the infant. Adolescent mothers have an unusually high ratio of obstetrical complications; and their children are *high risk infants* with respect to prematurity, brain injury, epilepsy, mental retardation, and so forth. Moreover, such mothers are denied public education both during and after pregnancy, a factor which handicaps them in securing work opportunities and which may affect their entire future. The infants are also handicapped because of a lack of prenatal care often caused by the mothers' hesitancy in seeking help and by inadequate support either from within the families concerned or from social agencies, which are handicapped by lack of personnel.
- Current spending in Maryland for family planning is around \$100,000 a year. These funds are not sufficient,

however, for further training of physicians and nurses, for their employment, and for equipment and supplies.

- The Planned Parenthood Association estimates that there are more than 80,000 Maryland women in the fertile years who are eligible for and desirous of contraceptive advice. At present, birth control information is not readily available to these women.

WELFARE SERVICES

- Rent payments: Present rental allowances of \$45 a month are totally inadequate. 55 per cent pay more for housing than is allowed to them; moreover, this amount often comes out of meager allotments for food and other expenses.
- Food allotment: The current food allowance falls below the Social Security Administration economy level standard of minimum need. Thus vulnerability to a host of diseases is nurtured by high incidence of malnutrition. 50 per cent of the children in Baltimore's poverty areas are anemic, with resultant secondary illnesses also present. It is false economy to give inadequate food allowances. We pay for it many times later—in heightened susceptibility to disease.
- Aid for Families with Dependent Children (AFDC) allotments allow \$38.08 per individual a month as a minimum for subsistence. However, there is also a ceiling of \$237 a month; therefore, no matter how many are in the family, \$237 is the maximum allowance for that family.
- In cases of chronic illness affecting either the mother or one of her children, frequent trips for medical care often create a financial threat, sometimes resulting in lack of adequate treatment.
- Current allotments for foster parents (when it is necessary that child and family be separated) do not cover the necessary expenses involved in bringing up a child. One of the great problems today is the lack of foster homes. Realistic, adequate funding for this program would do much to help in finding more foster parents.

EDUCATION

- In spite of the fact that experiences in early childhood years have been proved vital concomitants of the learning process, there is no public pre-kindergarten program *per se* in the State of Maryland. In fact, a universal State system of kindergartens does not even exist. As a result, many children are being deprived of this very worthwhile and necessary training.
- At present, pupil-teacher ratios in Maryland schools are so great as to preclude any maximum learning potential. In short, there are not enough teachers to handle the ever-increasing numbers of students.
- State participation in the financial responsibility for educational facilities includes replacement of obsolete

structures as well as provision for schools in areas with increased population. In Baltimore City, 59 buildings presently in use were built before 1900; by current building and teaching standards, they are obsolete. Their replacement is just as urgent as is construction of new facilities for suburban areas.

REQUISITE

The population explosion of the mid-twentieth century has made child care services more vital than ever before. Continued increase in the number of working mothers makes such services urgent—especially in the case of the indigent, or low-income, family. As of the present, the State of Maryland has been unable to provide sufficient programs for its physically and emotionally handicapped and culturally deprived children, as well as for its normal children. This situation must be remedied.

RECOMMENDATIONS

In order that the future of our society may be assured through the competence of its own future generations, it is urgent that:

- (1) The Governor appoint a commission to study specifically the needs of children.
- (2) The government accept responsibility for children who need aid through increased support of the following:
 - a. Child Welfare Services
 - b. Operation Headstart and Child Development Programs (of the Office of Economic Opportunity); present short-term help should be made available on a year-round, full-day basis.
- (3) Financing similar to that provided by the Hill-Burton Act be made available for development of facilities for children's services.
- (4) State and local governments accept responsibility for financing new services and for the expansion of existing ones in realistic proportion to need.

DAY CARE SERVICES

- (5) The Office of Economic Opportunity set aside adequate funds for construction and renovation of day care centers.
- (6) For the infant (age three and under), at least 1000 family day care homes be made available. Funding would necessarily include provision for staffs to develop family placement services which would in turn find, license, and supervise homes for use under the program. Further money must also be provided to pay family day care mothers wherever such supplementation is needed.
- (7) For the three to six year old, day care centers be provided first to take care of the children currently in need and second to take care of those who can

benefit from such service in the future (including children with special problems). At least 200 day care centers are needed throughout the State; however, 30 additional centers in Baltimore City and enough to meet the need in other metropolitan areas (with at least one day care center in each county) should initially suffice.

