

COMPARABLE WORTH

Senator Tom Harkin and Rep. Eleanor Holmes Norton introduced bills to implement comparable worth in the last Congress (and these bills are expected to be reintroduced this year).

- The Congressional comparable worth proposals would prohibit employers from paying lower wages for jobs dominated by employees of a particular sex, race, or national origin than for jobs dominated by employees of the opposite sex or different race or national origin for work on "equivalent" jobs. Equivalent jobs would be defined as jobs that may be dissimilar, but whose requirements are equivalent when viewed as a composite of skills, effort, responsibility, and working conditions. The EEOC would establish criteria for determining whether jobs are dominated by employees of a particular sex, race or national origin. The bills also provide that no wage rates may be reduced in order to comply with comparable worth requirements.

ARGUMENTS FOR COMPARABLE WORTH LAW

- **There is a significant wage gap.** According to the Council of Economic Advisors, in 1997, the gap between men's and women's wages was approximately 75 percent. The most recent detailed longitudinal study found that in the late 1980s about one-third of the gender pay gap was explained by differences in the skills and experience that women bring to the labor market and about 28 percent was due to differences in industry, occupation, and union status among men and women. Accounting for these difference raised the female/male pay ratio in the late 1980s from about 72 percent to about 88 percent, leaving around 12 percent as an "unexplained" difference. While some of this gap is due to unequal wages paid for the same job, some of the difference is due to women in occupations predominated by women not being paid the same by men in equivalent jobs.
- **Comparable worth could increase wages.** The AFL-CIO recently issued a study that shows that America's working families lose approximately \$200 billion of income annually to the wage gap -- an average loss of more than \$4,000 every year for each family, even after accounting for difference in education, age, location, and the number of hours worked. The study also showed that if married women were paid the same as comparable men, their family incomes would rise by nearly 6 percent, and their families' poverty rates would fall from 2.1 percent to 0.8 percent.
- **Eight states have implemented comparable worth laws for state employees.** Eight states -- Connecticut, Iowa, Minnesota, Montana, New York, Oregon, Washington, and Wisconsin -- have enacted comparable worth laws covering state government employees. With the exception of Montana whose pay equity study found that there was "no significant gender bias," the seven states that have implemented comparable worth

expended only between 1 percent and 4 percent of their payroll budgets.

- **Comparable worth adjustments for state and local governments have resulted in payments.** Public employees in twenty states received collective bargaining related equity adjustments during the 1980s. State employees in Michigan received \$21 million in comparable worth adjustments; in Pennsylvania, \$16 million; and in Washington, \$442 million. In the 1990's, state workers in Connecticut reached a \$22 million pay equity settlement that will give nearly half of that state's workforce an average of \$1,000 per year. In 1994, social workers in Los Angeles County won a 20 percent pay equity wage increase. Previously, there had been a 34 percent wage differential between the female-dominated social worker class and the male-dominated probation officer class, despite similarity of skills, responsibilities, and working conditions.

ARGUMENTS AGAINST COMPARABLE WORTH

- **Comparable worth policies could cause significant job losses.** Comparable worth job assessments are based on skills, effort, responsibility and working conditions required by the job without taking into account any of the traditional supply and demand factors. If the wages of child-care workers (which is dominated by women) were to be raised to be equivalent to a comparable job (e.g., mechanics, which is dominated by men), this would mean that wages would be increased above the market-clearing level and unemployment would result.
- **Comparable worth evaluations could cause substantial administrative costs -- and possibly extensive litigation.** The Harkin/Norton bills call for the EEOC to establish criteria for determining whether particular jobs meet the gender, race or ethnicity thresholds, but do not call for governmental classification of jobs. Assessments would be done by individual employers and comparisons would be made between jobs at a particular establishment. While this decentralized approach avoids direct government job ratings, it could lead to significant variation among establishments and to costly litigation challenging the criteria and scoring of jobs at particular establishments. While it could provide a job bonanza for human resource consultants, the resulting administrative costs could be a severe burden to many firms.
- **The accuracy of comparable worth job classifications is questionable.** A 1989 experimental study of comparable worth prepared for the Federal Reserve Bank of Kansas City had three commercial job evaluation firms rate the same 27 jobs in an actual company. The report concludes that scores provided by different job evaluators do not provide mutually consistent adjustments to existing pay scales.
- **Comparable worth is more invasive of private business decision-making than other Federal mandates.** For example, compared with the minimum wage which is uniform in its application and is relatively easy to administer, comparable worth would require more extensive record-keeping, incur greater administrative expenses, and affect wage levels

and resource allocations without regard to productivity and other market conditions. As the American economy becomes more and more flexible, the rigid job classification framework of the Harkin/Norton bills would move us backwards -- against the tide toward more flexible job definitions, individual merit-based pay, and work teams.

- **Mandatory comparable worth experience in the United States -- which has been limited to public sector employment in a few states -- fails to establish a good model for a mandatory private sector program.** Governments generally use a traditional job-description based, administratively run system for determining wages. This makes it more feasible to implement a comparable worth system in government; however, both the private sector and reform-oriented government personnel systems are moving toward compensation-based regimes linked to individual worker performance. At least one study of public-sector comparable worth programs (Minnesota and San Jose, CA) found that women's wages increased slightly, but there was also a slight loss of employment in the form of reduced future jobs.

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Alternative Proposal for Data Collection and Analysis

The bill could propose adequate funding for a large, well-done research study or set of studies of the sources of gender differences in pay. The ability of previous academic work to reach definitive conclusions has been hampered by many factors, including: inadequate data from employers on job characteristics, such as work flexibility, leave policy, fringe benefits like child care availability and health insurance, and other "compensating differentials"; inadequate data from employees on education, training, experience, and work preferences; small and possibly nonrepresentative samples; inadequate representation of key industries or locations; and other factors. The proposed study or studies would have adequate funding for careful design, data collection, and analysis to address all of these weaknesses. Specifically, the study or studies would have the following goals:

1. *Provide adequately detailed information for a large sample of employees and firms to support more definitive conclusions about the sources of observed wage differences between men and women.* Funding should be adequate to minimize the risk that the studies will conclude that large wage differentials "may" result from discrimination, and to allow the studies to quantify how much of the wage differentials (if any) can be explained by carefully-measured employee and employer factors.
2. *Provide specific guidance to DOL and EEOC on appropriate next steps for reducing unexplained wage differentials.* In particular, the analysis of study data would assess the cost, feasibility, and value of collecting additional information from employers on a routine or occasional basis to provide further insights into gender differences in wages, and to better identify firms that have and have not eliminated wage differentials that are probably discriminatory.

Further discussion with research experts would be needed to fill in the details of this proposal, but we suspect that funding in the range of \$1-2 million would be adequate for a single large study, and \$3-5 million would be adequate for a more comprehensive set of studies.

DRAFT - Will bring
revised copies to meeting

March 9, 1999

MEMORANDUM FOR ELENA KAGAN

FROM: THOMAS FREEDMAN
MARY SMITH

SUBJECT: Equal Pay Data Collection

This memorandum describes several alternatives for improving collection of wage data by the federal government. Last year, the Administration endorsed Senator Daschle's bill which currently contains only a Sense of the Senate provision, recognizing that the Administration should look into ways to collect this data. A previous version of Daschle's bill contained a general provision that required employers to submit wage data to the EEOC, broken down by race, sex, and national origin, but this provision was removed at the Administration's request. Recently, however, Senator Daschle has made it clear that he intends to return some kind of data collection provision to his bill before Equal Pay Day on April 8 -- either what he previously included or some other recommendation from the Administration. This memorandum outlines how the federal government currently collects wage data, how it uses this data, and what efforts could be made to improve data collection.

I. Current Methods of Collecting Wage Data

There are three major uses of wage data: enforcement, technical assistance, and research. Both the Equal Employment Opportunity Commission (EEOC) and the Department of Labor's Office of Federal Contract Compliance Programs (OFCCP) currently collect data that is used for enforcement. The Bureau of Labor Statistics and the Bureau of the Census both collect data that is used for informational and research purposes, but not for enforcement.

A. EEOC

The EEOC currently collects annual data regarding the demographic breakdown of the workforces of private employers with 100 or more employees and of federal contractors with 50 or more employees on the EEO-1 form. However, the EEOC does not currently collect salary data with respect to private employers. (The EEOC does collect pay data from state and local governments through the EEO-4 form.) The EEOC uses the data on the EEO-1 form, after an individual claimant's charge is filed, to examine a company's practices. In addition, the EEOC uses this data to determine whether it will file a Commissioner's charge, a charge filed by the EEOC, not by a private citizen.

After a charge is filed, the EEOC can investigate and obtain wage data from an individual employer. This data could then be used in litigation. However, by statute, the data on the EEO-1 is subject to privacy protections, and the EEOC cannot give this data to the public.

B. OFCCP

OFCCP currently collects wage data from contractors when they are performing an compliance review on-site. While OFCCP is on-site, they obtain detailed wage data on individual employees. OFCCP has taken this data off-site in some instances. They use this data to settle cases with contractors and ensure that contractors correct their pay policies. OFCCP also uses the EEO-1 form in helping to determine which contractors they will audit. Recently, OFCCP has requested wage data before venturing on-site, at the earlier stage of the audit called the "desk audit" phase. However, they are formally requesting OMB to allow them to do this for all cases.

C. BLS and Census

In general, BLS gathers data from employers and from households. In virtually every case the respondents contribute information voluntarily. BLS, in turn, pledges to maintain the confidentiality of all survey responses and the identity of survey respondents.

The household-based surveys are the principal source of data on earnings by demographic variables such as sex and race. The employer-based surveys do not gather wage data on a demographic basis. BLS believes that voluntary employer-based surveys are not useful vehicles for obtaining demographic information.

The Census also collects some wage data by household but not by employer.

New Wage Gap Report. As announced by the Vice President last year, BLS will soon be issuing a report on women's earnings. This report will provide greater detail than previous reports. The data will be culled from the Current Population Survey (the major household survey). BLS intends to publish figures on women's earnings by various characteristics, such as full-time and part-time status; union status; occupation; educational attainment; and marital status. This compendium of tables will be accompanied by a brief analytical text.

II. Possible New Methods of Collecting Wage Data

Below are listed some options for collecting wage data for enforcement, technical assistance, and informational purposes.

A. Wage Data for Enforcement and Technical Assistance

If data were collected for enforcement or technical assistance, either the EEOC or OFCCP should collect this data.

1. EEOC

The most likely way for the EEOC to collect this data would be to add back in a provision to Daschle's bill. The old version of Daschle's bill provided for the collection of pay information by the EEOC from employers with 100 or more employees, analyzed by the race, sex, and national origin of the employees. It was somewhat vague on exactly how the wage data would be collected. In particular, it did not specify that the data needs to be collected on the EEO-1 form, which is the form used by the EEOC to collect employment data.

Senator Harkin's bill also requires employers to submit wage data with respect to job category, sex, race, and national origin. Unlike Senator Daschle's bill which requires employers with 100 employees or more to submit this data, however, Senator Harkin's bill requires employers with 25 or more employees in the first two years and 15 or more employees in subsequent years to submit this data. Furthermore, under Harkin's bill, the EEOC is authorized to publish this data and may provide specific employer's reports to the public. This provision is very controversial. As noted above, Senator Daschle's bill had originally contained a requirement for greater collection of wage data, but the Administration felt this would draw a great deal of fire from Republicans and the business community and it was replaced with Sense of the Senate language that the President should increase the amount of information available on wage disparities.

The main concerns with collecting data on the EEO-1 form centered around opposition from the business community and Congress. The EEO-1 form has remained virtually unchanged for the past 30 years, despite its review every 3 years for OMB paperwork clearance (most recently in 1997). The nine occupational categories are so broad that each job category contains many individual jobs. As a result, many in the business community perceive the EEO-1 form as a waste of time and money. (OMB estimates that adding wage data would likely increase the compliance costs dramatically -- possibly by several hundred-fold -- although creating a supplement to the form or limiting it to a subset of the reporting universe could mitigate some of these costs.) Nonetheless, the EEOC believes that collecting wage data on the EEO-1 form would greatly improve its ability to target and prioritize discrimination cases. It also would assist the Department of Labor (DOL) in targeting its enforcement efforts and monitoring affirmative action programs.

There is consensus that any attempts to add wage data to the EEO-1 form will draw immediate fire from the Republicans and the business community. Indeed, any announcement of a process to determine the best way to gather this data would likely provoke a rider and risk the increase in funds requested for the EEOC in our FY2000 budget. (The budget requests \$312 million for the EEOC -- \$33 million or 12 percent more than enacted in the 1999 budget. Almost one-third of the increase, or \$10 million, will be used for our Equal Pay Initiative. EEOC will advance outreach to businesses and employees to educate them about the legal requirements for paying equal wages, provide technical assistance, improve training for EEOC employees to better identify wage discrimination issues, and launch a public service announcement campaign to

highlight the wage gap.)

We might consider adding in a more narrow provision to the Daschle bill such as a supplement to the EEO-1 form to send to a subset of businesses and/or federal contractors which would require employers to disclose data on experience, education, race, wages, and gender. This could be targeted on an industry basis. This data could be used for technical assistance and enforcement by both OFCCP and EEOC.

2. OFCCP

There are two basic methods by which OFCCP could collect wage data: (1) a Scheduling Request which is currently pending at OMB and (2) a new Affirmative Action Summary. The Scheduling Request at OMB proposes to collect detailed wage data (which identifies individual employees) by mail from the 5000 or so federal contractors that are scheduled for compliance reviews each year. (Incidentally, OFCCP has already requested and received this same data from some contractors without explicit OMB approval). While OFCCP currently is able to obtain this data on-site at a later stage of the review process, this pending request seeks to get detailed pay information on every single employee at a particular site by mail at the early "desk audit" stage of the process. This data would be permitted to be used for technical assistance and enforcement. The Department of Labor requested that the decision on this issue be extended by 90 days until May of this year.

The other option for OFCCP to collect wage data would be in a proposed Affirmative Action Summary (also known as 60-2). For several years, OFCCP has been authorized to issue a regulation that would allow them to collect summary information from all the approximately 200,000 federal contractors, including wage data, by mail. OFCCP informs us that this proposal currently is being reviewed by their Solicitor's Office. OFCCP believes the advantages of this proposal are two-fold: (1) OFCCP will be able to get some idea of how the entire universe of federal contractors, not only those scheduled for compliance reviews, are implementing the civil rights laws; and (2) every federal contractor, simply by being required to compile this data, will become more aware of how they can better implement the civil rights laws by paying equal wages and preventing discrimination.

Both of these options have received strong resistance from the business community and strong support from the women's groups. OMB, DPC, and the Women's Office have met with both contractors and the women's groups on the pending request at OMB. The business community believes that the request is overly burdensome because businesses do not keep in a readily available format the pay information that OFCCP is requesting. The business groups also do not believe that this is the most effective method for OFCCP to determine whether discrimination based on race, sex, and pay exists. They do not, however, have a better proposal, but OMB is setting up a meeting between the business groups and Labor to discuss further the issue. The women's groups, on the other hand, do not believe the pending request advances the data collection issue at all. The women's groups believe that this request is merely a reaffirmation of existing OFCCP authority. In their minds, they believe that this request is separate and distinct from trying to come up with other ways to collect wage data.

As for the Affirmative Action Summary, even though the request has not even cleared Labor, the business community is already gearing up for a fight on this issue. While the women's groups believe this summary would be a powerful tool because it would reach every single contractor, it is clear that Labor will not have this proposal ready for April.

B. Wage Data for Informational Purposes

BLS and the Census Bureau would be the appropriate places to explore if we decide to collect more pay data for informational purposes. BLS does not allow matching of its data with the data gathered from enforcement or regulatory agencies, owing to the clear differences in the respective missions. The Census Bureau and BLS have research programs that allow approved researchers, under carefully structured conditions, to gain access to "microdata" (the basic responses provided by survey respondents) in order to produce new research on relevant economic or social issues.

However, BLS asserts, as a general matter, that it can be a very complex undertaking to add additional data to existing surveys or to expand the surveys' sample sizes. There are issues regarding cost and design that have to be taken into account while balancing the desire for new data with an attempt to maintain survey response rates and not add to respondent burden.

In addition, Treasury has suggested funding a grant for a third party academic study. They believe this would lead to useful information. We have asked them to draft a brief proposal for our meeting on March 10.

Feasibility of OPM Conducting a Comparable Worth Study for the Federal Government

1. What would conducting a comparable worth study entail?

Typical activities include: (1) collecting general information about wage gaps; (2) examining the compensation of job classes; (3) locating sex-bias within classification/compensation systems; and (4) determining the magnitude of sex-bias. Studies usually involve both a consulting firm and in-house staff.

2. Who would probably be involved in conducting the study?

- Steering Committee.
- In-house Federal employees (OPM, major agencies, etc.)
- Outside Consultants.

3. What is the possible maximum scope of the study?

As of September 1998, the 1.8 million nonpostal Executive Branch employees were paid under 129 different pay plans administered by 25 different agencies. (The 129 pay plans can be grouped into over 60 "pay systems.")

4. What policy issues would affect the cost?

- Deciding on a precise goal or goals for the study.
- Determining what pay systems will be included in the study.
- Deciding how jobs and/or job incumbents will be selected for study.
- Deciding what general type of job evaluation will be used, and within each category, what particular system seems most appropriate.
- Determining what analytic technique will be used to interpret the study results.

5. How long to we estimate it would take?

We estimate it would take between 18 months to 2 years to complete a study.

- State-conducted studies generally took 18 months or less to complete.
- Experts recommend that pay equity studies be conducted quickly, preferably less than 18 months.
- Longer studies can result in documentation for jobs analyzed early in the process becoming out of date before the study is completed.

6. Based on state government study costs, how much do we estimate a Federal government study cost

- Average Cost \$9,778,000 (range--\$3,640,000 to 17,714,000)
- Costs can vary substantially based on the scope and complexity of the study.

NOTES:

1. State study costs were aged to reflect 1999 dollars. The Consumer Price Index-All Urban Consumers (CPI-U) for January 1985 (105.5) and for January 1999 (164.3) were used to calculate a multiplier. This multiplier (1.5573459) was then used to adjust the cost of each study (using a January 1985 common date).
2. Federal Government cost projections (4) were estimated using the ratio between the number of employees for each individual state and the Federal Government (based on 1995 data). Average cost reflects the average of the four cost projections. Cost range reflects the lowest and the highest cost projections.

7. OPM recommendations

OPM does not recommend undertaking a comparable worth study in the Federal government at this time.

- Past studies on pay equity in the Federal government have found no clear evidence that any major systemic problems exist.
- OPM is in the process of conducting a total review and revamping of the current Federal compensation system to achieve a modernized performance-oriented system of total compensation. The target date for completion is the year 2002. It would not make sense to conduct a 2-year comparable worth study on a compensation system which will likely be completely changed by the time the study is completed.
- OPM's FY 2000 budget request does not include the approximately \$10 million dollars it would cost to undertake this study.
- OPM, instead, recommends that the President direct us to include a review of comparable worth, and an assurance of gender equity, in the design of the Federal government's new compensation system. (Specific language can be worked out if this proposal is accepted.)

COMPARABLE WORTH/PAY EQUITY

1. What is “comparable worth”? (Overview and State government experiences based on findings from a study published in Public Personnel Management (Winter 1998)--*Implementing Comparable Worth/Pay Equity: Experiences of Cutting-Edge States*, by Susan E. Gardner and Christopher Daniel)

What does “comparable worth” mean?

- Comparable worth has various overlapping definitions.
- “Comparable worth” and “pay equity” are often used interchangeably.
- Four pay equity categories have been identified by researchers: (1) equal pay for equal work; (2) equal pay for similar work; (3) pay parity (separately aggregate women’s and men’s average earnings on a national basis and then make them equal); and (4) equal pay for equal worth or comparable worth (pay the same for dissimilar jobs that have the same value or worth to the employer).

What have State governments done?

- State government comparable worth initiatives began in the late 1970s and early 1980s.
- Research/data collection has been conducted by 43 of the 50 States and the District of Columbia, and pay equity studies have been conducted by 24 States.
- Pay equity adjustments have been made by 20 States (California, Connecticut, Florida, Hawaii, Illinois, Iowa, Maine, Massachusetts, Michigan, Minnesota, New Jersey, New Mexico, New York, Oregon, Pennsylvania, Rhode Island, South Dakota, Vermont, Washington, and Wisconsin).
- Comparable worth/pay equity laws covering State employees have been passed in eight states (Connecticut, Iowa, Minnesota, Missouri, New York, Oregon, Washington, and Wisconsin).
- In seven States where disparities were found, pay adjustment remedy costs ranged from 1 to 4 percent of total payroll. The State of Washington spent approximately \$571 million over an 8-year implementation period.

What is involved in a comparable worth study?

- Typical activities include: (1) collecting general information about wage gaps; (2) examining the compensation of job classes; (3) locating sex-bias within classification/compensation systems; and (4) determining the magnitude of sex-bias.
- Studies usually involve both a consulting firm and in-house staff.

What adverse human resources impact have States experienced after implementation?

- New hires and short-term employees benefited much more than long-term employees.
- Ill will among employees after certain groups received 30 to 35 percent pay increases.
- In some cases, front-line workers' salaries rose above their supervisors' salaries.

2. What would be involved in a comparable worth study of the Federal Government?

DOL's Ten-Step Self-Audit Plan

- In 1998, the Women's Bureau of the Department of Labor provided information designed to assist U.S. employers in developing a framework for policies that will ensure equal pay. The "Ten Steps to An Equal Pay Self-Audit for Employers" encourages large employers to—
 - Conduct a recruitment self-audit.
 - Evaluate your compensation system for internal equity.
 - Evaluate your compensation system for industry competitiveness.
 - Conduct a new job evaluation system if needed.
 - Examine your compensation system and compare job grades/scores.
 - Review data for personnel entering your company.
 - Assess opportunity for employees to win commissions and bonuses.
 - Assess how raises are awarded.
 - Evaluate employee training, development and promotion opportunities.
 - Implement changes where needed, maintain equity and share your success.

3. National Academy of Sciences Study on "Women, Work, and Wages: Equal Pay for Jobs of Equal Value (1981)

- The National Academy of Sciences study was conducted at the request of the Equal Employment Opportunity Commission (EEOC). The study focused on EEOC's concern with the validity of the principles used to establish compensation—in particular, with whether methods of job analysis and classification currently used are biased by traditional stereotypes or other factors. Some of the study's relevant findings and conclusions are: (1) there is substantial discrimination in pay; however, identifying causes and solutions is very difficult; (2) market wages incorporate the effects of many institutional factors, including discrimination; (3) no universal standard of job worth exists: however, job evaluation plans provide measures of job worth that may be used to discover and reduce wage discrimination; (4) the factor weights in job evaluation plans are influenced by market rates; thus, there are questions regarding their ability to establish comparable worth; and (5) use of different job evaluation plans for different types of jobs (separate white-collar and blue-collar systems) in an organization may not be adequate to compare wages for the purpose of assessing pay discrimination.
- The study considered conventional job evaluation approaches to assessing pay rates,

including the point method or factor point method used by many large organizations, including the Federal Government. The study concluded that, despite their limitations, such methods do provide a systematic method of comparing jobs to determine whether employees are fairly compensated. However, the study pointed out the need to review and improve existing job evaluation plans.

4. OPM Report on “Comparable Worth for Federal Jobs: A Wrong Turn Off the Road toward Pay Equity and Women’s Career Advancement” (1987)

- OPM’s report included a review of advances made by women in the Federal workforce during the previous decade. It concluded that reliance on a “comparable worth” strategy for improving the progress of women in the Federal Government focuses excessively on internal pay equity considerations and ignores other, more important considerations, such as merit and market factors in pay, expanded opportunities for occupational mobility, and efforts to accommodate family responsibilities to work requirements. In short, “OPM’s examination found no concrete evidence to substantiate the comparable worth argument.”

