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U. S. DEPARTMENT OF LABOR
WOMEN'S BUREAU
MARY ANDERSON, Director

BULLETIN OF THE WOMEN'S BUREAU, NO. 8

WOMEN IN THE GOVERNMENT SERVICE

By BERTHA M. NIENBURG



WASHINGTON
GOVERNMENT PRINTING OFFICE
1920

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LETTER OF TRANSMITTAL.

U. S. DEPARTMENT OF LABOR,
WOMEN'S BUREAU,
Washington, November 22, 1919.

SIR: We submit herewith a report giving the results of an investigation of women in Government service. The first section of the report contains a general analysis of positions open to women as compared to those closed to women by examinations. The second section deals with the appointments and entrance salaries of women compared to those of men.

This report was undertaken at the request of the organization of the National Federation of Federal Employees and made by Miss Bertha M. Nienburg. The Civil Service Commission cooperated by giving access to their records.

Manuscript copies of the report have been submitted to the Civil Service Commission and to the Congressional Joint Commission on Reclassification of Salaries.

Respectfully submitted.

MARY ANDERSON,
Director.

Hon. W. B. WILSON,
Secretary of Labor.

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WOMEN IN THE GOVERNMENT SERVICE.

INTRODUCTION.

For many years people interested in securing equality of opportunity for women workers have felt that this equality did not exist in the Government service, the place above all others where every citizen of the country should be assured of opportunity similar to that of his or her fellow workers. Because of the tremendous influx of women into new occupations during the war, and the consequent general recognition of their abilities along many different lines, it was felt that the time was ripe for discovering to what extent the new attitude toward women workers had penetrated the various branches of the Government service. With this object in view the Women's Bureau of the United States Department of Labor arranged to make a study of positions in the Government service open by examination to women as compared with those closed to women. The study was begun in September, 1919. Part I was completed on October 16, and on October 27 was submitted to the Civil Service Commission. The chief emphasis of Part I was on the fact that women were excluded from 60 per cent of the examinations held from January 1, 1919, to June 30, 1919.

On November 5, 10 days after receiving the report, the Civil Service Commission passed a ruling opening all examinations to both women and men, leaving it to the discretion of the appointing officers to specify the sex desired when requesting certification of eligibles.

On November 19 a bill was introduced in the United States Senate by Senator McLean, of Connecticut, amending the statute which dates back to 1870 and provides that at the discretion of the head of any department women may be appointed to any clerkship in the Government service. The amendment provides that in requesting a register of eligibles for appointment the nominating and appointing officials shall not specify sex unless sex is a physical barrier to the proper performance of the duties to be fulfilled.

Thus one of the ends desired has already been almost completely accomplished. Once the facts were assembled the rapidity with which the remedy was supplied gives rise to a hope that Part II of the report showing an equally serious discrimination in the matter of appointments and entrance salaries may have as satisfactory a result.

The entire report was submitted both to the Civil Service Commission and to the Congressional Joint Commission on Reclassification of Salaries. A subcommittee of the latter on the employment conditions of women in the civil service has incorporated the material in its report to the Committee on Employment Policies, which has been adopted and passed on to the commission.

PART I.—GENERAL ANALYSIS OF POSITIONS OPEN TO WOMEN AS COMPARED WITH THOSE CLOSED TO WOMEN BY EXAMINATION.¹

The largest single employer of men and women in this country is the United States Government. Prior to our declaration of war it gave employment in civil positions to over 530,000 persons. After our entry into the world war, its ranks of civil employees swelled rapidly until they numbered almost a million men and women. A hundred thousand were working in the navy yards and at naval stations, 40,000 were in the Government ordnance plants, more than 100,000 were employed in the Government offices in the District of Columbia, and the others were scattered throughout the United States and its insular possessions.² Since the signing of the armistice the workers in the navy yards and ordnance factories have been greatly decreased, the present number in the latter approximating the prewar status. The forces of people in the District of Columbia have decreased to some extent, but are still two and one-half times as great as the numbers employed in 1916. This is partly due to the need of workers at after-war tasks in several of the offices of the War and Navy Departments, in the Bureau of War Risk Insurance; to the need of others to collect the revenue with which to pay our war debts; to the need of still others to plan for and make the 1920 census. Undoubtedly decreases in force will continue to be made for some months to come, but the growth of the Government business in the past few years has been such as to make it a larger employer of persons in the postwar period than it had ever been in the prewar period.

¹ This section of the report was completed on October 16 and submitted to the Civil Service Commission on October 27. On November 4 the Civil Service Commission passed the following ruling:

"*Clause 6, Minutes of November 5, 1919.*—The following will be inserted in all announcements of examinations: Both men and women, if qualified, may enter this examination, but appointing officers have the legal right to specify the sex desired in requesting certification of eligibles. Wherever the appointing officer indicates, however, that only men or only women, or only men and military preference women, or only women and military preference men, will be appointed, then a statement to that effect shall be added to the above in the announcement. This minute does not apply to a case where there is an ample register of one sex, but eligibles are needed of the other sex; in which case an examination may be confined to applicants of the sex for which eligibles are needed, the announcement to contain the statement that there is an ample register of the sex not admitted."

² "The Civil Service in Post-War Readjustments," by Herbert E. Morgan, U. S. Civil Service Commission.

Not only does our Government lead as the country's largest employer, but the range of its activities far exceeds that of other public or private employers. For, beside its large tasks of law-making and law-enforcing, of national defense and managing national finance, it is charged with promoting the health and welfare of its people, of promoting their home interests, their agricultural, mining, manufacturing, shipping, fishing, and transportation interests. To do this it must investigate, control, and eradicate diseases that attack persons, plants, and animals; it must inspect live stock, foods, and drugs; it must study conditions and progress in education, labor, and commerce and advise the people concerning the best methods of reaching desired results; it must prevent individual men or groups of men from using unfair business methods, whether in banking, in transportation, in trade or manufacture; and it must do many other things that no individual or group of individuals can do for itself. The Government also looks after its public lands; it administers the affairs of the Indian tribes and educates the Alaskan children. It grants patents of invention, furnishes the country standard time, forecasts the weather and makes observations of heavenly bodies. It constructs all buildings, docks, roads, bridges, irrigation works, and other public works which are for national use. It builds ships and aeroplanes, makes ordnance and ammunition, makes clothing and other supplies for the sailor and soldier. It makes all money and does all its own printing. It distributes all mail and many packages. At present it operates all large railroads.

These and many other activities require the services of people with varied knowledge, experience, and ability. It is the duty of the United States Civil Service Commission to secure the proper person for each piece of work—to act as the country's employment agent for practically all positions except those of unskilled laborer in some cities and those filled by presidential appointment.¹

What part has the woman worker taken in this vast field of activity? What part will she take in the future?

In 1870 (13 years before Congress enacted a law creating the Civil Service Commission) the following statute was written:

SEC. 165. Women may, in the discretion of the head of any department, be appointed to any of the clerkships therein authorized by law, upon the same requisites and conditions, and with the same compensation, as are prescribed for men. (Rev. Stat., act of July 12, 1870.)

This statute is still operative. From it has sprung the custom of opening examinations to both sexes or closing them to either sex at

¹ The District of Columbia, the Library of Congress, the legislative and judicial branches, the Consular and Diplomatic Service, the Federal Reserve Board, the Federal Farm Loan Board, the United States Railroad Administration are not covered under the civil-service law.

the discretion of the head of any department, regardless of the fact that neither rule nor law covers the examination itself. When a vacancy occurs for which no employees in the department appear to be available and for which the Civil Service Commission has no register of eligible persons, the head of the department, or—in actual practice—the chief of the bureau in which the vacancy occurs, informs the Civil Service Commission of his needs, indicating whether a man or woman is desired for the position or whether no discrimination will be made. The decision in this matter is based upon the needs of the particular bureau. But the register of persons who pass the examination is used to fill positions not only for the bureau making the special call but to fill similar positions throughout the Government service. For example—when this bureau required women investigators of conditions surrounding women workers, it made the usual call upon the civil service for a register of women. Although women were required for this special work, in making the request it was not understood that such a requirement would automatically bar men from filling similar positions in other bureaus. This was, however, the result when the announcement restricted the examination to women.¹

Barring women or men from any examination bars them not only from the special occupation for which the examination is given but from all kindred occupations. All other bureaus which may require services of the same or like quality as those specified in the examination are confined to a register made up exclusively of one sex when the opposite sex might be as acceptable or preferable; or they must ask for a special examination in which no sex line is drawn; or they must seek the woman or man desired among those already in the Government services. The bureau asking for the examination in the first instance may, without question, require the services of men only or women only, but by closing the examination to either sex, all other bureaus are restricted in the choice of service or forced to call for special examination entailing an additional expenditure of time and money.