- (8) Sufficient funding for supervisory personnel, including professional and secretarial positions, be made available. Also, monies for travel expenses, operation of public day care centers, supplementation of proprietary and voluntary centers so that they may remain in business while maintaining necessary standards, and for construction of facilities in schools, public housing, or under other auspices are necessary.
- (9) For the school-age child, services analagous to, but different from, those recommended for younger children be instituted. Possibilities include expansion of recreational services where available, community schools, and family day care homes. In any case, funding for staff, facilities, operation, and bus services is necessary.
- (10) For all areas of day care, provision be made for development of adequately trained personnel, professionals, sub-professionals, volunteers, and area residents. On the professional level, special grants to colleges and junior colleges are necessary for programs in early childhood education on the graduate and undergraduate levels. For volunteers and area residents, special grants for in-service training programs are needed.

CHILD HEALTH SERVICES

- (11) Improved methods of distribution of comprehensive health supervision and medical care be made accessible to all needy children.
- (12) Pediatric centers now being planned for Baltimore City be implemented and that similar ones be established throughout the State.
- (13) Greater effort be made to discover and treat physical handicaps of children.
- (14) A more enlightened policy and attitude be taken toward health care and education of unmarried teenage mothers.
- (15) A committee composed of a professional advisory group with representatives from the State Department of Education, Health, Mental Hygiene, and Welfare be established and charged to institute an enlightened policy for dealing humanely and constructively with pregnant school girls.
- (16) Family planning facilities be expanded; also, information on birth control, prenatal care, nutrition,

and improvement of social conditions should be disseminated.

- (17) Grants from Aid for Families with Dependent Children (AFDC) be raised to a more realistic level.

WELFARE SERVICES

- (18) Family allowances be allotted according to the size of the family.
- (19) Monies be allotted for transportation to clinics.
- (20) The allowance for foster parents be increased in order that worthwhile services may be offered whenever and wherever it becomes necessary for child and family to be separated.

EDUCATION

- (21) Quality educational programs be provided for all children. These programs should be geared to the range of abilities and life objectives of the individual children.
- (22) Pre-kindergarten projects be developed throughout the State, basing programing and staffing procedures on the experiences of the Baltimore City Schools under the early admissions program (Federally funded by Operation Headstart).
- (23) Kindergartens be made available for all children in Maryland. Currently, only half of the State's five year olds enjoy this advantage. Maryland should establish and finance kindergartens as it finances other school grades. In addition, funds for construction should also be included.
- (24) Pre-kindergarten and kindergarten programs be expanded, where needed, to full-day care, possibly under the supervision of a principal of early childhood education. This official could also co-ordinate placement of younger children in family day care homes.
- (25) Pupil-teacher ratio be reduced to 25 to one. When classes are larger, the teacher is unable to give the individual instruction so necessary in building foundation tools as well as in later learning experiences. This assigned ratio should be exclusive of supervisory personnel and specialists in music, art, physical education, speech, remedial reading, and guidance, etc. Lower teacher-pupil ratio, plus appropriate programing, would do much to counteract the dropout rate and to encourage young people to stay in school and take advantage of the increased opportunities that continued education offers.
- (26) Guidance personnel be at a ratio of one for every 300 children. It is particularly important to have guidance personnel in preschool and elementary programs. Moreover, training for these specialists will be a vital part of such a program, as trained social workers are scarce.

- (27) Special programs geared to the needs of pupils in special situations, (i.e., the mentally retarded, the emotionally disturbed, the physically handicapped, the intellectually gifted, and the deprived urban child) be instituted.
- (28) School facilities be employed with a view toward community schools. By working co-operatively with other public departments—such as the Departments of Welfare and Recreation—and with private agencies, school facilities could expand their usefulness by becoming community recreation centers, service centers, and the centers of community life. Furthermore, utilization of the concept of a night principal to co-ordinate activities of outside groups would make it possible to provide supervision and constructive activities for elementary and secondary school pupils before and after school and during vacations, as well as to offer mothers and other adults a place to congregate, socialize, and learn. Such programing could counteract the impersonality of modern life by developing a feeling of community among area residents.
- (29) Teachers be adequately recompensed.