5. GAO Report on “Federal Job Classification: Comparison of Job Content with Grades Assigned in Selected Occupations” (1995)

- In 1990, Congress asked the General Accounting Office “to determine if the federal job classification system is free of sex bias and meets current pay equity needs.” GAO’s study, which was supposed to focus primarily on the design and development of the Factor Evaluation System (FES), found no systemic bias in that system. However, the report did identify “differences in the grading of positions in occupations with high representations of women or minorities.” In particular, occupations with high female representation were more likely to be undergraded than those occupations with medium or low female representation. OPM expressed strong disagreement with GAO’s study methodology, especially its use of the FES primary standard, rather than occupational-specific classification standards, as the basis for evaluating individual positions. This and other methodological problems prompted OPM to conclude, in a September 8, 1995, letter to GAO, that GAO’s methodology is “insufficient to support the study’s findings.”

6. The Harkin and Daschle/DeLauro Comparable Worth/Pay Equity Bills

- Two legislative initiatives dealing with wage discrimination are currently under consideration: Senator Harkin's "Fair Pay Act of 1997" and Senator Daschle/Representative DeLauro's "Paycheck Fairness Act."
- Senator Harkin's bill establishes a legal requirement for comparable worth (equal pay for equivalent jobs). The bill provides for (1) a prohibition of unequal pay for equivalent jobs that might result in discrimination based on sex, race, or national origin; (2) EEOC issuance of guidelines, including criteria; (3) a prohibition of wage reductions in compliance actions; (4) limitations on labor union activities that would conflict with equal pay for equivalent jobs; (5) a variety of remedial actions for noncompliance; (6) detailed recordkeeping requirements; (7) annual reports to EEOC covering compliance; (8) EEOC studies and technical assistance to employers, labor organizations, and the general public; and (9) a biennial report to Congress.
- Senator Daschle/Representative DeLauro's bill is not a comparable worth initiative. Rather, it seeks to strengthen existing equal pay laws and promote the elimination of pay disparities through training, research, education, outreach, and recognition. The bill provides for (1) enhanced enforcement of equal pay requirements; (2) full compensatory and punitive damages for violations; (3) placing gender-based wage discrimination on an equal footing with wage discrimination based on race and ethnicity; (4) a prohibition against punishing employees for sharing salary information with their co-workers; (5) increased training for EEOC employees to identify wage discrimination claims; (6) research on discrimination in the payment of wages; and (7) establishment of an award to recognize and promote the achievements of employers that have made strides to eliminate pay disparities.
- In a radio address to the nation on January 30, 1999, President Clinton publicly supported, and urged Congress to pass, the Paycheck Fairness Act. Vice President Gore also has publicly supported this bill.

DRAFT – MARCH 9, 1999

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Overall, a national mandatory comparable worth policy could adversely effect the U.S. economy by creating substantial economic distortions. Comparable worth requirements would likely result in significant job loss and substantial cost and administrative burdens to American businesses, while potentially clogging up our courts with costly and disruptive litigation.

- **Comparable worth policies could cause significant job losses.** Comparable worth job assessments are based on skills, effort, responsibility and working conditions required by the job without taking into account any of the traditional supply and demand factors. If the wages of child-care workers (which is dominated by women) were to be raised to be equivalent to a comparable job (e.g., mechanics, which is dominated by men), this would mean that wages would be increased above the market-clearing level and unemployment would result -- hardly the outcome envisioned by those wanting to end discrimination.
- **Comparable worth evaluations are likely to cause substantial administrative costs -- and possibly extensive litigation.** The Harkin/Norton bills call for the EEOC to establish criteria for determining whether particular jobs meet the gender, race or ethnicity thresholds, but do not call for governmental classification of jobs. Assessments would be done by individual employers and comparisons would be made between jobs at a particular establishment. While this decentralized approach avoids direct government job ratings, it could lead to significant variation among establishments and to costly litigation challenging the criteria and scoring of jobs at particular establishments. While it could provide a job bonanza for human resource consultants, the resulting administrative costs could be a severe burden to many firms.
- **The accuracy of comparable worth job classifications is questionable.** A 1989

experimental study of comparable worth prepared for the Federal Reserve Bank of Kansas City had three commercial job evaluation firms rate the same 27 jobs in an actual company. The report concludes that scores provided by different job evaluators do not provide mutually consistent adjustments to existing pay scales.

- **Comparable worth is more invasive of private business decision-making than other Federal mandates.** For example, compared with the minimum wage which is uniform in its application and is relatively easy to administer, comparable worth would require more extensive record-keeping, incur greater administrative expenses, and affect wage levels and resource allocations without regard to productivity and other market conditions.
- **By relying on rigid job classification frameworks, comparable worth wage policies run counter to the flexibility offered by the new economy.** As the American economy becomes more and more flexible, the rigid job classification framework of the Harkin/Norton bills would move us backwards -- against the tide toward more flexible job definitions, individual merit-based pay, and work teams.
- **Mandatory comparable worth experience in the United States -- which has been limited to public sector employment in a few states -- fails to establish a good model for a mandatory private sector program.** Governments generally use a traditional job-description based, administratively run system for determining wages. This makes it more feasible to implement a comparable worth system in government; however, both the private sector and reform-oriented government personnel systems are moving toward compensation-based regimes linked to individual worker performance. At least one study of public-sector comparable worth programs (Minnesota and San Jose, CA) found that women's wages increased slightly, but there was also a slight loss of employment in the form of reduced future jobs.



NATIONAL COMMITTEE ON PAY EQUITY

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QUESTIONS AND ANSWERS ON PAY EQUITY

WHAT IS PAY EQUITY?

Pay Equity is a means of eliminating sex and race discrimination in the wage-setting system. Most women and people of color are still segregated into a small number of jobs such as clerical, service workers, nurses and teachers. These jobs have historically been undervalued and continue to be under paid because of the gender and race of the people who hold them. Pay equity means that the criteria employers use to set wages must be sex - and race-neutral.

IS PAY EQUITY THE LAW?

Yes, two laws protect workers against wage discrimination. The Equal Pay Act of 1963 prohibits unequal pay for equal or "substantially equal" work performed by men and women. Title VII of the Civil Rights Act of 1964 prohibits wage discrimination on the basis of race, color, sex, religion or national origin. In 1981, the Supreme Court made it clear that Title VII is broader than the Equal Pay Act, and prohibits wage discrimination even when the jobs are not identical. However, wage discrimination laws are poorly enforced and are extremely difficult to prove and win. Stronger legislation is needed to ease the burden of filing claims and clarify the right to pay equity.

THE WAGE GAP: 1997

1997 Median Annual Earnings of Year-Round, Full-Time Workers

All Men		\$33,674	(100%)
All Women		\$24,973	(74.1%)
	Men	Women	
White	\$35,193	\$25,331	
Black	\$26,432	\$22,035	
Hispanic	\$21,615	\$18,973	

Source: US. Census Bureau, Current Population Reports, Series P-60

WHY IS THERE A WAGE GAP?

The wage gap exists, in part, because women and people of color are still segregated into a few low-paying occupations. More than half of all women workers hold sales, clerical and service jobs. Studies show that the more an occupation is dominated by women or people of color, the less it pays. Part of the wage gap results from differences in education, experience or time in the workforce. But a significant portion cannot be explained by any of those factors; it is attributable to discrimination. In other words, certain jobs pay less because they are held by women and people of color.

HASN'T THE WAGE GAP CLOSED CONSIDERABLY IN RECENT YEARS?

The wage gap has narrowed by about thirteen percentage points during the last fourteen years, ranging from 61 percent 1982 to 74.1 percent in 1997. Since 1973 however, approximately 60 percent of the change in the wage gap is due to the fall in men's real earnings. About 40 percent of the change in the wage gap is due to the increase in women's wages. The wage gap has fluctuated often ranging from a low of 57 percent in the mid 1970's, and peaking at 72 percent 1990, and again in 1993 and 1994. In 1995, the ratio dipped again as a result of a 1.5 percent decline in women's real earnings. In 1946, the wage gap reached a high of 66 percent, but fell again to 63 percent the 1950's.

IS IT POSSIBLE TO COMPARE DIFFERENT JOBS?

Yes, employers have used job evaluations for nearly a century to set pay and rank for different occupations within a company or organization. Today, two out of three workers are employed by firms that use some form of job evaluation. The federal government, the nation's largest employer, has a 70 year old job evaluation system that covers nearly two million employees.

WHO REALLY NEEDS PAY EQUITY?

Women, people of color, and white men who work in jobs that have been undervalued due to race or sex bias need pay equity. Many are the sole support for their families. In addition, it is estimated that 70 percent of women with children under 18 work. (Up from 44.9 percent twenty years ago.) Discriminatory pay has consequences as people age and across generations. Everyone in society is harmed by wage discrimination. Therefore, everyone needs pay equity.

IS PAY EQUITY AN EFFECTIVE ANTI-POVERTY STRATEGY?

Yes, pay equity helps workers become self sufficient and reduces their reliance on government assistance programs. A recent study found that nearly 40 percent of working poor women could leave welfare programs if they were to receive pay equity wage increases. Pay equity can bring great savings to tax payers at a minimal cost to business. Adjustments would cost no more than 3.7 percent of hourly wage costs.

WILL WHITE MEN'S WAGES BE REDUCED IF PAY EQUITY IS IMPLEMENTED?

No, Federal law prohibits reducing pay for any employee to remedy discrimination. Furthermore, male workers in female-dominated jobs benefit when sex discrimination is eliminated, as do white workers in minority-dominated jobs. Pay equity means equal treatment for all workers.

WILL PAY EQUITY REQUIRE A NATIONAL WAGE-SETTING SYSTEM?

No, Pay equity does not mandate across-the-board salaries for any occupation, nor does it tamper with supply and demand. It merely means that wages must be based on job requirements like skill, effort, responsibility and working conditions without consideration of race, sex, or ethnicity.

DOESN'T PAY EQUITY COST EMPLOYERS TOO MUCH?

In Minnesota, where pay equity legislation meant raises for 30,000 state employees, the cost was only 3.7 percent of the state's payroll budget over a four year period--less than 1 percent of the budget each year. In Washington state, pay equity was achieved at a cost of 2.6 percent of the state's personnel costs and was implemented over an eight year period. Voluntary implementation of pay equity is cost effective. Court-ordered pay equity adjustments can lead to greater costs. Discrimination is costly and illegal.

WILL PAY EQUITY DISRUPT THE ECONOMY?

No, The Equal Pay Act, minimum wage, and child labor laws all provoked the same concerns, and all were implemented without major disruption. What disrupts the economy and penalizes families is the systematic underpayment of some people because of their sex or race. When wages for women and people of color are raised, their purchasing power will increase, strengthening the economy. One survey found that a growing number of businesses support the elimination of wage discrimination between different jobs as "good business" and pay equity is not inconsistent with remaining competitive.

WHAT IS THE STATUS OF PAY EQUITY?

Pay equity is a growing national movement. Twenty states have made some adjustments of payrolls to correct sex or race bias. Seven of these states had successfully completed full implementation of a pay equity plan. Twenty-four states (including Washington, DC) have conducted studies to determine if sex was a wage determinant. Four states have examined their compensation systems to correct race bias, as well. On the federal level, the Fair Pay Act has been introduced in the U.S. House of Representatives by Congresswoman Eleanor Holmes-Norton, and in the Senate by Senator Tom Harkin. The Fair Pay Act would expand the Equal Pay Act's protections against wage discrimination to workers in equivalent jobs with similar skills and responsibilities, even if the jobs are not identical. In addition, the Paycheck Fairness Act has been introduced in the Senate by Senator Tom Daschle and in the House by Congresswoman Rosa Delauro. The Paycheck Fairness Act would amend the Equal Pay Act and the Civil Rights Act of 1964 to provide more effective remedies to women who are not being paid equal wages for doing equal work.

WHO IS NCPE?

The National Committee on Pay Equity (NCPE), founded in 1979, is the national coalition of labor, women's and civil rights organizations, religious, professional, education and legal associations, commissions on women, state and local pay equity coalitions, and individual women and men working to eliminate sex- and race-based wage discrimination and to achieve pay equity.

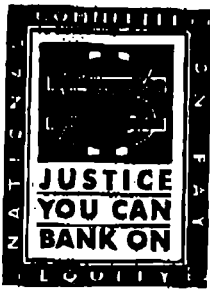
HOW CAN I JOIN NCPE?

Individual membership to NCPE is \$35 per calendar year, \$15 for low-income persons. Organizational membership is \$200 per calendar year, \$100 for organizations with an annual budget of less than \$250,000. Members are provided with special updates and mailings on pay equity activity, NCPE's newsletter, *Newsnotes*, discounts on NCPE publications, and access to pay equity networks. Labor, women's and civil rights organizations also have the opportunity to set policy, serve on, and elect NCPE Board members.

Subscriptions for government offices, libraries and others interested in receiving NCPE publications only, are available for \$50 per year.

MAKE CHECKS PAYABLE TO:

**NATIONAL COMMITTEE ON PAY EQUITY
1126 16th STREET, NW, #411
WASHINGTON, DC 20036
PHONE (202) 331-7343
FAX (202) 331-7406**



NATIONAL COMMITTEE ON PAY EQUITY

1126 Sixteenth Street, NW • Suite 411 • Washington, DC 20036 • (202) 331-7343 • FAX (202) 331-7406

HISTORY OF THE STRUGGLE FOR FAIR PAY

The struggle for pay equity is part of America's evolving sense of what is fair and just. After all, slavery was once an accepted part of this democratic nation; union demands were an illegal restraint of trade; married women had no property rights; women workers had no right to their earnings; child labor was common; unequal pay for women was an accepted practice. Society took no notice when job rates dropped as women, instead of men, were hired to do them (librarians and secretaries, for example).

Today, most Americans support equal pay for work of *comparable* (not merely identical) value. It is past time to ensure it is achieved.

MAJOR EVENTS IN PAY EQUITY HISTORY

1932 - Federal Economic Act passes to ban wives of federal employees from holding government positions. It also declares that women with employed husbands be first on the lists for firing.

1935 - National Recovery Act requires women who hold jobs with the government to receive 25 percent less pay than men in the same jobs.

1942 - War Labor Board rules women must be paid same job rate as men (now off to war) were paid. War ends before rule can be enforced. No law requires either pay equity or equal pay.

1950's - Equal pay bills are introduced by Sen. Wayne Morse (D-OR) and Rep. Edith Green (D-OR); Republican versions by New York Reps. Katherine St. George and Jessica Weis. No results.

1961 - Labor activist Esther Peterson heads Women's Bureau, gains responsibility for pushing legislation, gathers data, builds coalitions, wins allies. Equal Pay bill is introduced. Original bill includes comparable worth, stronger enforcement; final bill does not.

1963 - Equal Pay Act passes providing equal pay for women for equal work.

1964 - Civil Rights Bill passes. Title VII bans employment discrimination against women.

1974 - International Union of Electronic, Salaried, Machine and Furniture Workers sues Westinghouse. The company had set up a wage rate structure in the 1930's; scores for women's jobs were automatically reduced merely because they were performed by women, not an unusual attitude then.

1979 - 20 women's groups, professional organizations and unions form the National Committee on Pay Equity. Founders include unions such as IUE, AFSCME, SEIU, UAW, NTEU, women's groups such as Business and Professional Women, NOW, Women's Legal Defense Fund, League of Women Voters, National Commission on Working Women, NARAL, Coalition of Labor Union Women, National Association of Office Workers, National Commission on Working Women, professional groups such as the American Library Association and the George Meany Center. Now there is an organization to educate, lobby and build coalitions on pay equity. The EEOC, chaired by Eleanor Holmes-Norton, studies pay in female-dominated occupations.

1980's: A DECADE OF ACTION ON MANY FRONTS

1981 Supreme Court decision (Gunther) rules Title VII covers wage discrimination even if jobs are different. Action on the state and local level heats up. Unions make pay equity gains on picket lines, at bargaining tables, in state legislatures, and in the courts. Government and think-tank studies show continuing wage gap. Pay equity bills, primarily relating to Federal workers, win in the House (with bipartisan support) but lose in the Senate. By the end of the 1980's, despite growing public support for pay equity, a more conservative Supreme Court and unfriendly administrations have put up roadblocks to progress.

HIGHLIGHTS OF THE 1980's

1981 - In County of Washington (Oregon) v. Gunther, the Supreme Court rules that Title VII of the Civil Rights Act applies even if jobs are different. Prison matrons earned only 70 percent of what male prison guards were paid, though their jobs scored almost the same job evaluation points. This landmark victory brought them up to 95 percent of what male guards earned.

1981 - The 1974 IUE suit against Westinghouse is settled right after the Gunther decision. IUE negotiates new contract providing upgrades of 85 predominantly female job categories, backpay, and wage increases.

1981 - San Jose (CA) city workers are first workers to strike for pay equity. Their victory brings \$1.5 million in pay equity adjustments (and more in succeeding contracts).

1982 - Minnesota passes first pay equity law for public workers. Health care and clerical workers are major groups affected; 90 percent of those getting pay boosts are women. Examples: clerk typist 2 now paid same as delivery van driver; nurse now paid same as vocational education teacher. Cost to state: only 3.7 percent of state payroll.

1983 - Newspaper Guild bargaining in Manchester, NH wins upgrades in female advertising jobs. AFSCME in New York files "911" suit -- argues that 911 police emergency operators (female) deserve same pay as fire dispatchers (male). Bills to study pay equity in Federal employment are introduced in Congress. State of Washington found liable for discriminatory wage rates.

1984 - Advocates battle attack on pay equity by Clarence Pendleton, Chair, U.S. Commission on Civil Rights, who calls pay equity "the looniest idea since Looney Tunes." Yale clerical and technical workers (HERE) win first major strike in private sector over pay equity. Federal workers pay equity bill passes House 413-6 but loses in Senate 51-47. 20 states conduct pay equity surveys; 4 make pay equity adjustments.

1985 - Los Angeles negotiates \$12 million pay equity pay adjustment with AFSCME. Newspaper Guild bargaining in Eugene, OR narrows wage gap in advertising jobs. AFSCME and state of Washington agree on \$100 million pay equity adjustment. EEOC Chair Clarence Thomas says comparable worth was not worthy of consideration in discrimination complaints. Again, Federal workers pay equity bill passes House 259-162; stalls in Senate.

1986-1987 - Ontario (Canada) first jurisdiction in world to pass pay equity law for both public and private sectors. Pay equity (sex and race) bills for Federal employees introduced in Congress.

1988-1989 - Pay Equity for Federal workers passes House 302-98. National Committee on Pay Equity celebrates its 10th Anniversary, now has 120 organizational members. 24 states have pay equity studies, 20 states have made some pay adjustments. San Francisco completes March 1987 pay equity adjustment agreement made with SEIU and other unions after nine years of struggle.

THE 1990's: A TIME TO CREATE NEW HISTORY

1990-1991 - In 1991, AFSCME (New York) wins \$1 million in back pay for more than 1,000 female 911 operators in case originating in 1983. Principal medical technologists close \$4,000 gap with principal analytical chemists in Detroit in 1991. Hofstra University (Long Island, NY) completes pay equity adjustments begun after 1989 strike.

1992-1993 - 911 operators in Detroit win pay equity in 1993. 30th Anniversary of Equal Pay Act is celebrated. Wage gap between men and women is still 30 percent. Secretary of Labor Robert Reich expresses concern about lack of pay equity.

1994-1995 - July 20, 1994, FAIR PAY ACT OF 1994 introduced in Congress by Delegate Eleanor Holmes-Norton (D-DC) calling for employers to pay fairly for equivalent jobs. April 7, 1995, Fair Pay Act of 1995 re-introduced into Congress. Thousands of women sign National Petition for Fair Pay, coordinated by National Committee on Pay Equity.

1996-1997 - March 28, 1996, Senator Tom Harkin (D-IA) introduces the Fair Pay Act into the Senate. September 20, 1996, NCPE testifies before a joint House and Senate Democratic Caucus Forum on the Families First Agenda which prominently features fair pay issues. January 21, 1997, Senator Tom Daschle introduces the Paycheck Fairness Act to enhance resources and enforcement of the Equal Pay Act. January 30, 1997, Senator Tom Harkin re-introduces the Fair Pay Act in the Senate; Congresswomen Eleanor Holmes-Norton re-introduces the House version on April 10, 1997. April 11, 1997, hundreds of women commemorate National Pay Inequity Awareness Day with nationwide rallies, state and local proclamations, and educational workshops about the wage gap. April 11, 1997, President Bill Clinton declares the day "National

Pay Inequity Awareness Day" and urges employers to ensure fair pay policies. **June 24, 1997**, Congresswoman Rosa DeLauro introduces the **Paycheck Fairness Act** in the House. On **July 22, 1997**, Council 26 of the American Federation of State County and Municipal Employees (AFSCME) files a class action lawsuit under Title VII of the Civil Rights Act and a claim under the Equal Pay Act on behalf of women custodians employed by the Architect of the U.S. Capitol. The suit charges that the women are paid significantly less than their male co-workers for performing essentially the same work.

1998 - Six hundred local women's groups, labor unions, and others across the country commemorate **Equal Pay Day** on **April 3** by holding rallies, press conferences, and luncheons; organizing discounts at local restaurants; handing out cookies reduced in size to reflect the wage gap to local elected officials; handing out "Equal" Pay Day candy bars; marching to their state capitols; and more. In conjunction with **Equal Pay Day**, **Vice President Gore** announces new policy initiatives aimed at closing the wage gap and pledges the Administration's support for the **Paycheck Fairness Act**. On **June 10, 1998** -- the 35th anniversary of the signing of the **Equal Pay Act** -- **President Clinton** holds a press conference at the White House and urges Members of Congress to pass legislation to close the wage gap, saying, "You wouldn't tolerate getting to vote in three out of every four elections. You wouldn't like it if someone said you could only pick up three out of every four paychecks. But that is, in effect, what we have said to the women of America." Also speaking at this event are **Dr. Dorothy Height**, **First Lady Hillary Rodham Clinton**, **Vice President Gore**, **Tipper Gore**, and several Members of Congress.

In **May of 1998**, 115 clerical workers in the **Sachem School District** in **New York** -- also known as the **Sachem Suffragettes** -- celebrate their new contract, which includes the first steps to achieving pay equity with custodial workers. The suffragettes, members of the **United Public Service Employees union**, had waged a ten year fight for pay equity that culminated in passage of legislation in the **New York State Assembly** guaranteeing pay equity protection for every woman in **New York**.

1999 - On **January 19, 1999**, **President Clinton** mentions equal pay among his priorities outlined in his annual **State of the Union Address** before Congress and the nation. As the *New York Times* reports the next morning, "Mr. Clinton exuded ease and a sense of political control, reacting with unmistakable delight when both sides of the chamber erupted in applause for his call for equal pay for equal work by women or men." The following week, on **January 30, 1999**, the President dedicates his weekly radio address to the issue of fair pay, proposing a \$14 million initiative to help narrow the wage gap.

This paper written for NCPE by **Connie Kopelov**, June 1994; updated, April 1997; updated March 1998; updated February, 1999.