From January 1, 1919, to June 30, 1919, the Civil Service Commission held examinations to obtain eligibles for vacancies in 260 different types of positions, exclusive of manufacturing and mechanical positions in the ordnance factories, quartermaster depots, and navy yards, and exclusive of unskilled laboring positions.² Women were excluded from examinations for 60 per cent of these occupations, the

¹ Although the head of the Women's Bureau, upon realizing this situation, later requested that the examination be open to men and the Civil Service Commission would have been glad to comply with the request, the announcements were out and the restriction had to stand.

² The number of examinations held always outnumbers the different kinds of positions for which examinations are given, because it is often necessary to repeat tests at intervals in order to secure the necessary number of qualified people.

tests for 155 of the occupations being open to men only. As will be seen in the following table, in the scientific and professional positions women were excluded from examination for over 64 per cent of the positions. In the mechanical and manufacturing services 87 per cent of the occupations were closed to women. Tests for clerical services of all kinds, however, except seven, were open to women.

TABLE I.—The number of occupations in the several services for which entrance civil-service examinations were held from Jan. 1 to July 1, 1919, and the number of such occupational examinations open to both men and women, to women only, and to men only.

Service.	Total number occupations for which civil-service examinations were held.	Number occupational examinations open to—			Per cent occupational examinations closed to women.
		Men and women.	Women only.	Men only.	
Biological-science service.....	52	18	2	32	61.5
Physical-science service.....	31	11	.....	20	64.5
Medical-science service.....	16	3	1	12	75.0
Engineering service.....	40	13	.....	27	67.5
Economic and sociological service.....	7	.....	.....	7	100.0
Miscellaneous professional service (editorial work, teaching, and nursing).....	10	5	2	3	30.0
Managerial and other expert office service.....	8	6	.....	2	25.0
Clerical service.....	44	37	.....	7	15.9
Mechanical and manufacturing service.....	46	5	1	40	87.0
Domestic, reformatory, and rural service.....	6	.....	1	5	83.3
Total number.....	260	98	7	155	.....
Per cent.....	100	37.7	2.7	59.6	.....

With more than 800,000 women in scientific or professional pursuits outside the Government service, with more than 2,000,000 women working in private manufacturing and mechanical establishments, with over 600,000 in clerical occupations in private employ, the question naturally arises as to what the character of the Government work is in which women are not allowed to participate.

Throughout the scientific and professional services of the Government, there is a similarity in the character of much of the work that is done. The subject matters treated and the technical knowledge required to do the work vary widely, but the methods of applying this knowledge and the results to be achieved have many qualities in common. Whether the field is human life, plant or animal life, or physics, chemistry, mineralogy, geology, astronomy, or mechanics, further knowledge concerning the fundamental principles operative in each field is obtained by testing, observing, and analyzing, sometimes in the laboratory, sometimes in the locality where a given condition exists. Each search for knowledge requires experts, scientific assistants, and many helpers. Existing conditions in all fields of

endeavor are reported upon by our Government agents who go forth from the department particularly interested to collect the essential information direct from original sources. The results of the experimentations and investigations are made known to the public through pamphlets, printed reports, and lectures or by demonstration agents who convey the facts to the groups of people to whom the information has practical value.

During the first six months of 1919 examinations were held for 33 occupations involving field and laboratory experimentation, as is shown in the table on page 13. Women were permitted to take examinations to conduct or assist in the conduct of experiments in food preparation and in materials requisite to the home, in fertilizers and soils, in horticulture, plant diseases, cereal diseases, injurious and beneficial plant worms, fiber production, paper fibers, and for the conduct of experiments on materials and devices suitable for naval uses. But they were not permitted to take tests for the conduct of investigations relating to animal parasites, to the mechanical properties of wood, to drug and oil plant cultivating, to tobacco breeding, to the introduction of new plants, to the relation of climates to agriculture, to aeronautics, to oil and gas field conditions, to colors and dyes, or to study the physiology of gas poisoning.

If the Government calls for a woman to undertake experimental projects in horticulture, "especially potato growing," why, if any woman can qualify, should she be excluded from working with the tobacco plant? If she can be asked to assist in experiments conducted to determine whether phormium can be cultivated successfully for fiber production in the United States, why can she not aid in improving drug and oil plants by breeding and selection, or test foreign seeds and introduce new plants to our agriculturists?

Women are permitted to study human diseases and plant diseases, but the Bureau of Animal Industry excludes them from its 1919 examination for investigating animal parasites and performing administrative work in that connection.

The Navy Department was willing to use either man's or woman's knowledge to secure materials and devices most suitable for naval uses, but the Forest Service wanted only men to determine the physical and mechanical properties of wood, and women therefore were excluded from the examination.

Women are acting as assistant weather observers for the Weather Bureau and assistant horticulturists for the Department of Agriculture, but they are not permitted to take tests in climatology in its relation to agriculture. They are testing foods and drugs to determine their nutritive and medicinal qualities, but they are barred from examination in the testing of dyes.

The Harvard Medical School has recognized the value of one woman doctor's studies in industrial poisoning by appointing her assistant professor of industrial medicine. But our Government delegates to men only the study of the effects of gas poisoning.

TABLE II.—The character of work to be performed in the occupations for which civil service examinations were held from Jan. 1 to July 1, 1919, and the number of examinations for such work open to both men and women, to women only, and to men only.

Character of work to be performed.	Total number occupational examinations held.	Number occupational examinations open to—		
		Men and women.	Women only.	Men only.
Field and laboratory experimentation:				
Biological science service.....	19	8	2	9
Physical science service.....	12	1		11
Medical science service.....	1			1
Engineering service.....	1			1
Total.....	33	9	2	22
Field investigation for information purposes:				
Biological science service.....	6	1		5
Physical science service.....	2	2		
Medical science service.....	2	1		1
Engineering service.....	5			5
Economic and sociological science service.....	1			1
Total.....	16	4		12
Practical advice and assistance rendered interested public:				
Biological science service.....	7			7
Economic and sociological science service.....	5			5
Total.....	12			12
Examinations made, materials classified or appraised:				
Biological science service.....	2			2
Physical science service.....	10	4		6
Medical science service.....	7		1	6
Total.....	19	4	1	14
Inspection and law enforcement:				
Biological science service.....	7	1		6
Physical science service.....	1			1
Medical science service.....	4			4
Engineering service.....	5	1		4
Total.....	17	2		15
Aid in scientific laboratory or museum work:				
Biological science service.....	11	8		3
Physical science service.....	6	4		2
Medical science service.....	2	2		
Total.....	19	14		5
Planning and constructing public works, engineering service...				
Drafting and surveying, engineering service.....	9	1		8
Editorial work and statistical analyzation, miscellaneous professional services.....	20	11		9
Teaching, miscellaneous professional services.....	3	2		1
Nursing, miscellaneous professional services.....	6	3	1	2
Administrative work, economic and sociological science service.....	1		1	
Total.....	1			
Supervisory work:				
Managerial and other expert office service.....	3	3		
Mechanical and manufacturing service.....	4			4
Total.....	7	3		4
Accounting and tax return verifying, managerial and other expert office service.....				
Clerical work requiring special training and original thought, clerical service.....	5	3		2
Total.....	24	18		6

TABLE II.—The character of work to be performed, etc.—Continued.

Character of work to be performed.	Total number occupational examinations held.	Number occupational examinations open to—		
		Men and women.	Women only.	Men only.
Clerical work of a general nature requiring skill and accuracy, clerical service.....	13	12		1
Subclerical work or simple routine duties about office.....	7	7		
Care and operation of mechanical operating plants and systems, mechanical and manufacturing service.....	5			5
Inspection of manufactured articles, mechanical and manufacturing service.....	6	4		2
Mechanical construction and repair, mechanical and manufacturing service.....	10			10
Printing and photographic work, mechanical and manufacturing service.....	9	1	1	7
Miscellaneous manufacturing work, mechanical and manufacturing service.....	12			12
Work on farms, in hatcheries, etc., rural service.....	3			3
Household work, domestic service.....	2		1	1
Guard duty, reformatory service.....	1			1
Total.....	230	98	7	155

The foregoing table shows that women are not excluded to so large an extent from acting as helpers or aids in laboratories or as preparators in museums. The bureaus in the Department of Agriculture, the Public Health Service, the Bureau of Standards, the Geological Survey, and the Smithsonian Institution call upon both men and women to take examinations for this type of assistance. However, the National Museum wants only men to classify and catalogue reptiles; aiding in classifying samples of cotton and corn can only be done by men in the Department of Agriculture.