Resources

All of the bills relative to installment purchases and revolving credit accounts introduced during the 1966 session of the Maryland Legislature.

Baltimore City and State Health Departments.

Caplovitz, David. *The Poor Pay More*. New York, 1963.

Child Care Arrangements of the Nation's Working Mothers, 1965. U. S. Department of Health, Education, and Welfare;

Welfare Administration; Children's Bureau; and Women's Bureau, U. S. Department of Labor.

City and State Departments of Education.

Day Care Needs in Maryland, a report of the Health and Welfare Council of the Baltimore Area, Inc., for the Governor's Commission to Study Day Care Services for Children.

Department of Public Welfare.

Family and Children's Aid Society.

Sinai and The Johns Hopkins Hospitals.

United States Public Documents released by the office of the Special Assistant to the President for Consumer Affairs.

University of Maryland Dental School.

Women's Bureau, U. S. Department of Labor.

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WOMEN AS CITIZENS



PROFILE

PASSAGE OF THE Nineteenth Amendment in 1920 granted suffrage to the women of the United States. But the great determination of those who worked to bring it about was to foster an even greater determination on the part of women to revolutionize the American political scene. For women were to become suddenly aware of the complex workings of government and to take an unprecedented and increasingly active interest in the course of politics.

Until 1920, the American woman had no voice whatever in the conduct of any part of the government—except in the few States which had given her the franchise. Without the right to vote, she could certainly not be a candidate for office; hence her opinions were taken lightly, and her views carried little weight. Her abilities and potentialities, moreover, were neither utilized nor even tested.

The situation in 1966 is obviously quite different. The modern woman is no longer repulsed by the world of work, nor is she obliged to wage war for her rights. But stand up for those rights she must—and she needs the help, not the hindrance, of men. One way of obtaining that help has been to campaign for it.

Examination of the woman's role in government and politics has been the task of the Committee on Women as Citizens. The following areas have been considered:

Exercise of the Franchise
Women in Elective Office
Women in Appointive Office
Women as Volunteers

EXERCISE OF THE FRANCHISE

BACKGROUND

- As is the case in most regions throughout the country, Maryland lacks full participation of all its citizens in the affairs of the State. A very important item of consideration, and one of great moment for every responsible citizen, is voting. Voting is a right of citizens; it is a responsibility and a privilege which all should be cognizant of and should exercise.
- To date, no comprehensive statistics showing the extent of participation by women as voters in the State of Maryland have been compiled. Further, records that give breakdowns of voting by sex are not kept by all of Maryland's counties. Nonetheless, data which are available show that the voting participation of women is less than that of men—with the exception of Montgomery County. Moreover, the proportion of adults who register to vote is far greater than the proportion of registrants who actually cast votes.
- A statistical overview of women voters in Maryland, as reported by the 23 counties and Baltimore City, is as follows:

Counties	Women Voters
Allegany County	*
Anne Arundel County	35,558
Baltimore County	*
Calvert County	3,521
Caroline County	*
Carroll County	**

Cecil County	7,742 (registered)
Charles County	*
Dorchester County	5,917 (or 48%)
Frederick County	48% registered
Garrett County	1,706 (Democrats)
	2,697 (Republicans)
	(16 declined)
Harford County	***
Howard County	*
Kent County	3,145 (or 40%)
Montgomery County	76,912 (71,825 male)
Prince George's County	*
Queen Anne's County	*
St. Mary's County	4,905
Somerset County	5,245
Talbot County	**
Washington County	*
Wicomico County	10,565
Worcester County	**
Baltimore City	166,493 (Democrats)
	37,220 (Republicans)

* indicates information not available

** indicates reply not received

*** indicates lack of staff to research information

REQUISITE

All leading studies by political statisticians signify that not enough women exercise their right to vote. For more than 40 years, women have had the franchise, and their political participation has expanded in many directions. However, full participation by women in all of the functions of citizenship is not yet a fact.

