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WOMEN in the FEDERAL SERVICE



Part I: Trends in Employment

U. S. DEPARTMENT OF LABOR
WOMEN'S BUREAU
Bulletin No. 230-I

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UNITED STATES DEPARTMENT OF LABOR

Maurice J. Tobin, Secretary

WOMEN'S BUREAU

Frieda S. Miller, Director

Women in the Federal Service

1923-1947

Part I. Trends in Employment

Bulletin of the Women's Bureau No. 230—1

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LETTER OF TRANSMITTAL

UNITED STATES DEPARTMENT OF LABOR,
WOMEN'S BUREAU,
Washington, June 3, 1949.

SIR: I have the honor to present a report showing trends in the employment of women in the executive branch of the Federal Government over the past quarter century, years in which the functions of Government have been growing to meet great increases in the people's demands for public services. This is the fourth report of the Women's Bureau on women's employment in the Federal service; the most recent preceding publication on this subject was made in 1939, just prior to the occurrence of the marked developments ushered in by World War II.

The present study discusses in some detail the situations before, during, and after the war. It carries the analysis through to the period when the major postwar personnel adjustments had been made, so that the threshold of a different era lies ahead. In addition to the data on women's employment and distribution among the various agencies, it gives some information on the employees' salary, length of service, age, and turn-over, and on part-time work and effects of veteran preference.

The present report constitutes Part I of a study of women in the executive branch of the Federal government. Part II, to follow shortly, will report on occupations and service of a special group of women at upper-salary levels.

The Women's Bureau wishes to acknowledge with great appreciation the aid given by the Civil Service Commission in making available basic sources of information, and the helpful suggestions made by numerous members of the Commission's staff who gave their time to confer with Women's Bureau representatives and to assist in locating materials.

This report was jointly planned and written by Mary E. Pidgeon and Janet M. Hooks, labor economists, chief and associate respectively, of the Bureau's Economic Studies Branch, aided by Elisabeth D. Benham and Grace E. Ostrander, assistant labor economists, and by Emily L. Banker and Neta M. Rouke, statistical research clerks, all of the Bureau's staff.

Respectfully submitted.

FRIEDA S. MILLER, *Director.*

Hon. MAURICE J. TOBIN,
Secretary of Labor.

CONTENTS

	Page
Letter of transmittal.....	III
I. GROWTH AND CURRENT STATUS OF WOMEN'S FEDERAL EMPLOYMENT.....	1
Statutory admission of women to Federal employment.....	2
Equal pay in Federal service established by law.....	2
Women's advance parallel in governmental and nongovernmental work....	3
Increased employment and responsibility of women in Government in World War I.....	3
Civil Service examinations fully opened to women.....	4
Employment increases, 1923-47.....	5
Varied kinds of Government work.....	5
Methods of setting pay rates.....	6
Employees in and outside the District of Columbia.....	7
Few employees required for top administration.....	8
Women's Bureau studies of women in the Federal service.....	9
General scope of present study.....	9
Source of information on employment of women in the Federal service....	9
Women in the various agencies in 1947.....	11
Agency distribution of women before, during, and after World War II....	12
II. TRENDS IN WOMEN'S EMPLOYMENT IN THE FEDERAL GOVERNMENT, 1923 TO 1947.....	15
Changes in numbers of women in Government employment.....	15
Changes in proportions of women among all Government employees.....	18
Distribution of women among the Government agencies.....	19
Women in the executive departments.....	23
Women in the independent establishments.....	27
Summary of shifts in women's employment in major Government agencies..	27
III. WAR AND POSTWAR EXPERIENCE OF WOMEN GOVERNMENT WORKERS.....	30
Changes in employment policies.....	30
Employment trends during and after the war.....	32
Annual changes in employment, 1939-47.....	32
Shifts into and out of war agencies.....	33
Substitution of women during the war.....	34
Employment in and outside Washington during and after the war....	37
Turn-over among full-time Government workers.....	43
Turn-over rates in the country as a whole and in Washington.....	45
Separation rates in particular agencies, 1944-47.....	46
Accession rates in particular agencies, 1944-47.....	49
Part-time or intermittent employment in the Federal Government.....	51
Significance of part-time workers in Government employment.....	51
Prewar use of part-time employees.....	51
Wartime policies as to part-time workers.....	52
Postwar policies on part-time employment.....	52
Status of part-time workers.....	53
Recent trends in employment of part-time or intermittent workers....	54
Trends in and outside Washington.....	55
Trends in selected agencies.....	56
Employment outside continental United States.....	57
Veteran preference and women's employment trends.....	60
Principles on veteran rights and preference in the Federal service....	60
Placements of World War II veterans in the Federal service, 1943-45	61
Trends in employment of veterans in the Federal service, 1945-47....	61
Veterans in and outside Washington.....	64
Veterans in individual agencies.....	65
Veterans in absolute preference positions.....	66

	Page
IV. CHARACTERISTICS OF WOMEN GOVERNMENT WORKERS IN THE PREWAR AND POSTWAR PERIODS.....	68
Salaries of women Government workers.....	68
Length of service.....	70
Age distribution.....	71
Age and salary.....	72
Length of service and salary.....	74

APPENDIXES

A. Number of men and women Federal Government employees, by agency, 1939, 1944, and 1947.....	76
B. Employees of State and local governments.....	77

TEXT SUMMARIES

Women in chief executive agencies of the Federal Government, June 1947.....	11
Percent distribution of women employed in the Federal Government, by agency, prewar, war, and postwar.....	12
Women as percent of all Federal Government employees, selected years, 1923-47.....	18
Women as percent of all Federal Government employees in and outside Washington, selected years, 1923-47.....	19
Distribution of women Federal Government employees by agency, 1923, 1939, and 1947.....	22
Distribution of women Federal Government employees by type of agency, selected years.....	24
Increase in employment of women Federal Government employees in selected agencies, 1923 to 1947.....	28
Percent of all women and of all men Federal Government employees who were in war agencies, 1939, 1944, and 1947.....	33
Women employed in selected war agencies, July 31, 1944.....	35
Proportions of women Federal Government employees who were outside Washington, by agency, 1939 and 1947.....	42
Accession and separation rates, 1941-47 (men and women combined).....	44
Women employed in Federal Government as part-time or intermittent workers (except Post Office).....	55
Women employed in Federal Government as part-time or intermittent workers in and outside Washington (except Post Office).....	56
Employment of women off-continent in selected agencies, June 30, 1947.....	60
Veterans and nonveterans in Federal Government employment in and outside Washington, by sex, June 1947.....	64
Employment of veterans and nonveterans in specified absolute-preference positions, by sex, September 1945.....	67
Employment of veterans and nonveterans in absolute-preference positions in and outside Washington, by sex, September 1945.....	67
Median salary, by age and sex.....	73
Median age, by salary group and sex.....	73
Median salary, by length of service and sex.....	75