As to the work of collecting information from original sources, out of examinations for 16 different kinds of positions 4 were open to women in the first half of 1919. If qualified, a woman may collect and compile information concerning shipments, receipts, and prices of food products in producing centers and large markets or may investigate methods and costs of marketing food products; she may collect or aid in collecting statistics on the production, consumption and movement of mineral commodities in world trade; or she may assist in making surveys to determine the prevalence, causation and prevention of human diseases. But the examinations bar her from securing the latter information if the position calls for a graduate of a medical college and carries with it the responsibility of recommending preventive and controlling measures. By the same policy, she is kept from collecting information on the acreage conditions and yields of the various crops, or data regarding farm animals, nor may she investigate the volume and movement, the marketing and distribution, the supply and consumptive demand of foreign trade in farm and nonmanufactured food products as long as the 1919 regis-

ter of eligible men is still good. Investigating matters relating to the organization and operation of cooperative food producers' associations is also a closed field for woman's service. The Bureau of Efficiency, by calling for men *only* in its 1919 examination, excludes women from conducting any of its investigation into the organization and procedure of Government departments. Less unusual is the Bureau of Mine's exclusion of women from investigating causes of accidents.

No entrance could be gotten through examination in early 1919 to the seven different positions in which agents were to assist and advise producers, packers, and shippers concerning the best known methods of planting and handling their crops. Yet at least one woman, who had risen from the ranks, has been serving the public in just such a capacity for many years.

Women have acted and are acting as aids in restoring our handicapped and disabled sailors and soldiers to a normal frame of mind; they have taught and are teaching boys how to do mechanical tasks with their dismembered hands and arms; they have and are employing men as well as women for private and public employment offices. The Federal Board for Vocational Education, however, has believed that men are best able to learn of the desires and latent capabilities of our boys; that men only can advise and assist them in securing suitable training and employment; that men only have a knowledge of trades and systems of vocational education. All the examinations for such important service, therefore, are open to men only.

It has been customary and continues to be customary to appoint men to classify our public lands according to their value as farming, stock raising and grazing land and to appoint men to determine the mineral resources of these lands. The public forest timber is estimated and specifications for its sale are made by men. Examinations for persons to classify cotton and prepare and inspect official cotton standards were open to men only. Men were called upon to evaluate the property of common carriers, although either men or women could take examinations for positions to estimate the quantity and value of mineral, oil, or timber properties for the Income Tax Division of the Internal Revenue Bureau—work requiring the same grade of experience and training.

All but two of the examinations given in the first six months of 1919 for inspection and law enforcement positions were closed to women. The food and drug inspection station at San Francisco permitted women to take the test for examining official samples of food and drugs, but in 1919 the Bureau of Chemistry at Washington excluded women from the tests for inspecting proprietary medicines or foods and drugs in general. Meat and live-stock inspection, dis-

infection of foreign seeds and plants, inspection of wood warehouses, and enforcement of our horticultural and game laws can only be done by men while the present register of eligibles holds good. Women may, if qualified, examine requests for patents in our Patent Office along with men, but they may not search or examine patents for the Purchase, Storage and Traffic Division of the War Department if they must take an entrance examination for the position.

To the Supervising Architect of the Treasury Department it has occurred that there are some women trained in civil, mechanical, electrical, or chemical engineering. The number is few as compared with the number of men who qualify for such positions, but the number is growing. Eight different engineering examinations were closed to women from January to July, 1919.

The Navy Department has recognized the value of women as draftsmen for all its examinations, whether for general engineering work or for specific lines of aeronautical, ordnance, ship, electrical, radio, or buildings drafting, may be taken by either men or women. Other divisions, as the engineers department and patent section of the War Department, the National Advisory Committee for Aeronautics, and the Bureau of Public Roads did not admit women to draftsman examinations.

Some of the positions listed above from which women were excluded in the examinations given in the first six months of this year are undoubtedly such that their duties can be performed more satisfactorily by men than by women; for other positions there may be no women with sufficient experience to qualify. But a careful study of the exclusions indicates very clearly that the majority of scientific and professional positions which women were not permitted to enter in some departments are very similar in character to work women are doing and have done in other Government departments or in private establishments.

The war brought with it such a tremendous increase in Government business that the clerical forces in all departments affected were greatly augmented. Stenography, typing, and telephone operating have always been done by women more extensively than by men. Therefore it was to be expected that large increases in numbers of women employed would occur in these Government services during the war and postwar periods. The shortage of male workers, however, opened several managerial and expert office service positions to women. Office manager and supervisory clerk examinations for certain departments may now be taken by women. Senior and junior cost accountant positions in the Navy are open to women, although examinations for mining accountants of either grade are closed to them by the Bureau of Mines. A woman may verify, audit, and review the accuracy of returns for the Estate Tax Division. She

can now be a bookkeeper and audit clerk in some departments and a law clerk in others. All simple routine work done in an office or clerical work requiring skill and accuracy was open to her in 1919. Two of the positions whose examinations were closed to women in the first six months of 1919 had been open to them in 1918; these were for passenger rate and freight rate clerk. The examinations which were closed to women in 1919 and previously were for law clerk in the Department of State; mining accountant in the Bureau of Mines; clerk to commercial attaché; interpreter of Syrian; storekeeper with knowledge of automobiles and parts; and radio operator at Honolulu.

The examinations listed under mechanical and manufacturing services do not include the noneducational tests carried on in the Government's manufacturing plants and buildings outside of Washington. Consequently the number listed as open to women are much fewer than they would otherwise have been if all Government work were included. It is only as inspectors of radio apparatus, field glasses, telephone and telegraph equipment, and as helpers in motion-picture laboratories that women are called for in this group of examinations. The experience of manufacturers and mechanical repair shops (apparently) has not been utilized by Government officials.

In spite of the many restrictions still limiting the use of women in the service of the Government there has been a steady wearing down of the obstructions during the last few years. This has been due principally to a shortage of labor. The Navy Department has opened wide the doors of civil positions to all who can qualify. Other departments are making larger use of women's services but are doing it more slowly. From July, 1915, to June 30, 1916, approximately 11,000, or less than 10 per cent, of all persons eligible for appointment to Government positions through examinations were women. From July, 1917, to June 30, 1918, 90,000, or over 23 per cent, of all eligible persons were women. While the numbers of men on the eligible registers increased less than 200 per cent, the numbers of women increased more than 700 per cent.

The largest group of women added to the service in 1917 and 1918 went into the occupations in which women have been employed for many years—stenography, typing, and clerical work. The second largest group worked in the arsenals, the quartermaster's depots, and the navy yards to aid in the manufacture of munitions, clothing, and textiles. But many became eligible through examination for positions open to women for the first time. By special appointment for temporary service other women acted in exceptional capacities, such as forest guards, aviators in the mail service, and specialists in horse husbandry. The following lists give the occupations for which women were eligible to service by entrance examination from July 1, 1915, to June 30, 1916, and from July, 1917, to July, 1919.

TABLE III.—Positions in the United States governmental service for which women were rendered eligible by entrance examination the year before our entrance into the war and during and after the war.

Service group.	Positions for which women were eligible the year before our entrance into the war.	Positions for which women were eligible during and after the war.
Biological science service.	<p>Specialist in home economics. Boy and girl agricultural club work. Assistant in school and home gardening.</p> <p>Assistant in home farm demonstration work. Investigator in women's rural organizations. Microanalyst.</p> <p>Assistant in city marketing investigation.</p> <p>Fish culturist. Preparator.</p> <p>Scientific assistant in Department of Agriculture. Laboratory aid.</p>	<p>Specialist in home economics. Specialist in household science and calorimetry. Specialist in food research. Assistant director for home economics education. Special educator in home economics. Assistant in home demonstration work. Assistant in extension work with women. Assistant in junior extension work. Expert in textiles. Microanalyst. Assistant microscopist. Laboratory assistant qualified as paper and film microscopist. Bacteriological assistant. Bacteriological technician. Junior bacteriologist. Assistant in plant nutrition. Plant pathologist and assistant plant pathologist. Pathologist in cereal diseases. Field assistant in plant pathology. Assistant in forest pathology. Assistant in fermentation mycology. Assistant in nematology. Assistant in horticulture. Assistant in fiber investigation. Market assistant. Scientific assistant in marketing fruits and vegetables. Junior assistant in marketing dairy products. Market station assistant. Inspector of dairy products. Fish culturist. Preparator in entomology. Preparator in nematology. Scientific assistant in Department of Agriculture. Laboratory aid. Laboratory aid in agricultural technology. Laboratorian.</p>
Physical science service.	<p>Junior chemist. Chemist's aid.</p>	<p>Junior chemist. Chemist's aid. Associate chemist. Mineral geographic aid. Mineral geographer. Assistant observer, Weather Bureau. Valuation aids. Assistant technologist. Geological aid and assistant geological aid. Aid in paleobotany. Laboratory assistant. Aid qualified in radio.</p>
Medical science service.	<p>Physician. Sanitation, expert on.</p>	<p>Acting assistant surgeon. Medical interne. Sanitary biologist. Assistant in pharmacology. Dental hygienist. Scientific assistant in public health work. Laboratory aid and technical clerk. Anatomist. Dietitian. Pharmacological aid.</p>
Engineering service.	<p>Topographic draftsman.</p>	<p>Topographic draftsman. Aeronautic draftsman. Architectural draftsman. Junior architectural draftsman. Mechanical draftsman. Ship draftsman. Ordnance draftsman.</p>

TABLE III.—Positions in the United States governmental service, etc.—Contd.