RECOMMENDATIONS

The aforementioned studies further indicate that additional effort must be exerted to:

- (1) Interest and educate women with respect to public issues.
- (2) Prepare women for more constructive activity in the national political parties.
- (3) Stimulate women to seek both elective and appointive office.

WOMEN IN ELECTIVE OFFICE

BACKGROUND

- The record of Maryland women with regard to public office is encouraging. For example, in the Democratic gubernatorial primary of 1958, statistics show that 110 women were candidates for elective office. They fared as follows:

Office	Number of Women Candidates	Winners
State Senate	1	1
House of Delegates	12	5
Judges of Orphans' Court	15	10
County Commissioners	2	1
County Council	3	2
Register of Wills	7	6
Treasurer	2	1
Clerk of Court	1	1
State Central Committee	28	17
Delegates to State Convention	33	23
Democratic Executive Committee of Baltimore County	6	6
Total	110	72

Of the 110 Democratic women candidates, 72, or 66 and two thirds per cent, were elected. In the general election of 1958, there was a Democratic sweep; consequently, all of the Democratic women candidates who won in the primary election also won in the general.

- Tabulations for the 1958 general election with respect to Republican women candidates are the following:

Office	Number of Women Candidates	Winners
U. S. Congress	1	0
State Senate	1	0
House of Delegates	12	1
Judges of Orphans' Court	5	0
County Commissioners or Council	1	0
Register of Wills	5	2
Treasurer	1	0
Total	26	3

- Republican statistics for women in the general election of 1962 are:

Office	Number of Women Candidates	Winners
U. S. Congress	1	0
House of Delegates	18	2
Judges of Orphans' Court	6	1
County Commissioners or Council	7	2
Register of Wills	1	1
Treasurer	1	0
Total	34	6

- The Maryland Manual for 1965-1966 lists the following statistics for women holding important elective offices in Maryland:

State Senate	2
House of Delegates	10
Judges of Orphans' Court	12
County Commissioners or Council	3
Register of Wills	10
Treasurer	2
State Central Committee	51
Total	90

- The record of Maryland women in public office is heartening. For a woman must be strongly inclined to run for elective office in order to win. It is not easy for a woman to be a political candidate: the initiative is left entirely up to her. That is, she herself must contact the respective party leaders and let it be known that she wishes to run.
- In the 1966 gubernatorial primary, 368 Maryland women ran for elective office. The record follows:

	Democrats	Republicans	Total
Allegany County	2	3	5
Anne Arundel County	16	12	28
Baltimore County	36	32	68
Calvert County	2	1	3
Caroline County	3	0	3
Carroll County	0	7	7
Cecil County	12	1	13
Charles County	4	6	10
Dorchester County	2	4	6
Frederick County	3	4	7
Garrett County	1	2	3
Harford County	5	1	6
Howard County	2	5	7
Kent County	1	0	1
Montgomery County	43	17	60
Prince George's County	35	12	47
Queen Anne's County	3	0	3
St. Mary's County	4	2	6
Somerset County	0	0	0
Talbot County	2	1	3
Washington County	3	1	4
Wicomico County	3	2	5
Worcester County	2	0	2
Baltimore City	62	9	71
Total	246	122	368

- These same statistics, as compiled by office, are:

	Democrats	Republicans	Total
State Senate	6	3	9
House of Delegates	35	12	47
Judges of Orphans' Court	19	12	31
County Commissioners	6	3	9
County Council	5	3	8
Register of Wills	14	8	22
Treasurer	3	1	4
Clerk of Circuit Court	2	2	4
Clerk of Court of Common Pleas	1	0	1
State Central Committee	79	45	124
Delegates to State Convention	76	33	109
Total	246	122	368