TABLES

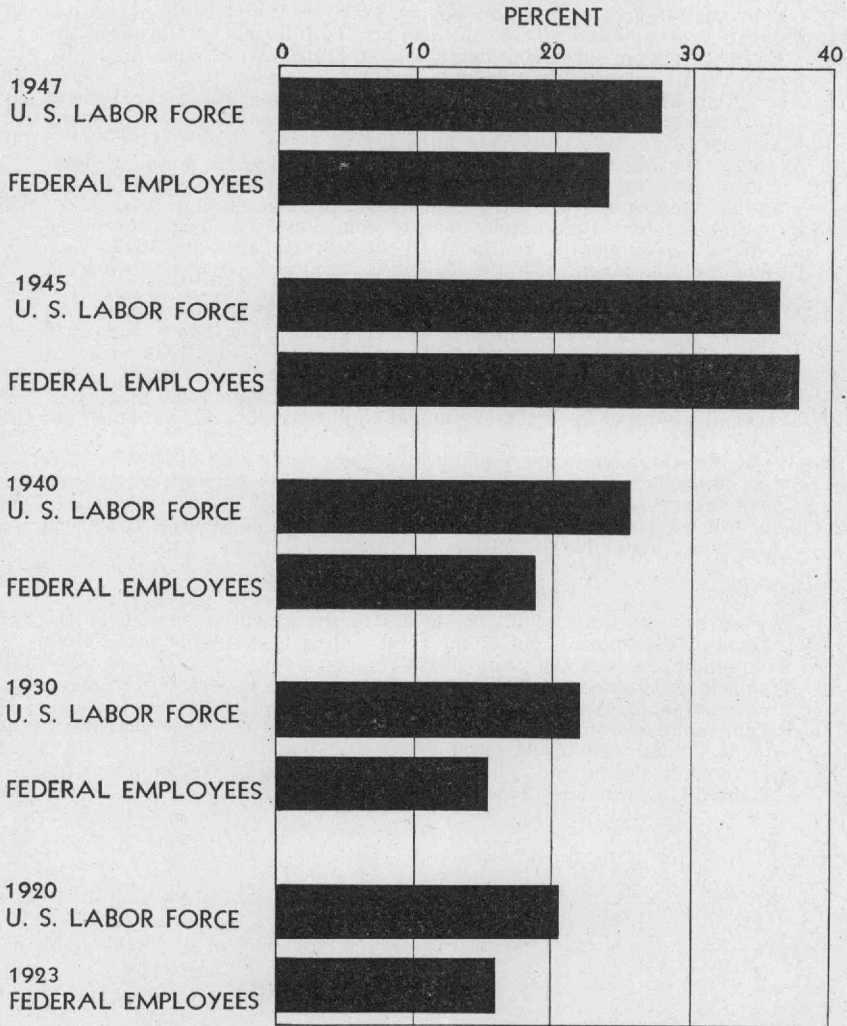
1. Total and women Federal Government employees in and outside Washington, D. C., metropolitan area, selected years, 1923-47.....	16
2. Percent change in Federal Government employment of women and men in entire service and in and outside Washington, D. C., metropolitan area within 5-year periods, 1923-47.....	17
3. Total employment in the Federal Government, number and percent distribution of women, and percent women of all employees, by agency, June 30, 1947.....	20
4. Number of women Federal Government employees in each of the 10 executive departments, selected years, 1923-47.....	25
5. Employment in each Department of Labor service, selected years, 1937-47.....	26
6. Proportion of women among all Federal Government employees in executive departments and in selected independent establishments, selected years, 1923-47.....	29
7. Annual change in Federal Government employment, by sex, 1939-47.....	33

	Page
8. Status of women in Federal Government employment in prewar, war, and postwar periods, by agency.....	36
9. Number of Federal Government employees in Washington, D. C., metropolitan area, by sex and agency, 1939, 1944, and 1947.....	38
10. Number of Federal Government employees outside Washington, D. C., metropolitan area, by sex and agency, 1939, 1944, and 1947.....	40
11. Monthly accession and separation rates per 100 full-time employees in the Federal Government in continental United States and in Washington, by sex, August 1944 to June 1947.....	44
12. Average monthly separations per 100 full-time employees in the Federal Government in continental United States for 6-month periods, by sex and selected agency, July 1944-June 1947.....	47
13. Average monthly accessions per 100 full-time employees in the Federal Government in continental United States for 6-month periods, by sex and selected agency, July 1944-June 1947.....	50
14. Part-time or intermittent employment of women in selected agencies of the Federal Government in continental United States, 1944 and 1947.....	57
15. Off-continent employment in the Federal Government, by agency, June 30, 1947.....	59
16. Men and women veterans and nonveterans in Federal Government employment in continental United States, by month, July 1945 to June 1947.....	63
17. Men and women veterans in selected agencies in the Federal Government in continental United States, June 1947.....	65
18. Salaries of Federal Government employees, by sex, September 30, 1947.....	69
19. Length of service of Federal Government employees, by sex, September 30, 1947.....	71
20. Age of Federal Government employees, by sex, September 30, 1947.....	72
21. Salary distribution of women Federal Government employees, by age, September 30, 1947.....	74
22. Salary distribution of women Federal Government employees, by length of service, September 30, 1947.....	75

CHARTS

I. Women as proportion of all employees in the executive branch of the Federal Government and in the total United States labor force, civilian employees, selected years, 1923-47.....	VIII
II. Trends in employment in the executive branch of the Federal Government, civilian employees, selected years, 1924-47.....	14
III. Employment of women in the executive agencies of the Federal Government, civilian employees, selected years, 1939 and 1944-47.....	21
IV. Employment of men and women veterans in the executive branch of the Federal Government, 1945-47.....	62

Chart I. Women as proportion of all employees, executive branch of the Federal Government and total U. S. labor force
 Civilian Employees, Selected Years, 1923-1947



Source: U. S. Bureau of the Census
 U. S. Civil Service Commission

WOMEN IN THE FEDERAL SERVICE, 1923-1947

I. GROWTH AND CURRENT STATUS OF WOMEN'S FEDERAL EMPLOYMENT

In the youth of this Republic there was little thought that the needs of the Government would bring into the service of its executive branch so large a body of workers as the nearly 2 million employed after World War II. Still less had it been imagined that the service of women in these Federal offices would rise to some half million, and in wartime more than double this. Indeed as late as the 1890's the executive branch of the Federal service included but few over 12,000 workers, less than 4,000 of them women. But the increasing social demands of a developing industrial society with its accompanying far-flung trade, industry, and communications, have required a Government correspondingly expanding its services to the people. Hand in hand with this movement also has gone an increasing opportunity for both men and women citizens to serve through employment in the Government along many specialized lines.

Even before the adoption of the Constitution in 1789 a few women were employed by the Government, especially for handling mail. Two of these were Miss Mary K. Goddard, who at that date had been serving as postmistress at Baltimore for 14 years, and Mrs. Elizabeth Cresswell, who was postmistress in Charlestown, Md., under the Continental Congress in 1786-87.¹

Other women also worked for the postal service prior to 1800. Among early women employees also were some in the Philadelphia Mint, and somewhat later women were performing certain types of light shop work in the Bureau of Engraving and Printing.

Soon after 1850 the Patent Office, one of the first Federal bureaus (established in 1802), employed three women clerk-copyists, who performed their work not in the offices but in their own homes. This was about two decades before the typewriter was effectively developed and marketed, and the copying was done by hand. These few women, forerunners of the great numbers of clerks, typists, and stenographers who later followed typewriters and other machines into Federal offices, included Clara Barton, afterward the famous organizer of nursing services during the Civil War, who held her Patent Office position during that war, paying a substitute to perform its duties. Later she wrote that she believed she was the first woman

¹ Several of the interesting bits of history cited here were provided by the U.S. Civil Service Commission. See *The First Year*, by Civil Service Commissioner Lucille Foster McMillin, Washington, 1941.

ever to be appointed to a full clerkship on the same terms as men, at a salary of \$1,400.

In the early 1860's an enterprising Federal official tried the experiment of employing a woman, Jennie Douglas, to cut and trim paper currency, then a hand process. He reported that the success of his idea was proved by the first day's work of this predecessor of today's 43,000 women Treasury employees. In the same year the Dead Letter Office in the Post Office Department hired eight women among its new clerks. All but one were paid less than \$700 a year, though most of the men appointed to corresponding work received \$800.

STATUTORY ADMISSION OF WOMEN TO FEDERAL EMPLOYMENT

The Deficiency Act passed by Congress on March 14, 1864, contained the first formal statutory provision for the employment of women. It gave department heads authority to "employ females instead of any of the clerks hereinbefore designated, at an annual compensation not exceeding six hundred dollars per year, whenever, in their opinion, the same can be done consistently with the interests of the public service." Two years later the maximum salary was raised to \$900, where it remained until passage of the Classification Act of 1923.²

Surveys directed toward economy are nothing new in Government. One conducted by Congress in 1868 included an inquiry into the employment, pay, and effectiveness of women. It did not give a complete report, but did show women in post offices, in the Treasury, and in the Coast Survey (which traces its history back to 1807). Those having experience with women's work thought highly of it. Others were skeptical of women's capacities, but the Librarian of Congress, then employing no women, thought they could give good service for less pay than the men on his staff, thus resulting in economy.³

EQUAL PAY IN FEDERAL SERVICE ESTABLISHED BY LAW

However, the principle of employing women and of paying for work at the rate fixed for the job, regardless of the worker's sex, was firmly established in the Civil Service Act of 1870 and has continued ever since as a policy of the Federal Government. This Act regularly provided for women's appointment by the head of any department "to any of the clerkships therein authorized by law, upon the same

² During World War I, many women were employed with a temporary status; their pay level was not controlled by the statutes applying to the permanent classified service, and in many cases they received above \$900.

