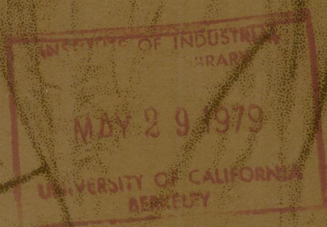


Negroes - Bibliography

U.S. National Archives and Records Service

Selected Documents
Pertaining to Black Workers
Among the Records of
the Department of Labor
and Its Component
Bureaus. 1902-1969



Cover: Negro women weighing wire coils
and recording weights to establish
wage rate. (RG 86)

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Compiled by
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Foreword

The General Services Administration, through the National Archives and Records Service, is responsible for administering the permanent noncurrent records of the Federal Government. These archival holdings, now amounting to more than 1 million cubic feet, date from the days of the First Continental Congress and consist of the basic records of the legislative, judicial, and executive branches of our Government. The Presidential libraries of Herbert Hoover, Franklin D. Roosevelt, Harry S. Truman, Dwight D. Eisenhower, John F. Kennedy, and Lyndon B. Johnson contain the papers of those Presidents and many of their associates in office. While many of the archival holdings document events of great moment in our Nation's history, most of them are preserved because of their continuing practical use in the ordinary processes of government, for the protection of private rights, and for the research use of scholars and students.

To facilitate the use of the records and to describe their nature and content, archivists prepare various kinds of finding aids. The present work is one such publication. We believe that it will prove valuable to anyone who wishes to use the records it describes.

Preface

Special lists are published by the National Archives and Records Service (NARS) as part of its records description program. The special list describes in detail the contents of certain important records series; that is, units of records of the same form or that deal with the same subject or activity or that are arranged serially. Its form and style are not fixed but vary according to the nature of the records to which it relates. Its distinguishing characteristic is that it goes beyond the general description contained in a record group registration statement, a preliminary inventory, or an inventory and describes records in terms of individual record items.

In addition to lists and other finding aids that relate to particular record groups, NARS issues publications that give an overall picture of materials in its custody. A new, comprehensive *Guide to the National Archives of the United States* and a guide devoted to one geographical area – *Guide to Materials on Latin America in the National Archives of the United States* were published in 1974. Reference information papers analyze records in the National Archives of the United States (hereafter called the Archives) on such subjects as transportation, small business, and the Middle East. Records of the Civil War are described in *Guide to Federal Archives Relating to the Civil War* (1962), *Guide to the Archives of the Government of the Confederate States of America* (1968), and *Civil War Maps in the National Archives* (1964); those of World War I in *Handbook of Federal World War Agencies and Their Records, 1917-1921* (1943); and those of World War II in the two-volume guide, *Federal Records of World War II* (1950-51). Genealogical records are described in *Guide to Genealogical Records in the National Archives* (1964). In the Archives are large quantities of audiovisual materials received from all sources: Government, private, and commercial. The *Guide to the Ford Film Collection in the National Archives* (1970) describes one of the largest private gift collections. The extensive body of maps and charts is described in *Guide to Cartographic Records in the National Archives* (1971).

Many bodies of records of high research value have been microfilmed by NARS as a form of publication. Positive prints of these microfilm publications, many of which are described in the current *Catalog of National Archives Microfilm Publications*, are available for purchase. For other publications, see the most recent *Select List of Publications of the National Archives and Records Service*, General Information Leaflet No. 3.