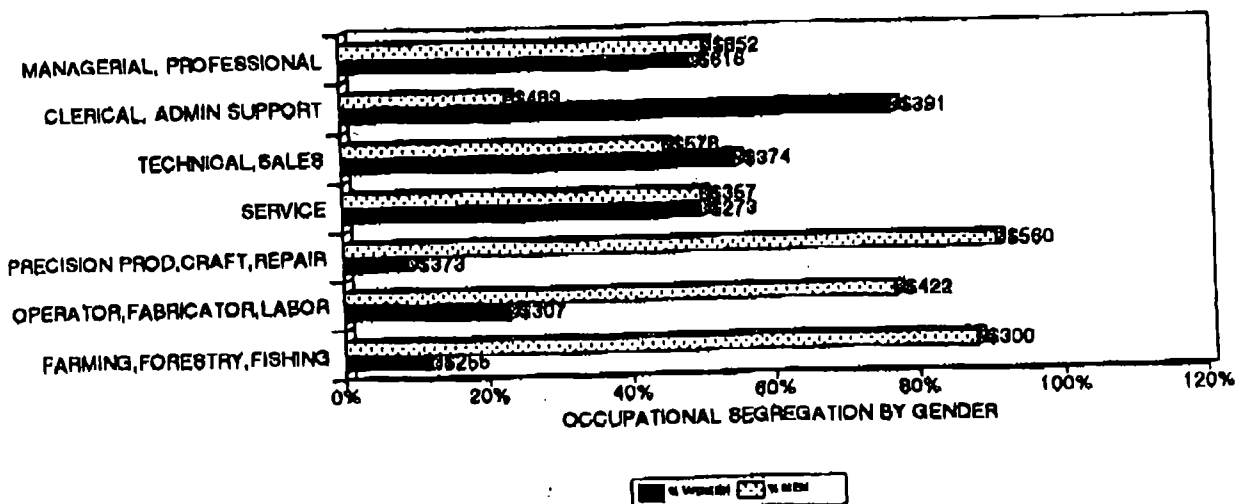
PAY EQUITY AND AFFIRMATIVE ACTION

Affirmative Action has opened the door to the best paying jobs and opportunities, but when it comes to wages, women and people of color are still at the ground level. Unequal wages are an indicator that discrimination against women and people of color still flourishes in the labor market.

- On an annual basis, full-time, year round working women earned only 71 cents for each dollar a man earned in 1995.
- For women of color, the wage gap was even more steep -- African American women earned only 64 percent and Hispanic women earned only 53 percent of white men's earnings.
- Men of color also experience wage discrimination -- African American men earn 75 percent, and Hispanic men earn only 64 percent of white men's wages. Since 1970, the wage gap for Hispanic men has widened.
- In 1996, *women earned less than men* in 97% of all direct job to job comparisons where detailed weekly wage information by gender was available.
- On a weekly basis, women averaged only 75 cents for each dollar a man earned in 1996.
- By 1996, women comprised 44 percent of all managerial jobs -- more than doubling their share of these jobs since 1972. Yet in 1996, women earned only 69 percent of men's wages in executive, administrative and managerial jobs.
- Women have always comprised a good portion of professional jobs, such as teachers, nurses and social workers. In 1996, they accounted for 53 percent of all professional workers -- an increase of 38 percent since 1972. Yet wages for professional women continue to fall 25 percent behind professional men.

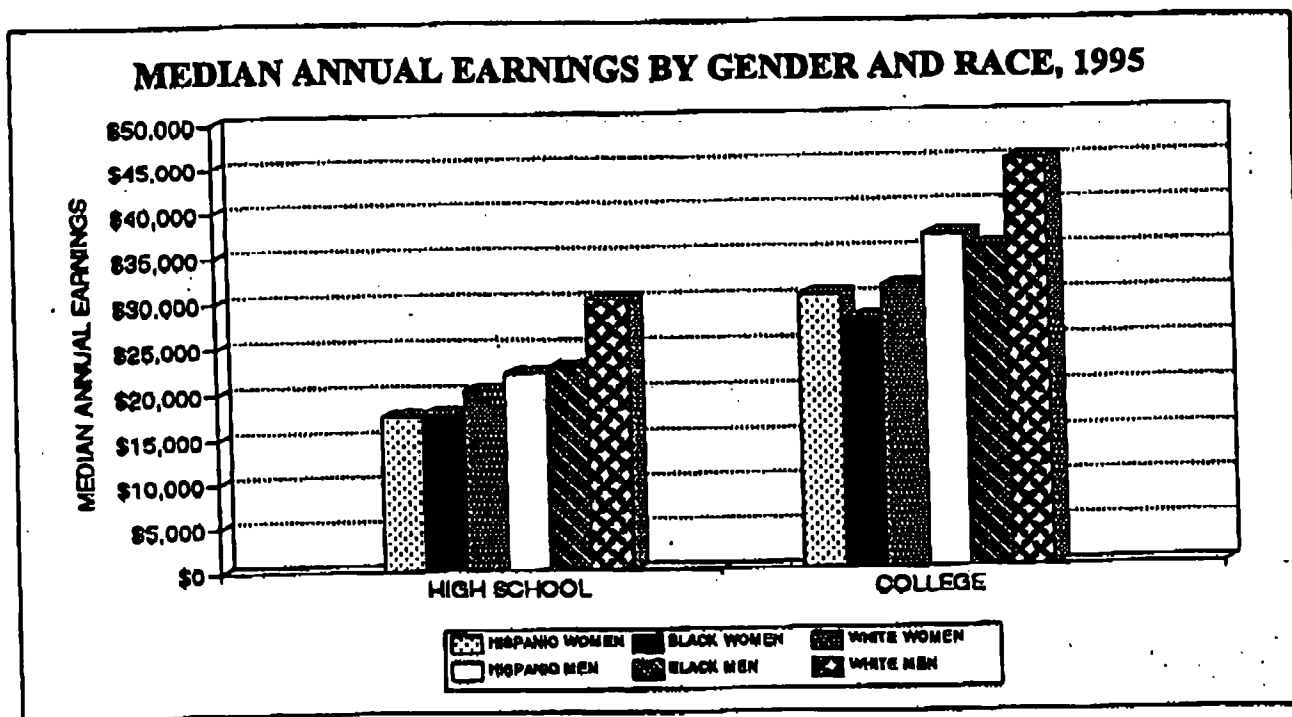
The graph below charts the percentages of men and women in seven major occupational classifications. To find the percentage of men or women in each occupation, read the percentages along the Y axis of the graph. The dollar amounts labeled above each bar are the 1996 median weekly earnings for the men or women in the occupation indicated.

OCCUPATIONS BY GENDER AND WAGES, 1996



Education is an important factor in raising wages for women and people of color. Yet even when women and people of color hold equivalent levels of education, and work year-round in full-time jobs, they do not earn equal wages.

- College-educated women earn \$12,000 less per year than their male colleagues, on average.
- Women who hold bachelor degrees earn only \$2,000 more per year than white men who have not completed their schooling beyond high school.
- Men of color also experience unequal returns for their educational achievements -- on average, college educated African American men earn \$9,677 less and Hispanic men earn \$8,277 less per year than white men with four year degrees.
- The Department of Education analyzed labor market conditions for men and women who graduated from high school in 1972 and found that despite equivalent or greater levels of academic attainment, women were not rewarded in the labor market for their skills or educational achievements.
- Even among working men and women who did not have children, there were great disparities. Women experienced genuinely higher unemployment, no matter what degree they had earned. In only 7 out of 33 major occupations did the women achieve equal pay with men.



SOURCES: Information on the wage gap by race and sex, and wages by education, sex and race are from the U.S. Census Bureau, Current Population Survey, Series P-60, No. 189, 1994. The graph on the front page used data from the U.S. Department of Labor, Bureau of Labor Statistics, 1994 Annual Averages. Information about the Class of '72 is from the U.S. Department of Education, Office of Educational Research and Improvement, "Women at 30 Something; Paradoxes of Attainment."

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from Altonji & Blank, "Race and Gender in the Labor Market" -
chapter in Handbook of Labor Economics, ed. by O. Ashenfelter (forth-
coming)

Actually measuring the impact of such legislation while controlling effectively for the attributes of workers and jobs is difficult. It is hard to find an appropriate control group (most research uses women without children) and it is hard to control for the heterogeneity between women in jobs which provide leave and women in jobs that don't. (Klerman and Leibowitz (1994) note that women with leave prior to the passage of the FMLA were workers with higher wages and more training.) Nonetheless the existing research suggests that the negative impacts of family leave legislation are not large and there may well be positive effects on both employment and wages for some group of women. In contrast to this research, Gruber (1994) shows that mandated maternity benefits in health care plans caused substantial cost shifting, as targeted groups of women received lower wages following the increase in health care maternity mandates. It would be interesting to compare the relative costs of each of these legislative provisions to employers to try and explain their differential effects.

10.2.2 The Impact of Comparable Worth Legislation

The differential in pay between female-dominated and male-dominated jobs has created a concern about the "undervaluation" of women's occupations. Comparable worth policies are a way to address any such problem, by doing a job evaluation of each job and setting pay so that jobs with comparable skill requirements have comparable wage levels. In the U.S. it is primarily the public sector that has shown an interest in comparable worth, with 20 states and a host of municipalities implementing comparable worth evaluations and pay restructuring over the past 15 years. Sorenson (1994) provides a review of these efforts. The policies have had a wider impact in some other countries.

The debate over the advantages and disadvantages of comparable worth policies has been intense, with strongly expressed opinions on all sides. A variety of books and edited volumes have tried to provide summaries of this literature (among the most recent are Hill and Killingsworth, 1989; National Research Council, 1989; Killingsworth, 1990; and Sorenson, 1994). The earlier research literature in this area involved simulations of the predicted effects of comparable worth. For instance, Johnson and Solon (1986) suggest that an economy-wide implementation of comparable worth would significantly reduce the male/female wage gap, but raise doubts about the value of implementing this policy only within certain industries since so much of the gender wage gap is due to disparities in pay across industries and firms. Ehrenberg and Smith (1987) indicate that the employment decline associated with comparable worth might be small. Sorenson (1990) argues that comparable worth can have a significant effect on wages, even when implemented only within industries.

More recent research has studied the direct effects of the implementation of comparable worth in specific locations. Almost all studies agree that comparable worth policies raise women's wages relative to men's. Orazem and Mattila (1990) indicate that the comparable worth plan implemented by the state of Iowa in state-level jobs resulted in wage gains among lower wage and lower skilled workers (disproportionately women) relative to higher wage workers. O'Neill, et. al. (1989) finds increases in female relative wages in the state of Washington following comparable worth legislation. Both Killingsworth (1990) and Sorenson (1994) analyze data from the state of Minnesota. Both find relative increases in the pay of female state employees relative to men as a result of this policy; using data after the complete

implementation, Sorenson finds that female state employees received an average 15 percent increase in pay as a result of comparable worth.

The results are more mixed on employment effects. O'Neill et. al. (1989) studies employment effects of comparable worth in the state of Washington, and Killingsworth (1990) investigates such effects in San Jose and the state of Minnesota. In all three locations, this research suggests negative employment effects in jobs where comparable worth wage increases were largest. Sorenson (1994) criticizes these studies methodologically and suggests that a re-analysis of the Minnesota data shows no significant disemployment effect. Kahn (1992) notes that employment in San Jose rose among women after the implementation of comparable worth, although Killingsworth claims that it would have risen faster in the absence of such a policy. We do not feel that the empirical research to date supports strong conclusions about the employment effects of comparable worth.

Both the comparable worth literature and the maternity leave literature indicate the important role of policy interventions in labor market outcomes. The public discussion of such policies typically focuses on their positive benefits, while economists are always concerned about unanticipated market-based effects, such as a decline in female wages following a mandated maternity leave benefit. While the evidence in the two policy areas reviewed here is mixed, it seems clear that those who forecast large negative effects were incorrect. In both cases, the policies did appear to have some direct benefits for the group of female workers at which they were targeted.

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Wage
Gap

February 24, 1999

MEMORANDUM FOR THE CHIEF OF STAFF

FROM: BRUCE REED
LARRY STEIN

SUBJECT: Meeting with Senator Harkin and Pay Equity Advocates

The President and Vice-President have spoken out in favor of equal pay and supported Senator Daschle's Paycheck Fairness Act which strengthens the remedies available to women under the Equal Pay Act. The Administration has not supported Senator Harkin's bill which provides for comparable worth, a more controversial method that requires companies to equalize wages between "equivalent" jobs. You will be meeting with Senator Harkin and representatives of groups who favor comparable worth and will likely encourage the Administration to endorse the concept of comparable worth. As a fall back, the groups will push for strengthening of the Daschle bill and may seek reinsertion of a provision on pay disclosure that was dropped out last year at the Administration's request. This memorandum provides background on the Administration's strategy on the equal pay issue, compares Daschle and Harkin's bills giving the legislative outlook for each bill, and offers some options and recommendations.

I. Background

The last major piece of equal pay legislation, the Equal Pay Act signed by President Kennedy, became law more than 35 years ago. Since that time, the debate over how to diminish the pay gap between men and women has frequently declined into disputes over how large the gap actually is, what its causes are, and whether comparable worth is a desirable policy. In the last few years, the Administration has gained strong public support by taking steps to further equal pay, while not endorsing comparable worth. Among the actions the Administration has announced in the last two years: endorsement of the Daschle bill (see below); a \$14 million equal pay initiative in the FY 2000 budget for the EEOC and the DOL's Office of Federal Contract Compliance Programs (OFCCP); publication of a CEA report that shows a significant wage gap between male and female workers; commitments by federal agencies to conduct self-audits; and the creation of an annual report on pay differences to be published by DOL. The President and Vice-President have held a variety of events to announce these steps and raise public awareness of the issue, including mentioning equal pay in the State of the Union, conducting a radio address on the topic this year, and hosting two

events last year.

It may also be relevant to your meeting that the same groups that are lobbying on behalf of Senator Harkin's bill have also been lobbying for improved disclosure of pay data by employers. One specific area of contention has been attempts by the Department of Labor's Office of Federal Contract Compliance Programs (OFCCP) to request pay information by letter from some 5000 contractors selected for compliance reviews. OFCCP currently collects this data onsite at a later stage of the compliance process. OMB has balked at this request, primarily concerned about imposing an undue burden on employers. The Department of Labor has recently requested OMB delay its review for 90 days. At a meeting this week with pay equity groups and Josh Gotbaum, Josh promised to re-examine the matter. In addition, he noted the Administration had a variety of potential mechanisms for obtaining wage data from employers, including the EEOC and the Bureau of Labor Statistics, and we wanted to fashion the best overall plan for obtaining useful data. The DPC, NEC, OMB, OPL (women's office), EEOC, and DOL held a meeting on Friday to begin this process of determining what are the most effective and politically plausible means for improving data collection from employers.

II. The Daschle Bill

The Administration has endorsed "The Paycheck Fairness Act," introduced by Senator Daschle and Congresswoman DeLauro, to strengthen laws prohibiting wage discrimination. The measure is included this year as one of the Democratic Leadership Initiatives. Key aspects of the bill include:

- **Increased Penalties.** The legislation would provide full compensatory and punitive damages as remedies for equal pay violations, in addition to the liquidated damages and back pay awards currently available under the Equal Pay Act.
- **Non-retaliation provision.** The bill would prohibit employers from punishing employees for sharing salary information with their co-workers. Without the ability to learn about wage disparities, it is difficult for employees to evaluate whether there is wage discrimination.
- **Training, Research, and Pay Equity Award.** The bill would provide for increased training for EEOC staff; more research on discrimination in the payment of wages; and would establish an award to promote employers who have worked to eliminate pay disparities.

[Data Collection. Senator Daschle's bill had originally included a provision that required the EEOC to collect reports from employers with 100 or more employees of wage information, analyzed by the race, sex, and national origin of the employees. It was felt

that this provision would raise very strong objections from the business community and the measure was not included in the bill the Administration endorsed.]

III. Harkin's Bill

Last year, Senator Harkin introduced a comparable worth bill called the "Fair Pay Act of 1997." (It doesn't appear that he has reintroduced the bill this year.) The highlights of this legislation include:

- **Comparable Worth.** Harkin's bill amends the Fair Labor Standards Act to prohibit the paying of unequal wages for work on "equivalent jobs" in occupations dominated by employees of different sex, race, or national origins. The legislation defines "equivalent jobs" as "jobs that may be dissimilar, but whose requirements are equivalent, when viewed as a composite of skills, effort, responsibility, and working conditions." It exempts from this provision wage differences on the basis of seniority, a merit system, or a quality/quantity system.
- **Data Collection.** The bill requires employers to submit wage data to the EEOC. Employers must submit data not only with respect to job category but also with respect to sex, race, and national origin. Furthermore, the EEOC is authorized to publish this data and may provide specific employer's reports to the public. This provision is very controversial. As noted above, Senator Daschle's bill had originally contained a requirement for greater collection of wage data, but the Administration felt this would draw a great deal of fire from Republicans and the business community and it was replaced with Sense of the Senate language that the President should increase the amount of information available on wage disparities.
- **Non-Retaliation Provision.** Harkin's bill also contains a non-retaliation provision and a provision to permit the awarding of expert fees.
- **Education, Training, and Technical Assistance.** The bill also provides for research, education, and technical assistance.

IV. Legislative Outlook

Senator Daschle's bill has 20 cosponsors currently (Sen. Harkin has yet to cosponsor, although he has in the past). On the House side, Congresswoman DeLauro's bill, H. R. 541, has 34 cosponsors. Both of these bills are part of the "Democratic Leadership" package of bills. Senator Harkin's bill had 8 cosponsors in the last Congress, while the House version garnered 64 cosponsors. (By contrast, last Congress, Senator Daschle brought 23 Democrats on board, while Congresswoman DeLauro's bill had 95.) The Harkin-Norton bill is unlikely to attract more cosponsors because of lack of support from the leadership, lack of strong lobbying efforts by interest groups, and its

controversial nature. The Daschle-DeLauro represents the bill with the greatest ability to move, to draw some bipartisan support, and to have some chance of passage.

As a political matter, the Daschle bill offers Democrats the ability to raise the issue on the floor, highlight our commitment to the issue, and spotlight differences between supporters and opponents. If the bill fails to pass, the vote would give members a record of fighting the wage gap and demonstrate that on a moderate bill where there is a national consensus, opponents of equal pay denied passage. Whether the bill passes or not, the attention such a fight would receive would focus attention on the problem and broaden the constituency for further measures, including, possibly, for Senator Harkin's bill. In contrast, endorsement of the Harkin bill at this time would likely drive members away from the issue altogether in fear that they will be tarred as supporting government wage-setting and radical interference in the labor market.

It is also clear that without a commitment from the interest groups, members, and the Administration to work together on legislation, we will lose the opportunity to raise the profile of this issue in any fashion. It is worth remembering that, while many Democrats espoused the principle of fair pay for women and participated in numerous events, no one tried to raise the issue on the floor. Without consensus support for our legislative and outreach strategy, the issue will be a victim of in-fighting and fall off the political radar screen.

V. Options & Recommendation

By backing Senator Daschle's bill as a first step, the Administration has gained an excellent position from which to lead a national debate on the wage gap and advocate for policies that will lead to more fairness in the workplace. In contrast, endorsing comparable worth at this point would likely breakdown the chance to build momentum on the issue, and spark only a debate over big government interference with the market. Indeed, a recent Wall Street Journal op-ed attempted to attack the Daschle bill on the grounds that it promoted comparable worth, while giving only partial attention to the existence of a wage gap -- a shift in focus that would be greatly accelerated by Administration support for Harkin's bill. We believe that the Administration should keep opponents of equal pay on the griddle by keeping the nation's attention focused on the existence of the wage gap and the common-sense first steps we all should be able to agree to in attacking it.

We suggest two other points that may be useful for the discussion. First, the Administration's approach has been successful in advancing the ball and keeping momentum in favor of the issue. For example, in addition to endorsing the Daschle bill, the Administration has:

- Supported a \$14 million equal pay initiative in the FY 2000 budget for the EEOC and the DOL's Office of Federal Contractor Compliance

(OFCCP);

- Issued a CEA report that shows a significant wage gap between male and female workers;
- Committed federal agencies to conduct self-audits, and the creation of an annual report on pay differences to be published by DOL starting this year;
- Discussed equal pay in the State of the Union, conducted a presidential radio address on the topic this year, and hosted two events last year.

Second, to demonstrate that we remain committed to the fight to erase pay disparities, you may want to suggest some intermediary steps the Administration is working on, short of endorsing Harkin. First, DPC, NEC and OMB have begun a process to look for ways to increase wage disclosure by employers. We are hoping to find a mechanism the groups could support by early April. Depending on what method we chose, this new Administration measure could be implemented by executive action or included in Senator Daschle's bill. Senator Daschle is planning on including some data collection provision in his bill and will introduce the bill on April 8, Equal Pay Day. Second, we will look at other ways to strengthen the Daschle bill. Senator Daschle's office is already considering this and we have reached out to the groups seeking recommendations. We should agree that we will continue working with the groups in finding ways to make the Daschle bill more attractive to them.

3

February 24, 1999

MEMORANDUM FOR THE CHIEF OF STAFF

FROM: BRUCE REED
LARRY STEIN

SUBJECT: Meeting with Senator Harkin and Pay Equity Advocates

The President and Vice-President have spoken out in favor of equal pay and supported Senator Daschle's Paycheck Fairness Act which strengthens the remedies available to women under the Equal Pay Act. The Administration has not supported Senator Harkin's bill which provides for comparable worth, a more controversial approach that requires companies to equalize wages between "equivalent" jobs. You will be meeting with Senator Harkin and representatives of groups that favor comparable worth and will likely encourage the Administration to endorse that concept. As a fallback, the groups will push for strengthening the Daschle bill and may seek reinsertion of a provision on pay disclosure that was dropped last year at the Administration's request. This memorandum provides background on the Administration's strategy on the equal pay issue, compares Daschle's and Harkin's bills, discusses the legislative outlook for each bill, and offers some recommendations.

I. Background

In the last few years, the Administration has gained strong public support by taking steps to promote equal pay, while not endorsing comparable worth. In the last two years, the Administration has: endorsed of the Daschle bill to strengthen the Equal Pay Act (see below); included a \$14 million equal pay initiative in the FY 2000 budget for the EEOC and the DOL's Office of Federal Contract Compliance Programs (OFCCP); published a CEA report that shows a significant wage gap between male and female workers; and created an annual report on pay differences to be published by DOL. The President and Vice-President have held a variety of events to announce these steps and raise public awareness of the issue, including mentioning equal pay in the State of the Union, conducting a radio address on the topic this year, and hosting two events last year.

One issue aside from Senator Harkin's bill may arise at your meeting concerns the disclosure of pay data by employers. OFCCP wishes to request pay information by letter from some 5000 contractors selected for compliance reviews. OFCCP currently collects this data onsite at a later stage of the compliance process. OMB has balked at this request, primarily on the ground that it

will impose an undue burden on employers. At a meeting this week with pay equity groups, Josh Gotbaum promised to re-examine this matter. In addition, he noted that the Administration had a variety of potential mechanisms for obtaining wage data from employers, including the EEOC and the Bureau of Labor Statistics, and we wanted to fashion the best overall plan for obtaining useful data. The DPC, NEC, OMB, OPL (women's office), EEOC, and DOL held a meeting on Friday to begin this process of determining what are the most effective and politically viable means for improving data collection from employers.

II. The Daschle Bill

The Administration has endorsed "The Paycheck Fairness Act," introduced by Senator Daschle and Congresswoman DeLauro, to strengthen laws prohibiting wage discrimination. The measure is included this year as one of the Democratic Leadership Initiatives. Key aspects of the bill include:

- Increased Penalties. The legislation would provide full compensatory and punitive damages as remedies for equal pay violations, in addition to the liquidated damages and backpay awards currently available under the Equal Pay Act.
- Non-retaliation provision. The bill would prohibit employers from punishing employees for sharing salary information with their co-workers. Without the ability to learn about wage disparities, it is difficult for employees to evaluate whether there is wage discrimination.
- Training, Research, and Pay Equity Award. The bill would provide for increased training for EEOC staff; more research on wage discrimination; and a new award for employers who have worked to eliminate pay disparities.

Senator Daschle's bill originally included a provision requiring the EEOC to collect reports from employers with 100 or more employees about the wages they pay, analyzed by the race, sex, and national origin of employees. The Administration informed Daschle that this provision would raise very strong -- and perhaps justified -- objections from the business community. Daschle removed the measure from the bill.

III. The Harkin Bill

Last year, Senator Harkin introduced a comparable worth bill called the "Fair Pay Act of 1997." (It doesn't appear that he has reintroduced the bill this year.) The highlights of this legislation include:

- Comparable Worth. Harkin's bill amends the Fair Labor Standards Act to prohibit the paying of unequal wages for work on "equivalent jobs" dominated by employees of different sex, race, or national origins. The legislation defines

“equivalent jobs” as “jobs that may be dissimilar, but whose requirements are equivalent, when viewed as a composite of skills, effort, responsibility, and working conditions.” It exempts from this provision wage differences based on seniority, a merit system, or a quality/quantity system.