³ Civil Service Commission. *Women in the Federal Service*. 1938.

requisites and conditions, and with the same compensations, as are prescribed for men."⁴

Women's employment in the Federal service continued on the increase. The second annual report of the Civil Service Commission in 1885 stated that "it is now generally recognized that women can successfully perform the duties of *many of the subordinate places* under Government."⁵ For example, the young Commission was particularly recruiting women as printers' assistants, and in the early 1890's about 14 percent of those appointed as typists were women. Employment of women relative to men tended to decline in depression periods, as in 1897 and 1903. On the other hand it increased in war periods, as in World War I. At that time the great majority of the women entering Federal service came to perform clerical duties, and at salaries usually not above \$1,100.

WOMEN'S ADVANCE PARALLEL IN GOVERNMENTAL AND NONGOVERNMENTAL WORK

The emergence of women's service to the Federal Government to some extent went hand in hand with public attention to their place and problems in the growing American factory system.⁶ In 1907 public conscience had been so aroused by certain of the ill conditions surrounding the industrial work of women and children that a widespread investigation was authorized by Congress and carried on through several years, resulting in a comprehensive report.⁷

Following this, Congress established the Children's Bureau in 1912, with its chief a Presidential appointee, and President Taft placed Miss Julia C. Lathrop in this post, the first time a woman had been selected for a position of such high rank. Later Presidents also took note of women's capabilities for public service, and in 1916 Mrs. J. Borden Harriman was appointed to the United States Industrial Commission.

INCREASED EMPLOYMENT AND RESPONSIBILITY OF WOMEN IN GOVERNMENT IN WORLD WAR I

In the period of World War I, not only did women enter the lower ranks of the Federal service in great numbers, especially for office work in the Navy and Treasury Departments, but also the nurse corps of the Army and Navy were greatly expanded. A small number of

⁴ 16 Stat. 250, July 12, 1870, or 5 U.S.C. 33.

⁵ Italics ours.

⁶ The decennial census figures of 1870 were the first to give a full and consistent count of women in both population and occupations, though the Census of 1790, which was taken in each of the separate States and therefore presents many variations, made some reports on women in the population, and the Census of Manufactures in 1850 reported "female hands" in certain States and industries.

⁷ *Woman and Child Wage-Earners in the United States*. Reported in 19 volumes, 1910-12.

women had appointments to official positions of great responsibility, not subject to examination and not carrying civil service status. In 1917 the Council of National Defense appointed a Woman's Committee of 11 outstanding women headed by Dr. Anna Howard Shaw, a pioneer in the woman suffrage movement, an ordained minister, and a witty and magnetic speaker. In the same year the President appointed Mrs. Frances Axtell a member of the U. S. Employees Compensation Commission. In 1918 Miss Mary Van Kleeck became chief of the war-born Woman in Industry Service; later she was succeeded by Miss Mary Anderson, who in 1920 was appointed chief of the successor to this wartime service—the newly created Women's Bureau. In 1920, also, President Wilson appointed Mrs. Helen H. Gardener as the first woman to be one of the three members of the U. S. Civil Service Commission;⁸ and Miss Mabel Boardman as one of the three commissioners of the District of Columbia. In that period women were appointed to other commissions in the District of Columbia and a few to posts in field districts; one was made an assistant United States district attorney (New York), one a district commissioner of immigration.⁹

At the same time women continued in considerable numbers locally in the postal service, their first field of Government employment. In 1919, for example, appointments included some 255 post-mistresses, about a tenth of the total in that year. In fact, as late as 1923 half the women employed in the Federal service were in the Treasury and Post Office Departments.¹⁰

CIVIL SERVICE EXAMINATIONS FULLY OPENED TO WOMEN

Not until after World War I were all civil service examinations opened to women. A Women's Bureau study reported that as late as 1919 women were excluded from more than half of the civil service examinations held. At that time there was no uniform entrance salary for a given type of position.¹¹ Shortly after the Women's Bureau study had called attention to this exclusion of women, the Civil Service Commission passed a ruling opening all examinations to both women and men, leaving it to the discretion of the appointing officers

⁸ Since that time the Civil Service Commission always has had a woman member. Three women have served in this capacity since Mrs. Gardener—Miss Jessie Dell, Mrs. Lucille Foster McMillin, and the incumbent, Miss Frances Perkins.

⁹ For further details see S.P. Breckinridge, *Women in the Twentieth Century*. McGraw-Hill, 1933, pp. 305-313.

¹⁰ In 1939 somewhat less than a third but in 1947 only about a fifth of all women employees were in the Treasury and Post Office. However, these two departments continued to employ a larger proportion of the men than of the women in the Federal executive services (in 1947, 34 percent of the men, 20 percent of the women).

¹¹ Women's Bureau Bull. 8. *Women in the Government Service*. 1920.

to specify the sex desired when requesting certification of eligibles.

By the Classification Act of 1923,¹² a uniform salary system was established. The salary for each specified grade and class of work applied, whether a man or a woman was appointed.

EMPLOYMENT INCREASES, 1923-47

The increase in Federal employment from 1923 to 1947 was proportionately much greater for women than for men. In 1923 women constituted about 16 percent of all Federal workers, in 1947 they were nearly 24 percent of the total.

During World War II not far from a million women and over a million men were added to civilian Federal employment. After the war not far from three-fourths of the number of women and more than one-third of the number of men taken on during the war left the service, but postwar Federal employment included nearly 268,000 women and twice that many men beyond the number who were in the Government just prior to the war. (See Appendix A, p. 76.) Of the entire numerical increase, 1947 over 1923, in Federal employment of women, nearly 60 percent was in three agencies directly concerned with war or its aftermath—the War and Navy Departments and the Veterans Administration.

VARIED KINDS OF GOVERNMENT WORK

The wide variety in the types of work required today in the Federal Government is not generally realized. Too often citizens think of the service as consisting almost entirely of a mass of clerical workers. Quite contrary to this, the processes of Government are reported to demand some 15,000 basic skills, though of course many of these may need only a relatively small number of persons.

Of the Federal employees who come under the Classification Act, two-thirds are in the clerical-administrative-fiscal (CAF) classification.¹³ They include the army of typists, stenographers, secretaries; filing, statistical, computing, stock recording, and pay-roll clerks; telephone operators; calculating, card punch, addressograph, and mimeograph machine operators; and so forth. The classification also includes a group of workers, small percentage-wise but large numerically, who are in supervisory, fiscal, and administrative positions. In professional caliber and responsibility their positions are on a level with those of the workers in the professional-scientific (P) classifications

¹² This Act covers something under half the employees in the executive branch of the government. (See footnote 15, p. 6.)

¹³ Less than half of the 1,818,865 Federal employees come under the Classification Act.

discussed below. The two classifications—CAF and P—overlap. A movement is on foot to merge them.¹⁴

Workers in the professional-scientific classifications, constituting about a tenth of all Federal employees who come under the Classification Act, include home economists working as dietitians, clothing specialists, nutritionists, family economists; medical and dental scientists, and staff nurses; chemists and physicists, the latter working in electronics, sound, optics, radio, electricity; attorneys; economists conducting research in tariffs, wages, prices, taxes, family expenditures, freight and passenger rates; librarians, often in specialized fields; writers and editors; scientists trained in biology, bacteriology, soil conservation, entomology; and many more.

More than an eighth of the Federal workers who come under the Classification Act are in the craft, protective, and custodial classifications, which include apprentices, helpers, and journeymen in trades and crafts; guards, firemen, policemen, messengers, janitors, charwomen, elevator operators, kitchen workers, chauffeurs, attendants in hospitals and other institutions.