JAMES B. RHOADS
Archivist of the United States

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Introduction

The documents relating to black workers listed here were selected from those records in the National Archives of the United States that were created by the Department of Labor and some of its component bureaus. The present Department of Labor was created by an act of March 4, 1913 (37 Stat. 736), as one of the successor agencies of the Department of Commerce and Labor. Although a Department of Labor had previously existed, it was without Cabinet rank and was the predecessor of the Department's Bureau of Labor Statistics. The act stated that "the purpose of the Department of Labor shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment." The Secretaries of Labor in carrying out this mission established several offices that were specifically concerned with matters relating to the welfare of black workers. These were the Division of Negro Economics, 1918-21; the Negro Division of the United States Employment Service (USES), 1918; the Division of Negro Labor, 1934-37; and, more recently, various fair employment practice and equal employment opportunity offices that are concerned with the problems of black and other minority workers and with women wage earners. Other bureaus and offices in the Department were also concerned with the welfare of black workers. Consequently, this list refers to documents from several National Archives record groups (RG's): General Records of the Department of Labor (RG 174); Records of the Bureau of Employment Security (RG 183), which contains records of USES; Records of the Bureau of Labor Statistics (RG 257); Records of the Occupational Safety and Health Administration (RG 100), which contains records of the Bureau of Labor Standards; and Records of the Women's Bureau (RG 86).

On May 1, 1918, Secretary of Labor William B. Wilson established the Division of Negro Economics under the Department's War Labor Administration Office and appointed as its director George E. Haynes, formerly a professor of sociology and economics at Fisk University and one of the secretaries of the National Urban League. Haynes' functions were to advise the Secretary of Labor on matters affecting black wage earners and to outline and direct plans for greater production by black workers for the war effort, particularly in agriculture and industry. The staff of the Division included State Supervisors of Negro Economics who closely cooperated with Federal directors of USES in the states. The staff of the Division established interracial relations committees consisting of white and black citizens from localities where problems of discrimination against black workers were uncovered; it also developed informational and educational campaigns for harmony between the races and for helping white and black citizens to understand and foster the Department's programs to increase production for the war effort.

Two major reports were published by the Division: *The Negro Migration, 1916-1917* in 1919, a study directed by James H. Dillard, president of the Jeans and Slater Funds, and completed before the Division of Negro Economics was established, and a report by Haynes in 1920 entitled *The Negro at Work During the World War and During Reconstruction*.

The Division lingered until 1921 but was finally discontinued because, it was argued, it was meant to be a temporary war emergency office. From 1921 to 1934, however, Karl F. Phillips, who had served as Assistant Director of Negro Economics, remained with the Department as a Commissioner of Conciliation and as a liaison with the black community. With the Conciliation Service, Phillip's duty was to find bases of negotiation acceptable to both labor and management in industrial disputes. He also participated in labor meetings of black unions and organizations, monitored black labor activists, and acted as a mediator.

Only fragments of Haynes' and Phillips' records are extant—Haynes' among the records of the Department of Labor and Phillips' among those of the Bureau of Employment Security. All are related to office operations or to black workers.

On February 22, 1918, the Secretary of Labor created the Negro Division of USES. The Chief of this Division, Giles B. Jackson, formerly an attorney from Richmond, Va., had the duty of preparing plans for the most efficient use of the black labor force in the war. Some of Jackson's functions were supervised by the Director of Negro Economics, and the two offices generally acted together. The Negro Division existed less than a year, and only a few of its records remain. They are interspersed among those of the Division of Negro Economics and the files of the Chief Clerk of the Department of labor in RG 174.

The Division of Negro Labor was created by Secretary of Labor Frances Perkins in April 1934 "to advise the Secretary of Labor and chiefs of the divisions in the Department of Labor on all matters relating to the Negro wage-earner." A month earlier, Lawrence A. Oxley, formerly North Carolina State Director of Negro Relief for the Federal Emergency Relief Administration, had been appointed a Commissioner of Conciliation. When the Division of Negro Labor was created, he was made its chief while retaining his position as a Commissioner. The Division was placed in the Bureau of Labor Statistics but maintained liaison with the Children's Bureau to deal with problems of black child labor, with the Women's Bureau on problems of wage inequities and other conditions of employment affecting black women workers, and with the Conciliation Service in the adjustment of labor disputes involving black workers. As chief of the Division, Oxley also represented the Secretary on the Labor Advisory Board of the National Recovery Administration and on the National Mediation Board.