Winning Women Candidates in Gubernatorial Elections, 1966						
	By County					
	Democrats		Republicans		Totals	
	PRIMARY	GENERAL	PRIMARY	GENERAL	PRIMARY	GENERAL
Allegany County	0	0	1	1	1	1
Anne Arundel County	6	3	10	1	16	4
Baltimore County	14	1	17	0	31	1
Calvert County	2	2	1	0	3	2
Caroline County	2	1	0	0	2	1
Carroll County	0	0	6	0	6	0
Cecil County	8	3	1	0	9	3
Charles County	5	2	3	1	8	3
Dorchester County	1	1	0	0	1	1
Frederick County	2	1	2	0	4	1
Garrett County	1	0	1	0	2	0
Harford County	1	1	1	0	2	1
Howard County	0	0	0	0	0	0
Kent County	1	0	0	0	1	0
Montgomery County	23	5	16	3	39	8
Prince George's County	16	6	14	0	30	6
Queen Anne's County	3	1	0	0	3	1
St. Mary's County	3	2	2	0	5	2
Somerset County	0	0	0	0	0	0
Talbot County	1	0	1	0	2	0
Washington County	1	0	0	0	1	0
Wicomico County	3	1	0	0	3	1
Worcester County	2	1	1	0	3	1
Baltimore City	20	6	7	0	27	6
Total	115	37*	84	6*	199	43*

	By Office					
	Democrats		Republicans		Totals	
	PRIMARY	GENERAL	PRIMARY	GENERAL	PRIMARY	GENERAL
State Senate	3	3	3	1	6	4
House of Delegates	14	9	10	2	24	11
Judges of Orphans' Court	10	9	11	0	21	9
County Commissioners	2	1	2	1	4	2
County Council	3	2	1	1	4	3
Register of Wills	9	8	2	0	11	8
Treasurer	3	3	0	0	3	3
Clerk of Circuit Court	2	2	1	1	3	3
State Central Committee	30	*	31	*	61	*
Delegates to State Convention	39	*	23	*	62	*
Total	115	37*	84	6*	199	43*

* Members of State Central Committee and Delegates to State Convention elected in primary only; ultimate totals for general election therefore much lower.

- As of the present, seven per cent of the Maryland State Legislature is composed of women. This is far better than the national average of only three per cent.
- In regard to the national political convention, the Democratic women of Maryland have made great strides. The State sent only one woman delegate to the 1956 Democratic National Convention. In 1960, however, four women delegates represented Maryland at the Convention, and in 1964, as many as seven were nominated. Similarly, the State's Republican Party elected two women delegates to the 1956 Republican

National Convention, six delegates to the 1960 Convention, and three to the one in 1964.

- This increased representation by women was not spontaneous. Rather, it was the result of an intensive campaign put on by the United Democratic Women's Clubs of Maryland and the Republican Federation of Women's Clubs. National Committeewomen also used their influence with the political leaders of their respective parties. Lists were compiled, and interested women were urged to contact their city and county leaders to let it be known they wished to be delegates.

REQUISITE

Eternal vigilance has been the price of the advance of women in politics. Such attention and devotion is nevertheless necessary and vital if women are to continue their penetration into this field once reserved solely for men. Great progress has been made; it must not be allowed to wane.

RECOMMENDATIONS

The nature of the political scene prescribes the following:

- (1) Maryland women must persist in their quest for elective office.
- (2) State- and city-wide political organizations must prevail upon party leaders to include women on their tickets.
- (3) Women's clubs should urge qualified women to run for public office at all levels of government.

WOMEN IN APPOINTIVE OFFICE

BACKGROUND

- Records of the Governor's office show that of approximately 2000 appointments there are 341 women (or 18 per cent) serving by appointment in the State of Maryland. Distribution is as follows:

212—General appointments of women to State-wide boards and commissions (such as the Board of Education, the Board of Nurses, etc.).

51—Women appointed to county and city school boards, library boards, Boards of Supervisors of Elections, liquor boards, etc.

76—Women appointed Trial Magistrates and Justices of the Peace.

2—Women given important judicial appointments, namely, Judge of the Supreme Bench of Baltimore City and Judge of the Municipal Court of Baltimore City. (Since being appointed, both have won election on their own.)

At first glance, the foregoing list seems impressive. Most of these appointments, however, are to nonpaying commissions and boards.