Less than a tenth of the workers under the Classification Act are classified as sub-professional. They include engineering draftsmen, many of them making maps and charts; commodity inspectors and graders; fingerprint specialists; legal examiners and investigators; laboratory mechanics who may handle electronic and other laboratory equipment; scientific aids in biological, agricultural, or physical sciences, who may be conducting tests on fabrics or artificial rubber for strength or for other properties, or on inks and papers or other products; analyzing water; inspecting and classifying minerals; mildew-proofing textiles; preparing weather maps; etc.

METHODS OF SETTING PAY RATES

Scales of pay for Federal workers in the executive branch of government are fixed in several ways. For about 70 percent (of the 1,818,865 employed in the continental United States), salaries are regulated by the Classification Act, the Postal Pay Act, and other acts.¹⁵ Those whose salaries are regulated under "other acts" are

¹⁴ A comparison of salary ranges indicates the extent of overlap. Salary ranges of CAF-1's through CAF-4's, who are three-fifths (about 341,600) of all CAF's, fall below the lowest P-salary range. CAF-5's through CAF-10's are in salary ranges comparable but not identical with those of P-1's through P-3's; not quite a third (about 176,000) of the CAF's and well over a half (about 52,900) of the P's are in these ranges. CAF-11's through CAF-15's are in salary ranges identical, grade for grade, with salary ranges of P-4's through P-8's; about one-fifteenth (about 34,200) of the CAF's and less than one half (about 40,400) of the P's are at these salary ranges. Clearly, while the number of CAF's far exceeds the P's and the greater proportion of the CAF's are in the lower grades, in the upper grades CAF's and P's are nearly equal in number, grade for grade. [The two classifications were merged in the Classification Act of 1949.]

¹⁵ There is no information on the number of women who come under each of the various methods of setting rates of pay. Pay of 45 percent (827,855) of the Federal employees in the executive branch is regulated by the Classification Act; of about 25 percent (469,376), by the Postal Pay Act; of something over 1 percent (20,245), by other statutes.

State Department officers in the foreign service temporarily assigned to the United States; customs clerks and White House, park, and secret police (Treasury Department); immigration inspectors; commissioned officers of the Coast and Geodetic Survey (Commerce Department); doctors, dentists, and nurses of the Veterans Administration; and about 250 other individuals.

For about a fourth of the Federal workers rates are set by wage boards or similar authorities serving the same purpose, in accordance with local prevailing pay rates. This group is composed largely of workers in industrial crafts and of laborers, and these jobs vary widely.

For 2 percent, pay rates are administratively fixed. Large groups among these are the county committeemen of the Farmers' Home Administration; all employees of the Reconstruction Finance Corporation; office and supervisory employees of the Tennessee Valley Authority; and laborers, skilled tradesmen on construction work, and cooperation employees of the Department of Agriculture.

EMPLOYEES IN AND OUTSIDE THE DISTRICT OF COLUMBIA

A fact little realized by the average citizen is that Federal employees stationed outside the Washington metropolitan area greatly outnumber those located in the area.¹⁶

About nine-tenths of the men civilian employees of the Government have been stationed outside Washington, both before and since the war. The proportion of women outside Washington has been smaller than this—before the war, about two-thirds. However, the war-period changes in this respect affected women much more in proportion than men; by 1947 nearly four-fifths of the women Federal employees worked away from Washington. Even in the 5 years just before the war, greater decentralization of Federal administration as well as expansion in public welfare programs, the work of which was done especially well by women, resulted in a particularly rapid growth in Federal employment of women in areas outside metropolitan Washington. By 1947 the postwar drop in Federal employment of women outside Washington had not been sufficient to offset its previous rise.

The many governmental services performed by workers in all parts of the country include, to mention but a few types, those of agricultural, home-demonstration, and 4-H Club agents; collectors of customs and internal revenue; factory workers in Government arsenals and mints; field agents collecting data on wages, size and movements of the population, agricultural production and distribution, prices and

¹⁶ Mention hereinafter of Washington or the District of Columbia signifies the Washington metropolitan area, which includes adjacent sections of Maryland and Virginia in which several Federal establishments are located.

living costs, etc.; officials of the far-flung postal services; teachers in Indian schools; engineers and laborers on Government construction projects; medical and nursing corps in veterans' hospitals; officials and operating staffs in various island possessions; United States marshals in the Federal Court districts in all parts of the country; surveyors, foresters, and recreation workers on Government lands and in national parks; FBI agents; clerical and technical staffs for many of the foregoing; etc.

Furthermore, the central establishments of a number of Federal agencies are located outside Washington, as, for example, the Railroad Retirement Board in Chicago and the large statistical offices of Old Age and Survivors Insurance in Baltimore. Greater decentralization took place during the war, some of it temporary, as when the Wage-Hour Division of the Labor Department was moved to New York, the Patent Office to Richmond, Va., the Securities and Exchange Commission to Philadelphia, etc.

Added to the groups mentioned above are officers of the United States diplomatic and consular services, as well as commercial attachés and trade commissioners in all parts of the world, besides the widely distributed military personnel.

FEW EMPLOYEES REQUIRED FOR TOP ADMINISTRATION

The nature of the public business (and of private business as well) requires great numbers of employees for the efficient and often exacting performance of many duties of a detailed type and sometimes of a routine character, and though many employees also are needed to exercise lesser supervisory functions, relatively few are required at the upper managerial and higher policy levels. Such postwar data as are available indicate that only about 1 in 4 of the 827,855 Federal workers in the classified service are above the junior professional (P-1) and clerical-administrative-fiscal (CAF) 7 grades. Only 1 in 20 are at levels as high as P-5 or CAF-12, for which the immediate postwar entrance salary was \$5,905. Since no data later than 1938 are available that give occupations or grades of Federal employees by sex, we cannot say what proportion of the employees in the upper grades of the classified service are women.

However, we know that the total number of women in Federal employment has increased markedly over the past years (in fact, over the preceding 75 years), and from a 1947 study of 1,510,670 employees who come under the Civil Service Retirement Act,¹⁷ we can gain an

¹⁷ The amended Act covers all officers and employees in the executive, judicial, and legislative branches of the Federal Government. The study referred to is of employees on Government rolls at the time the study was made (not of employees already retired). Data from this study are the basis of chapter IV of the present report.

idea of the proportion women are of employees at the higher managerial and policy levels. One in 4 of all the employees covered by the Act was a woman, but less than 3 in 100 of the employees at salary ranges of \$6,000 or over were women.

WOMEN'S BUREAU STUDIES OF WOMEN IN THE FEDERAL SERVICE

The Women's Bureau report of conditions in 1919 has been mentioned. This Bureau has made two further studies of women in the Federal service. One in 1925 was confined to those employed in selected agencies at certain salary levels, the other in 1939 was the first to include totals of all women in the executive branch.¹⁸

GENERAL SCOPE OF PRESENT STUDY

The present study, the fourth the Women's Bureau has made relative to women Federal workers, contrasts the situations of women in the prewar, war, and postwar periods, tracing the trends from 1923 to 1947 in the total paid civilian employment of women in the executive branch of the United States Government, comparing these with the trends for men, and giving the distribution of women among the various agencies; shows age, salary, and length of service of the women subject to the Civil Service Retirement Act (*i.e.*, women in the executive, legislative, and judicial branches of Government), and compares these data with those for men; considers such matters as turnover, part-time work, and the effects of veteran preference provisions on women's employment. Part II, to be issued shortly, will report on the occupations, training, length of service, and age of a special group of women at the upper salary levels as recorded in 1947.

SOURCE OF INFORMATION ON EMPLOYMENT OF WOMEN IN THE FEDERAL SERVICE

The general source of the material presented in this report is the U. S. Civil Service Commission. Some of the data used were taken from the Commission's publications or releases, others were furnished to the Women's Bureau from unpublished tabulations or basic records. Since the over-all coverage of the figures on trends in women's employment is for the long period of 25 years, it is not surprising that there should be some variations in coverage in different years. Efforts were made by the Commission from time to time to improve reporting, fit it to changed conditions, and supply further

¹⁸ See Women's Bureau Bulletins No. 8, cit.; No. 53, and No. 182. The last mentioned contains the most comprehensive data available, since it analyzes results of a special survey of all employees made by the Civil Service Commission and includes a break-down by sex.

breakdowns, insofar as the funds Congress provided for the Commission made this possible.