On July 1, 1937, Oxley was transferred to the administrative staff of USES and given the title of Field Representative. His primary duty was to visit State Employment Service offices to advise State and local office staffs about facilitating the placement of black workers. As part of this work, Oxley organized State conferences on the employment problems of black workers to focus attention on the difficulties encountered in their search for adequate, productive, and continuing employment. USES employed a number of black civil servants at this time, and Oxley also handled employment questions that arose from this group.

In 1939, when USES was transferred to the Social Security Board, Oxley was appointed chief of the Negro Placement Service, Division of Special Services. In spite of the fact that Oxley had various titles from 1934 to 1942, his detailed and numerous files for this period are among the records of the Bureau of Employment Security.

The Women-In-Industry Service, a war emergency agency, was authorized in 1918. The function of the Service was to ensure effective employment of women while

conserving their health and welfare. The Women's Bureau, established in the Department by an act of June 5, 1920, succeeded the Women-In-Industry Service. The Women's Bureau is responsible for developing standards, policies, and programs to promote the welfare of working women; for increasing their efficiency; for improving their working conditions; and for advancing their opportunities for profitable employment. This Bureau conducted studies and prepared articles, speeches, and reports, a few of which were concerned solely with the black woman worker and many of which, while relating to American women in general, contained information about black women.

The Bureau of Labor Statistics originated as the Bureau of Labor, which was established in the Department of the Interior by an act of June 27, 1884. In 1888 the Bureau became an independent Department of Labor without Cabinet status. It was incorporated into the Department of Commerce and Labor in 1903 as a bureau, and when the present Department of Labor was organized in 1913 the Bureau was transferred to it as the Bureau of Labor Statistics. As the Federal Government's principal factfinding agency in the field of labor economics, the Bureau gathers and analyzes data and publishes reports about the labor force, employment, unemployment, and other work-related subjects. The Bureau, as the principal Government agency concerned with price statistics outside the field of agriculture, publishes periodical indexes of consumer and wholesale prices and conducts studies of consumer expenditures and incomes. This list includes samples of surveys of individual consumer expenditures and incomes of black wage earners.

The Occupational Safety and Health Administration succeeded the Bureau of Labor Standards in May 1971. Established as the Division of Labor Standards in November 1934 and renamed in 1948, the Bureau promoted industrial safety and health and gave technical advice to State labor departments, labor unions, and trade associations. It developed national standards for labor legislation and labor administration and assisted the Bureau of International Labor Affairs in implementing international labor standards. Through agreements negotiated between Federal and State agencies, it coordinated the enforcement of laws concerning wage rates, hours of work, industrial homework, child labor, and safety and health. The Bureau served as an adviser on conditions and programs in the areas of child labor and youth employment standards and prepared publications and exhibits for public information. Its records include correspondence with black individuals, labor and political organizations, and civic associations.

This list does not refer to all of the documents relating to black workers that are among the records of the Department of Labor and its component bureaus. Items were selected for the list because of their importance for understanding the history of the relationship between the black wage earner and the Department of Labor. Some documents are unique; others are representative of a larger group of similar records. The items in the list are arranged alphabetically by major subject headings, thereunder by minor subject headings, and thereunder chronologically. About one-fourth of the subjects are cross-referenced. The inclusive dates extend from 1902 to 1969, but most items are dated between 1918 and 1940. A typical entry in the list shows, for the item to which it refers, the date, names of correspondents or author, title if any, number of pages, and number of the National Archives record group. The list includes various types of textual records: letters, memorandums, published and unpublished reports, minutes, agenda, transcripts, speeches, legislation, telegrams, scripts, press releases, press clippings, bulletins, tables, and articles. The entry specifies the type of record only if the document is not a letter or if the type is not evident from the title. Some audiovisual records are listed: photographs, motion pictures, and sound recordings.