Service group.	Positions for which women were eligible the year before our entrance into the war.	Positions for which women were eligible during and after the war.
Engineering service—Con.		<p>Radio draftsman. Electrical draftsman. Copyist draftsman. Mechanical engineer. Junior engineer. Assistant examiner, Patent Office.</p>
Economic and sociological science services.	<p>Special agent and research assistant. Social service expert.</p>	<p>Special agent and research assistant. Special agent for trade and industrial education. Expert in child welfare. Inspector and assistant inspector, child labor division. Assistant director, child labor division. Assistant in prevention of infant mortality. Tariff assistant and assistant in foreign trade marks. Junior economist.</p>
Miscellaneous professional service.	<p>Trained nurse. Graduate nurse and dietitian. Teacher of: Domestic science. Housekeeping. Kindergarten. Free-hand drawing.</p> <p>Chief of training school. Specialist in educational systems. Educational assistant in rural education.</p>	<p>Head nurse (operating). Trained nurse. Teacher of: Domestic science. Housekeeping. High School, Philippine Islands. Indian service. Agriculture. Music. Editorial clerk. Specialist in animal husbandry and dairying (editorial). Assistant in office of information (editorial). Librarian. Statistician.</p>
Art service.	<p>Pomological artist. Map colorist. Lantern-slide colorist.</p>	<p>Botanical artist. Map colorist. Insect delineator.</p>
Managerial and expert office service.	<p>Postmaster, fourth class.</p>	<p>Postmaster, fourth class. Office manager. Assistant to business manager. Supervisory clerk. Clerk in business administration. Senior and junior cost accountants. Examiners, estate tax division. Resident auditor and traveling auditor. Actuary. Supervisor, cost accounting.</p>
Clerical service.	<p>Clerk, assistant clerk, and minor clerk. Clerk-carrier (post office). Computing clerk. Forest and field clerk. Land law clerk. Clerk qualified in modern languages. Statistical clerk. Translator. Library cataloguer. Stenographer and stenographic clerk. Typewriter and minor typewriter. Office helper. Telegraph operator. Telephone operator.</p>	<p>Clerk, assistant clerk, and minor clerk. Clerk carrier. Computer. Forest and field clerk. Land law clerk. Clerk qualified in modern languages. Statistical clerk. Translator. Index and catalogue clerk. Stenographer and stenographic clerk. Typist and minor typewriter. Office helper. Telegraph operator. Telephone operator. Law clerk. Accounting clerk. Bookkeeper and assistant bookkeeper. Audit clerk. Accounting and statistical clerk. Balance of stores clerk. Clerk with knowledge of accounting. Finger-print classifier.</p>

TABLE III.—Positions in the United States governmental service, etc.—Contd.

Service group.	Positions for which women were eligible the year before our entrance into the war.	Positions for which women were eligible during and after the war.
Clerical service—Contd.		Free-hand artist clerk. Secretary. Correspondence clerk. Passenger-rate clerk. ¹ Freight-rate clerk. ¹ Railway-mail clerk. Proofreader. Inspector of waybills. Freight-car record clerk. Registrar. Research assistant. Schedule clerk. Tariff clerk. Motor rural carrier. Addressograph file clerk. File clerk. Blue-print file clerk. Calculating-machine operator. Automatic addressograph operator. Addressograph operator. Mimeograph operator. Graphotype operator. Coder or operator of tabulating machine. Multigraph and letter-press operators. Copyists. Messengers.
Mechanical and manufacturing services.	Linotype machinist. Press feeders. Printer. Sewer. Unskilled labor in District of Columbia. Unskilled labor outside District of Columbia. Ordnance Department at large, minor positions. Public Health Service, minor positions. Quartermaster Corps, minor positions. Reclamation Service, minor positions. Navy yard service, minor positions.	Press feeders. Printer. Sewer. Photographer. Unskilled labor in District of Columbia. Unskilled labor outside District of Columbia. Ordnance Department at large, minor positions. Public Health Service, minor positions. Quartermaster Corps, minor positions. Reclamation Service, minor positions. Navy yard service, minor positions. Lighthouse Service. Indian, Irrigation, and Allotment Service, minor positions. Checker. Inspector and junior inspector of radio apparatus. Assistant inspector, ordnance. Assistant inspector, small arms. Assistant inspector, ammunition. Inspector of aeroplanes and aero engines. Inspector of field glasses. Production expert. Laboratory aid, motion picture laboratory.
Domestic and personal, reformatory and rural service.	Matron, assistant matron, and field matron. Interpreter matron. Superintendent Indian reservation. Baker. Cook. Laundress. Lace maker. Maids, waitresses, etc., Freedmen's Hospital. Maids, waitresses, etc., St. Elizabeth's Hospital. Janitors. Charwomen.	Matron, assistant matron, and field matron. Baker. Cook. Laundress. Maids, waitresses, attendants, etc., Freedmen's Hospital. Maids, waitresses, attendants, etc., St. Elizabeth's Hospital. Elevator conductors. Charwomen. Chauffeurs.

¹ Women passed examinations for these positions in 1918, but were excluded from the 1919 examination.

These lists indicate clearly the increase in the opportunities for woman service in the Government. How many women were actually appointed to the positions made open to them by examination during and after the war can not be fully ascertained until the Civil Service Commission's records for July, 1918, to June 30, 1919, are complete.

However, as long as it remains customary to permit any examination to be closed to one or the other sex because of the needs of one bureau, the Civil Service Commission will not be able to marshal all available ability before the department appointment officials for choice. Neither they nor the country will ever know how much ability or experience is kept from national service.

With all examinations opened to persons of either sex, the country would know what storehouses of training and experience it had to draw from, the appointment officials would have a wider field from which to choose and the women of the country would have their opportunities for service immeasurably increased. Appointment officials would still have perfect freedom in appointing a person of either sex, for, by civil service rule, an appointing officer may, if he desires, make requisition upon the commission for a certification of eligibles of either sex. If the appointing officer does not specify the sex, "certificates shall be made without regard to sex" by the Civil Service Commission.

The number of women who must seek employment outside the home is growing steadily. In order that their opportunities for profitable employment may be advanced, it is necessary for all Government examinations to be opened to them. Thus only can the country avail itself of the training and experience of all its people.

PART II.—APPOINTMENTS AND ENTRANCE SALARIES OF WOMEN COMPARED WITH THOSE OF MEN.

The discriminating policy that prevailed in examinations up to November 5, resulting in barring women from a large proportion of the higher grades of service, is reflected, naturally, in the positions to which women are appointed and in the relative salary levels. One outcome of vital bearing is the overwhelming concentration—91 per cent—of women appointees in the clerical service. This massing in turn carries with it the depression of salaries toward the old-time woman's level—a figure traditionally below that which any number of men qualified to fill the positions will accept.

The effect upon appointments and salaries of the former policy of closing certain examinations to women has been greatly enhanced by the varying discretionary power in salary fixing vested in departmental authorities. This, in the words of the Civil Service Commission, has resulted in "chaotic salary conditions."¹ Con-

¹ Page x, Thirty-fifth Report, U. S. Civil Service Commission.

tributory factors to this disorder have been the differences in the character of appointments made and the part which an individual's estimation of his own worth has played.