The information shown in chapters I, II, and III of the present report relates to civilian employees in the executive branch of the Federal Government; in chapter IV, to civilian employees in the executive, legislative, and judicial branches and in the District of Columbia Government.

From 1923 to 1941 the Civil Service Commission reported the employment of women in the executive branch of the Federal Government either annually in June or semi-annually in June and December. These reports give data by agency, and by whether employment is in or outside the District of Columbia. They include all persons on the pay roll (except temporary postal employees); thus they include the small group of part-time as well as the full-time workers.

The latest of the reports just discussed was made in June 1941. In part of the important war period, until April 1943, reporting by sex was discontinued and no data exist on numbers of women employed in this time.

A new monthly series of reporting by sex was begun in April 1943. Its coverage was limited to continental United States.¹⁹ (Prior to this time the totals had included the very few women who were in off-continent employment.) This reporting showed women employees in and outside metropolitan Washington, and from it the Civil Service Commission furnished the Women's Bureau with unpublished data on the numbers in various individual agencies, and on monthly accessions and separations. Until July 1944 the women shown were only those employed on a full-time basis. After that month a separate reporting of part-time employees was made by sex.

In January 1947 and thereafter a new reporting form was used. This afforded data for women on the subjects available for earlier years, and in addition data on their off-continent employment (by that time increased above earlier years), and on their veteran status. Some of these data were unpublished and were furnished the Women's Bureau by the Civil Service Commission. Special reports show data by sex on placement of veterans (1943 to 1945) and employment of veterans by type of preference²⁰ (1945 to 1947).

From the data available it is not difficult to obtain information on over-all trends through the considerable period covered, though some adjustments have had to be made for a few of the years.²¹ It is more

¹⁹ The term "continental United States" signifies the omission of territories and possessions, and employees in Alaska and the Panama Canal Zone are not included.

²⁰ Types of preference are explained in chapter III of the present report which discusses veteran employment.

²¹ These are noted where they are referred to in the report. In a few cases the resulting figures differ somewhat from those presented in the most recent of the Women's Bureau's earlier reports (Bull. 182).

difficult, however, to obtain data on the occupations of women in the Federal service. Even for broad occupation groups no over-all data applying to women exist later than that presented in the special study made in 1938 (reported in Women's Bureau Bulletin 182). The Women's Bureau has secured some information along this line for a special group of women, to be presented in Part II of this report, to be issued shortly.

WOMEN IN THE VARIOUS AGENCIES IN 1947

Within about two years after the war's close the great bulk of the transition to peacetime employment in Government had occurred. In June 1947 not quite 441,000 women were reported in the executive branch of the Federal service, four-fifths of them stationed outside Washington. Nearly 225,000—more than half the total—were in three major agencies, all connected exclusively with war service or its effects—the War and Navy Departments and the Veterans Administration. The Treasury and Post Office employed about a fifth of the total. If all the foregoing proportions and the small proportion still remaining in emergency war agencies be excluded, only a fourth of the women employed in Government are allocated to all the other important services combined—to welfare, education, natural resources, agriculture, labor, justice, foreign affairs, the general administration of government, and so forth. The women employed in 1947 were distributed among the chief executive agencies as follows:

Women in chief executive agencies of the Federal Government, June 1947¹

<i>Agency</i>	<i>Number</i>	<i>Percent distribution</i>	<i>Women as percent of all employees</i>
Total.....	440,597	100.0	24
War Department.....	88,331	20.0	25
Veterans Administration.....	80,110	18.2	37
Navy Department.....	56,226	12.8	18
Treasury.....	43,568	9.9	46
Post Office ²	42,941	9.7	9
Agriculture.....	18,103	4.1	21
Emergency war agencies.....	17,542	4.0	42
Federal Security Agency.....	16,405	3.7	51
Commerce Department.....	10,617	2.4	30
Housing Agencies ³	10,193	2.3	44
Interior Department.....	9,020	2.0	19
Federal Works Agency.....	7,748	1.8	32
Justice Department.....	7,622	1.7	32
General Accounting Office.....	4,971	1.1	47
State Department.....	3,860	.9	50
Labor Department.....	2,348	.5	48
All other executive agencies.....	20,992	4.8	29

¹ For more complete details, see table 3, p. 20.

² Partly estimated.

³ National Capital Housing Authority (68); National Housing Agency (5,786); Office of Housing Expediter (4,339).

AGENCY DISTRIBUTION OF WOMEN BEFORE, DURING, AND
AFTER WORLD WAR II

Comparison of a prewar and a postwar year in distribution of women employees among the executive agencies shows, according to the summary below, that the War and Navy Departments together employed a third of all women in the Federal service after the war, though they had only about a tenth before the war. The Veterans Administration employed not far from a fifth of all women in the service in 1947, almost three times as great a proportion as before the war. Proportions in most other agencies had declined, in some of them markedly. The Treasury and Post Office Departments, for example, employed a fifth of all the women after the war, compared to a prewar third; Agriculture employed only 4 percent after, compared to 12 percent before the war.

Percent distribution of women employed in the Federal Government, by agency, prewar, war, and postwar

<i>Agency</i>	<i>1939</i>	<i>1944¹</i>	<i>1947¹</i>
All agencies.....	100.0	100.0	100.0
Executive departments:			
War Department.....	8.1	51.0	20.0
Navy Department.....	2.7	17.7	12.8
Treasury.....	14.3	4.7	9.9
Post Office.....	17.0	2.2	9.7
Agriculture.....	12.5	2.2	4.1
Other five executive departments.....	11.4	3.7	7.6
Independent establishments:			
Veterans Administration.....	7.4	2.3	18.2
Federal Security Agency.....	2.7	1.4	3.7
Other independent agencies.....	23.9	4.4	9.8
Emergency war agencies.....	(3)	10.4	4.0
Executive Office of the President.....	(4)	(4)	.1

¹ Continental United States, except Alaska and Panama Canal Zone.

² Social Security Board.

³ Not in existence.

⁴ Less than 0.05 percent.