A number of other National Archives record groups also contain textual and audiovisual materials relating to black workers: Records of the National Recovery Administration (RG 9), Records of the Veterans Administration (RG 15), Records of the Federal Extension Service (RG 33), Records of the Civilian Conservation Corps (RG 35), General Records of the Department of Justice (RG 60), Records of the Work Projects Administration (RG 69), Records of the Bureau of Agricultural Economics (RG 83), Records of the Adjutant General's Office 1780's-1917 (RG 94), Records of the Farmers Home Administration (RG 96), Records of the Bureau of Refugees, Freedmen, and Abandoned Lands (RG 105), Records of the National Youth Administration (RG 119), Records of the Public Works Administration (RG 135), Records of the Agricultural Stabilization and Conservation Service (RG 145), Records of the Committee for Congested Production Areas (RG 212), Records of the Committee on Fair Employment Practice (RG 228), and Records of U.S. Army Continental Commands, 1821-1920 (RG 393).

Many of these records and some additional ones are described in the following National Archives and Records Service publications: Paul Lewinson, *A Guide to Documents in the National Archives for Negro Studies*, 1947; *Black Studies (Select Catalog of National Archives and Records Service Microfilm Publications)*, 1973; Leslie Waffin, Nancy Malan, and Charles Thomas, *Audiovisual Records in the National Archives Relating to Black History*,* and *Tabular Analysis of the Records of the U.S. Colored Troops and Their Predecessor Units in the National Archives of the United States*, Special List 33, 1973.

The titles of the following Labor Department officials are not given in the entries of the list.

Burr, Walter F.
Associate Director, National Reemployment Service

Haynes, George E.
Director of Negro Economics

Hinrichs, A. F.
Chief Economist, Bureau of Labor Statistics

Kerwin, Hugh L.
Private Secretary to the Secretary of Labor
Commissioner of Conciliation
Director of Conciliation

Lubin, Isador
Commissioner of Labor Statistics

Oxley, Lawrence A.
Commissioner of Conciliation
Chief, Division of Negro Labor
Field Representative, USES
Chief, Negro Placement Service, USES

Persons, W. Frank
Director, USES

*Preliminary Draft prepared for the 56th Annual Meeting of the Association for the Study of Negro Life and History, October 1971, revised July 1972.

Phillips, Karl F.
Assistant Director of Negro Economics
Commissioner of Conciliation

The following abbreviations are used in the list.

NAACP	National Association for the Advancement of Colored People
NRA	National Recovery Administration
PWA	Public Works Administration
WPA	Work Projects (Works Progress) Administration
YMCA	Young Men's Christian Association
YWCA	Young Women's Christian Association

Agriculture

Agriculture—General

- N.d., Women's Bureau, "A Program for the Development of Old-Age and Survivors Insurance Coverage of Agricultural Workers and Household Employees," 21 p., RG 86
- May 7, 1918, George E. Haynes to Secretary of Labor, memorandum, 9 p., RG 174
- July 10, 1920, "The National Farmers' Co-operative Association," clipping from *Savannah Journal*, 1 p., RG 174
- July 16, 1920, C. Van Leuven, Hugh MacRae & Co., Inc., to John E. Taylor, Wilmington, N.C., 1 p., RG 174
- July 29, 1920, Taylor to Haynes, 11 p., RG 174
- Sept. 7, 1920, G. D. Jones, Wassau, Wis., to Haynes, 1 p., RG 174
- Sept. 9, 1920, Paul P. Arenson, Arenson Realty Development Corp., to Haynes, 1 p., RG 174
- Sept. 20, 1920, Haynes to Louis F. Post, Assistant Secretary of Labor, memorandum, 1 p., RG 174
- Sept. 25, 1920, Post to Edwin F. Sweet, Assistant Secretary, Department of Commerce, 1 p., RG 174
- Dec. 30, 1924, C. A. Campbell, Michigan Department of Labor and Industry, to Emmett J. Scott, Howard University, 1 p., RG 183
- Jan. 12, 1925, Karl F. Phillips to Campbell, 2 p., RG 183
- Aug. 1926, Kelly Miller, "The Farm, the Negro's Best Chance," reprint from *Manufacturers Record*, Aug. 1926, 2 p., attached to Sept. 27, 1926, Miller to Department of Labor, 1 p., RG 183
- June 6, 1928, "Group of Negroes Picking Cotton," photo, RG 86
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- June 12, 1928, "Group of Male and Female Negro Workers in Cotton Field," photo, RG 86
- 1930, Women's Bureau, "Within the Gates," motion picture, 33 minutes, black and white, RG 86
- Nov. 28, 1931, "Cotton Picker To Do Work of 20 Men," clipping from *Baltimore Afro-American*, 1 p., RG 183
- Dec. 7, 1931, S. H. McCrory, Department of Agriculture, to Samuel J. Gompers, Chief Clerk, Department of Labor, 2 p., RG 183
- May 1934, "Report of the Agricultural Committee of the Inter-Departmental Group Concerned with the Special Problems of Negroes," 17 p., RG 174
- Apr. 11, 1936, James P. Davis, Agricultural Adjustment Administration, "The Negro Farmer and the Conservation Program of the Southern Division [of the Agricultural Adjustment Administration]," speech to the Conference of Negro Extension Workers and Farmers, 4 p., RG 183
- Aug. 12, 1936, C. A. Cobb, Agricultural Adjustment Administration, "The Negro Farmer and the Agricultural Adjustment Administration," speech, 7 p., RG 183
- Oct. 26, 1936, Lawrence A. Oxley to Secretary of Labor, "An Appeal for Social Justice, Made by the Conference of Episcopal Church Workers Among Colored People in Session at Baltimore, Maryland, October 15, 1934," memorandum, 2 p., RG 183
- May 26, 1950, Secretary of Labor to Clarence Mitchell, NAACP, 3 p., RG 183