- Data Collection. The bill requires employers to submit wage data to the EEOC, broken down by job category and then by sex, race, and national origin. The EEOC is authorized to disseminate this data to the public.
- Non-Retaliation Provision. Harkin’s bill contains a non-retaliation provision similar to that in Senator Daschle’s bill.
- Education, Training, and Technical Assistance. The bill also provides for research, education, and technical assistance.

IV. Legislative Outlook

Senator Daschle’s bill currently has 20 cosponsors (Sen. Harkin has yet to cosponsor, although he has in the past). On the House side, Congresswoman DeLauro’s bill, H. R. 541, has 34 cosponsors. Both of these bills are part of the “Democratic Leadership” package of bills. Senator Harkin’s bill had 8 cosponsors in the last Congress, while the House version, which Congresswoman Norton sponsored, garnered 64 cosponsors. (By contrast, last Congress, Senator Daschle brought 23 Democrats on board, while Congresswoman DeLauro’s bill had 95.) The Harkin-Norton bill is unlikely to attract additional cosponsors because of its controversial nature and its lack of support from the leadership. The Daschle-DeLauro bill has a much better chance of drawing some bipartisan support ultimately of passing.

As a political matter, the Daschle bill offers Democrats the ability to raise the issue on the floor, highlight our commitment to the issue, and spotlight differences between supporters and opponents. If the bill fails to pass, the vote would give members a record of fighting the wage gap in a reasonable, moderate way. Whether the bill passes or not, the attention such a fight would receive would focus attention on the problem and broaden the constituency for further measures, including, possibly, for Senator Harkin’s bill. In contrast, endorsement of the Harkin bill at this time would likely drive members away from the issue altogether in fear that they will be tarred as supporting government wage-setting and radical interference in the labor market.

It is also clear that interest groups, members, and the Administration must work together on legislation to raise the profile of this issue in any fashion. It is worth remembering that no one tried to raise this issue on the floor last year. Without consensus support for a single legislative strategy, the issue may fall off the political radar screen altogether.

V. Recommendation

By backing Senator Daschle's bill as a first step, the Administration has gained an excellent position from which to lead a national debate on the wage gap and support policies that will lead to greater fairness in the workplace. In contrast, endorsing comparable worth at this point would decrease our chance of building momentum on the issue, by sparking a debate about government interference with the market. We believe that the Administration should keep opponents of equal pay on the griddle by keeping the nation's attention focused on the existence of the wage gap and the common-sense steps we all should be able to agree upon to attack it.

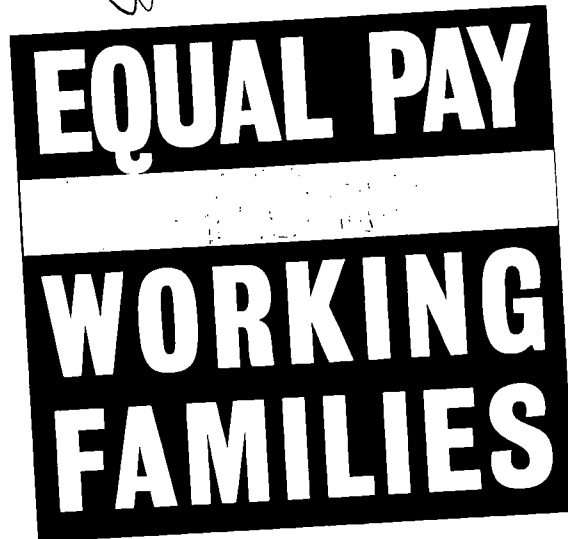
This message will undoubtedly be awkward to deliver. (We are looking at ways to strengthen the Daschle bill -- including through a new wage disclosure provision -- but while the groups may appreciate these efforts, we do not expect them to pacify Senator Harkin.) We nonetheless believe that we should not give false hope to participants at the meeting that we will endorse or otherwise work for passage of the Harkin bill. Indeed, we believe we should emphasize the importance of a unified push for the legislative proposal with the greatest chance of passing.

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**NATIONAL AND STATE DATA
ON THE PAY GAP AND ITS COSTS**

**A Joint Research Project of the
AFL-CIO and the
Institute for Women's Policy Research**



*Funded by America's
leading distillers*

*Sq. Pay
- gw*

Ralph S. Blackman,
Senior Vice President,
Government Affairs

May 5, 1998

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Special Assistant to the President
Domestic Policy Council
213 Old Executive Office Building
Washington, D.C. 20500

Dear Tom:

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Thank you for taking a few minutes to speak with Alan Wheat and myself regarding underage drinking and our *Alcohol 101* program created by the University of Illinois in collaboration with the Council.

I am confident that you will both enjoy and learn from using the CD-ROM and agree with us that it can be a valuable tool for colleges to use to address this important issue.

I have enclosed a copy of the Distilled Spirits Council of the U.S. (DISCUS) Code of Good Practice I referred to in our meeting. You will notice that item #6 of the Responsible Placement section specifically addresses the issue we discussed.

I hope we will be able to fashion an activity around *Alcohol 101* that showcases the President's concern about alcohol abuse on campus. Please feel free to contact me as you think this issue through. I look forward to working together.

With best regards,

Ralph S. Blackman

Cc: Alan Wheat

Schedule Proposal

Date: May 1, 1998

Equal Pay

 ACCEPT REGRET PENDING

TO: Stephanie Streett

FROM: Gene Sperling
Bruce Reed
Maria Echaveste
Audrey Tayse Haynes*alphabet*

REQUEST: For the President to participate in an event/press conference on the 35th Anniversary of President Kennedy's signing of the Equal Pay Act (1964).

PURPOSE: To amplify the President's support of Senator Daschle's and Congresswoman Delauro's respective equal pay bills; To announce the results of the Council of Economic Advisors study of the wage gap; To announce completion of Memorandum of Agreements (MOU) announced by the Vice President on April 2; To announce a report by the Women's Bureau (Dept. Of Labor) regarding the chronology of the Equal Pay Act (1964), it's progress and results to date [optional report]; and to call on Congress to pass equal pay legislation during this session of Congress.

BACKGROUND:

DATE AND TIME: Wed., June 10, 1998
Time: TBD

DURATION: 45 mins.

LOCATION: TBD- see outline of event options

PARTICIPANTS: Secretary Herman
Senator Daschle
Congresswoman DeLauro
A woman present at the signing 35 years agoOUTLINE OF EVENT: Option A
Make Announcement off-site at the Washington Hilton before an audience of 2,000 women from across the country*San Daschle*
15
W
Q

attending the annual luncheon of the National Partnership for Women and Families (formerly Women's Legal Defense Fund).

Option B

Hold a press event at the White House followed by a roundtable discussion with business leaders that already enforce good equal pay policies within their companies and believe this is good for their business.

PRESS/MEDIA:

Open.

RECOMMENDED BY:

NEC
DPC
OPL
Women's Office

CONTACT:

Tania Lopez, 6-7300

Schedule Proposal

Date: May 5, 1998

Eq. Pay -
LM

<u>ACCEPT</u>	<u>REGRET</u>	<u>PENDING</u>
---------------	---------------	----------------

TO: Stephanie Streett

FROM: Bruce Reed
Gene Sperling
Maria Echaveste
Audrey Tayse Haynes

REQUEST: For the President to participate in an event/press conference on the 35th Anniversary of President Kennedy's signing of the Equal Pay Act (1964).

PURPOSE: To amplify the President's support of Senator Daschle's and Congresswoman DeLauro's respective equal pay bills; To release a Council of Economic Advisors study on the wage gap between men and women; To announce completion of Memorandum of Understanding (MOU) announced by the Vice President on April 2; To announce a report by the Women's Bureau (Dept. Of Labor) regarding the chronology of the Equal Pay Act (1964), it's progress and results to date [optional report]; and to call on Congress to pass equal pay legislation during this year.

BACKGROUND: The Equal Pay Act was signed by President Kennedy in the President's office on June 10, 1963. It took eighteen years before its initial proposal for equal pay legislation to come before a President. In the first ten years after its enforcement, 171,000 employees had been awarded \$84 million in back pay alone under the provisions of the law.

On April 2, the Vice President participated in an event with Senator Moseley-Braun and Rep. DeLauro. He announced the Administration's strong support for equal pay legislation introduced by Sen. Daschle and Rep. DeLauro, along with actions taken by the Administration to increase awareness and strengthen enforcement of the equal pay issue.

DATE AND TIME: Wed., June 10, 1998
Time: TBD

DURATION: 45 mins.

LOCATION: TBD- see outline of event options

PARTICIPANTS: Secretary Herman
Senator Daschle
Congresswoman Dallier
A woman present at the signing 35 years ago

OUTLINE OF EVENT: Option A
Hold a press event at the White House followed by a roundtable discussion with business leaders that already enforce good equal pay policies within their companies and believe this is good for their business.

Option B
Make Announcement off-site at the Washington Hilton before an audience of 2,000 women from across the country attending the annual luncheon of the National Partnership for Women and Families (formerly Women's Legal Defense Fund).

PRESS/MEDIA: Open.

RECOMMENDED BY: DPC
NEC
OPL
Women's Office

CONTACT: Tania Lopez, 6-7300

MEMORANDUM

TO: BRUCE REED, ELENA KAGAN
FROM: TOM FREEDMAN, MARY L. SMITH
RE: PRIVACY ISSUES 
DATE: MARCH 11, 1998

Attached is a brief summary of privacy legislation before Congress. They fall into the following categories: (1) requiring prior permission before releasing personal financial records and records about children; (2) prohibiting commercial acquisition of an individual's social security number and prohibiting the use of social security numbers by marketing companies; (3) increasing penalties for illegally intercepting cellular telephone conversations; (4) requiring the Federal Trade Commission (FTC) to determine all methods by which consumers can learn what information about them is being collected, used, and sold; (5) requesting that guidelines be established for the distribution of personal information such as health and medical information; and (6) prohibiting Internet services from disclosing social security numbers without prior approval. This is obviously a first cut of what is out there. We will work with the NEC, VP, and Commerce to develop these ideas. Please let us know what looks particularly promising.

1. Require prior permission before releasing personal financial records and records about children.

Bills: (1) **S.504, Children's Privacy Protection and Parental Empowerment Act of 1997.** Sen. Feinstein with 2 cosponsors (1 Democrat and 1 Republican). Related bill: H.R. 1972 by Rep. Franks with 37 cosponsors (25 Democrats and 22 Republicans).

Amends the federal criminal code to prohibit certain activities relating to personal information about children. Prohibits knowingly selling such information by a list broker without parental consent. Prohibits using prison inmate labor for data processing of personal information about children. Prohibits distributing or receiving personal information about a child that will be used to abuse/physically harm the child. **Last status: Referred to Committee on the Judiciary.**

(2) **S.512, Identity Theft and Assumption Deterrence Act.** Sen. Kyl with 5 cosponsors (2 Democrats and 3 Republicans).

Amends the federal criminal code to establish penalties against any person who defrauds, obtains or uses means of identification other than that

lawfully used. **Last status: Referred to the Committee on the Judiciary.**

- (3) **H.R. 1330, American Family Privacy Act of 1997. Rep. Kanjorski** with 24 cosponsors (20 Democrats and 4 Republicans).

Prohibits federal officers and employees from providing access to Social Security account information, personal earnings and benefits information, or tax return information through the Internet without the written consent of the individual. Establishes a commission to investigate the privacy of certain government records. **Last Status: Referred to the Subcommittee on Government Management, Information, and Technology.**

- (4) **H.R. 1900, Depository Institution Consumer Protection Act of 1997. Rep. LaFalce** with 16 cosponsors (15 Democrats and 1 Independent).

Amends the Federal Deposit Insurance Act to require federal banking agencies to prescribe consumer protection regulations for sales, solicitations, advertising, or offers of a nondeposit product by a retail depository institution. Directs federal banking regulators to establish a consumer enforcement mechanism for consumer complaints. Establishes safeguards relating to confidential consumer financial information. **Last status: Referred to Subcommittee on Financial Institutions and Consumer Credit.**

2. Prohibit commercial acquisition of an individual's social security number and prohibit the use of social security numbers by marketing companies.

- Bills:** (1) **S.600, Personal Information Privacy Act of 1997. Sen. Feinstein** with 1 Republican cosponsor. Related bill: H.R. 1813 by Rep. Kleczka with 57 cosponsors (51 Democrats and 6 Republicans).

Amends the Fair Credit Reporting Act to redefine the term "consumer report" to exclude identifying information listed in a local telephone directory. Prohibits commercial acquisition or distribution of an individual's SSN. Prohibits the use of SSN by marketing companies. Prohibits the use of SSN as a persona identification number without written consent. **Last status: Referred to the Committee on Finance.**

- (2) **H.R.2581, Social Security Privacy Act of 1997. Rep. Campbell** with 1 Democrat and 1 Republican cosponsor.

Amends the Social Security Act to prohibit the buying, selling, or requesting a SSN as a condition of conducting business without the individual's written consent. Prohibits utilizing any individual's social security number without written consent. Last five digits of an individual's social security number exempt. **Last status: Referred to the House Committee on Ways and Means.**

3. Increase penalties for illegally intercepting cellular telephone conversations.

Bills: (1) H.R. 2369, Wireless Privacy Enhancement Act of 1997. Rep. Tauzin with 11 cosponsors (6 Democrats and 5 Republicans).

This bill would increase penalties for intercepting cellular telephone conversations and electronic eavesdropping. **Last status: Received in Senate after passage in the House; referred to the Senate Commerce, Science and Transportation Committee.**

Note: This bill is a response to the illegally intercepted call of Newt Gingrich by a Florida couple.

4. Require the Federal Trade Commission to determine all methods by which consumers can learn what information about them is being collected, used, and sold.

Bills: (1) H.R.1964, Communication Privacy and Consumer Empowerment Act. Rep. Markey with no cosponsors.

Requires FTC to determine how consumers can learn what personal information is being collected, used and sold. Calls for proposed changes in legislation and FTC regulations to correct defects in privacy rights and remedies. **Last status: Referred to Subcommittee on Telecommunications, Trade, and Consumer Protection.**

5. Request that guidelines be established for the distribution of personal information such as health and medical information.

Bills: (1) H.R.1331, Social Security Information Safeguards Act of 1997. Rep. Kennelly with no cosponsors.

Requires the Commissioner of Social Security to assemble a panel of experts to develop appropriate safeguards to ensure the confidentiality and

integrity of personal Social Security records made accessible to the public.
Last Status: Referred to the Subcommittee on Social Security.

- (2) **H.R.2368, Data Privacy Act of 1997. Rep. Tauzin** with 1 Republican cosponsor.

Establishes a computer interactive services industry working group to create voluntary guidelines. Prohibits commercial marketing use of certain government information about an individual without their prior consent. Prohibits display of SSN. Prohibits commercial marketing use of personal health and medical information obtained through an interactive computer service without prior consent. **Last status: Referred to the Subcommittee on Telecommunications, Trade, and Consumer Protection.**

6. Prohibit Internet services from disclosing social security numbers without prior approval.

- Bills:** (1) **H.R.98, Consumer Internet Privacy Protection Act of 1997. Rep. Vento** with 12 cosponsors (10 Democrats and 2 Republicans).

Prohibits an interactive computer service from disclosing personally identifiable information to a third party without the subscriber's informed written consent. Permits the subscriber to revoke consent at any time and require the service to cease disclosing personally identifiable information. **Last status: Referred to House Subcommittee on Telecommunications, Trade, and Consumer Protection.**

- (2) **H.R.1287, Social Security Online Privacy Protection Act. Rep. Franks** with 10 cosponsors (4 Democrats and 6 Republicans).

Prohibits an interactive computer service from disclosing to a third party an individual's SSN or related personal information without the individual's prior informed written consent. **Last status: Referred to the Subcommittee on Telecommunications, Trade and Consumer Protection.**

Wage Gap GW

**SUMMARY OF MEDIA COVERAGE OF
EQUAL PAY DAY**
(Partial Listing)

National Magazines

<i>Glamour</i>	May 1998
<i>Mirabella</i>	March/April 1998
<i>In Style</i>	January 1998

Newspapers

Central Kentucky News Journal, Letter to the Editor by Silvia Morris, March 23, 1998.

Central Kentucky News Journal, "Wages for women catch up to men's on April 3," Marie Moffitt, March 30, 1998.

Central Kentucky News Journal, "Equal Pay Day coming," Letter to the Editor by Connie Walker, April 2, 1998.

Women's Business Chronicle (Colorado), "The Wage Gap in '98: Women Still Shortchanged," Nancy Weingartner, April/May Edition.

Women's Business Chronicle (Colorado), "Women Battled Pay Inequity Throughout 20th Century," April/May Edition.

Rocky Mountain News, "Working Women Protest Pay Gap," Lisa Greim, April 4, 1998.

Denver Business Journal, "Pay equity makes little movement," Marlene Siering.

Pompano Beach BPW Newsletter, a supplement to *The Pompano Pelican* (Florida), "Equal pay for women is worth fighting for," Nancy Hurlbert, March 1998.

Margate - Coconut Creek Forum (Florida), "Women celebrate Equal Pay Day," Mary Ellen Carr, April 2, 1998.

Margate - Coconut Creek Forum (Florida), "Women deserve equal pay," Nancy Hurlbert. April 1, 1998.

Chicago Sun-Times, "Women still playing catch-up on equal pay," Letter to the Editor by Rose Mary Meyer, April 2, 1998.

Belleville News Democrat (Illinois), Letter to the Editor by Jerrie Weith, March 22, 1998.

Rushville Republican (Indiana), "BPW marks Equal Pay Day," Starr Keller, April 3, 1998.

Chariton Herald Patriot (Iowa), Letter to the Editor by Kay Seuferer, March 12, 1998.

Chariton Herald Patriot (Iowa), Letter to the Editor by Kay Seufferer, April 2, 1998.

Cumberland Times-News (Maryland), Letter to the Editor by Sue Oxford and June Hasselbach, March 15, 1998.

Republican (Maryland), Letter to the Editor by Sue Oxford and June Hasselbach, March 19, 1998.

Republican (Maryland), "Gender Inequality " in Letters to the Editor, March 19, 1998.

Republican (Maryland), Letter to the Editor by Donna McClintock and Phyllis Trickett, March 26, 1998.

Republican (Maryland), Picture: Commissioners Promote National Equal Pay Day, April 2, 1998.

Republican (Maryland), Letter to the Editor by Gail Herman, April 2, 1998.

Las Vegas Sun, "Child care, equitable pay key issues at women's forum," Kristen Peterson, April 1, 1998.

Las Vegas Sun, "Small but feisty group pushes equal pay for women," Jerry Fink, April 6, 1998.

Las Vegas Sun, Letter to the Editor by Anne Golonka, April 2, 1998.

Pittsburgh Post-Gazette, "Women still fighting for equal pay," Karen MacPherson, April 3, 1998.

Philadelphia Daily News, "A Day for Women to Get a Cents of Their Worth," Katherine Black and Barbara DiTullio, April 3, 1998.

Philadelphia Daily News, "Day of the Glass Paycheck," Associated Press, April 3, 1998.

The Salt Lake Tribune, "It's Pay Day, But Not Everyone is Celebrating," Patty Henetz, April 3, 1998.

The Salt Lake Tribune, "Equal Pay for Equal Work," Letter to the Editor, April 7, 1998.

Deseret News (Utah), "Utah women carry red purses for Pay Day," Gregory P. Kratz, April 3, 1998.

New York Post, "Glass Ceiling Confusion," Hannah Brown, April 8, 1998.

Newsday (New York), "White House Backs Pay Equality," April 3, 1998.

Observer-Dispatch (New York), "Lieutenant Governor...Utica Luncheon Speaker," March 18, 1998.

Observer-Dispatch (New York), "Metro Utica BPW to observe Equal Pay Day," Bernadette Sunderlin, March 29, 1998.

Newsday (New York), "New Website Is Virtual, But Job Offerings are Real," Patricia Kitchen, March 8, 1998.

Newsday (New York), "Women's Work Must Earn as Much as Men's," Thomas DiNapoli, March 31, 1998.

Albuquerque Journal (New Mexico), "The Wage Divide," Ellie Becker, March 30, 1998.

Albuquerque Journal (New Mexico), "Women's Group to serve up Pay-Equity Complaint," Wende Schwingendorf, March 30, 1998.

Albuquerque Journal (New Mexico), "President, Gore Back Equal Pay," Sarah Wyatt, April 3, 1998.

Silver City Daily Press (New Mexico), "BPW Observes National Equal Pay Day," G.K. Burnett, March 23, 1998.

Silver City Daily Press (New Mexico), "BPW to Raise Awareness about Unequal Pay," G.K. Burnett, April 2, 1998.

Daily Labor Report, "Gore Announces Equal Pay Initiatives to Give OFCCP Power to Seek Damages," Pamela Prah, April 3, 1998.

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Albuquerque Journal, Picture: Cookie Commentary, April 8, 1998.

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Related Clips

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Wase Galt
Pam Galt
Eagan

U.S. EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
Washington, D.C. 20507

OFFICE OF LEGAL COUNSEL

FAX TRANSMITTAL COVER SHEET

DATE: 1/14/98

PLEASE DELIVER TO:

NAME: Tom Freedman

AGENCY/OFFICE/DEPT: Domestic Policy

FAX #: 456-7431

TELEPHONE #: _____

THIS MESSAGE IS BEING SENT BY:

NAME Ellen Vargyas

TELEPHONE #: (202) 663-4637

THIS MESSAGE HAS 12 PLUS THIS COVER SHEET.

This Fax # is (202) 663-4639

REMARKS:

IF YOU HAVE ANY PROBLEMS RECEIVING THIS TELECOPY MESSAGE, PLEASE CALL THE FOLLOWING # IMMEDIATELY, (202) 663-4637. THANK YOU.

The alternative option set out is to have a more extensive, separate, salary matrix which will serve as a supplement to the current form. This would not change the current EEO-1 but it also would not provide data by job category. Nonetheless, the matrix would have 20 salary intervals and would provide fairly detailed salary data by race/ethnic categories and gender. It would allow comparisons of salary distributions among the above mentioned groups. This method of collecting salary data would roughly triple EEOC's current annual processing cost to about \$2,400,000. It would also triple the public respondent burden to 1.4 million hours, increasing the respondent burden cost about \$9.5 million over the current cost.

The cost of the second method could be further reduced by limiting the salary collection to one or two industries (SIC) each year. The drawback of this method is that it would take a number of years before data for all industries would be available.

EEOC currently has statutory authority to collect this information. However, we do not have resources which we could shift for such purpose; we would need new funds. In addition, as we have discussed, prior efforts to expand the EEO-1 have proved to be controversial.

Please keep in mind that our staff pulled this memo together quickly. Should you be interested in pursuing any of these options, we will of course work with you in further developing and refining them. I would be happy to discuss any of these issues with you in more detail.

Attachment



U.S. EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
Washington, D.C. 20507

January 14, 1998

MEMORANDUM

TO : Tom Freedman and Mary Smith
Domestic Policy Council

FROM : Ellen J. Vargyas *Ellen Vargyas*
Legal Counsel

SUBJECT : Options for Collecting Salary Data by Employer

You have asked for information and options regarding the collection of pay data by the EEOC. Currently, the government does not collect pay data by employer and the lack of such information is a serious impediment to the effective enforcement of the pay discrimination laws.

As you know, EEOC now collects on an annual basis data regarding the demographic breakdown of their workforces from private employers with workforces of 100 or more employees, and 50 or more employees if they are federal contractors. I have attached, for your information, a copy of the EEO-1 form which is used to collect this data. It is perfectly feasible to expand the EEO-1 form to collect pay data. In fact, EEOC currently collects pay data from state and local governments through our EEO-4 form, a copy of which is also attached.