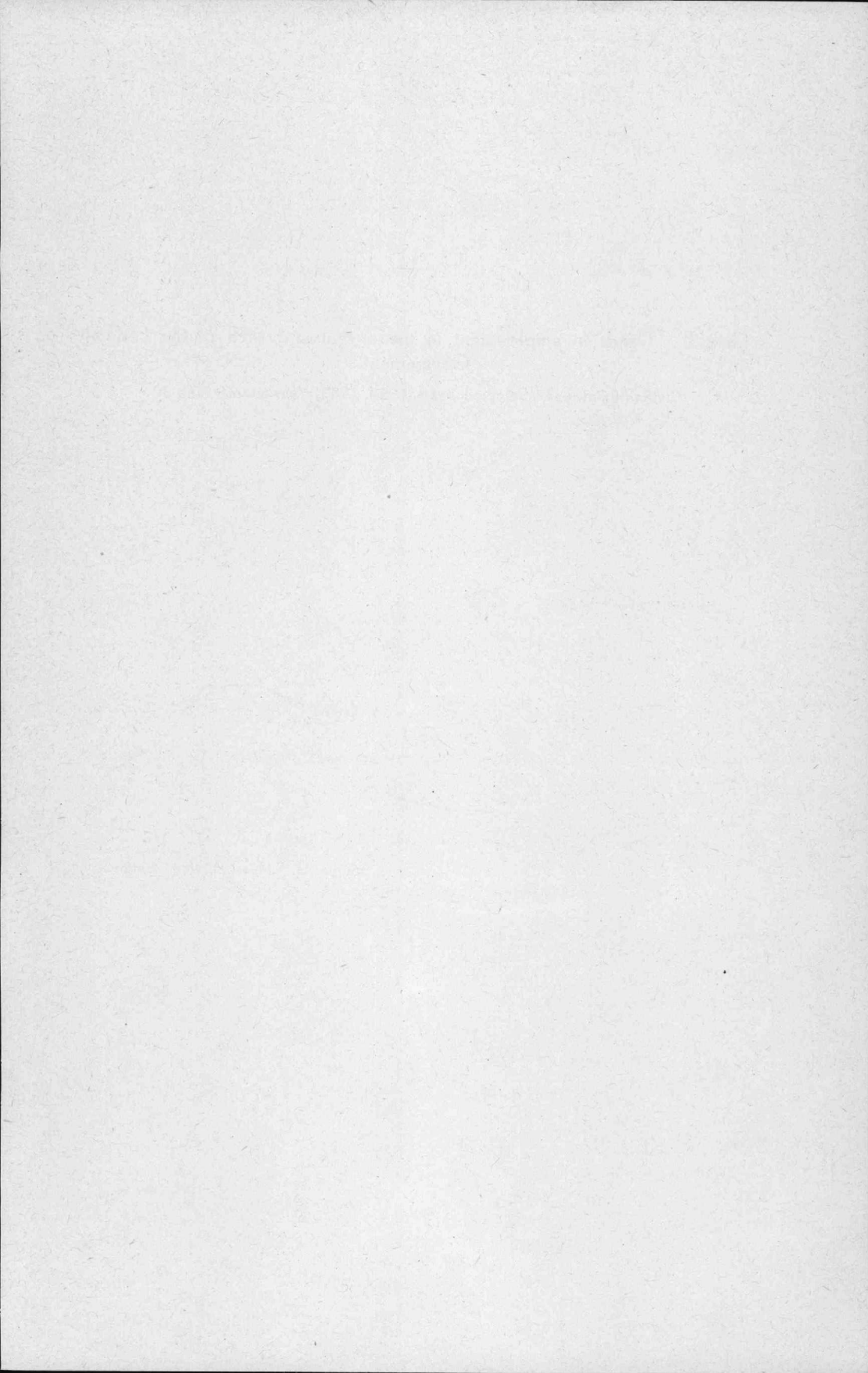
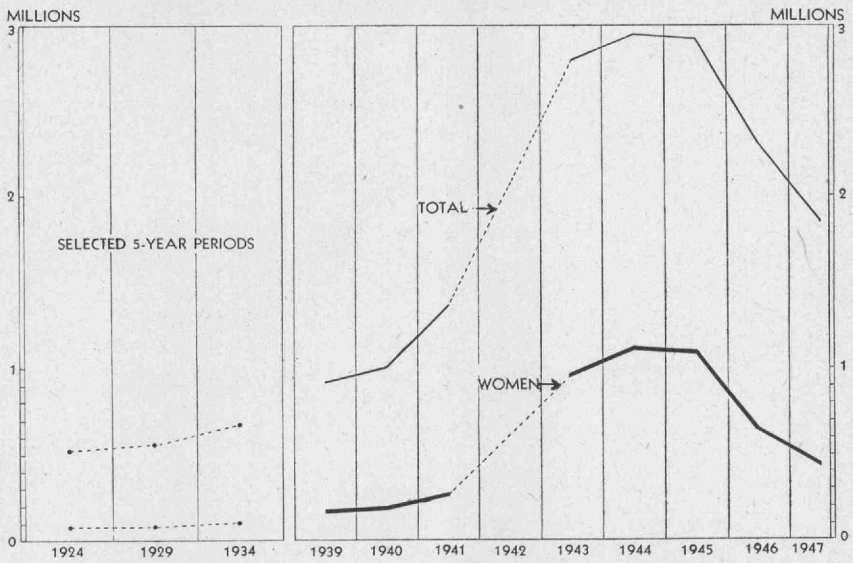


Chart II. Trends in employment in the executive branch of the Federal Government

Civilian Employees, Selected Years, 1924-1947, Year ending June 30



Source: U. S. Civil Service Commission

II. TRENDS IN WOMEN'S EMPLOYMENT IN THE FEDERAL GOVERNMENT, 1923 TO 1947

CHANGES IN NUMBERS OF WOMEN IN GOVERNMENT EMPLOYMENT

Nearly a quarter of a century elapsed between 1923, when the Federal Classification Act created a system of job and salary classifications, and 1947. In that time, along with other groups of workers in the country, Federal Government employees passed through a period of great prosperity, a widespread depression, a war on a world scale, and a process of reconversion not yet completed.

The changing functions of government under these varying conditions have had marked effects on the fluctuations in numbers of Government workers. At the same time, the developing role of government in a highly industrialized nation with a growing population and the great extension of services to the public have been important influences in expanding the number of employees. The successive extensions of services between 1923 and 1947 were accompanied by an over-all increase of 320,000 in the number of women, from about 80,000 to over 400,000. (See table 1.)

The Government activities still remaining as an aftermath of war considerably affect the difference in the level of women's employment at the two dates. Women civilian workers in the War and Navy Departments together with the Veterans Administration increased 9-fold in those 24 years, while Government employment other than in these three agencies increased about $2\frac{1}{2}$ times.

Of outstanding significance to those interested in women's opportunities is the fact that women, who were about 16 percent of the civilian employees in the Federal Government in 1923, were nearly 24 percent of such workers a quarter century later, in 1947.

In tracing long-time trends, the prewar figures for employment in the entire service, which include some off-continent employees, have been compared with the only figures available for 1943-1947—those for continental United States alone, excluding Alaska and Panama Canal Zone. (See table 8, footnote 1.) In any case this is a desirable procedure, because of the more or less temporary character of much of the off-continent employment in this later period. Before the war, off-continent employment was not especially significant, and that for women was negligible. During and after the war considerable numbers of persons were employed off-continent, chiefly civilian workers of the War Department, and consisting to a large extent of natives of foreign countries taken on in local areas.

The proportions of women are somewhat smaller in the Federal service than in the entire labor force of the United States, in which women constituted 20 per cent of the workers in 1920 and nearly 28 percent in 1947.¹

Contrary to the popular idea is the fact, noted earlier, that the number of Federal employees operating outside of Washington is much greater than that within the Washington area. Though the proportions outside Washington are greater among men than among women, even before 1939 two-thirds of the women in Government employment worked in what is commonly called "the field," meaning outside Washington. This proportion is much higher for the war and postwar years. Though recent occupational data for women are lacking, a glance at the agency-distribution of women employees (table 10) may give some suggestion of how those outside Washington may be engaged. In 1947 the War and Navy Departments together employed more than a third of these women, and these two departments together with three other large agencies—the Post Office, Treasury, and Veterans Administration, accounted for three-fourths.

Table 1.—Total and women Federal Government employees in and outside Washington, D. C., metropolitan area, selected years, 1923-47

Year as of June 30 ¹	In entire service ²		In Washington, D.C., metropolitan area		Outside Washington, D.C., metropolitan area ²	
	Total	Women	Total	Women	Total	Women
1923.....	515,772	81,486	66,290	27,469	449,482	54,017
1924.....	521,641	77,674	64,120	26,039	457,521	51,635
1929.....	559,579	80,132	63,904	25,646	495,675	54,486
1934.....	673,095	103,016	89,132	35,604	583,963	67,412
1939.....	920,310	172,733	123,364	49,312	796,946	123,421
1940.....	1,002,820	186,210	133,645	53,038	869,175	133,172
1941.....	1,358,150	266,407	183,907	77,774	1,174,243	188,633
1943.....	2,793,159	960,501	(³)	(³)	(³)	(³)
1944.....	2,941,209	1,106,132	270,501	157,710	2,670,708	948,422
1945.....	2,915,476	⁴ 1,092,537	257,808	153,844	2,657,668	938,693
1946.....	2,299,007	646,304	235,109	115,910	2,063,898	530,394
1947.....	1,849,781	440,597	204,831	93,046	1,644,950	347,551

¹ 1944 figures are as of July 31.

² Data for years 1943-47 are for continental United States, excluding Alaska and Panama Canal Zone.

³ Partially estimated.

⁴ Full-time regular groups of employees only.

⁵ Not available.

Prewar trend.—That the rates of growth in Federal employment were accelerated for both sexes even before the war is shown by the percentage changes in such employment of men and of women in 5-year periods from 1924 to 1939.