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- Jan. 16, 1925, Carl Young, Michigan Department of Labor and Industry, to Secretary of Labor, 3 p., RG 183
- Feb. 19, 1925, Young to Secretary of Labor, 2 p., RG 183
- Aug. 10, 1934, W. R. Valentine, Manual Training School, Bordentown, N.J., to Lawrence A. Oxley, 1 p., RG 183
- Aug. 11, 1934, Oxley to Valentine, 1 p., RG 183
- Aug. 17, 1934, Walter F. Burr to Oxley, 1 p., RG 183

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N.d., Secretary of Labor to George R. Arthur, Federal Employment Service, Chicago, Ill., draft of letter, 2 p., RG 174
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Oct. 15, 1934, Robert C. Weaver, Adviser on Negro Affairs, Department of the Interior, to Oxley, memorandum, 2 p., RG 183

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May 4, 1934, Fritz Cansley, YMCA, Denver, Colo., to Lawrence A. Oxley, 1 p., RG 183

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 Mar. 18, 1942, Smith to McGinnis, to the attention of Oxley, "Mississippi—Analysis of ES-270 Reports Submitted by Employers in Mississippi Relative to Employment Opportunities for Negroes," 2 p., RG 183
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- Dec. 13, 1950, White to Secretary of Labor, 3 p., RG 183
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- July 29, 1918, Secretary of Labor to Chamber of Commerce, Richmond, Va., to the attention of F. D. Dunlop, 1 p., RG 174
- Feb. 1919, Office of the Secretary, Department of Labor, "Preliminary Program of an Informal Conference on Problems of Negro Labor To Be Held at Washington, D.C., February 17 and 18, 1919," 4 p., RG 174
- Apr. 12, 1919, George L. Boyle, Washington, D.C., to Secretary of Labor, 2 p., RG 174
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Appendix

List of Secretaries of Labor

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1930 - 1933	William N. Doak
1933 - 1945	Frances Perkins
1945 - 1948	Lewis B. Schwellenbach
1948 - 1953	Maurice J. Tobin
1953	Martin P. Durkin
1953 - 1960	James P. Mitchell
1961 - 1962	Arthur J. Goldberg
1962 - 1969	W. Willard Wirtz
1969 - 1970	George P. Shultz
1970 - 1973	James D. Hodgson
1973 - 1975	Peter J. Brennan
1975 - 1976	John T. Dunlop
1976 - 1977	W. J. Usery
1977 -	Ray Marshall



General Services Administration