In order to know definitely how this state of affairs has affected the entrance salaries of women as compared with those paid men, a study was made of the salaries paid to persons appointed to the Government service during the months of January and February, 1919. With the exception of persons working for nominal salaries or persons whose salary was paid in part only by the United States and with the exception of manufacturing, mechanical, and unskilled laboring positions outside of Washington and similar positions in Washington to which no women were appointed, all appointments, whether for the departmental service, Washington, D. C., or the field service in the following departments or under commissions, were included in the study:

Department of Agriculture.
 Department of Commerce.
 Department of the Interior.
 Department of Justice.
 Department of Labor.
 Navy Department.
 War Department.
 State Department.
 Post Office Department (departmental service, Washington, D. C., only).
 Federal Board of Vocational Education.
 Council of National Defense.
 Branches of service under direction of Smithsonian Institute.
 Interstate Commerce Commission.
 Federal Trade Commission.
 United States Employees' Compensation Commission.
 Bureau of Efficiency.

Out of the Government's constant need for workers have arisen three types of appointments. Those to permanent positions (commonly called "probational appointments" because the appointee must give six months¹ satisfactory service before he can become a permanent employee) are received by persons who have successfully passed civil service examinations. Temporary appointments are made for short periods either of persons on the civil service register of eligibles or, when no such register is available, of people who have not passed qualifying tests. The latter group can not retain their temporary appointments after the requisite examination is held. The third type of appointment is to positions which are excepted from examination by law or by Executive order.

Whenever a vacancy exists in a permanent position in the branches of the Government service covered by civil service regulation, the appointing officer of this service calls upon the Civil Service Com-

¹ Probational period is extended in certain cases.

mission for a list of persons of either sex eligible for the position. He specifies what the entrance salary will be. If the position is one whose salary has been fixed by statute, the appointing officer can only offer this fixed sum. If, however, the bureau in which the vacancy exists has a lump-sum appropriation, the appointing officer, in consultation with the bureau chiefs, determines what the rate of compensation for each position shall be.

Even in departments where the majority of salary rates for permanent positions are fixed by law, there is frequently a lump sum appropriation which permits the appointing officer to fix the rates of pay for temporary appointments. He may pay them at the same rate fixed for the permanent appointments or at higher or lower rates, depending upon the department's attitude on such matters.

Salaries for a number of excepted positions are fixed by law; others are determined by department authorities.

While the announcements for civil-service examinations usually state the salary or range of salaries offered in the vacancies to be filled by the examination, very frequently the salaries named are followed by the phrase "or higher or lower salaries." Thus is leeway for the departmental differences in salary standards allowed for the same service. Each individual taking an examination is also asked to state in writing what the minimum salary is that he or she will accept. When the Civil Service Commission receives a request from an appointing officer for eligibles it lists only such persons as have signified their willingness to accept the salary offered for the positions to be filled.

In the first two months of 1919 almost 8,000 appointments (exclusive of those specified above) were made to the Government service. Of these 4,689 were women and 3,270 were men. Eighty-one and four-tenths per cent of the women were given probational appointments, whereas only 49.4 per cent of the men received such appointments. Temporary appointments were received by almost 40 per cent of the men, as against 16.4 per cent of the women. Positions excepted from examination were filled by 10.7 per cent of the men and 2.2 per cent of the total number of women appointees. While some of the temporary appointees may have been taken from the civil-service register of eligible persons (especially from temporary clerk or temporary stenographer registers), these figures point clearly to the fact that the majority of the women appointed to the service passed qualifying tests before they were admitted to the service, whereas as many men, if not more, were appointed without competitive examining of their fitness than were appointed after passing such examinations.

The positions filled during this period ranged from charwoman to Federal Trade Commissioner; the salaries ranged accordingly from

\$240 a year to \$10,000 a year. But the majority of appointees received neither one extreme nor the other. Over 86 per cent of all women were appointed at salaries ranging from \$900 to \$1,299 a year. Only 36 per cent of the men were appointed to positions at these salaries.

The following table showing the numbers of men and women appointed at each salary rate indicates very clearly that as the salary advances the proportion of women appointees receiving it decreases very rapidly. Only 4.6 per cent of the women, as compared with 27 per cent of the men, were engaged at rates ranging from \$1,300 to \$1,899. Positions carrying from \$1,900 to \$2,499 went to less than one-half of 1 per cent of the women but to nearly 8 per cent of the men. Twenty-five hundred dollars but less than \$3,600 a year was paid to less than one-third of 1 per cent of the women but to 8.5 per cent of the men, while \$3,600 a year and over was received by only 2 women, or less than one-half of 1 per cent of the women appointees, whereas 100, or over 3 per cent, of the men appointees received over \$3,600 a year. As a whole, therefore, 46 per cent of the men, as compared with 5 per cent women, received more than \$1,299 a year, in spite of the fact that the prevailing policy of appointing men as messengers resulted in twice as large a proportion of men as women being paid less than \$900 a year.

TABLE IV.—Salaries paid women and men receiving appointments in the Government service during January and February, 1919.¹

Character of appointment.	Number receiving salaries of—									
	Under \$600.		\$600 and under \$700.		\$700 and under \$800.		\$800 and under \$900.		\$900 and under \$1,000.	
	Women.	Men.	Women.	Men.	Women.	Men.	Women.	Men.	Women.	Men.
Probational.....	143	93	42	45	37	89	42	56	206	42
Temporary.....	51	112	28	48	23	101	10	19	118	82
Excepted.....	8	2	2	3	2	3	7	1	19	4
Total number.	202	207	72	96	62	193	59	76	343	128
Per cent.....	4.3	6.3	1.5	2.9	1.3	5.9	1.2	2.3	7.3	3.9

Character of appointment.	Number receiving salaries of—									
	\$1,000 and under \$1,100.		\$1,100 and under \$1,200.		\$1,200 and under \$1,300.		\$1,300 and under \$1,400.		\$1,400 and under \$1,500.	
	Women.	Men.	Women.	Men.	Women.	Men.	Women.	Men.	Women.	Men.
Probational.....	730	150	1,956	289	534	203	36	39	51	85
Temporary.....	151	112	47	72	239	161	32	35	13	34
Excepted.....	7	5	6	3	37	60	1	12	3	3
Total number.	888	267	2,009	364	810	424	69	86	67	122
Per cent.....	18.9	8.2	42.8	11.2	17.3	13	1.6	2.6	1.5	3.7

¹ For omissions see p. 22.

TABLE IV.—Salaries paid women and men receiving appointments in the Government service during January and February, 1919¹—Continued.

Character of appointment.	Number receiving salaries of—									
	\$1,500 and under \$1,600.		\$1,600 and under \$1,700.		\$1,700 and under \$1,800.		\$1,800 and under \$1,900.		\$1,900 and under \$2,000.	
	Women.	Men.	Women.	Men.	Women.	Men.	Women.	Men.	Women.	Men.
Probational.....	16	112	10	56	.....	3	12	161	1	12
Temporary.....	19	117	7	57	.....	5	7	71	3	8
Excepted.....	.....	57	.....	6	.....	.....	2	30	.....	3
Total number.	35	286	17	119	.....	8	21	262	4	23
Per cent.....	.7	8.8	.4	3.6	.....	.2	.5	8.0	.1	.7

Character of appointment.	Number receiving salaries of—									
	\$2,000 and under \$2,100.		\$2,100 and under \$2,200.		\$2,200 and under \$2,300.		\$2,300 and under \$2,400.		\$2,400 and under \$2,500.	
	Women.	Men.	Women.	Men.	Women.	Men.	Women.	Men.	Women.	Men.
Probational.....	2	34	.....	8	.....	27	.....	4	.....	15
Temporary.....	5	39	.....	12	.....	6	.....	1	.....	30
Excepted.....	.....	31	1	4	.....	7	.....	2	.....	13
Total number.	7	104	1	24	.....	40	2	5	6	58
Per cent.....	.2	3.2	(²)	.7	.....	1.2	(²)	.2	.1	1.8