Undoubtedly contributing to this prewar trend was the development of programs of Government aid to meet the depression, as well as new types of Government services. Much of this work was done on a decentralized basis and was of a nature well suited to women employees. Consequently, there was a particularly striking growth

¹ See Chart 1, p. VIII, and also *Handbook of Facts on Women Workers*, Women's Bureau Bull. 225, p. 1.

from 1934 to 1939 in the number of women employees outside the District of Columbia, the percentage increase reaching 83 percent, the prewar high rate for women, and exceeding that for men in the same period. Among the agencies that were the chief contributors to the increased number of women employed outside of Washington in these years were the Department of Agriculture (which administered various programs of aid to farm groups), the Works Progress Administration, (in which the operating workers, but not all those for whom jobs were found, were Federal employees), and the Social Security Board.

Wartime trend.—During the war years a marked upsurge in growth of Federal employment occurred, particularly among women. The increase in the number of women in the entire service was nearly four times that for men, whereas, in the two 5-year periods preceding the war, women's rates of increase had been respectively only two and one and one-half times that of men's. Within the District of Columbia the absolute number of women added was for the first time in any of these periods greater than for men; outside the District they approached men's. For women within the District of Columbia, and for both men and women in areas elsewhere in the country, percentage increases reached startling amounts.

Trend from war to postwar period.—From 1944 to 1947 employment of men and women Government workers declined. Just as wartime increases in employment of women had been relatively greater than those of men, so postwar declines in the number of women employed were notably larger than those of men. Within the Washington, D. C., metropolitan area women's employment dropped by over 40 percent, but men's showed little change; outside metropolitan Washington the percentage decrease in number of men in the Federal Government was only about two-fifths as large as that for women.

Table 2.—Percent change in Federal Government employment of women and men in entire service and in and outside Washington, D. C., metropolitan area within 5-year periods, 1923-47

Period ¹	Percent change in employment					
	In entire service ²		In Washington, D.C., metropolitan area		Outside Washington, D.C., metropolitan area ²	
	Women	Men	Women	Men	Women	Men
1923 to 1947.....	+440.7	+224.5	+238.7	+187.9	+543.4	+228.1
1924 to 1929.....	+3.2	+8.0	-1.5	+ .5	+5.5	+8.7
1929 to 1934.....	+28.6	+18.9	+38.8	+39.9	+23.7	+17.1
1934 to 1939.....	+67.7	+31.1	+38.5	+38.3	+83.1	+30.4
1939 to 1944.....	+540.4	+145.5	+219.8	+52.3	+668.4	+155.7
1944 to 1947.....	-60.2	-23.2	-41.0	- .9	-63.4	-24.7

¹ Figures are as of June 30 of each year except 1944, when figures are as of July 31.

² Data for years 1944-47 are for continental United States, excluding Alaska and Panama Canal Zone.

CHANGES IN PROPORTIONS OF WOMEN AMONG ALL
GOVERNMENT EMPLOYEES

As of June 1947 women comprised 23.8 percent of all Federal Government employees in the continental United States (excluding Alaska and Panama Canal Zone). This proportion was considerably higher than that of 1923, when women employees constituted 15.8 percent of all workers in the entire Government service. The proportion had remained below one-fifth at all times until World War II. The war brought a marked and rapid change; in three years the number of women rose to almost two-fifths of the total workers in Government employment. Postwar readjustments, though reversing the trend, left them at about one-fourth of the total.

Women as percent of all Federal Government employees, selected years, 1923-47

<i>Year as of June 30¹</i>	<i>Women as percent of all employees²</i>	<i>Year as of June 30¹</i>	<i>Women as percent of all employees²</i>
1923.....	15.8	1941.....	19.6
1924.....	14.9	1943 ³	34.4
1929.....	14.3	1944.....	37.6
1934.....	15.3	1945.....	37.5
1939.....	18.8	1946.....	28.1
1940.....	18.6	1947.....	23.8

¹ 1944 figures are as of July 31.

² Data for years 1943-47 are for continental United States, excluding Alaska and Panama Canal Zone.

³ Full-time regular groups of employees only.

Although the proportion of women among Federal employees always has been considerably higher in Washington than elsewhere in the country, the gradual rise in the proportion of women among all Federal employees before the war was due less to increased representation of women in the Washington offices than to the numbers taken on outside. From 1923 to 1940 women remained at about two out of every five Government workers in the District of Columbia. Outside the District, proportions of women had risen even before the war, from about one in eight or nine until the mid-30's, to nearly one in six in the years immediately preceding the war. Needs for expanded personnel during the war years at a time of growing labor shortage resulted in increased proportions of women employees both at headquarters and in outlying areas. By June 1947 proportions of women both in and outside the Washington metropolitan district were noticeably below the wartime figure, but still considerably above the prewar period.

Reference has been made to the fact that though the Government employee is popularly thought of as being located in Washington, major proportions of the men and women actually have been em-

ployed in other areas. The nature of the wartime activities carried on by the Government had the effect of accentuating this tendency among women employees. Before the war, two-thirds or more of the women employees in the Federal service were outside metropolitan Washington, but during the war this proportion grew to well over four-fifths.

Women as percent of all Federal Government employees in and outside Washington, selected years, 1923-47

Year as of June 30 ¹	Women as percent of all employees		Percent of all women employees outside Washington, D. C., metropolitan area ²
	In Washington, D.C., metropolitan area	Outside Washington, D.C., metropolitan area ²	
1923.....	41.4	12.0	66.3
1924.....	40.6	11.3	66.5
1929.....	40.1	11.0	68.0
1934.....	39.9	11.5	65.4
1939.....	40.0	15.5	71.5
1940.....	39.7	15.3	71.5
1941.....	42.3	16.1	70.8
1944.....	58.3	35.5	85.7
1945.....	59.7	35.3	85.9
1946.....	49.3	25.7	82.1
1947.....	45.4	21.1	78.9

¹ 1944 figures are as of July 31.

² Data for years 1944-47 are for continental United States, excluding Alaska and Panama Canal Zone.

DISTRIBUTION OF WOMEN AMONG THE GOVERNMENT AGENCIES

Every executive department and independent establishment of the Government employed at least some women in June 1947. The greatest concentration existed in the War Department, which had 20 percent of all women in the civilian Government service, or 88,331 women in all. Only two other agencies—Veterans Administration and Navy—had more than 10 percent each of all women employees. Together the three agencies most immediately concerned with war activities employed over half of all women Government workers. Almost 10 percent of the women worked for the Treasury and a similar proportion for the Post Office Department. Each of 10 other agencies employed somewhere between 1 and 5 percent.² Each of the remaining 42 agencies together had less than 1 percent of the women workers, or less than 4,000 women.

Four of the five agencies that had as many as 5 percent of all women in 1947 were leaders also before the war, as well as approximately a quarter of a century earlier. Three of these, the Post Office, the

² These agencies, and the number of women employed in them in June 1947, were as follows: Agriculture, 18,103; War Assets Administration, 17,496; Federal Security Agency, 16,405; Commerce, 10,617; Interior, 9,020; Federal Works Agency, 7,748; Justice, 7,622; National Housing Agency, 5,786; General Accounting Office, 4,971; and Office of the Housing Expediter, 4,439.