In the attached memo, EEOC staff has presented information on two alternative methods of collecting salary data, feasible for adding to the EEO-1, as well as the costs of such collections and their effect on record keeping and reporting burden hours. In what should come as no surprise, the more detailed the data on salary to be collected, i.e. the more useful the data, the more it costs and the more it expands the record keeping and reporting burden on the public.

In sum, the most detailed -- and useful -- way to collect salary data is to add eight salary intervals within each of the nine current EEO-1 occupational categories. This would entail expanding the current form eightfold to a matrix consisting of 80 lines and 880 data cells from the current 10 line 110 cell matrix. It would increase EEOC's current annual cost of \$801,200 to \$6,401,000. It would also increase the public reporting compliance burden hours to 3,684,000 from the current 464,000. This burden hour increase translates conservatively into increased public cost of more than \$32 million annually.

Attachment

COLLECTING DATA ON SALARY IN THE EEO-1 SURVEY PROGRAM

General Background

Over the years the idea of collecting salary data on the EEO-1 has been proposed a number of times. Clearly, availability of these data would be extremely useful. It would allow the actual jobs grouped into the broad EEO-1 occupational groups to be further defined. It would show the extent of differential pay by race/ethnic categories and gender for the same type of work. It would improve the assignment of employees into the proper EEO-1 categories. It would most certainly enhance the EEO-1 data for enforcement purposes, especially in the enforcement of the EPA. These data would be of great utility to OFCCP's monitoring of affirmative action programs.

However, the increased utility which salary data would provide comes at a cost to both the employers who provide the data and to the government who must process the additional data. Employers would experience significant increases in record keeping and reporting burden hours, both of which inflate their cost of compliance. The government cost would increase dramatically due to expansion of printing, mailing, editing, and other processing costs.

Salary Data Collection Issues

There are several critical issues in the collection of salary data which determine the quality and cost of such a collection program.

First, salary data are only meaningful if collected from full time employees. The current EEO-1 collects data on employees during a particular payroll period, and it includes part time

employees. Thus if salary data were to be added to the EEO-1, a separate matrix for part time employees would also have to be added. This alone would, at a minimum, double the length of the current form.

Second, the EEO-1 occupational categories are so broad that each job category contains many individual jobs. In order to be able to distinguish among these individual jobs within each category, salary data are only meaningful if it is collected in sufficiently detailed form. To gain such detail would require a minimum of eight salary intervals under each occupational category.

Third, if salary is not to be collected by job category, then some other way to narrow down the focus would have to be employed. One such avenue might be to collect salary within each three digit industry group (SIC), for example. This would guaranty that the individual jobs within each category are more homogeneous. However, this method would require a separate salary matrix, an "industry supplement", with many more salary intervals. A minimum set of intervals for the salary matrix is twenty(20). This would result in a salary matrix of 220 cells.

Determination of Cost

The current EEO-1 matrix consists of 110 data cells. The annual contracting and other costs are based on the size of this matrix, and any additions or expansions to this matrix increase the cost accordingly.

The following gives the number of lines and data cells involved in each of the two alternatives for collecting salary data and the current EEO-1 form:

<u>Alternative</u>	<u>Number</u>	
	<u>Lines</u>	<u>Cells</u>
1. Current EEO-1 Form-	10	110
2. Collect Salary data by job category. This adds 8 lines to each job category-	80	880
3. Collect Salary data on a separate salary matrix attached as a supplement to the current EEO-1 -	30	330

Each line or column added to the current EEO-1 matrix will add \$80,000 to the annual government cost. Thus each salary interval adds a line to the current matrix and increases the processing cost by \$80,000. Applying this cost to each of the above alternatives, gives the estimate of cost associated with each alternative as follows:

<u>Alternative</u>	<u>Annual Processing Cost</u>
1. Current EEO-1 Form-	\$801,200
2. Collect Salary by JobCategory.-	\$6,401,000
3. Collect Salary on separate Matrix -	\$2,401,000

The above shows that adding even the minimum, separate matrix, in terms of salary data collection will at the very least triple the annual EEO-1 processing cost. In addition data collection, using the separate matrix, could be confined each year to a single three, or even two, digit(SIC) industry to further reduce the annual cost. This annual cost would then depend on the number of employers in the industry which was being surveyed that year. While this would take several years before salary data would be available for all industries, it would be a more affordable cost.

Information Collection Respondent Burden Hours

The government processing cost estimated above only answers part of the concerns associated with the addition of not only salary data but any expansion of the current EEO-1. The other concern is the expansion of the record keeping and reporting burden which accompany each addition to the current form. The following table lays out the burden hours associated with each alternative discussed in the cost section above:

<u>Alternative</u>	<u>Burden Hours</u>
1. Current EEO-1 Form-	464,000
2. Collect Salary by Job Category -	3,684,000
3. Collect Salary on separate Matrix -	1,384,000

To put these hours in terms of cost to the public, even if we use the estimate of \$10.00 an hour as the wage for the typical person filling out the EEO-1 (the estimate we typically use with OMB), the current \$4.6 million would be multiplied a minimum of three times for the "separate matrix" method and would be multiplied over nine times for the more extensive alternative.

Other Concerns

There is a history of opposition to expansion of the EEO-1. In 1991 EEOC tried to expand the EEO-1 job categories from the current 9 to 15 in line with the 1990 Census categories. The record keeping and reporting burden hour increase associated with that change was estimated to be a one time only increase of 300,000 hours in the initial year of implementation. Yet based on opposition from employer associations, OMB denied the expansion of the job categories.

Joint Reporting
Committee

- Equal Employment Opportunity Commission
- Office of Federal Contract Compliance Programs (Labor)

EQUAL EMPLOYMENT OPPORTUNITY

EMPLOYER INFORMATION REPORT EEO-1

Standard 100

(Rev. 4-92)

O.M.B. No. 3046-

EXPIRES 12/31/83

100-213

Section A—TYPE OF REPORT

Refer to instructions for number and types of reports to be filed.

1. Indicate by marking in the appropriate box the type of reporting unit for which this copy of the form is submitted (MARK ON ONE BOX).

(1) ☐ Single-establishment Employer Report

Multi-establishment Employer:

(2) ☐ Consolidated Report (Required)(3) ☐ Headquarters Unit Report (Required)(4) ☐ Individual Establishment Report (submit one for each establishment with 50 or more employees)(5) ☐ Special Report

2. Total number of reports being filed by this Company (Answer on Consolidated Report only) _____

Section B—COMPANY IDENTIFICATION (To be answered by all employers)

1. Parent Company

a. Name of parent company (owns or controls establishment in item 2) omit if same as label

Address (Number and street)

City or town

State

ZIP code

2. Establishment for which this report is filed. (Omit if same as label)

a. Name of establishment

Address (Number and street)

City or Town

County

State

ZIP code

b. Employer Identification No. (IRS 9-DIGIT TAX NUMBER)

c. Was an EEO-1 report filed for this establishment last year? ☐ Yes ☐ No**Section C—EMPLOYERS WHO ARE REQUIRED TO FILE** (To be answered by all employers)☐ Yes ☐ No

1. Does the entire company have at least 100 employees in the payroll period for which you are reporting?

☐ Yes ☐ No

2. Is your company affiliated through common ownership and/or centralized management with other entities in an enterprise with a total employment of 100 or more?

☐ Yes ☐ No

3. Does the company or any of its establishments (a) have 50 or more employees AND (b) is not exempt as provided by 41 CFR 60-1.5. AND either (1) is a prime government contractor or first-tier subcontractor, and has a contract, subcontract, or purchase order amounting to \$50,000 or more, or (2) serves as a depository of Government funds in any amount or is a financial institution which is an issuing and paying agent for U.S. Savings Bonds and Savings Notes?

If the response to question C-3 is yes, please enter your Dun and Bradstreet identification number (if you have one):

F 100 Page 2

Section D—EMPLOYMENT DATA

Employment at this establishment—Report all permanent full-time and part-time employees including apprentices and on-the-job trainees unless specifically excluded as set forth in the instructions. Enter the appropriate figures on all lines and in all columns. Blank spaces will be considered as zeros.

columns. Blank spaces will be considered as zeros.

JOB CATEGORIES		NUMBER OF EMPLOYEES										
		OVERALL TOTALS (SUM OF COL. D THRU K)	MALE					FEMALE				
			WHITE (NOT OF HISPANIC ORIGIN)	BLACK (NOT OF HISPANIC ORIGIN)	HISPANIC	ASIAN OR PACIFIC ISLANDER	AMERICAN INDIAN OR ALASKAN NATIVE	WHITE (NOT OF HISPANIC ORIGIN)	BLACK (NOT OF HISPANIC ORIGIN)	HISPANIC	ASIAN OR PACIFIC ISLANDER	AMERICAN INDIAN OR ALASKAN NATIVE
A	B	C	D	E	F	G	H	I	J	K		
Officials and Managers	1											
Professionals	2											
Technicians	3											
Sales Workers	4											
Office and Clerical	5											
Craft Workers (Skilled)	6											
Operatives (Semi-Skilled)	7											
Laborers (Unskilled)	8											
Service Workers	9											
TOTAL	10											
Total employment reported in previous EEO-1 report	11											

NOTE: Omit questions 1 and 2 on the Consolidated Report.

1. Date(s) of payroll period used: 2. Does this establishment employ apprentices?
1 ☐ Yes 2 ☐ No

Section E—ESTABLISHMENT INFORMATION (Omit on the Consolidated Report)

1. What is the major activity of this establishment? (Be specific, i.e., manufacturing steel castings, retail grocer, wholesale plumbing supplies, title insurance, etc. Include the specific type of product or type of service provided, as well as the principal business or industrial activity.)	OFFICE USE ONLY
	E.

Section F—REMARKS

Use this item to give any identification data appearing on last report which differs from that given above, explain major changes in composition or reporting units and other pertinent information.

Section G—CERTIFICATION (See Instructions G)

- Check one 1 ☐ All reports are accurate and were prepared in accordance with the instructions (check on consolidated only)
2 ☐ This report is accurate and was prepared in accordance with the instructions.

Name of Certifying Official	Title	Signature	Date
Name of person to contact regarding this report (Type or print)	Address (Number and Street)		
Title	City and State	ZIP Code	Telephone Number (Including Area Code) Extension

All reports and information obtained from individual reports will be kept confidential as required by Section 709(e) of Title VII.
WILLFULLY FALSE STATEMENTS ON THIS REPORT ARE PUNISHABLE BY LAW, U.S. CODE, TITLE 18, SECTION 1001.

EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

STATE AND LOCAL GOVERNMENT INFORMATION (EEO-4)

EXCLUDE SCHOOL SYSTEMS AND EDUCATIONAL INSTITUTIONS
(Read attached instructions prior to completing this form)

APPROVED BY
OMB

3046-0008

EXPIRES
12/31/97

DO NOT ALTER INFORMATION PRINTED IN THIS BOX

MAIL COMPLETED
FORM TO

A. TYPE OF GOVERNMENT (Check one box only)

- ☐ 1. State ☐ 2. County ☐ 3. City ☐ 4. Township ☐ 5. Special District
- ☐ 6. Other (Specify) _____

B. IDENTIFICATION

1. NAME OF POLITICAL JURISDICTION (If same as label, skip to Item C)

EEOC
USE
ONLY

A

2. Address—Number and Street

CITY/TOWN

COUNTY

STATE/ZIP

B

C. FUNCTION

(Check one box to indicate the function(s) for which this form is being submitted. Data should be reported for all departments and agencies in your government covered by the function(s) indicated. If you cannot supply the data for every agency within the function(s), please attach a list showing name and address of agencies whose data are not included.)

1. FINANCIAL ADMINISTRATION Tax assessing, tax billing and collection, budgeting, purchasing, central accounting and similar financial administration carried on by a treasurer's, auditor's or comptroller's office and GENERAL CONTROL Duties usually performed by boards of supervisors or commissioners, central administrative offices and agencies, central personnel or planning agencies, all judicial offices and employees (judges, magistrates, bailiffs, etc.)	8. HEALTH. Provision of public health services, out-patient clinics, visiting nurses, food and sanitary inspections, mental health, alcohol rehabilitation service, etc.
2. STREETS AND HIGHWAYS Maintenance, repair, construction and administration of streets, alleys, sidewalks, roads, highways and bridges	9. HOUSING. Code enforcement, low rent public housing, fair housing ordinance enforcement, housing for elderly, housing rehabilitation, rent control
3. PUBLIC WELFARE Maintenance of homes and other institutions for the needy, administration of public assistance (Hospitals and sanatoriums should be reported as item 7)	10. COMMUNITY DEVELOPMENT. Planning, zoning, land development, open space, beautification, preservation
4. POLICE PROTECTION Duties of a police department sheriff's, constable's, coroner's office, etc., including technical and clerical employees engaged in police activities.	11. CORRECTIONS Jails, reformatories, detention homes, half-way houses, prisons, parole and probation activities
5. FIRE PROTECTION Duties of the uniformed fire force and clerical employees. (Report any forest fire protection activities as item 8.)	12. UTILITIES AND TRANSPORTATION Includes water supply, electric power, transit, gas, airports, water transportation and terminals
6. NATURAL RESOURCES. Agriculture, forestry, forest fire protection, irrigation drainage, flood control, etc., and PARKS AND RECREATION. Provision, maintenance and operation of parks, playgrounds, swimming pools, auditoriums, museums, menhans, zoo, etc.	13. SANITATION AND SEWAGE Street cleaning, garbage and refuse collection and disposal. Provision, maintenance and operation of sanitary and storm sewer systems and sewage disposal plants
7. HOSPITALS AND SANATORIUMS Operation and maintenance of institutions for inpatient medical care	14. EMPLOYMENT SECURITY STATE GOVERNMENTS ONLY
	15. OTHER (Specify on Page Four)

D. EMPLOYMENT DATA AS OF JUNE 30 (Cont.) (Do not include elected/appointed officials. Blanks will be counted as zero)												
1. FULL-TIME EMPLOYEES (Temporary employees not included)												
JOB CATEGORIES	ANNUAL SALARY (In thousands 000)	TOTAL (COLUMNS B-K) A	MALE					FEMALE				
			NON-HISPANIC ORIGIN		HISPANIC	ASIAN OR PACIFIC ISLANDER	AMERICAN INDIAN OR ALASKAN NATIVE	NON-HISPANIC ORIGIN		HISPANIC	ASIAN OR PACIFIC ISLANDER	AMERICAN INDIAN OR ALASKAN NATIVE
			WHITE	BLACK				WHITE	BLACK			
			B	C	D	E	F	G	H	I	J	K
SKILLED CRAFT	48. 30.1-15.9											
	50. 16.0-19.9											
	51. 20.0-24.9											
	62. 25.0-32.8											
	63. 33.0-42.9											
	54. 43.0-54.9											
	66. 55.0-69.9											
	56. 70.0 PLUS											
SERVICE/ MAINTENANCE	57. 30.1-15.9											
	58. 16.0-19.9											
	59. 20.0-24.9											
	60. 25.0-32.8											
	61. 33.0-42.9											
	62. 43.0-54.9											
	63. 55.0-69.9											
	64. 70.0 PLUS											
65. TOTAL FULL TIME												
(LINES 1-64)												
2. OTHER THAN FULL-TIME EMPLOYEES (Include temporary employees)												
66. OFFICIALS/ADMIN.												
67. PROFESSIONALS												
68. TECHNICIANS												
69. PROTECTIVE SERV.												
70. PARA-PROFESSIONAL												
71. ADMIN. SUPPORT												
72. SKILLED CRAFT												
73. SERV./MAINT.												
74. TOTAL OTHER THAN FULL TIME												
(LINES 66-73)												
3. NEW HIRES DURING FISCAL YEAR - Permanent full time only JULY 1 - JUNE 30												
75. OFFICIALS/ADMIN.												
76. PROFESSIONALS												
77. TECHNICIANS												
78. PROTECTIVE SERV												
79. PARA-PROFESSIONAL												
80. ADMIN. SUPPORT												
81. SKILLED CRAFT												
82. SERV./MAINT.												
83. TOTAL NEW HIRES												
(LINES 75-83)												

REMARKS (List National Crime Information Center (NCIC) numbers assigned to any Criminal Justice Agencies whose data are included in this report.)

LIST AGENCIES INCLUDED ON THIS FORM

CERTIFICATION. I certify that the information given in this report is correct and true to the best of my knowledge and was reported in accordance with accompanying instructions. (Willfully false statements on this report are punishable by law, U.S. Code, Title 18, Section 1001.)

NAME OF PERSON TO CONTACT REGARDING THIS FORM

TITLE

ADDRESS (Number and Street, City, State, Zip Code)

TELEPHONE NUMBER
AREA CODE

DATE

TYPED NAME/TITLE OF AUTHORIZED OFFICIAL

SIGNATURE

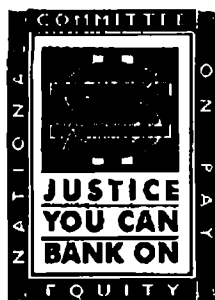
Reprint

1996

Employment + Wages, ES-202

Annual Averages in
An issue of Employment + Earnings.

Counting/Calculating.



NATIONAL COMMITTEE ON PAY EQUITY

1126 Sixteenth St. NW, Washington, DC 20036 • (202) 331-7343 FAX (202) 331-7406

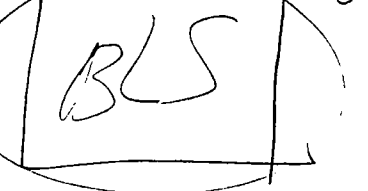
FOR IMMEDIATE RELEASE

June 10, 1997

Contact:

Kelly Jenkins

202-331-7343



34 YEARS AFTER THE EQUAL PAY ACT -- WOMEN STILL NEED FAIR PAY

WASHINGTON-- Today marks the day when President John F. Kennedy signed the Equal Pay Act into law. Yet 34 years after this landmark legislation, women still suffer unfair pay in nearly every occupational category. "The generation of women who were born when the Equal Pay Act was signed have entered a workforce where pay inequity is still a major problem," said Susan Bianchi-Sand, executive director of the National Committee on Pay Equity. "At our rate of progress in the last fifteen years alone, by the year 2038, two or three generations of women will have retired from jobs on which they sacrificed more than a quarter of a million dollars in wages and a proportional amount in retirement benefits. Two new generations of women will have entered the workforce earning less than men, despite being at least as able, educated and motivated," Ms. Bianchi-Sand added.

According to a 1996 Bureau of Labor Statistics (BLS) summary of detailed occupations, women who worked full-time earned less pay than men in 97.5 percent of all jobs for which wage information was available. The wage gap ranges by occupation, but even in traditional "women's jobs" where women have a long history of work, and make up a majority of workers, they earn less than men in the field. A few examples of unequal pay for work in the same job include the following:

Occupation	Women Earn Less Than Men
Clerical Workers:	20% wage gap
Registered Nurses:	5% wage gap
Educational Administrators:	31% wage gap
Medicine and Health Managers:	38% wage gap
Cleaning and Building Services:	18% wage gap
Retail Sales Workers	33% wage gap



"Wage disparity surfaces in numerous public opinion polls as the top priority of working women," Ms. Bianchi-Sand said, "The wage gap is the nexus issue between so many other issues, including the glass ceiling, welfare reform, retirement security and the living standard of families. We believe the Paycheck Fairness Act will be a major step in the right direction and support the Members of Congress for taking leadership to address these problems. Yet business leaders must also step forward and shoulder some responsibility for closing the wage gap. In addition, we need even stronger legislative proposals, such as the Fair Pay Act, S. 232 and H.R. 1302 to deal with the broader problem of unfair pay for women and people of color.

The National Committee on Pay Equity is a coalition of over 180 organizations working to end wage discrimination based on race and gender. The Board of Directors alone represents the concerns of over 20 million workers.

###

Reprint Courtesy of Service Employees International Union, AFL-CIO, CIO

THE WAGE GAP

Ladies still need to fill it

The job market is filled with women who are not only well-educated but experienced in their respective fields. However their remunerations for performing the same or similar tasks as their male colleagues fall short of the mark. In today's marketplace working women are still not earning the same salary as their male counterparts.

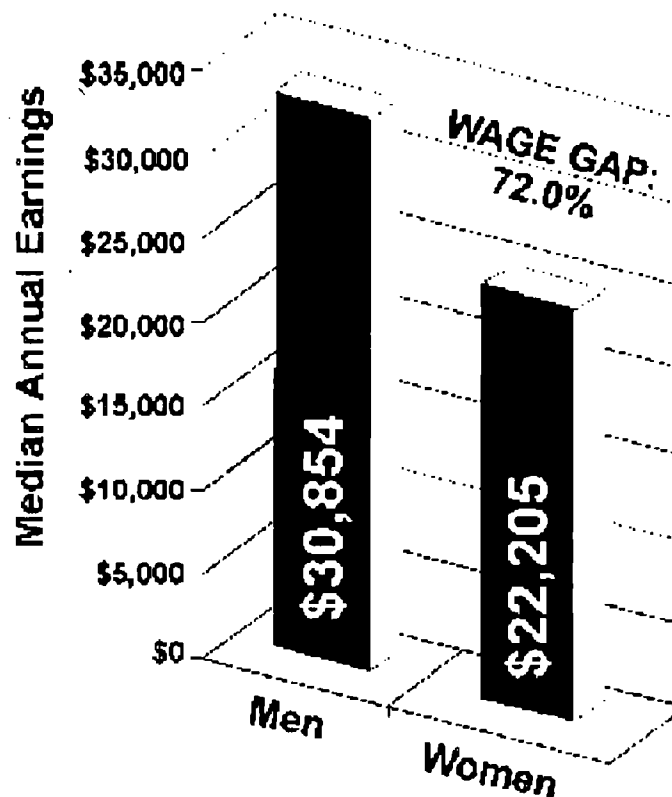
Kim Gandy, executive vice president of the National Organization For Women (NOW), says women's salaries as a percentage of men's have increased over the past 30 years. However, she says, it's not as much progress as it sounds. "The percentage of women's salaries as a share of men's salaries is going up not because women's salaries are increasing, but because men's salaries are decreasing." The cause for the decline in men's salaries as an aggregate is attributed to job loss in male dominated areas which has resulted in a misperception of progress for women, reiterates Gandy.

"Women are paid less across the board whether they're in the same job as a man or whether they're in a different job," says Kelly Jenkins, program coordinator at the National Committee on Pay Equity (NAPE). She says when you look at all women compared to all men, women currently earn 72 cents for every dollar that a man earns. Breaking down this figure even further, Jenkins says African American women earn 63 cents while Hispanic women earn only 56 cents compared to most white male workers.

Arline Easley, economist at the U.S. Department of Labor Women's Bureau, says when comparing women's 1995 hourly earnings against men's hourly earnings, women earned about 81 percent of what men earned. What makes this so significant is that more than half of the people in the U.S. are paid hourly _ half of which are women. Women earn 75.5 percent of what men do. Jenkins says when NACE looked at wage inequity over a women's lifetime, it estimated a woman loses nearly \$420,000 due to wage discrimination.

While most figures are based on national data, the Women Employed Institute and the Office for Social Policy Research at Northern Illinois University conducted a local study titled Two Sides of the Coin, A Study of the Wage Gap Between Men and Women in the Chicago Metropolitan Area. According to the report women comprised 47 percent of the Chicago cosmopolitan labor force. The study found "the wage gap between full-time employed men and women in metropolitan Chicago is greater than the national average _ In Chicago women earn 65.5 percent of men's earnings compared to 71.6 percent nationally." The report also states "women working in traditionally male occupations earn 19 to 47 percent less than their male counterparts."