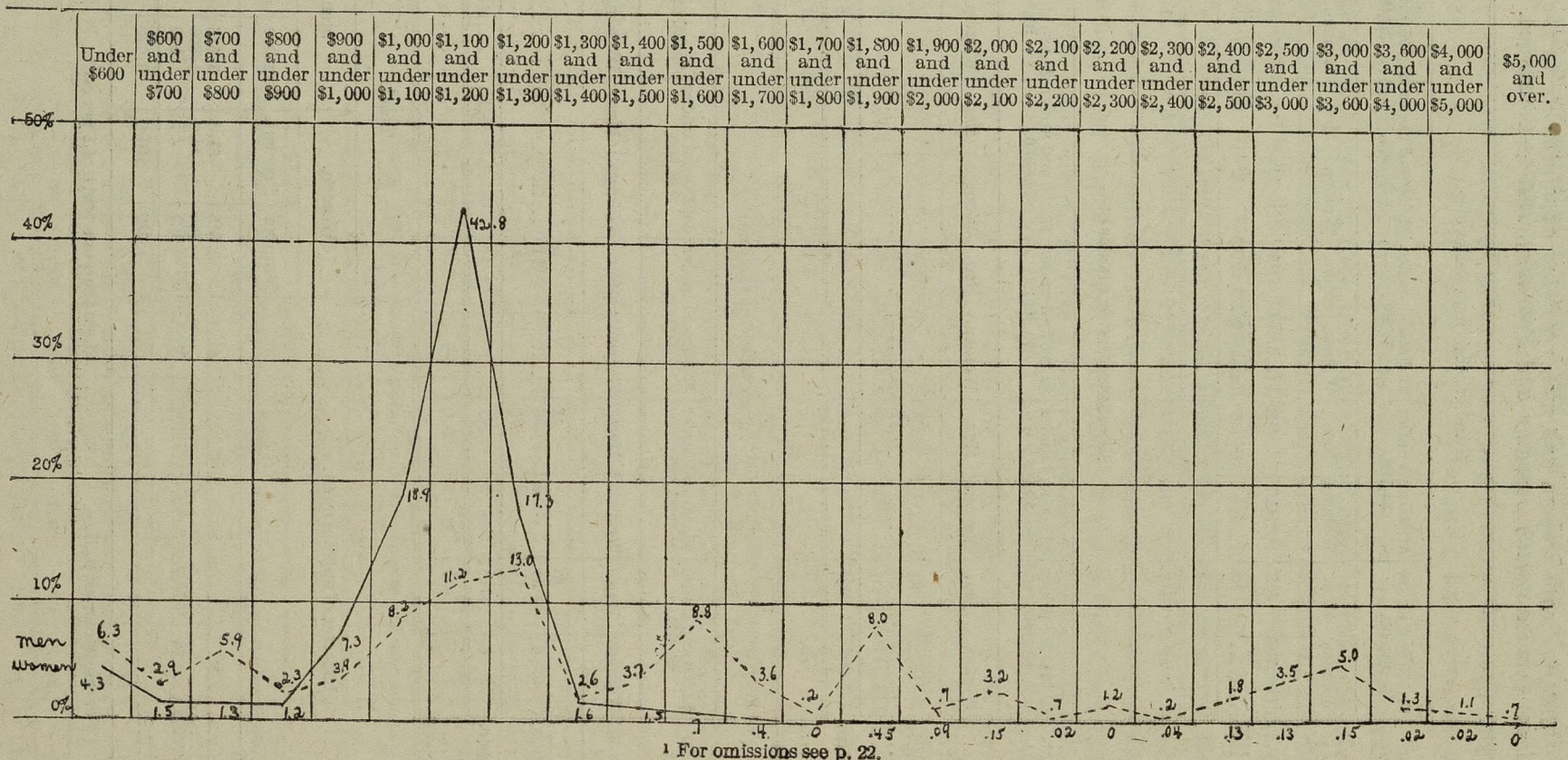
Character of appointment.	Number receiving salaries of—									
	\$2,500 and under \$3,000.		\$3,000 and under \$3,600.		\$3,600 and under \$4,000.		\$4,000 and under \$5,000.		\$5,000 and over.	
	Women.	Men.	Women.	Men.	Women.	Men.	Women.	Men.	Women.	Men.
Probational.....	.....	40	.....	35	.....	9	.....	4	.....	4
Temporary.....	6	64	4	80	.....	24	.....	10	.....	6
Excepted.....	.....	11	3	48	1	11	1	19	.....	13
Total number.	6	115	7	163	1	44	1	33	.....	23
Per cent.....	.1	3.5	.2	5.0	(²)	1.3	(²)	1.1	.....	.7

Character of appointment.	Total.			
	Women.		Men.	
	Number.	Per cent.	Number.	Per cent.
Probational.....	3,818	81.4	1,615	49.4
Temporary.....	766	16.4	1,306	39.9
Excepted.....	105	2.2	349	10.7
Total.....	4,689	100.0	3,270	100.0

¹ For omissions see p. 22.

² Less than one-tenth of 1 per cent.

Curve showing percentage of men and women who received appointments at specified salaries in the Government service during January and February, 1919.¹



¹ For omissions see p. 22.

In connection with the foregoing table, it is important to notice the difference in the proportion of the sexes receiving the specified salaries paid in the three groups of appointments. Of the probational appointees, only 3.4 per cent of the women were paid \$1,300 or over. Forty and two-tenths per cent of the male probational appointees received this sum or over. Of the women appointed to temporary positions, 13 per cent received \$1,300 or over, as against 46 per cent of the men receiving similar appointments. When the position occupied was excepted from civil service, 16 per cent of the women and 87 per cent of the men appointees received \$1,300 or over. Very obviously the rates of pay in temporary and excepted positions are higher than in the probational positions. How largely this is due to a difference in the character of position falling within each class or how largely to the greater freedom of department officials in determining the salaries for temporary and excepted positions can only be determined finally by a closer analysis of the positions included in each group than is possible in this study. A casual examination of the group would indicate, however, that with a few exceptions temporary positions differ a little in character from the probational positions. In the excepted positions are included many requiring a higher type of experience and training than is usually called for in the probational positions. However, others falling in this group correspond in duties and requirements with those in the two other groups.

The concentration of women's appointments within the \$900 and under \$1,300 group corresponds closely with the concentration of her appointment within the clerical services, as stated in the opening paragraph of this section. Ninety-one per cent of the 4,689 women appointed in January and February of 1919 went into clerical occupations of one type or another. Forty-eight and one-half per cent of the men appointments were made to these positions. Even within the clerical group concentration of the sexes occurs. Men predominate in the supervisory positions, in those requiring special training and experience, and—at the other end of the scale—as office messengers. Women predominate as stenographers, typists, and in index, filing, statistical, and other kinds of general office work.

As the majority of these appointments are made from the civil-service register, an analysis of the numbers of persons of each sex passing the examinations, when compared with the proportion of positions filled by each sex, will throw further light upon the underlying causes of this condition. In the first six months of 1919, 59 per cent of the persons passing the clerical tests were women, whereas 72 per cent of the appointments in the first two months of

this year were women. This discrepancy is largest among persons holding clerk positions—that is, persons who have passed the general clerk examination in spelling, arithmetic, penmanship, letter writing, and copying and correcting manuscript, and who are assigned to various office positions throughout the Government service.

With a slightly larger number of men passing these examinations than women, 80 per cent of the positions were filled by women. For file and cataloguing clerk positions 74.5 per cent of the successful applicants were women, although 84 per cent of the vacancies were filled by women. Eighty-six and one-half per cent of the positions in which various office appliances are used were filled by women although they constituted but 81 per cent of those passing the examinations. Only in stenographer and typewriting positions do the percentages of appointments and women eligibles fall within three points of each other. When special training is required the situation is reversed. Almost 30 per cent eligibles were women, while only 15 per cent of the positions were filled by women. Approximately the same ratio between eligibles and appointments existed in the messenger service.

While these figures are affected somewhat by the fact that the period of appointment and the period of examination are not coincident, and because some persons appointed in 1919 may have passed examinations in 1918 rather than in 1919, and further by the fact that some included in the appointments had not taken a civil service examination, the effect is not very material, as, so far as the periods are concerned, the proportion would in all probability not be changed if both appointments and examinations were for two months; and as the Civil Service Commission holds examinations on the call of departments only when the old registers are exhausted and other availables are not adequate in number. The fact remains, therefore, that influences other than the numbers of men and women available for the particular positions are at work in determining whether clerical work shall be done by a man or a woman. Undoubtedly tradition plays a part in the requests of appointing officers in this as in other fields of employment, but a review of the bureau appointments shows that neither one or the other sex is asked for exclusively by any bureau for any particular occupation.

One of the evidences at work, apparently, is the weaker bargaining power of women. As stated early in this report, all applicants for probational positions state in their examination papers the minimum salary which they will accept. With the exception of messenger positions and card perforation machine operator positions the mini-

X { mum salary advertised by the commission for clerical positions is \$900 a year. Among the probational appointees in the months of January and February, 274 women, as against 36 men, accepted the minimum offered or less; among the temporaries 131 women and 66 men accepted \$900 or less; and among the excepted positions at this salary or less were 21 women and 1 man. In other words, of the 529 applicants who expressed willingness to accept the advertised minimum or less over 80 per cent were women.