- Women holding top appointive office in the State are as follows:

1—Assistant Attorney General

2—Deputy State Comptrollers

1—Deputy State Treasurer

1—Chairman of the Commission on the Aging

1—Member of the Workmen's Compensation Commission

1—Chairman of the Commission for Children and Youth

1—Vice-Chairman of the Maryland State Board of Motion Picture Censors

- In Baltimore City, women have been appointed to or are serving in the following outstanding offices and commissions:

Fiscal Advisor to the City Council

Director of Public Welfare

Executive Assistant State's Attorney

Chairman of the Equal Employment Opportunities Commission
Civic Center Commission
Art Commission
Master of Domestic Relations, Division of the Supreme Bench of Baltimore City

REQUISITE

As is the case where elective office is concerned, women's organizations should have continuous liaison with the offices of the Governor and Mayors in order to promote the naming of women to appointive positions. These groups must act as watchdogs—ever alert to the prospect of vacancies. They should maintain a roster of highly qualified women, Republicans and Democrats alike, who are currently available for appointive posts. But this is not enough. They should further confront the realities of politics by urging all women to support and work for the gubernatorial and mayoralty candidates of the group's choice. Then, if its candidates are elected, that organization will be in a good position to make recommendations for top appointments.

RECOMMENDATIONS

In order to state more specifically what is now needed, the following suggestions are proffered:

- (1) A list of qualified women should be prepared by the Maryland Commission on the Status of Women subsequent to the publication of this Report. Such a list should be submitted to the Governor regarding State appointments and to the Mayors for city appointments. (If the Commission goes out of office, this assignment should then be undertaken by individual women's organizations.)
- (2) Women in the aggregate must take a more active interest in the appointment of those of their own sex to prominent positions.

WOMEN AS VOLUNTEERS

BACKGROUND

- The importance of women as volunteers in the political arena is inestimable. For it is certain that the duties and responsibilities incurred during the campaign preceding an election are numerous—so numerous, in fact, that there are rarely enough men available to handle them. Hence, because of this lack of manpower, women have been called upon to give assistance.
- The type of volunteer work that needs to be done is best demonstrated by statistics showing tasks performed in a special *Get Out the Vote* campaign conducted in the City of Baltimore in 1964:

2,500 block captains distributed
225,500 pieces of literature, and made
30,000 phone calls to
183 target precincts.

More than 90 per cent of this work was done by volunteer women.

• Women also filled such jobs as:

Block captain	1,907
Precinct worker	122
Telephone squad member.....	311
Coffee-hour hostess	33
Speaker	28
Distributor of literature.....	491
Assistant at campaign headquarters	102

REQUISITE

Women have proved to be extremely valuable as volunteer workers in campaigns as well as in elections. Their effectiveness could be increased, however, through continued effort toward the opening of new areas of work for women. For nearly every aspect of home and community life is influenced by politics. Women have, therefore, the responsibility for creating better understanding of political decisions and for increasing the degree of political education in old and young alike. They have also the responsibility to serve in party offices and in positions of party leadership, as well as in elective and appointive offices within the various governmental structures (local, State, and Federal) which affect them.

RECOMMENDATIONS

The changing political horizon makes it essential that:

- (1) More complete and precise statistics with regard to the work and participation of female volunteers be kept and made readily available.
- (2) Women be given a new image, namely, that of public service. Further, women should themselves consider such service a challenge and a responsibility.
- (3) Attitudes of men as well as women change with respect to women in politics, for politics is a joint responsibility.

Resources

Files of Officials, Republican and Democratic.

Maryland Manual, 1965.

Office of the Governor.

Supervisors of Elections' Offices in 23 counties and Baltimore City.

Committee Members

HON. VERDA F. WELCOME, *Chairman*

DR. MILDRED OTENASEK, *Co-Chairman*

MRS. MARY B. ADAMS

MRS. ELSIE B. ARBAUGH

MRS. RUTH FLEMING

MRS. HELEN HOCKER

MRS. LENA LEE

MRS. KATHERINE MASSENBURG

LEGAL STATUS OF WOMEN



PROFILE

AT ONE TIME, women had little or no right under common law. Gradually, however, through the passage of statutes, they were given rights allegedly equal to those of men. Hence in Maryland, there exists relatively little legal discrimination against women.

Nevertheless, there still remain some few inequities in State law pertaining to women. It has been the purpose of the Committee on the Legal Status of Women to review the Maryland Code and to recommend removal of these inequities.