1994 MEDIAN ANNUAL EARNINGS YEAR-ROUND, FULL-TIME WORKERS



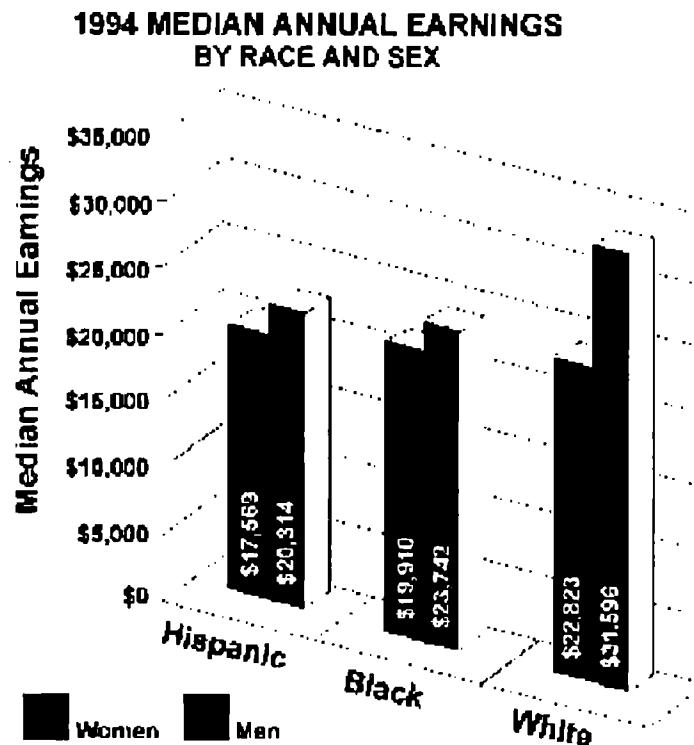
Several factors have contributed to women being at this juncture. A report from the U.S. Department of Labor Women's Bureau, *Facts on Working Women* says women working full-time, year-round work "fewer hours in the week and fewer weeks in the year than their male counterparts." Taking this information a step further Easley says the study considered the work life expectancy of both genders. Women's work life expectancy was 29 years while men's work life was about 39 years. Easley says the study found that "for each 10 years of working experience your work earnings go up 25 percent. So we're looking at 29 versus 39 ... the 10 years that women don't work their earnings didn't go up 25 percent," she says. Although this one study can't completely explain the wage gap, Easley says the information cannot be discounted when discussing the differences between men's and women's salaries.

The types of jobs women get steered toward when starting out their careers contributes to the wage gap equation. Audrey Tayse Haynes, executive director of Business and Professional Women USA (BPW USA) and the Business Professional Women's Foundation, says when women first entered the workplace it was thought they were entering more as second income jobs for the family, not as primary income. "They were often put in low pay, low scale jobs," she says. The consequence was that women got stuck in those jobs.

Diane Carothers, policy advisor at the U.S. Department of Labor Women's Bureau, says when starting out in a company an employer can look at the same credentials both in a man and woman, put the man on the management track and the woman on the administrative side where the woman isn't going to get a crack at management. Carothers says this can effect her entire career. "There has often been an informal tracking system," she says, "and the very first job you take with a company will take you to management and to higher wages or will dead-end you."

Even though women's salaries are said to be the closest to men's when coming out of college a NCPE study reported in 1994 "that college woman earned \$11,721 less than college educated white men." Gandy says companies expect to pay less for women, but women also play a pivotal role when it comes to negotiating their salary. Carothers says in many instances women find themselves in a "no win"

situation. "If she asks for the top of the range, the employer knows he can get a man for that dollar," she says, "and he may than hire the man and she may lose the job."



Carothers believes women are not as confident at stating or overstating their credentials. Gandy also says women under evaluate themselves. "When women are asked what salary they expect, they generally state a lower salary than their male counterpart would state," she says. The problem with this, adds Haynes, is that employers often ask to discuss your last job's salary and if a woman has been underpaid in her previous job it perpetuates the wage gap.

Jenkins says the societal taboo on discussing wages also works against women. "We don't have free information about wages and salaries and that puts women at a disadvantage when they're negotiating salary," she says. Carothers says many companies have rules that if you talk about wages you may be fired. At the state and federal levels of government wages and salaries are public information.

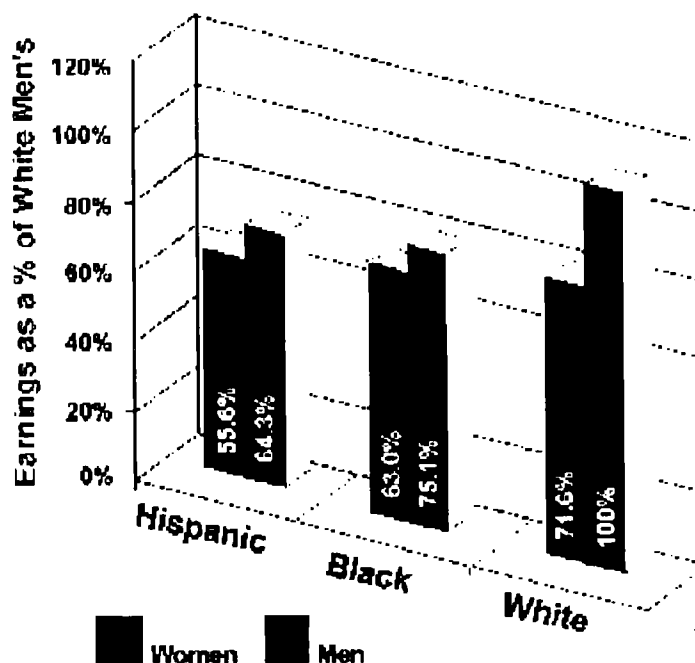
Oddly enough in an era when unions are losing strength they have managed to keep women on track in terms of their salaries. "Women represented by unions earned weekly wages that were 35 percent higher than women in unorganized work places," says Carothers. "Union women earned weekly wages greater than those of men who were not represented by unions." The reason for such parity says Haynes "is in an organized environment they go to the bargaining table for everyone."

In 1963, Congress passed the Equal Pay Act which states men and women doing the same job are entitled to equal pay. Jenkins says women haven't seen a lot of justice from this piece of legislation because it's not enforced. There is also protection under the Civil Rights Act, Title VII that guarantees employers don't practice wage discrimination. But, Jenkins explains, this is nearly impossible to prove in the existing courts system. She says women who decide to take legal action in an effort to bring their salaries in line with their male counterparts sometimes pay a higher price than the monetary gains they're seeking. "Women suffer extreme harassment at work," she says. "A woman gets labeled as a troublemaker and has difficulty taking her professional credentials into the next job. They are really putting everything at risk," adds Jenkins.

Women say society needs to realize that the disparity in salaries is not just a "woman's" issue but a family issue and the ramifications of this are not only felt short term but long term too. Haynes says right off the bat wage inequity can mean the difference between owning a home and renting one or between

having a car and not or between having a family health insurance plan or one that the company pays for. Jenkins says the estimated \$420,000 a woman loses over her lifetime could have been used to support her retirement or for investment purposes. "Women are less likely than men to have a pension," says Jenkins. "... often they haven't saved for their own retirement because they've had no income or their income has been so minimized it's used to help the family get by." Ultimately, Jenkins says, pay inequity contributes to a women's inability to be economically self sufficient and as more women become heads of their households it trickles down to the family and community.

**THE WAGE GAP: 1994
BY RACE AND SEX**

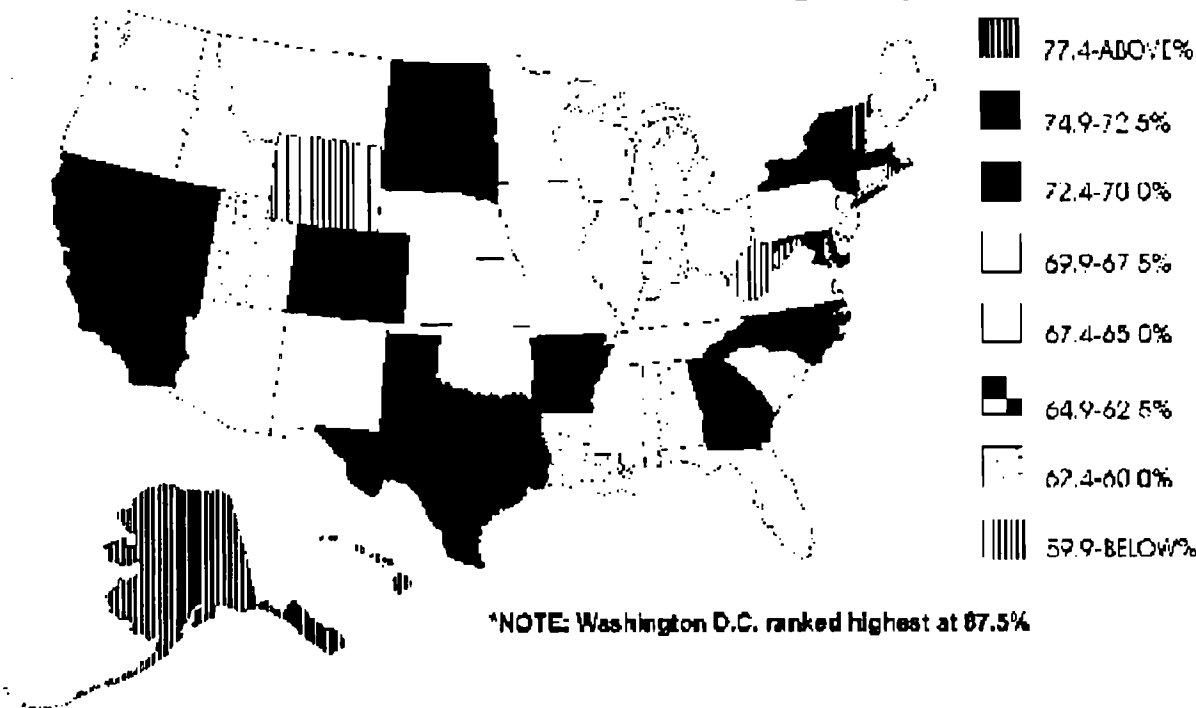


Some states have already taken action to eradicate wage disparity. Haynes says approximately 20 states since 1989 have implemented programs to raise the wages of workers in female-dominated jobs in state civil services. She says the data demonstrates that "those states with pay equity programs at varying levels have found there has been no negative effect on the economy, which is an argument often used."

At the federal level Senator Tom Harkin (D-Iowa) and Representative Eleanor Holmes Norton (D-DC) have introduced legislation entitled the Fair Pay Act. Jenkins says the thrust of the Fair Pay Act is two-fold. First, to expand the Equal Pay Act to guarantee if you work in a job that has equivalent skill and effort as a male-dominated job, even if your title is different, you will still be able to claim the right to fair pay for that job. Secondly, the legislation will make it easier for women to file class action suits when seeking pay equity as well as remove some of the litigation burdens so that a woman doesn't have to do it on her own.

In order to break the cycle, Jenkins says, women need to fight against the information gap and discreetly share the information about their wages and salaries through networking. "Women need to help younger women by being up front with how much they make in their jobs," says Jenkins, "and encourage them to ask for more as they negotiate wages for their job." She says women need to become more active and demand from elected officials and business leaders that this practice of wage discrimination be stopped. Haynes adds, women are a growing factor as small business owners and hold the pocketbook for many contracts. She suggests that women-owned businesses ask their vendors fairness questions. "When you start hitting people with the pocketbook," she says, "like they've been hitting us for years, they begin to stand up and take notice."

State of the States: Gender Wage Gap



Gandy feels the next generation of men will have some effect on wage disparity as they move into the upper echelons of corporate America. "The next generation of male business leaders will view women differently because they've been brought up differently," she says. Many of these future CEOs have been raised by mothers who were single parents and Gandy says they learned first hand how their mothers were discriminated against. "At a fairly young age they got a grasp of what it was like for women not to be treated fairly," says Gandy. "I think it will be different when they and their female counterparts move up together."

As an aggregate women need to continue to push for pay equity. They must work to change the way society views pay disparity. While one can celebrate that women's earnings have increased significantly over the past 30 years, the fact remains women still lag behind their male counterparts. _ DIANE P. LICHT, Staff Writer

[Return to home page.](#)

NATIONAL PETITION FOR FAIR PAY

From the National Committee on Pay Equity

The National Petition for Fair Pay simply presents the facts about the lower earning power of women and people of color and calls for a national effort to address unfair pay policies. The petition is an organizing and education tool. **Interested individuals may print out the petition, sign it and fax it back to NCPE at 202-331-7406, or may request a petition by mail by writing or calling NCPE at the address listed below:**

National Committee on Pay Equity
1126 Sixteenth Street, NW #411
Washington, DC 20036
202-331-7343 voice
202-331-7406 fax
E-mail fairpay@aol.com

NATIONAL PETITION FOR FAIR PAY

We challenge enlightened employers and responsible government leaders to support: Fair and equitable pay for all employees Pay policies that value work and eliminate discrimination Greater investment in employees Open information on wage statistics by occupation

- ☐ Women and people of color on average, earn 65 cents on the dollar compared to white men.
- ☐ - The wage gap has changed by less than one penny a year since the passage of anti-discrimination laws more than 30 years ago.
- ☐ - Over the course of a lifetime, the earnings of women and people of color are dramatically impacted by the wage gap. The average woman is shortchanged \$420,000 in salary and even more considering her pension is based on these unfair earnings. A man of color loses over \$280,000 in lifetime earnings.
- ☐ - A college educated woman earns \$11,000 less per year than a white college-educated man. Black and Hispanic men with college degrees earn \$7,000 to \$10,000 less per year than white male college graduates.
- ☐ - Our pay checks have suffered too long. We will not allow this burden to be extended to our children.
- ☐ - Women and people of color work just as hard and just as smart as other workers. Everyone deserves fair and equal pay; we demand it for our families. We are committed to pursue this fight until we succeed.

IT IS TIME FOR FAIR PAY!!!

Printed name and signature

Address



WHAT'S NEW *	RESOURCES & LINKS *	ACTIVISM *
HEALTH ISSUES *	ARTICLES & SPEECHES*	WOMEN OWNED BUSINESSES *
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About the National Committee on Pay Equity (NCPE)

The **National Committee on Pay Equity** is a membership coalition of over 170 organizations, including labor unions; women's and civil rights groups; religious, professional, legal and educational associations; and state and local pay equity networks; and individual men and women working to eliminate sex- and race-based wage discrimination. Our 33 member Board of Directors represents the concerns of over 20 million workers.

NCPE provides leadership, information, and technical assistance to pay equity advocates, public officials, employers, the media and the public. As a central clearinghouse for information on pay equity activities throughout the U.S. and the world, NCPE maintains data and contacts for hundreds of jurisdictions. A nonprofit, tax-exempt organization, NCPE is supported by dues, special contributions from members, and grants from charitable foundations.

Our most popular publications include the **WAGE GAP** factsheet, **Questions and Answers on Pay Equity** and **FACE THE FACTS ABOUT WAGE DISCRIMINATION AND FAIR PAY**.

Questions and Answers on Pay Equity

What is Pay Equity?

Pay equity is a means of eliminating sex and race discrimination in the wage-setting system. Most women and people of color are still segregated into a small number of jobs -- such as clericals, service workers, nurses and teachers. These jobs have historically been undervalued and continue to be underpaid because of the gender and race of the people who hold them. Pay equity means that the criteria employers use to set wages must be sex and race neutral.

Is Pay Equity the Law?

Yes, two laws protect workers against wage discrimination. The Equal Pay Act of 1963 prohibits unequal pay for equal or "substantially equal" work performed by men and women. Title VII of the Civil Rights Act of 1964 prohibits wage discrimination on the basis of race, color, sex, religion, national origin or disability. In 1981, the Supreme Court made it clear that Title VII is broader than the Equal Pay Act, and prohibits wage discrimination even when the jobs are not identical. However, wage discrimination laws are poorly enforced and are extremely difficult to prove and win. Stronger legislation is needed to ease the burden of filing claims and to clarify the right to pay equity.

The WAGE GAP: 1995

1995 Median Annual Earnings of Year-Round, Full-Time Workers

ALL MEN	\$31,496	(100%)		
ALL WOMEN	\$22,497	(71.4%)		
	MEN		WOMEN	
WHITE	\$32,172	(100%)	\$22,911	(71.2%)
BLACK	\$24,428	(75.9%)	\$20,665	(64.2%)
HISPANIC	\$20,379	(63.3%)	\$17,178	(53.4%)

Source: US Census Bureau, Current Population Reports, Series P-60

Why is There a Wage Gap?

The wage gap exists because most women and people of color are still segregated into a few low-paying occupations. More than half (61 percent) of all women workers hold jobs in sales, clerical and service jobs. Studies show that the more an occupation is dominated by women or people of color, the less it pays. Part of the wage gap results from differences in education, experience or time in the workforce. But a significant portion can not be explained by any of those factors; it is attributable to wage discrimination. In other words, certain jobs pay less because they are held by women or people of color.

Hasn't the Wage Gap Closed Considerably in Recent Years?

The wage gap has narrowed by about ten percentage points during the last ten years, from 61.7 percent in 1982 to 71.4 percent in 1995. However, about 60 percent in the change in the wage gap is due to the fall in men's real earnings. Approximately 40 percent of the change in the wage gap is due to the increase in women's wages. The wage gap has fluctuated often, ranging from a low of 57 percent in the mid 1970's, and peaking at 72 percent in 1990 and again in 1993 and 1994. In 1995, the ratio dipped again as a result of a 1.5 percent decline in women's real earnings. In 1946, the wage gap reached a high of 66 percent, but fell again to 63 percent in the 1950's.

Is It Possible to Compare Different Jobs?

Yes, employers have used job evaluations for nearly a century to set pay and rank for different occupations within a company or organization. Today, two out of three workers are employed by firms that use some form of job evaluation. The federal government, the nation's largest employer, has a 70 year old job evaluation system that covers nearly 2 million employees.

Who Really Needs Pay Equity?

Women, people of color, and white men who work in jobs that have been undervalued due to race or sex bias need pay equity. Many are the sole support for their families. Two out of three women workers are single, divorced, widowed, separated or have husbands who earn less than \$15,000 per year. Discriminatory pay has consequences as people mature and across generations -- it affects retirement security. Everyone in society is harmed by wage discrimination. Everyone needs pay equity.

Is Pay Equity an Effective Anti-Poverty Strategy?

Yes, pay equity helps workers become self-sufficient and reduces their reliance on government assistance programs. A recent study found that nearly 40 percent of working poor women could leave welfare programs if they were to receive pay equity wage increases. Pay equity can bring great savings to tax payers at a minimal cost to business, adjustments would cost no more than 3.7 percent of hourly wage costs.

Will White Men's Wages be Reduced if Pay Equity is Implemented?

No. Federal law prohibits reducing pay for any employee to remedy discrimination. Furthermore, male workers in female-dominated jobs benefit when sex discrimination is eliminated, as do white workers in minority-dominated jobs. Pay equity means equal treatment for all workers.

Will Pay Equity Require a National Wage Setting System?

No. Pay equity does not mandate across-the-board salaries for any occupation or tamper with supply and demand. It merely means that wages must be based on job requirements like skill, effort, responsibility and working conditions without consideration of race, sex or ethnicity.

Doesn't Pay Equity Cost Employers Too Much?

In Minnesota, where pay equity legislation meant raises for 30,000 state employees, the cost was only 3.7 percent of the state's payroll budget over a four year period--less than 1 percent of the budget each year. In Washington State, pay equity was achieved at a cost of 2.6 percent of the state's personnel costs and was implemented over an eight year period. Voluntary implementation of pay equity is cost effective. Court-ordered pay equity adjustments can lead to greater costs. Discrimination is costly and illegal.

Will Pay Equity Disrupt the Economy?

No. The Equal Pay Act, minimum wage, and child labor laws all provoked the same concerns, and all were implemented without major disruption. What disrupts the economy and penalizes families is the systematic underpayment of some people because of their sex or race. When wages for women and people of color are raised, their purchasing power will increase, strengthening the economy. One survey found that a growing number of businesses support the elimination of wage discrimination between different jobs as "good business" and not inconsistent with remaining competitive.

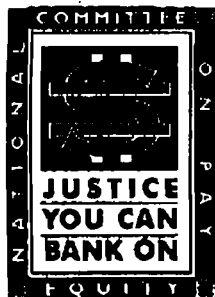
What is the Status of Pay Equity?

Pay equity is a growing national movement. Twenty states have made some adjustments of payrolls to correct sex or race bias. Seven of these states had successfully completed full implementation of a pay equity plan. Twenty-four states (including Washington, D.C.) have conducted studies to determine if sex was a wage determinant. Four states have examined their compensation systems to correct race bias as well. On the federal level, the Fair Pay Act has been introduced into the House of Representatives by Congresswoman Eleanor Holmes Norton, and into the Senate by Senator Tom Harkin. The Fair Pay Act would expand the Equal Pay Act's protections against wage discrimination to workers in equivalent jobs with similar skills and responsibilities, even if the jobs are not identical.

Who is NCPE?

Individual membership to NCPE is \$35 per calendar year, \$15 for low-income persons. Organizational membership is \$200 per calendar year, \$100 for organizations with an annual budget of less than \$250,000. Members are provided with special updates and mailings on pay equity activity, NCPE's newsletter, NEWSNOTES, discounts on NCPE publications, and access to pay equity networks. Labor, women's and civil rights organizations also have the opportunity to set policy, serve on and elect NCPE Board members. Subscriptions for government offices, libraries and others interested in receiving NCPE publications only, are available for \$50 per year.

To inquire further about membership or to join the coalition, send dues directly to us at the following address:



NATIONAL COMMITTEE ON PAY EQUITY

1126 Sixteenth St, NW, Washington, DC 20036 • (202) 331-7343 FAX (202) 331-7406

Real Life Examples of Equivalent Jobs

The following examples of equivalent jobs were selected from the experiences of employers from the United States and Canada that have evaluated how the level of skill, effort, responsibility and working conditions of women's jobs compare to men's jobs. The following jobs were deemed equivalent, yet the women's jobs were paid much less than the men's positions. An important note: equivalent jobs will vary from employer to employer.

State of Minnesota Pay Equity Study

In 1982 the state implemented a progressive pay equity plan for its state employees. The plan is based on a job evaluation system that found that women were segregated into historically female dominated jobs. The women's jobs paid 20 percent less on average than male dominated jobs, even when their jobs scored equally on the job evaluation system. Pay equity wage adjustments were phased in over four years at a cost of 3.7 percent of overall payroll. The average pay increase was \$200 per month for women in female dominated jobs. The wage gap for women's jobs has closed by approximately nine percent, and there has been no loss in total number of jobs for women or men employed with the state.

Sex	Class Title	Monthly Salary	Monthly Gap
Male	Delivery Van Driver	\$1,382	
Female	Clerk Typist 2	\$1,115	-\$267
Male	Automotive Parts Tech	\$1,505	
Female	Dining Hall Coordinator	\$1,202	-\$303
Male	Corrections Agent Senior	\$1,961	
Female	Registered Nurse	\$1,723	-\$238
Male	Grain Sampler	\$1,552	
Female	Microfilmer	\$1,115	-\$437
Male	Radio Comm. Supervisor	\$1,834	
Female	Typing Pool Supervisor	\$1,373	-\$461

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welfare rolls, which we reached sometime in early '94. So they're getting money now that's more money than they would otherwise get, because the welfare rolls have gone down so much.

Plus, there's a \$4 billion add-on in the welfare reform bill to the States to help them provide affordable child care. What we have to do—and that's one of the reasons that this process has been so important—is we've had to work through with each department, since they don't get part of that block grant, whether there's some way they can be a part of it, or the recipient, at least, if it's out in the States as opposed to DC, could get some benefit from it. And we'll have to work through all that.

But I think that there won't be any problem with that, and at least—I think one of the things that will happen as a result of welfare reform, by the way, that will be one of the ancillary benefits is that there will be a lot more child care slots opened up in the country, and that will make available more affordable child care to people who aren't on welfare and haven't ever been on welfare. That's one of the goals that I have, and I believe it will occur.

Q. Mr. President, the two women who are with you are living proof that it can be done, in a sense, without a special program or a special idea. I imagine the critics would say, we don't necessarily need all of this special push.