This weakening bargaining power is also clearly reflected in the *relative salaries* prevailing in this clerical group where the numbers employed are the largest.

TABLE V.—Number men and women appointed to each class of position during January and February, 1919, and the salaries received by the largest single group appointed to each class of position together, with the highest and lowest salaries paid men and women in each class of position.

Service.	Work to be done.	Number persons appointed in January and February, 1919.		Salaries paid.															
				Sums received by largest single group.									Highest salaries.				Lowest salaries.		
				Women.			Men.						Women.		Men.		Women.		Men.
				Wom-en.	Men.	Sal-ary.	Num-ber re-ceiving it.	Num-ber re-ceiving less.	Num-ber re-ceiving more.	Sal-ary.	Num-ber re-ceiving it.	Num-ber re-ceiving less.	Num-ber re-ceiving more.	Sal-ary.	Num-ber re-ceiving it.	Sal-ary.	Num-ber re-ceiving it.	Sal-ary.	Num-ber re-ceiving it.
Cleaning (Washington only).	Cleaning office buildings.....	105	7	\$300 to \$399	46	28	31	\$600 to \$699	4	-----	3	\$780	1	\$900	3	\$240	28	\$600	4
Manufacturing (Washington).	Sewing and packing.....	36	2	500 to 600	27	-----	9	-----	-----	-----	-----	612	9	900	1	535.50	27	535.50	1
Personal (Washington only).	Attend patients, cook, launder, etc.	34	13	300 to 399	9	11	14	300 to 399	9	-----	4	1,610	1	1,420	2	1,168	4	1,300	2
Personal.....	Operating elevator.....	5	8	600 to 699	4	-----	1	700 to 799	4	4	-----	720	1	720	4	480	4	600	4
Custodial.....	Lighthouse keeper.....	1	48	720	1	-----	-----	700 to 799	32	10	6	720	1	900	1	720	1	600	10
Subclerical.....	Office messenger.....	72	395	500 to 599	31	28	13	400 to 499	131	5	259	720	3	1,000	1	420	2	360	5
Telephone and telegraph.	Operate telephone and telegraph.	24	19	900 to 999	13	7	4	1,400 to 1,499	9	5	5	1,200	1	1,800	3	720	4	900	2
Clerical.....	Operating office appliances and copying.	109	17	900 to 999	28	25	56	800 to 899	5	5	7	1,320	1	1,800	1	660	3	720	5

WOMEN IN THE GOVERNMENT SERVICE.

Do.....	Minor clerical work of a varied but simple nature.	124	48	1,000 to 1,099	47	46	31	1,200 to 1,299	21	25	2	1,440	1	1,400	1	720	3	600	2
Do.....	Typing.....	429	97	1,000 to 1,099	183	82	164	1,100 to 1,199	39	42	16	1,500	5	1,800	2	480	1	720	1
Do.....	Clerical work of a varied nature requiring skill and accuracy.	3,072	760	1,100 to 1,199	1,858	714	500	1,100 to 1,199	295	184	281	1,800	1	2,400	1	600	1	720	2
Do.....	Indexing, filing, and cataloguing.	43	8	1,200 to 1,299	18	24	1	900 to 999	4	-----	4	1,320	1	1,400	2	720	1	900	4
Do.....	Stenography.....	269	39	1,200 to 1,299	92	148	29	1,200 to 1,299	22	11	6	1,680	1	1,800	1	612	1	840	1
Do.....	Bookkeeping.....	8	12	1,200 to 1,299	6	1	1	1,000 to 1,099	5	-----	7	1,800	1	1,800	3	1,000	1	1,000	5
Do.....	Statistical work and computing.	49	20	1,200 to 1,299	23	22	4	1,200 to 1,299	12	6	2	1,800	1	1,800	1	900	12	900	1
Do.....	Work requiring special training and experience and original thought.	21	120	1,200 to 1,299	6	-----	15	1,800 to 1,899	47	52	21	2,000	1	3,500	1	1,100	1	1,200	6
Do.....	Supervise other clerks or act in secretarial capacity.	15	50	1,800 to 1,899	6	14	1	2,000 to 2,099	14	23	13	2,400	1	2,500	1	1,200	10	1,200	11
Managerial and expert in business administration.	Organize office methods or conduct the affairs of an office.	-----	14	2,400 to 2,599	-----	-----	-----	2,400 to 2,599	2	6	6	-----	-----	-----	-----	-----	-----	1,500	1
Scientific laboratory aid.	Assist scientists in the laboratory or museum.	11	55	900	4	5	2	1,200	14	35	6	1,395	1	1,400	2	540	2	540	6
Surveying.....	Take linear and angular measurements of land.	-----	53	-----	-----	-----	-----	700 to 799	21	-----	32	-----	2,400	1	-----	-----	-----	720	21
Drafting.....	Draw plans and sketches of machinery, structures and places.	32	135	720 to 799	6	-----	26	1,500 to 1,599	23	67	45	1,600	2	2,693	1	720	1	720	3
Examining service.....	Examining patents, claims against the Government, persons desiring to be naturalized, etc.	-----	31	1,000 to 1,099	-----	-----	-----	1,500	17	2	22	-----	2	1,980	1	-----	-----	1,200	1
Statistical.....	Analyzing and inferring general truths from figures on economic and social conditions.	4	3	1,200	2	-----	2	2,800	1	1	1	2,000	1	4,000	1	1,200	1	-----	-----

¹ Plus subsistence.

² Paid at daily rate.

³ Median is used because no salary prevails.

WOMEN IN THE GOVERNMENT SERVICE.

TABLE V.—Number men and women appointed to each class of position during January and February, 1919, and the salaries received by the largest single group appointed to each class of position, together with the highest and lowest salaries paid men and women in each class of position—Contd.

Service.	Work to be done.	Number persons appointed in January and February, 1919.		Salaries paid.																
				Sums received by largest single group.							Highest salaries.				Lowest salaries.					
				Women.			Men.				Women.		Men.		Women.		Men.			
				Wom-en.	Men.	Sal-ary.	Num-ber re-ceiving it.	Num-ber re-ceiving less.	Num-ber re-ceiving more.	Sal-ary.	Num-ber re-ceiving it.	Num-ber re-ceiving less.	Num-ber re-ceiving more.	Sal-ary.	Num-ber re-ceiving it.	Sal-ary.	Num-ber re-ceiving it.	Sal-ary.	Num-ber re-ceiving it.	
Care and disbursement of Government funds.	Take charge of and disburse Government funds.	2	1										\$3,600	1	\$3,600	1	\$2,400	1	\$3,600	1
Accountancy.....	Investigating accounting methods, devising new systems or verifying income and excess-profit tax returns.	4	244	\$1,400	2		2	\$1,800	65	39	140	2,000	1	5,000	1	1,400	2	1,200	9	
Art.....	Drawing and sketching.....	2	1										1,200	1	2,000	1	1,000	1	2,000	1
Research and translation service.	Search in written material for specific information or translation from or into foreign languages.	16	19	1,700		8	8	{ 1,200 to 1,299 }	9	3	7	4,590	1	3,060	4	900	2	1,071	3	
Library.....	Secure and classify books and documents and aid library patrons to secure desired volumes.	2											2,400	1			1,800	1		
Journalistic.....	Writing or editing articles for publication.	2	9					2,400	3	2	4	3,000	1	3,900	2	1,860	1	1,500	1	
Publicity.....	Writing and lecturing for propaganda purposes.	4	10	2,300	2		2	{ 2,700 to 3,099 }	4	3		3,000	1	4,800	1	2,300	2	1,800	3	
Legal.....	Representing Government in legal proceedings, assisting in the preparation of cases, and rendering legal advice to Government officials.		43					{ 2,000 to 1,800 }	8	15	20			5,000	4			1,400	2	