The report examines the legal status of women with respect to the following collocation:

Requirements for Marriage
Miscegenation
Inheritance of Personal Property
Homesteads
Jury Duty

BACKGROUND

REQUIREMENTS FOR MARRIAGE

- In Maryland, the requirements for marriage are not very rigid. Incestuous and bigamous relationships are, naturally, prohibited; however, neither blood test nor physical examination (for the purpose of detecting venereal disease) is required. And only a brief waiting period is necessary after application for the license before the ceremony may be performed.

MISCEGENATION

- Article 27, Sections 393-398, of the Maryland Code prohibits marriage between certain specified races. The Senate bill introduced in the 1966 session of the State Legislature for the purpose of repealing this provision was defeated.

INHERITANCE OF PERSONAL PROPERTY

- Article 93, Sections 134-137, of the Maryland Code provides for the inheritance of personal property in cases where the deceased has not left a will. This section of the law pertains to intestate distribution of general personal property among members of the decedent's family. Hence in such instances, after payment of debts and costs of administration, the surviving spouse is to receive a specified proportion of the decedent's personal property depending upon whether or not there are surviving children, parents, brothers, or sisters.
- Personal property held by husband and wife as tenants by the entireties is not included among those items which are distributed by a court-appointed administrator. Neither is such property taken into account in calculating the total value of the decedent's estate.

HOMESTEADS

- Homestead laws which protect the family home up to a specified amount of the appraised value are in existence in many States. Maryland law has no provision, however, for the exemption of the family home (owned by a husband or wife individually) from seizure for debt. Nor does the State provide for occupation of the home by the surviving spouse and children for a specified period of time after the death of the husband or wife.
- Most family homes are owned by the spouses as tenants by the entireties, and property so owned is not subject to being liened by the creditors of either spouse alone. Thus, creditors who can reach entireties' property in order to satisfy their liens must act on a joint indebtedness of the husband and wife. Each spouse has in the property owned by the other a right of dower (Maryland Code, Article 45, Sections 6 and 7) or statutory shares (Article 93, Sections 329-344) which may be elected in lieu of the provisions of a will. Furthermore, the right to distribution under Maryland Code, Article 93, Sections 134, *et seq.*, with reference to personal property (including leasehold interests) is complemented with regard to real estate by the provisions of Article 46, Section 2, of the Code; and Article 93, Section 329, is complemented with regard to real estate by the provisions of Article 46, Sections 3 and 4.

JURY DUTY

- Section 8 of Article 51 (of the Maryland Code) provides that women be eligible for jury service on the same terms and conditions as men. The law applies to all 23 counties in the State as well as to Baltimore City.
- The Legislature is to be commended on its enactment of

laws making women eligible on the same basis as men for jury duty. This legislation places Maryland among the growing number of States which recognize the equality of men and women in regard to civil rights and responsibilities.

REQUISITE

Under Maryland law, women are well provided for in most instances. There are, however, several areas which require attention. These areas concern the protection of men under the law as well as that of women.

RECOMMENDATIONS

In order to adequately safeguard the rights of women, the Maryland Code must be amended to:

REQUIREMENTS FOR MARRIAGE

- (1) Require blood test and physical examination (for the detection of venereal disease) of both parties before issuance of a marriage license.

MISCEGENATION

- (2) Repeal the Anti-miscegenation Law.
- (3) Render the Code consistent with the right of intelligent adults to freely choose their own marriage partner.

INHERITANCE OF PERSONAL PROPERTY

- (4) Exempt certain items of personal property—such as jewelry and family heirlooms—from distribution and sale in intestacy proceedings. Such items would become the property of the surviving spouse.
- (5) Permit the surviving husband or wife to automatically receive personal property up to a specified value before distribution of the total estate.

HOMESTEADS

- (6) Provide a homestead law in order to protect (upon death of a husband or wife who is sole owner) the family home up to a specified amount of its appraised value.
- (7) Set a realistic amount under such law so that no family would be completely impoverished by the forced sale of its home.
- (8) Allow under homestead law for the occupation of the home by surviving spouse and children for a specified time after the death of a husband or wife. (Such legislation could be properly treated as an amendment to Articles 93 and 46 of the Code.)

Additional copies of this Report may be obtained
(in accordance with supply) by writing to:

MARYLAND COMMISSION ON THE STATUS OF WOMEN
405 Mercantile Trust Building
Baltimore, Maryland 21202