The President. But you do if you want everybody to be like them. That is, let me—remember what I said all along, from the day I got here and we started these welfare reform experiments over 4 years ago, I said all along, look, the system we have works fine for about 40 to 45 percent of the people because they are like these women. And nearly everybody on welfare wants to get off, wants to be self-supporting, wants to be an independent member of society, would rather pay taxes than draw from the public treasury.

But the system we have—the way it works, especially for people with very young children made it actually—it was a disincentive for a lot of people to get off welfare. So all we tried to do is to create a set of cir-

to do what these two women have done on their own under the old system.

If we didn't do anything, about 4 in 10 people on welfare would continue to be on a while, get the help they need, get right off, and go on with their lives. What we're trying to do is to get to the other 60 percent. That's what welfare reform is all about.

And the reason we had—let me remind you—the reason we had the biggest drop ever in the last 4 years, according to a study done by Janet Yellen and the Council of Economic Advisers. They say about a third of the drop in the welfare rolls was due directly to specific welfare reform efforts. And a quarter of the drop was due to other efforts like the 50 percent increase in child support collections. And a little over 40 percent was due to the improvement in the economy. And that corresponds with a little over 40 percent who always do—who did well under the old welfare system.

So we're working on the other 60 percent. But the other 60 percent had become a significant problem for America because you were having generational dependence on welfare.

Webster Hubbell

Q. Mr. President, I have to ask you a question about another topic because this is the only time I will see you today, but—

The President. Go ahead.

Q. —just a little while ago, Mrs. Clinton was asked about questions that keep coming up about efforts—whether the White House knew of or was behind or whether there were any efforts to pay hush money to Webster Hubbell. And she called it part of the continuing saga of Whitewater, the never-ending fictional conspiracy that honest-to-goodness reminds me of some people's obsession with UFO's and the Hale-Bopp comet. [Laughter] And I was wondering—

The President. Did she say that? [Laughter] That's pretty good. [Laughter]

Q. I was wondering if you share that sentiment? And also, we haven't had a chance to—[laughter].

The President. Well, if I didn't, I wouldn't disagree with her in public. [Laughter]

your comment is to the apology that Webb Hubbell made and his claim that he was a con artist who fooled people here at the White House. Are you angry at him now? He seems to have caused you a whole lot of trouble, and he seems to be causing it—

The President. Well, no, I'm not angry at him anymore because he's paid a very high price for the mistake he made. And, you know, if he hadn't come up here and he'd stayed home and tried to work it through, he would have paid a price, but it would have been a smaller one.

But let me remind you that everybody pays in life. There's—somehow we all wind up paying for whatever we do, and he paid a very high price. And he's apologized, and I accept his apology. He's got four wonderful children and a fine wife, and he's done a lot of wonderful things in his life, and I hope he'll be able to go on and do some more wonderful things. And as far as I'm concerned, that's why we have a criminal justice system: people get punished; they pay their price; and they're supposed to be able to go on. He got punished and paid quite a high price, and I hope he'll be able to go on with his life now.

President's Health

Q. How are you getting along on those crutches?

The President. I'm doing great. These are my stealth crutches. [Laughter] I think really they were developed as an offshoot of B-2 technology, see, and I like them quite a lot. [Laughter]

Thank you.

NOTE: The President spoke at 1:48 p.m. in the Cabinet Room at the White House.

Proclamation 6985—National Pay Inequity Awareness Day, 1997

April 10, 1997

By the President of the United States
of America

A Proclamation

Although more than three decades have passed since the Equal Pay Act and Title VII

State of Wisconsin Pay Equity Study

Wisconsin conducted a pay equity study using a point system that evaluated skill, effort, responsibility, and working conditions in 1986. They found when jobs were of equal or comparable value, the occupation with the higher percentage of women paid considerably less.

<u>Sex</u>	<u>Class Title</u>	<u>Annual Salary</u>	<u>Annual Gap</u>
Female	Word Processing Operator	\$14,017	
Male	Meatcutter	\$17,028	-\$3,011
Female	Library Associate	\$17,681	
Male	Natural Resource Specialist	\$21,951	-\$4,270

City of Portland, Oregon

Out of the more than 150 job classes evaluated in Portland, female dominated jobs were paid the least. Here is an example of how one female dominated job was deemed equivalent to several male dominated jobs, yet paid significantly less than even the lowest paid male dominated position.

<u>Sex</u>	<u>Class Title</u>	<u>Annual Salary</u>	<u>Annual Gap</u>
Female	Administrative secretary	\$18,900	
Male	Welder	\$26,310	+\$7,410
Male	Taxi/Towing Regulator	\$28,610	+\$9,710
Male	Gardener	\$23,750	+\$4,850
Female	Clerical Specialist	\$16,950	
Male	Senior Sewer Worker	\$24,250	+\$7,300
Male	Traffic Sign Crew Leader	\$26,020	+\$9,070
Female	Typist Clerk	\$13,970	
Male	Water Meter Reader	\$19,760	+\$5,790
Male	Service Dispatcher	\$20,130	+\$6,160
Male	Groundskeeper	\$20,900	+\$6,930

County of Los Angeles, California

A study found that Children's Social Service Workers and Probation Officers hold jobs that are equivalent in skill, effort, responsibility and working conditions. In 1993, negotiations between the social service workers and the County brought a 20 percent pay increase to these female dominated jobs.

<u>SEX</u>	<u>JOB</u>	<u>Average Annual Pay</u>	<u>Wage Gap</u>
Female	Children's Social Service Workers	\$35,000	
Male	Probation Officers	\$55,000	-\$20,000

State of Hawaii Pay Equity Study

A study conducted in 1995 found that in comparison to men's jobs, women's jobs are undervalued and underpaid for the full level of skill, effort, responsibility and working conditions required to perform the work. The following women's jobs were equivalent to men's jobs. The State is still evaluating options to adjust this discrepancy.

<u>JOB</u>	<u>Monthly Pay</u>	<u>Wage Gap</u>
Licensed Practical Nurse III	\$2,143	-\$959
Adult Corrections Officer (ACO) V	\$3,102	
Paramedical Assistant III	\$2,053	-\$276
Licensed Wastewater Treatment Operator I	\$2,329	

Southern California Gas Company, Los Angeles California

As a result of a "pay equalization" contract effective on June 1, 1991, between the Utilities Workers of America and the Southern California Gas Company, women received pay equity increases of approximately 15 percent. Listed below are some examples of women's jobs that were upgraded in pay to comparable men's jobs.

<u>Sex</u>	<u>Class Title</u>	<u>Weekly Salary</u>	<u>Annual Gap</u>
Male	Appliance Service Reps.	\$702	
Female	Customer Service Reps.	\$633	-\$3,588
Male	Auto Mechanic	\$702	
Female	Customer Billing Analyst	\$633	-\$3,588

State of Illinois

As a result of a lawsuit brought by the Illinois Nurses Association and the American Nurses Association, a pay equity settlement was reached which brought fair pay to the state's nurses. The nurses used the state's own pay equity job evaluation study, commissioned in 1983 by the Illinois Commission on the Status of Women, as a basis to their claim of wage discrimination. In general, the state's study found a gap ranging from \$6,000 to \$8,000 between male and female employees in comparable jobs. On the Hay job evaluation point system, nurses scored 500 points higher than male electricians, but were paid \$11,976 less per year.

<u>SEX</u>	<u>JOB</u>	<u>Average Annual Pay</u>	<u>Wage Gap</u>
Female	Registered Nurse	\$22,824	-\$11,976
Male	Electrician	\$34,800	

Ontario, Canada

- In a school district, elementary school head secretaries were compared to audiovisual technicians and received a pay equity adjustment of \$7,650.
- In a hospital, registered nursing assistants were compared to plumbers and received pay equity adjustments of 17 percent.
- In a shoe factory, console operators/sample stitchers were compared to cutters and received an adjustment of \$4,660.
- At a newspaper, mailroom inserters received pay equity adjustments of 25 percent.
- In an Ontario-wide food retail chain, cashiers and meat wrappers were compared to stock clerks, resulting in an annual pay equity adjustment of \$1,471.
- In a municipality, clerks were compared to drivers and received a pay equity adjustment of \$7,424.72.

City of Mississauga, Ontario

The City of Mississauga entered into a pay equity agreement with the Canadian Union of Public Employees that assigned points for each job class based upon skill, effort, responsibility, and working conditions and in some cases included a wage increase for all workers.

Sex	Class Title	Hourly Wage	Est. Annual Gap
Male	Layout Artist	\$12.44	
Female	Computer Term Opr	\$11.39	-\$2,184
Male	Lead Hand Service Person	\$13.36	
Female	Library Asst/Children's Dept.	\$12.44	-\$1,914
Male	Sr Supvr A/V Equip.	\$14.89	
Female	Supvr Computer Term Opr	\$13.61	-\$2,663
Male	Acquisitions Clk	\$11.39	
Female	Processing Clk	\$10.42	-\$1,009

Clark County School District, Las Vegas, Nevada

In 1991, a study was conducted on more than 300 educational support personnel jobs of the Clark County School District using a point factor evaluation system developed by the National Education Association to specifically evaluate educational support personnel jobs in public schools for race and gender bias. It was found that a large number of female-dominated job classes were underpaid compared with male-dominated job classes which scored equal points in the study. Jobs were rated on skill, effort, responsibility, complexity, supervisory responsibility, contacts and working conditions. Adjustments to pay were made and further adjustments are planned to close the gap completely.

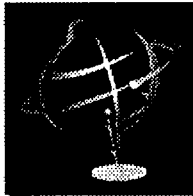
Sex	Class Title	Minimum Per Hour	Maximum Per Hour	Hourly Gap
Female	Sr Food Service	\$8.47	\$10.29	\$6.02-\$9.14
Male	Roofer	\$12.22	\$14.85	
Male	Carpenter			
Male	Locksmith	\$14.49	\$17.61	
Female	Health Aide	\$8.07	\$9.07	\$4.44-\$5.41
Male	Sanitation Plumber	\$11.35	\$13.80	
Male	Equipment Operator	\$10.81	\$13.14	
Male	Telephone Installer	\$12.51	\$15.21	
Female	School Office Manager	\$10.81	\$13.41	\$3.68-\$4.20
Male	Landscape Supervisor	\$14.49	\$17.61	
Male	Senior Warehouser	\$11.63	\$14.14	
Male	Furniture Rpr Super	\$14.49	\$17.61	

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The Glass Ceiling Commission

The Glass Ceiling refers to invisible, artificial barriers that prevent qualified individuals from advancing within their organization and reaching full potential. The term originally described the point beyond which women managers and executives, particularly white women, were not promoted. Today it is evident that ceilings and walls exist throughout most workplaces for minorities and women. These barriers result from institutional and psychological practices, and limit the advancement and mobility opportunities of men and women of diverse racial and ethnic backgrounds.

The Glass Ceiling Commission is a 21-member body appointed by the President and Congressional leaders and chaired by the Secretary of Labor. Created as part of the Civil Rights Act of 1991, the Commission works to identify glass ceiling barriers and expand practices and policies which promote employment opportunities for the advancement of minorities and women into positions of responsibility in the private sector. It focuses on barriers and opportunities in three areas: 1) the filling of management and decision making positions; 2) developmental and skill enhancing activities; and 3) compensation and reward systems. The Commission's efforts are carried out in three major activities.

The Frances Perkins-Elizabeth Hanford Dole National Award for Diversity and Excellence in American Executive Management is an annual Presidential award. It recognizes businesses which have demonstrated substantial effort and achievement to eliminate artificial barriers and to foster the advancement of women and minority men into management and decision making positions.

A Study of the Advancement of Minorities and Women is being conducted through a variety of research activities including analyses of current academic and business research, empirical studies, data analysis, and public hearings.

Of significant importance, the study identifies the differences and similarities in barriers confronting men and women of historically underrepresented groups--African-Americans, Hispanic Americans, Asian Pacific Americans, Native Americans, Individuals with disabilities, White women, and women in low-paying

occupations. The research examines the educational and developmental preparedness of minorities and women to advance to management and decision making positions. It does a comparative analysis of the economic sectors, industries, and businesses with regards to opportunities for minorities and women to upward mobility. The economic consequences of glass ceiling and workforce diversity initiatives are explored, and the use of enforcement techniques in eliminating glass ceiling barriers are examined. The study looks at the impact of restructuring and downsizing on advancement opportunities and analyzes programs and practices which foster the progress of minorities and women. The Commission's findings and recommendations will be submitted in a report to the President and the U.S. Congress.

Public Education activities, such as corporate roundtables, and public forums, provide the means for dissemination and implementing the research findings.

The Glass Ceiling Commission completed its mandate in January 1996. It no longer exists. Inquiries concerning the background studies, reports, and other written materials produced by the Commission should be directed to the following contact agency:

Attn: Glass Ceiling Commission Information
U.S. Department of Labor
Office of Small and Minority Business Affairs
200 Constitution Avenue N.W., Room C2318
Washington, D.C. 20210

Telephone (202) 219-9148
Fax (202) 219-9167

Some of the documents in the [Catherwood Electronic Archive](#) are in Adobe's [Acrobat \(PDF\)](#)  format, which requires a free reader available from Adobe.

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News Release - Glass Ceiling Commission Agrees on 12 Ways to Shatter Barriers. (This talks about the Recommendations of the Glass Ceiling Commission below). (3.6K)



Recommendations of the Glass Ceiling Commission. "A Solid Investment: Making Full Use of the Nation's Human Capital" (This is the final report, identical to the preliminary report below, but includes several sidebar graphs and tables not included with that version. (561K)



Recommendations of the Glass Ceiling Commission. "A Solid Investment: Making Full Use of the Nation's Human Capital" (This is a preliminary report, posted to allow quick access. In a few days, the final report, which will include several sidebar graphs and tables not included with this version, will be available. [Information from the Commission 11/29/95.]) (357K)



Executive Summary: The Glass Ceiling Fact-Finding Report. "Good for Business: Making Full Use of the Nation's Human Capital" (137K)



The Glass Ceiling Fact-Finding Report. "Good for Business: Making Full Use of the Nation's Human Capital" (1M)



The Glass Ceiling Fact-Finding Report. "Good for Business: Making Full Use of the Nation's Human Capital" (1.5M)



The Glass Ceiling Fact-Finding Report. "Good for Business: Making Full Use of the Nation's Human Capital" (2M)

The Chicago Area Partnerships (CAPS), comprised of community, government and corporate representatives, has produced *Pathways and Progress: Corporate Best Practices to Shatter the Glass Ceiling*, which defines the glass ceiling, identifies the artificial barriers that constitute the glass ceiling, and examines a number of companies that have demonstrated acclaimed programs for eliminating the glass ceiling. An executive summary of the report is available in [HTML](#) and [PDF](#). Copies of the complete report are available for \$8 from Women Employed, 22 W. Monroe, Suite 1400, Chicago, IL 60603, Telephone: (312) 782-3902.

The following papers, part of the Advancement Study, provide current assessments of various aspects of the glass ceiling. Each paper includes policy and research recommendations and an annotated bibliography.

These papers do not necessary represent the official position or policy of the U.S. Department of Labor or the Glass Ceiling Commission.

These reports may be requested in writing under the Freedom of Information Act. According to the regulations which govern this law (29 CFR 70.40), on a per request basis, the first one hundred pages of requested documents are free; thereafter, a charge of 15 cents per page is required. Billing information will be mailed with the reports.

Libraries may also request ILL copies of these documents from the Catherwood

Library at the School of Industrial and Labor Relations, Cornell University, Ithaca, NY, USA.

We are considering converting these documents to **PDF** . In the meantime, you may download these document in their native formats. These files are provided with the permission of their authors and publisher. They are in a variety of word processor formats, noted with the titles. Your WWW browser may transfer the files as binary files or it may attempt to display the files in a window. If your browser tries to display a file, set your browser to "load to disk" or adjust its preferences to "save" files of the type ".zip" and try again. Please note that we have provided two formats for the files: one for Macintosh users and one for DOS/Windows users. If you request the Macintosh version, you will receive the file in BinHex'ed Stuffit format. If you request the DOS/Windows version, you will receive the file in ZIP format. If your browser will not support binary file transfer, you may use FTP at <ftp.ilr.cornell.edu>.

PC users may need a program to extract the archive from the ZIP format file. PKUNZIP can be obtained from [PKWare](#). [The Info-Zip group](#) has developed a PKUNZIP-compatible product called Unzip that is available in versions for most computer operating systems. (9/19/96)

1. Barriers to Work place Advancement Experienced by African-Americans.

Ella L.J. Edmondson Bell, Sloan School of Management, Massachusetts Institute of Technology and Stella M. Nkomo, Belk College of Business Administration, University of North Carolina at Charlotte.

Word for Macintosh 5.0

WordPerfect DOS-Windows 5.1

Executive summary and other front matter

Stuffit (Mac): [1.sit.hqx](#)

ZIP (DOS): [1.zip](#)

A statistical overview of the status of African-American managers and an examination of the barriers they face as described in social science research literature. The authors' own empirical data, collected from a national sample of African-American and White women managers in private sector corporations, provides a special focus on the unique barriers faced by African- American women managers. (130 pages)

2. The Glass Ceiling and Persons with Disabilities. David Braddock and Lynn Bachelder. Illinois University Affiliated Program in Developmental Disabilities, University of Illinois at Chicago.

Word for Windows 6.0

Executive summary and other front matter

Stuffit: [2.sit.hqx](#)

ZIP: [2.zip](#)

This study analyzes the available literature regarding career advancement of persons with disabilities. It provides a rare focus on advancement and professional and

managerial employment of this population. (94 pages)

3. The Glass Ceiling In Different Sectors of the Economy: Differences Between Government, Non-profit, and For-Profit Organizations. Lynn C. Burbridge, Wellesley College Center for Research on Women.

WordPerfect DOS-Windows 5.1

Executive summary and other front matter

Stuffit: [3.sit.hqx](#)

ZIP: [3.zip](#)

Using U.S. Census population tapes, this paper presents an historical perspective (1950-1990) of occupational status and earnings of professional, technical, and managerial employees by race/ethnicity and sex. The research is unique in that it examines glass ceiling issues in the context of a 3-sector model of the U.S. economy rather than in the traditional public/private context. (93 pages)

4. Successful Initiatives for Breaking the Glass Ceiling to Upward Mobility for Minorities and Women. Catalyst, New York, NY

WordPerfect DOS-Windows 5.1

Executive summary and other front matter

Stuffit: [4.sit.hqx](#)

ZIP: [4.zip](#)

Factors necessary for successfully addressing glass ceiling issues are developed through specific case studies. Initiatives conducted by over 70 companies in the areas of leadership and career development, succession planning, job rotation, mentoring, accountability, work force diversity, and family friendly programs are summarized. (125 pages)

5. Managing Diversity and Glass Ceiling Initiatives as National Economic Imperatives. Taylor Cox, Jr. and Carol Smolinski. The University of Michigan.

Word for Windows 2.0

Executive summary and other front matter

Stuffit: [5.sit.hqx](#)

ZIP: [5.zip](#)

This paper examines the connection between organizational economic performance and effective management of diversity. A review of pertinent literature and the authors' own research provides conceptual arguments and research data regarding implications for the "bottom line". Extensive notes. (85 pages)

6. The Impact of Corporate Restructuring and Downsizing on the Managerial Careers of Minorities and Women: Lessons Learned from Nine Companies.

Nancy Hamlin, Sumru Erkut, and Jacqueline P. Fields. Hamlin & Associates Inc., Marblehead, Massachusetts

Word for Mac 5.0, 5.1

Executive summary and other front matter

Stuffit: [6.sit.hqx](#)

ZIP: Note: Only available in BinHex'ed format.

The paper presents the findings of a survey examining the restructuring and downsizing processes of nine large American companies, and their affects on the advancement opportunities for minority and women managers. (55 pages)

7. Barriers to Work place Advancement Experienced by Women In Low-Paying Occupations. Sharon L. Harlan and Catherine Waite Berheide. Center for Women in Government, State University at Albany.

WordPerfect for DOS-Windows 6.0

Executive summary and other front matter

Stuffit: 7.sit.hqx

ZIP: 7.zip

This paper explores whether a glass ceiling exists for women in low-wage occupations. The authors use the results of a wide range of empirical research to identify and analyze barriers in the structure of work organizations, in their culture, and those external to work organizations. (51 pages)

8. Barriers to Work place Advancement Experienced by Native Americans. Keith James, Willie Wolf, Chris Lovato, Steve Byers. Colorado State University.

An examination of historical, cultural, social, situational, and individual factors that have influenced patterns of Native American economic and occupational success. Presents employment patterns across tribes and within them by gender, excluding Native Alaskans and Inuits. The authors also differentiate between rural and urban Native Americans. (52 pages)

9. Use of Enforcement Techniques In Eliminating the Glass Ceiling. Jonathan S. Leonard. Walter A. Haas School of Business, University of California, Berkeley.

WordPerfect for DOS-Windows 6.0

Executive summary and other front matter

Stuffit: 9.sit.hqx

ZIP: 9.zip

A review and analysis of available research and data examines how federal policies and practices have affected the advance of minorities and women in the labor market, and suggests how they could be strengthened and improved. (93 pages)

10. Barriers to Work place Advancement Experienced by Latinos. Mauricio Gaston Institute for Latino Community Development and Public Policy, University of Massachusetts at Boston.

Current research regarding the employment status of Latino/Latina workers and the barriers to their mobility and advancement are examined. The paper focuses on labor market factors as well as workplace organization in examining issues ranging from recruitment to language to industrial restructuring. (92 pages)

11. An Examination of the Impact of Family-Friendly Policies on the Glass Ceiling. Debra B. Schwartz. Families and Work Institute, New York

Word for Mac 5.0

WordPerfect for DOS-Windows 5.1

Executive summary and other front matter

Stuffit (Word for Mac): [11.sit.hqx](#)

ZIP (WordPerfect for DOS): [11.zip](#)

A secondary analysis of data from The National Study of the Changing Workforce, a review of relevant research and business literature, and information from discussions with organizations and corporations. It explores access to family-friendly policies, the outcomes of the policies, and the impact of the use of leaves and flexible work arrangements on career advancement. (51 pages)

12. The Impact of the Glass Ceiling and Structural Change on Minorities and Women. Lois B. Shaw, Dell P. Champlin, Heidi I. Hartmann, and Robert M.

Spalter-Roth. Institute for Women's Policy Research, Washington, DC

WordPerfect for DOS-Windows 5.1 (also Lotus 1-2-3 tables and Harvard Graphics figures)

Executive summary and other front matter

Stuffit: [12.sit.hqx](#)

ZIP: [12.zip](#)

The recent changes in the U.S. economy and how these affect the prospects for women and minorities to enter and advance beyond entry-level positions in management is the focus of this literature review and analysis. The authors explore corporate restructuring and industrial restructuring and identify possible outcomes which may occur. (41 pages)

13. Impact of Recruitment, Promotion, Selection, and Compensation Policies and Practices on the Glass Ceiling. Roosevelt Thomas and Jeff Porterfield.