Nursing.....	Nurse Government patients.	6		2 720	5		1						1,800	1		2 720	6			
Pharmaceutical.....	Prepare medicines.....		1											1,440	1				1,440	1
Medical.....	Examine, diagnose, and treat for illness.		3					1,200	2					2,000	1				1,200	2
Architectural.....	Design, plan, and prepare specifications of buildings or assisting in same.		2											1,600	1				1,500	1
Engineering.....	Plan and supervise construction and repair of public works or assist in same.		171					{ 1,500 to 1,599 }	27	63	81			9,180	2				720	9
Biological, physical and medical sciences, and economic service.	Inspection for law enforcement or service betterment.	13	193	1,320	7	4	2	{ 1,500 to 1,599 }	83	78	32	1,520	2	3,600	2	1,200	4		4 612	3
Physical sciences.....	Make observations of natural phenomena, examinations, classifications, and appraisals of material values.		26					1,080	6	3	17			5,000	1				900	3
Biological sciences, economic, sociological, and educational work.	Render practical assistance and advice to interested public.	49	453	{ 1,800 to 2,400 }	2	6	7	{ 3,000 to 3,099 }	13	15	25	2,500	1	7,650	2	1,800	2		1,200	1
Biological sciences, economic, sociological, and education service.	Collect statistical data on subjects of current interest.	148	260	{ 1,200 to 1,299 }	110	10	28	{ 1,200 to 1,299 }	45	10	205	2,800	1	4,800	2	1 765	2		1 765	3
Biological, physical sciences, medical and engineering sciences.	Test, observe, and analyze in laboratory or field to secure knowledge concerning fundamental principles of operation.	16	244	{ 1,300 to 1,399 }	4	2	10	{ 1,500 to 1,599 }	66	58	120	13,080	1	3,825	1	5856.80	1		1 765	1
Administrative.....	Plan and direct activities of a division in any bureau, commission, committee, or assist the executive of a bureau or commission.	2	35	3,000	2			3,000	10	7	18	3,000	2	10,000	2	3,000	2		2,000	2
Executive.....	Plan and direct activities of commission, committees, and bureaus.		2					10,000	2					10,000	2				10,000	2

1 Paid at daily rate.
 2 Plus subsistence.
 3 Paid at monthly rate.
 4 Appointments of 406 men and 132 women were omitted because only part of their salaries was paid by the United States Government.
 5 Paid at hourly rate.

Continuing the analysis of the salaries prevailing in occupations groups as distinguished from the salaries prevailing for the whole group discussed previously, Table II lists the kinds of work done in each service group to which appointments were made in January and February of 1919 and gives the prevailing, the highest, and the lowest salaries paid, and the number of men and women receiving these sums in each occupation. Within each occupation, there are persons doing work varying in responsibility, skill, and training required, although all supervisory, managerial, or executive positions and minor positions for which little experience or training is required are listed separately.

On this table it appears that although the salary received by the largest single group of people doing clerical work of a varied nature fell between \$1,100 and \$1,199 for both men and women, 36 per cent of the men appointees received more than this amount, as against 16 per cent of the women appointees. The highest salary for a man in this group was \$2,400, for a woman \$1,800 a year. In the minor clerk positions, the largest single group of women received from \$1,000 to \$1,099 per year. A similar group of men got from \$1,200 to \$1,299 per year. The prevailing rate for women typists was \$1,000 to \$1,099, for men typists between \$1,100 and \$1,199. Stenographers of both sexes received \$1,200 to a larger extent than any other salary. A slightly larger proportion of men received over this amount than did women stenographers.

The sum received by the largest single group of men bookkeepers, as shown in the foregoing table, is lower than the sum received by the largest group of women because the five men falling in the \$1,000 group were filling positions of clerk-bookkeeper—a position requiring less knowledge of bookkeeping than that required to become a bookkeeper. The men bookkeepers proper secured salaries of \$1,100, \$1,400, \$1,620, and \$1,800, while women bookkeepers received \$1,200 and \$1,800. The range of salaries for both sexes is the same, the only difference lies in the larger proportion of men receiving more than \$1,200 in comparison with the proportion of women.

Under clerical work requiring special training and experience and original thought are included law clerks, correspondence clerks, and clerks especially qualified to be intrusted with special kinds of office work. Although 14 women passed the law clerk examination, none were appointed to this position during January and February of 1919. They were appointed as correspondence clerks and special experts in the Bureau of War Risk Insurance at salaries ranging from \$1,100 to \$2,000. Men taking the same positions received from \$1,200 to \$3,500.

Office messengers' salaries range from \$360 per year to \$1,000 a year, with the largest number receiving from \$400 to \$600 yearly. About 82 per cent of the 76 girls taking these positions received less than \$600, whereas approximately 47 per cent of the 395 men messengers accepted less than this amount.

The lowest-paid workers are the women who clean the office buildings in the night or in the early morning. The largest single group of these women earn but \$300 to \$399 a year. Those working longer hours earn more, those working fewer hours earn less. The men appointed to this work were too few to make a comparison of salaries valid.

The women who attend the patients in the two Government hospitals in Washington, or who act as waitresses, laundresses, or in other domestic capacities in these hospitals, get from \$156 to \$480 a year in addition to their subsistence. As men similarly employed get approximately the same rates of pay, it appears that at the bottom of this salary scale discrimination in salaries is reduced to the vanishing point. In this connection it is interesting that women acting as matrons in the Government buildings in Washington were paid \$480 a year, whereas matrons in the War Department factories and warehouses got from \$3 a day to \$1,610 a year. It is altogether probable that the women in the War Department factories served more as general welfare workers than the Washington employees of the same titular grade. There is no other reasonable explanation of the enormous difference in compensation.

The only manufacturing work done by women in Washington for which salaries and appointments were reported in January and February, 1919, to the Civil Service Commission was in the equipment shops of the Post Office Department and as seed packeters in the Department of Agriculture. Mail-bag repairers in the first shops were paid \$1.75 and \$2 a day; seed packeters received \$2 a day. Men mail-bag repairers received \$1.75 a day. The male inspectors of the work done got \$900 a year.

Advancing to the positions requiring education and experience, few women were appointed to managerial, supervisory, office organizing, or secretarial positions. Only one of the 15 women receiving such positions earned an amount commensurate with the responsibility supposedly involved in these positions. The others received \$1,200, \$1,400, and \$1,600. Some men received the low rates that women did, but over half received \$2,000 and over.

As statisticians, work requiring college graduation and some practical experience, women accepted positions at \$1,200, \$1,800, and \$2,000. Men secured \$1,800, \$3,000, and \$4,000 jobs. Of the four women taking positions as verifiers of income and excess-profit tax returns,

two received \$1,400, one \$1,800, and one \$2,000. Nine men appointed to these positions received less than \$1,400, but 103 received over \$2,000. Two women were appointed as treasurers in the War Savings and War Liberty Loan Bureau at \$2,000 and \$3,600, respectively.

As the particular training and experience required to fill the scientific and professional positions open in the Government service is as varied as the field of science and art, the appointments falling in these services have been divided according to the character of the work to be done. Under field and laboratory investigation are included not only persons appointed to study biological problems but others who are to solve problems in physics, mineralogy, geology, and physiology. Only 16 women undertook this kind of work in the first two months of 1919, their average salary being \$1,564. The average salary for the 244 men appointed as scientific investigators was \$1,685. More numerous were the appointments of women as collectors of statistical data. However, both the largest number of women and the largest number of men appointed to such positions secured data on economic and social conditions rather than on agricultural and physical conditions. Twelve hundred dollars was the salary offered most frequently. Only 19 per cent of the women accepting the positions received over this amount, but 79 per cent of the men got more than \$1,200.

Unfortunately, the greater number of persons who were appointed to assist farmers and housewives and children in rural communities in farming and domestic problems could not be included in this salary study, as one part of their salaries was paid by State agencies and another by the Federal Government. As the amount and proportion paid by each of the cooperating bodies varied with the individual, only the records of both bodies could have given the complete figures. Those for whom complete salary figures were obtainable were employed not only to aid in agricultural matters but in educational, economic, and commercial fields. The lowest salary received by women undertaking this work was \$1,800, by men \$1,200; the highest salary received by a woman was \$2,500, while the highest-salaried man received \$7,650. Appointments of women to other scientific and professional services during the first two months of 1919 were few. Nurses were paid \$720 a year and maintenance; librarians, \$1,800 and \$2,400; researchers and translators from \$900 a year to \$15 a day; while women engaged in publicity or in editorial work received from \$1,860 to \$3,000.

Here, as in the majority of the occupations to which women and men were appointed in any numbers, although men frequently receive lower entrance salaries than women and although men fre-

quently receive the same entrance salaries as women, the proportion of men appointees to the higher paid positions in each occupation is always in excess of the proportion of women appointees to these positions.

Not until the entrance salaries to be paid in each occupation are fixed for probational, temporary, and excepted positions in accordance with the responsibilities and difficulties of the tasks to be undertaken, not until the classes of work within each occupation are so well determined and their salaries fixed so that the persons marking examination papers will be able to mark each applicant's class and salary status on the examination paper, will it be possible to eliminate the inequalities which have arisen through custom in the beginning salaries offered to women and men.

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