American Institute for Managing Diversity, Inc. Morehouse College

WordPerfect for DOS-Windows 5.1

Executive summary and other front matter

Stuffit: [13.sit.hqx](#)

ZIP: [13.zip](#)

Original data from cultural audits of private, governmental, and non-profit organizations performed by the American Institute for Managing Diversity augment a review and analysis of literature regarding personnel policies and practices and their impact on the advancement of minorities and women into mid-and upper-management positions. (94 pages)

14. Race, Ethnic, and Gender Earnings Inequality: The Sources and Consequences Employment Segregation. Donald Tomaskovic-Devy. Department of Sociology, North Carolina State University

WordPerfect for DOS-Windows 5.1

Executive summary and other front matter

Stuffit: [14.sit.hqx](#)

ZIP: [14.zip](#)

How gender and race/ethnic segregation in the workplace are linked to employment and advancement barriers are explored. From a review of relevant literature as well as his own research, the author examines issues including pay, job search patterns, hiring and promotion practices, and job stereotyping. (72 pages)

15. Preparedness, Career Advancement, and the Glass Ceiling. Ellen D.

Wernick, Glass Ceiling Commission, U.S. Department of Labor

WordPerfect for DOS-Windows 5.1

Executive summary and other front matter

Stuffit: [15.sit.hqx](#)

ZIP: [15.zip](#)

This review of relevant literature and government statistics analyzes the preparation of minorities and women for managerial positions and their resulting availability as executives. Focus is on educational preparation and developmental opportunities and requirements. (33 pages)

16. Barriers to Work place Advancement Experienced by Asian Americans.

Deborah Woo. Institute for the Study of Social Change, University of California at Berkeley

Word for Windows 6.0

Stuffit: [16.sit.hqx](#)

ZIP: [16.zip](#)

This unique research review provides a comprehensive analysis of the status of Asian Pacific American managers and professionals. The paper examines employment in industry, government, and academia, with a large section on educational issues. Includes an historical overview of Asians in the U.S. labor market since the mid 1800's. (160 pages)

17. Barriers to Work place Advancement Experienced by White Women

Workers. Bette Woody and Carol Weiss. The Trotter Institute, University of Massachusetts, Boston

WordPerfect for DOS 5.1

Stuffit: [17.sit.hqx](#)

ZIP: [17.zip](#)

A literature review and data analysis of the status of white women managers and the barriers to their advancement. Includes original survey results on corporate programs and policies and senior women managers' perceptions from authors' related research. (106 pages). Separate annotated bibliography. (52 pages)



What Works: Fair Pay for Working Women

Equal Value Jobs

Responding to Working Women: The Fair Pay Clearinghouse

In 1994, the Women's Bureau launched **Working Women Count!**, a major national survey to ask working women about their jobs -- what they like, what they do not like, and what they want to change. Over a quarter of a million women told us what it means to be a working woman in America today.

"Improving pay scales" is a top priority for change. Three out of four American working women, including full-time and part-time workers, get paid less than \$25,000 per year. About half of all women work in traditionally female jobs, like clerical worker, nurse, child care worker, cook, cleaner, and librarian, most of which are relatively low-paying. Women of color are crowded into some of the very lowest paying of these jobs. Few women think their wages reflect the real value of their work. In response, the Women's Bureau created the **Fair Pay Clearinghouse** to help working women get the facts about what works to achieve fair pay or pay equity.

Background to the Fair Pay Clearinghouse

For generations, it was legal to pay women and people of color a fraction of what majority-group men were paid for the same job. Today, many federal, state, and local laws require equal pay for equal work in the same job for the same employer, but many women still work in jobs that are different from those that men do, even though the work may still be of equal or equivalent value.

Fair pay or pay equity is an important solution to this problem. Fair pay or pay equity means equal pay for work of equal value, even when that work is different. Fair pay corrects the historical practice of paying less for work performed by women. Women may perform jobs with different duties than the jobs performed by men, but if the "male" and "female" jobs are equally valuable to the organization they should be paid comparably.

Women and their organizations, including labor unions, have campaigned to raise wages to more accurately reflect the value of "women's work." Women -- working together and with working men -- have made progress in reducing the wage gap between women and men.

To provide easily accessible information on how to get fair pay where you work, the Women's Bureau has created the **Fair Pay Clearinghouse**. Call us on our toll-free number. Find out more about women's pay, how employers have changed their pay practices, and who's working to get better wages for "women's work."

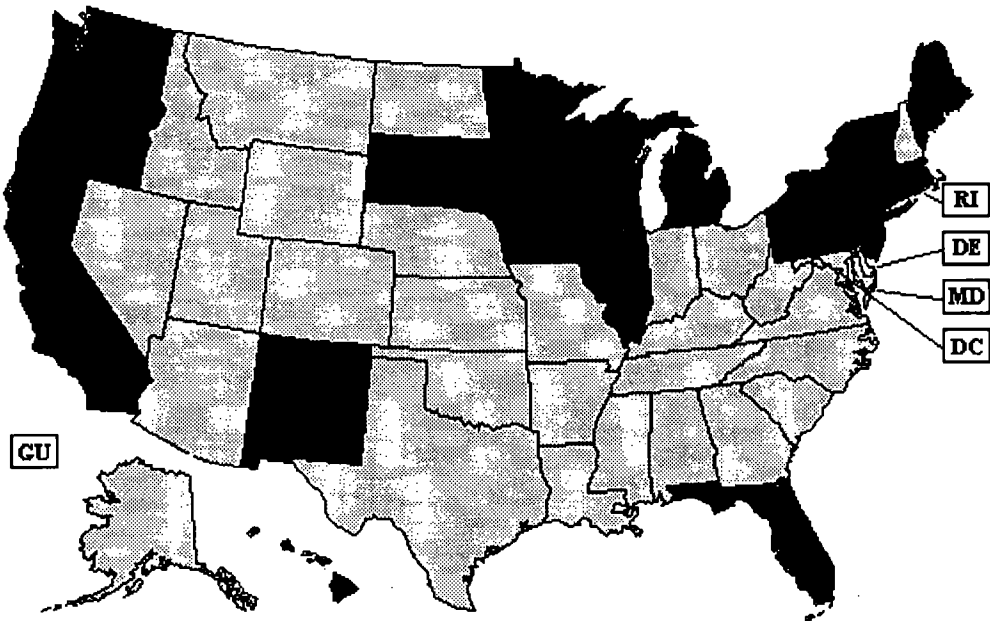
What Works: Hundreds of Examples of Fair Pay Initiatives

Hundreds of state, city, and county governments, community colleges, universities and other employers (some private) across the United States have changed wage-setting practices for traditionally female jobs after studying the issue -- often pressed to do so by a union, a women's group, or elected officials. Unions

have played an important role in making workers' fair pay concerns more visible and in negotiating specific pay increases or job classification changes. In two-thirds of the states that have adjusted pay systems, more than half of all women workers received pay increases through these programs.<1>

More progress toward fair pay has been made in the public sector than in the private sector, partly because the wages and job descriptions of government employees are public information. Job evaluation studies that compare and measure actual job responsibilities can easily fit civil service systems. Also, laws governing collective bargaining and the civil service often refer to the importance of fair and equitable pay. In addition, elected officials control whether or not money is designated to narrow any wage gap found. These officials often respond to constituents who press their concerns in an organized way.

Women are Winning Fair Pay Across the United States



Only the blue shaded states indicate Fair Pay/Pay Equity for State Employees 1

The twenty states identified by the National Committee on Pay Equity are: California, Connecticut, Florida, Hawaii, Illinois, Iowa, Maine, Massachusetts, Michigan, Minnesota, New Jersey, New Mexico, New York, Oregon, Pennsylvania, Rhode Island, South Dakota, Vermont, Washington, and Wisconsin. Of these, according to the Institute for Women's Policy Research, Hawaii, Pennsylvania, Florida, and South Dakota do not consider their adjustments to have been motivated by pay equity. In Maine, New Mexico, Oregon, and Vermont pay equity was only one motivation for reform.

FIRST STEPS TOWARD FAIR PAY

If you work for state, county, or city government, the stories below provide helpful hints of what to do and who can help you. Two out of five working women in the public sector are represented by a union -- three times the proportion of women who are unionized in the economy as a whole. If you are in this group, your union may be one place to start.

you are in this group, your union may be one place to start.

o If you work for a private sector employer, these profiles of fair pay successes may help point the way generally, but you may want to focus on working with other people, both at work and in your community, to develop a workable plan. You may want to take a look at your own employer's workforce to highlight problem areas,<2> and you may want to persuade your employer to conduct a job evaluation study.

Job evaluation studies are often used in both the public and the private sector to compare all positions in a company and measure accurately factors including the inherent skill, effort, responsibility and working conditions of each job. The employer can then identify and fix wage practices that do not reward work of equal value with equal pay. The Fair Pay Clearinghouse can connect you to organizations that have engaged in these efforts.

HOW TO USE THIS GUIDE

The following summaries of working women's fair pay achievements with state, county, city government employers and with private employers offer useful guidance on the many roads toward fair pay. Millions of working women who do not yet have fair pay practices throughout the United States can build on the experiences of others in winning fair pay. Many of the organizations and employers mentioned below may be available for consultation and advice on the "how to's" of achieving fair pay. Contact the **Fair Pay Clearinghouse** for those in your state, region or occupation.

WHAT WORKS - EMPLOYERS WHO HAVE IMPROVED THEIR PAY PRACTICES

The State of Minnesota (all state, city, county and school district employees)

For nearly two decades, Minnesota has led pay equity efforts in the nation. While pay equity initiatives have now been undertaken by hundreds of public and private employers across the country, Minnesota was the first to provide pay equity for state government employees and the first to require pay equity for local government and school district employees. A comprehensive educational and political campaign resulted in legislation requiring these changes to the pay of so many workers throughout Minnesota. The American Federation of State, County and Municipal Employees (AFSCME), a labor union active in both the public and private sectors with a growing proportion of women members, played a critical role in creating this change in the pay structure of an entire state, county, and city government.

Fair pay changes women's lives, and the lives of their families.

Karen Foreman, a clerk/typist and a single mother of two who was getting paid \$8,600, saw her wages raised to \$23,000.

"I depended on Medicaid, fuel assistance, school lunch tickets and free government commodities such as cheese, rice and dried milk.<3> Pay equity has lifted me from the level where I was constantly struggling. It has meant the difference from really being on the edge of poverty to being self-supporting.

Now I can decide what my family's going to eat, because I can afford to go to the store and buy it. I can

make decisions about health care for my children, because now I'm covered by the state health plan. And I feel my work is respected, because my pay is on a level with what my male counterparts in other state jobs are paid.

Before the pay equity increases, the general maintenance workers were paid more than clerical staff, who were required to have more skills and training. We have less friction at work and our morale has really improved. But I never experienced a backlash over the six year period that pay equity was implemented, because my co-workers in maintenance were not penalized -- they continued getting raises.<4>

According to *Pay Equity: The Minnesota Experience*, a 1994 publication of the Legislative Commission on the Economic Status of Women in St. Paul, "Minnesota's experience shows that pay equity can be implemented smoothly and at a reasonable cost.<5> Minnesota's Pay Equity Coordinator makes available to all state and local governments computer software specifically designed to facilitate examination of pay practices, estimate underpayment of female job classes and calculate results for several different compliance measures.

Early pay equity studies in Minnesota and across the nation showed that "women's work" was consistently paid less than "men's work." When jobs of equal value were compared, there was an almost automatic discount for the jobs performed by women. This disparity could not be explained by qualifications for the job, by length of service in the job, by job performance, or by any factor other than gender. One study found, for example, that clerk stenographers - 99.7% of whom were women - had about as hard a job to do as laborers, all of whom were men. The clerk stenographers got \$1,171 a month while the laborers got \$1,521.

In Minnesota and in other places fair pay or pay equity has been implemented as result of state legislation. For example, the Minnesota legislature passed the State Government Pay Equity Act in 1982 and the Local Government Pay Equity Act in 1984. Most legislation establishes a pay equity policy and may also require a job evaluation study or other specific mechanisms to remedy unfair pay practices.

Most legislation addresses pay equity for state government employees. Advocates have focused on public employment for several reasons: data on wages are more readily available, and public employers are often expected to serve as models for the private sector.

Between 1982 and 1986, the State of Minnesota spent \$26 million to upgrade women's pay. Some 8,500 state employees, mostly clerical and health care employees in 200 female- dominated classes and about a third of the state work force, received average raises of approximately \$2,000 to \$2,500.

Women in Minnesota State Government Employment Today

During the 20 years that women have worked toward fair pay in Minnesota, women's pay as a percent of men's pay has increased substantially. In 1976, women earned 69 percent of what men earned on an hourly basis. In 1996, women's earnings were 86 percent of men's, a 17 percent increase. This pay gap is much smaller than the pay gap of American women working full-time year-round who average 72 cents for each dollar earned by men.

Continued under-representation of women in higher-paid jobs is one of the causes of the remaining wage gap. Affirmative action continues to increase women's representation in higher- paid jobs.

The State of Connecticut

"I felt I was fighting a battle that my grandmother started -- it has taken *this long* to have pay equity with male-dominated jobs. I was a head nurse when I got involved in the pay equity project more than 16 years ago. Now I'm paid according to what I *do*, *not* according to who I *am*.

I feel I have succeeded. I hope my children and grandchildren will not have to be subjected to the pay differences I have been."

Cindy Mortrude, 49-year-old nurse supervisor

Connecticut Valley Hospital, Middletown, Connecticut

In 1979, a coalition of women legislative representatives, union leaders and women's groups organized to support passage of a bill calling for a pilot study to examine Connecticut's state government for any existing pay inequities. The study found that jobs held predominantly by women were paid between 17-20% less than those comparable jobs held predominantly by men. Eventually, every job class was surveyed and evaluated through a point factor system.

As a result of these studies, all female-dominated job classes received some pay increase and some other kinds of job classes also received adjustments. Approximately 42 million dollars has been paid in pay equity increases for 20,000 of the 50,000 state workers -- increases that average between \$2,000 and \$2,500.

In 1996, Connecticut state workers in traditionally female jobs and other jobs that have been underpaid are receiving their final round of pay equity adjustments.

Coalition members that fought for pay equity in Connecticut were Local 1199 (hospital workers) of the Service Employees International Union (SEIU), the American Federation of State, County and Municipal Employees (AFSCME), the Connecticut State Federation of Teachers of the American Federation of Teachers (AFT), the Connecticut State Employees Association, the Connecticut National Organization for Women (NOW), the Connecticut Women's Education and Legal Fund, the Connecticut Permanent Commission on the Status of Women, and the Women's Issues Network.

Yale University (New Haven, Connecticut)

"At the time we went on strike, I had worked for Yale for four years and was earning \$12,150. I had started in 1980 in a job that required a college degree, and I was a college grad.

By the end of our first union contract, I earned about \$17,000. It wasn't just the money, although the raises provided financial security that translated into independence.

It was also a sense of empowerment to continue on in the future. The idea of spending a lifetime working hard at a job you enjoy and then retiring into poverty is not a good thing. Now, I can look forward to a retirement with dignity."

Laura Smith, 38 years old, editorial assistant and president of Local 34

Members of the Local 34 Federation of University Employees, of HERE (Hotel Employees and Restaurant Employees International Union), composed mostly of clerical and technical workers, went on strike against Yale University for ten weeks.

HERE argued that within the bargaining unit, Blacks and women were both paid less than whites and men doing comparable work, even though Blacks and women had, on average, greater seniority. HERE maintained that not only was there this kind of pay inequity among employees, but also that the bargaining unit was underpaid *as a whole*, due to its primarily female composition.

In January 1985 a settlement was reached that provided average salary increases of 35 percent to be implemented over a three and a half year period for those workers. The union helped negotiate eliminating the lowest pay grade, which raised wages for about 2,600 secretaries, telephone operators, computer programmers, and clerical/technical workers. Virtually all these workers were female and a majority were Black.

According to Local 34, all clerical and technical employees earned an average of \$18,000 by the end of the agreement, compared to a pre-contract average of \$13,318. Today, the average salary for these workers is \$26,000, with benefits and pensions.

Montgomery County (Maryland)

"Pay equity was a big issue for librarians across the country in the early 1980's. Montgomery County incorporated this issue in a general reclassification study, that started the process of two reclassifications in 1985 and 1989.

The Montgomery County Government Commission for Women supported and lobbied for pay equity among the female-dominated job classes within county government. Both the Commission and the county executive wanted to make sure that credit was given for skills and knowledge factors that had not been paid attention to before.

The reclassifications brought us more in line salarywise with other employees with similar skills, education and background, etc. The changes ultimately affected many clerical classes, too. An opposition group, the Blue Ribbon Commission, opposed pay equity increases, so it was a fight. We had our doubts that it would ever happen.

Essentially, it was a long struggle, but it was worth the effort, because it brought the issue to the table and corrected some pay inequities. We were lucky to have the support of the Montgomery County Government Women's Commission."

Estelle Alexander, 55 years old, formerly president of Women for Equality (WE) and a librarian formerly with Montgomery County<6>

Montgomery County is one of only a handful of counties in the United States to have implemented a pay equity plan without litigation or state legislation, according to the National Committee on Pay Equity.<7> County workers, volunteer advocates from women's and labor organizations, county personnel, and job consultants worked together over a long period to create these gains for women and men working in female-dominated jobs. These efforts included a bill calling for pay equity being introduced at the County Council; holding hearings on the bill; forming a Council Compensation Task Force to examine

compensation issues, including pay equity; and in 1984, creating the county pay equity coalition, an association of 20 women's professional, employee and community organizations committed to fairer pay practices.

In 1989, negotiations by the Montgomery County Government Employees Organization Local 400 (an affiliate of United Food and Commercial Workers International Union), the Montgomery County Council and other groups led to fair pay increases of 5% for nearly 3,000 County secretaries, bus drivers, school therapists, laborers, school health technicians, dental hygienists, librarians, nurses, data processors and others. These workers were predominantly women and people of color. Then in 1992 the school board agreed to \$484,000 in increases for school employees.<8>

City of Los Angeles (California)

Librarians in Los Angeles started talking about the issue of pay equity in the 1960's. In 1968, the City commissioned a job evaluation study which found a clear disparity in points given to librarians as opposed to male-dominated professional jobs.

In the early 1980's, AFSCME Council 36 took up the issue in earnest.<9> Local 2626 (library workers) and Local 3090 (clerical workers) filed pay discrimination charges with the Equal Employment Opportunity Commission (EEOC). The union based these charges both on the findings of the earlier study and on AFSCME staff's tabulations of the city's employment data, as reported to the EEOC on the EEO-4 form, which can show pay differences for state and local government workers by sex, race, and ethnicity.

According to AFSCME, the figures from the EEO-4 showed a high degree of sex segregation in the city. Female-dominated jobs, often requiring specific skills and a high school education, were paid, on average, about 12 to 15 percent less than male-dominated jobs without specific skill requirements.

The union launched an educational effort with the city's elected officials, including the City Council and the mayor. AFSCME advocated solving the pay equity problem by sitting down at the bargaining table and negotiating instead of litigating or using a consultant to conduct an exhaustive and expensive study.

In the end, the city agreed to open the contracts for librarians and clerical workers to negotiate pay equity increases. Beginning in 1985 and phasing in over a three-year period, members of these two bargaining units received raises that were 12-15 percent above the general pay raises. Approximately \$12 million was allocated to 5,000 librarians and clerical workers. The clerical unit was predominantly Black and Hispanic.

Los Angeles County (California)

Children's social workers employed by Los Angeles County -- who were mostly women -- were getting paid 34 percent less than County probation officers -- who were mostly men, even though their jobs required similar skill, effort, responsibility and had similar working conditions, according to a 1992 study. The Service Employees International Union's Local 535 pushed for pay equity increases, since the social workers were being paid about \$35,000 per year, while probation officers were paid \$55,000 per year.

"In the 1970's, when the job of social worker and probation officer were separated into different jobs, the

pay difference was approximately one dollar. But by 1992, there was a thirty percent pay difference...so you can understand why getting pay equity increases was a major win for us.

From a financial perspective, we could finally function economically -- although we are going back to the bargaining table, because we are STILL thirteen percentage points below what the pay equity study said we could move to."

Annette Jeffries, a children's social worker with ten years experience<10>

Santa Clara County (California)

"You get used to being underrated and underpaid, because traditionally that's how it has always been -- there hadn't been a lot of movement toward adjusting wages for women.

But when Santa Clara County conducted its study of county employees, every classification was looked at and even in the worst financial times, the county put money aside for pay equity. We worried that we would have to re-fight, if financial problems occurred, but the county considered pay equity a long-term financial obligation that they set money aside for.

I work as an employment technician and my classification got 18 percent raises over 10 installments. This adjustment raised my pay considerably and improved retention. Pay equity adjustments were made on top of other union-bargained adjustments. Now I'm making over \$20 an hour.

It's not a short term thing. I've read about how underpaid women are traditionally and how the gap in what we're paid isn't going away. This gave me faith that something could happen, that there could actually be movement toward narrowing the pay gap between men and women."

Sharon Cathey, an employment technician for the last decade with Santa Clara County Government

Three thousand working women and people of color employed by Santa Clara County are now receiving the most current round of pay adjustments.<11> Social welfare workers, librarians and clerical workers received approximately \$95 million dollars over the period 1985-1995. Overall, approximately 7,000 workers in 600 job classes were affected -- more than half of all county employees.

The agreement was supported by a coalition of 54 women's and civil rights organizations. These included the Women's Concerns Task Force (comprised of members of the board of supervisors, women's organizations, and women from labor organizations), the Service Employees International Union (SEIU) and 13 other unions who bargained together to achieve pay equity raises.

Join the Fair Pay Clearinghouse

What Fair Pay Employers Can Do:

These are just a few of the hundreds of employers who have adapted their wage-setting practices so that female-dominated jobs are more fairly paid. The Fair Pay Clearinghouse is eager to include in its database all employers who have made wage adjustments to one or more predominantly female occupations in order to eliminate sex and race discrimination in wage-setting practices. If you are such an employer and

you'd like to help others learn from your experience, please contact the Fair Pay Clearinghouse.

What Resource Organizations Working on Fair Pay Can Do:

These resource organizations, including labor unions and women's groups, are only a few of the hundreds that have been working on fair pay and pay equity for many years. If you're a resource organization working on the issue of fair pay and would like to be a resource for others or if you know about such an organization, please contact the Fair Pay Clearinghouse.

What Working Women Can Do:

The U.S. Department of Labor's Women's Bureau created the Fair Pay Clearinghouse to provide information to help working women and men, employers and other organizations "improve pay scales." You can call, write, or visit the Women's Bureau's website on the Internet to get:

- o wage and occupation information on traditionally female jobs; how women of different races, ethnic origins, ages, and educational backgrounds are paid; how being represented by a union affects women's pay;

- o resource organizations, including labor unions, associations in your occupation (like nurses or librarians), and business associations nationwide and in your state that are active on fair pay issues; and

- o information on pay adjustments made by employers across the country and whether or not there is a fair pay law in your state that covers you.

One working woman might be easily overwhelmed by trying to convince an employer to implement fair pay practices by herself. **You are not alone. Other women have changed pay practices in "women's jobs" for the better -- and so can you.**

If you're a working woman, remember that contacting the Fair Pay Clearinghouse will give you the right tools to find out the facts, to know your rights, and to learn "what works" from pioneering efforts by organizations committed to working women.

Contact the Women's Bureau's Fair Pay Clearinghouse at 1-800-347-3741. Or visit us at our Internet website: <http://www.dol.gov/dol/wb/>

**** ENDNOTES ****

<1> "Pay Equity and the Wage Gap: Success in the States," Institute for Women's Policy Research, Washington, D.C., p.5.

<2> The American Federation of State, County and Municipal Employees (AFSCME), a labor union active in both the public and private sectors, publishes a brochure, "Pay Equity: The First Steps," that provides guidance on how to get started on the road to pay equity at your workplace. Available free, AFSCME, Washington, D.C.

<3> Kleiman, Carol. "Union negotiations pay off in number of pay-equity victories," *Chicago Tribune*,

September 24, 1990, used courtesy of the *Chicago Tribune*.

<4>"Supplemental interview by Kathy Brennan, Women's Bureau, August 12, 1996.

<5>"Legislative Commission on the Economic Status of Women, 85 State Office Building, St. Paul, Minnesota, 55155, (612) 296-8590 or 1-800-657-3949.

<6> Interview by Kathy Brennan, Women's Bureau, August 13 and 14, 1996.

<7> "Newsnotes," July, 1989, Vol. 10, No. 1, p. 1, National Committee on Pay Equity, Washington, D.C.

<8> *Pay Equity: The Minnesota Experience*, p.5.

<9> Interview with Cheryl Parisi, AFSCME Council 36 Business representative, by Kathy Brennan, Women's Bureau, August 15, 1996.

<10> Interview by Kathy Brennan, Women's Bureau, August 15, 1996.

<11> "Newsnotes," Winter, 1996, National Committee on Pay Equity, Washington, D.C.

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