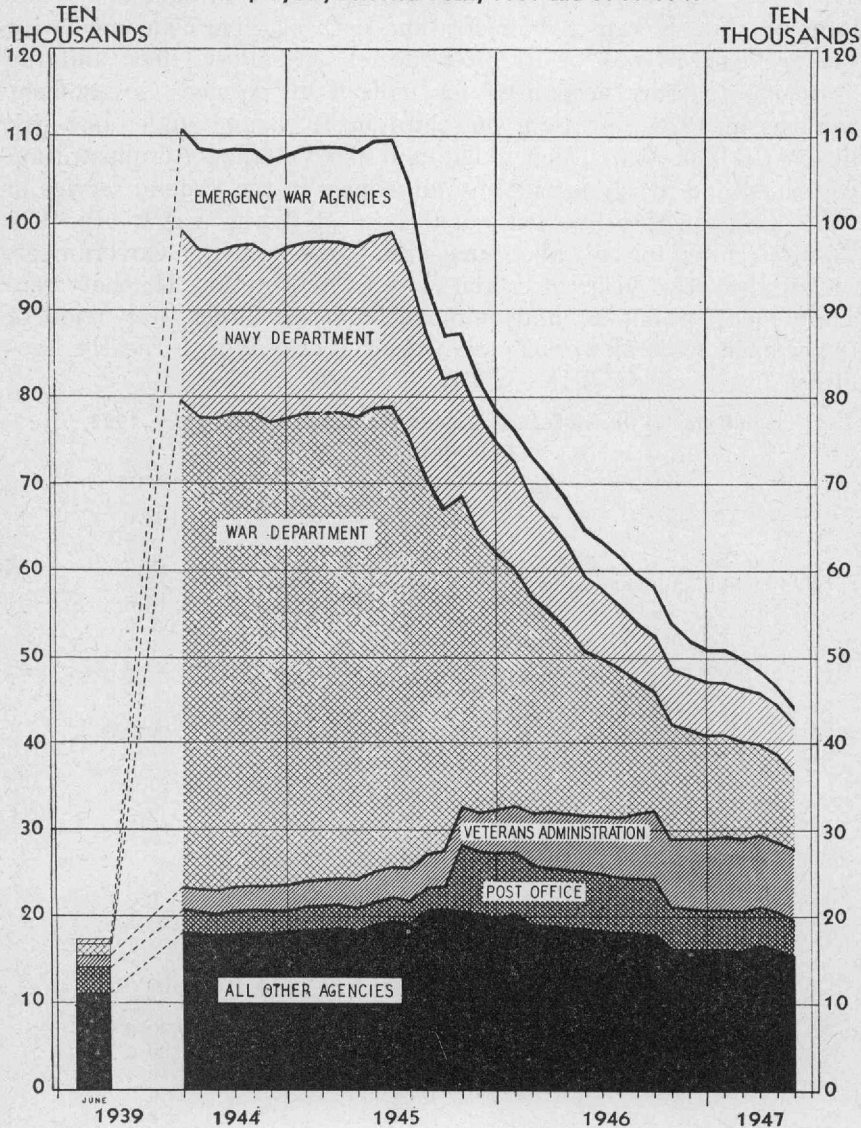
Table 3.—Total employment in the Federal Government, number and percent distribution of women, and percent women of all employees, by agency, June 30, 1947¹

Agency	Total employees	Women employees		
		Number	Percent distribution	Percent of all employees
All agencies.....	1,849,781	440,597	100.0	23.8
Executive departments.....	1,430,726	282,636	64.1	19.8
War.....	353,216	88,331	20.0	25.0
Navy.....	306,340	56,226	12.8	18.4
Treasury.....	94,642	43,568	9.9	46.0
Post Office.....	470,280	42,941	9.7	9.1
Agriculture.....	86,159	18,103	4.1	21.0
Commerce.....	35,352	10,617	2.4	30.0
Interior.....	47,974	9,020	2.1	18.8
Justice.....	24,064	7,622	1.7	31.7
State.....	7,795	3,860	.9	49.5
Labor.....	4,904	2,348	.5	47.9
Independent establishments.....	376,451	139,891	31.8	37.2
American Battle Monuments Commission.....	3	2	(²)	(³)
Atomic Energy Commission.....	4,210	1,491	.3	35.4
Board of Governors, Federal Reserve System.....	500	247	.1	49.4
Civil Aeronautics Board.....	533	248	.1	46.5
Civil Service Commission.....	3,403	2,085	.5	61.3
Export-Import Bank.....	116	63	(²)	54.3
Federal Communications Commission.....	1,292	483	.1	37.4
Federal Deposit Insurance Corporation.....	1,153	427	.1	37.0
Federal Power Commission.....	763	269	.1	35.3
Federal Security Agency.....	32,508	16,405	3.7	50.5
Federal Trade Commission.....	591	233	.1	39.4
Federal Works Agency.....	24,306	7,748	1.8	31.9
General Accounting Office.....	10,629	4,971	1.1	46.8
Government Printing Office.....	7,786	2,040	.5	26.2
Indian Claims Commission.....	11	4	(²)	(³)
Interstate Commerce Commission.....	2,281	795	.2	34.9
Maritime Commission.....	12,215	2,403	.5	19.7
National Advisory Committee for Aeronautics.....	5,908	1,215	.3	20.6
National Archives.....	384	170	(²)	44.3
National Capital Housing Authority.....	277	68	(²)	24.5
National Capital Park and Planning Commission.....	6	3	(²)	(³)
National Housing Agency.....	14,597	5,786	1.3	39.6
National Labor Relations Board.....	690	324	.1	47.0
National Mediation Board.....	110	49	(²)	44.5
Office of the Housing Expediter.....	8,538	4,339	1.0	50.8
Office of Selective Service Records.....	1,084	683	.2	63.0
Panama Canal.....	171	60	(²)	35.1
Panama Railroad Company.....	487	32	(²)	6.6
Philippine War Damage Commission.....	7	3	(²)	(³)
Price Decontrol Board.....	4	1	(²)	(³)
Railroad Retirement Board.....	2,645	1,475	.3	55.8
Reconstruction Finance Corporation.....	7,592	3,187	.7	42.0
Securities and Exchange Commission.....	1,159	461	.1	39.8
Smithsonian Institution.....	831	215	(²)	25.9
Tariff Commission.....	230	99	(²)	43.0
Tax Court of the United States.....	123	66	(²)	53.7
Tennessee Valley Authority.....	14,258	1,631	.4	11.4
Veterans' Administration.....	215,050	80,110	18.2	37.3
Emergency war agencies.....	41,480	17,542	4.0	42.3
Office for Emergency Management:				
Office of Defense Transportation.....	57	30	(²)	52.6
Office of Scientific Research and Development.....	27	15	(²)	55.6
Philippine Alien Property Administration.....	2	1	(²)	(³)
War Assets Administration.....	41,394	17,496	4.0	42.3
Executive Office of the President.....	1,124	528	.1	47.0
White House Office.....	293	150	(²)	51.2
Bureau of the Budget.....	562	247	.1	44.0
Council of Economic Advisers.....	34	14	(²)	41.2
Executive Mansion and Grounds.....	100	25	(²)	25.0
Office of Government Reports.....	135	92	(²)	68.1

¹ Data are for continental United States, excluding Alaska and Panama Canal Zone.² Less than 0.05 percent.³ Percents not computed for fewer than 20 employees.

Chart III. Employment of women, executive agencies of the Federal Government

Civilian Employees, Selected Years, 1939 and 1944-1947



Source: U. S. Civil Service Commission

Treasury, and the War Department, perform functions that have been the responsibility of the Federal Government since the earliest days of the Republic. The management of the national finances was placed in the hands of the Treasury Department in the first year of this Nation's establishment. The setting up of an office to operate

the postal service at about the same date carried out one of the articles of the Constitution. The War Department, the second executive department to be established, was followed many years later by the Veterans Administration, both of them concerned with the problems of war or its after-effects. The Post Office and the Treasury together accounted for half of all women Government workers in 1923, less than one-third in 1939, and under one-fifth in 1947. The War Department and the Veterans Administration combined had nearly a fourth of all women in the Federal service in 1923, a date within five years of the end of World War I. In 1939 they accounted for only about one-sixth of the women in Government, but in 1947, two years after the close of World War II, they were again more prominent and employed a much larger proportion of the women Federal workers than after World War I—nearly two-fifths.

**Distribution of women Federal Government employees by agency, 1923,
1939, and 1947¹**

	<i>Percent distribution</i>
<i>1947</i>	
All agencies.....	100.0
War.....	20.0
Veterans Administration.....	18.2
Navy.....	12.8
Treasury.....	9.9
Post Office.....	9.7
All other agencies ²	29.4
<i>1939</i>	
All agencies.....	100.0
Post Office.....	17.0
Treasury.....	14.3
Agriculture.....	12.5
Works Progress Administration.....	9.6
War.....	8.1
Veterans Administration.....	7.4
Interior.....	6.3
All other agencies ²	24.8
<i>1923</i>	
All agencies.....	100.0
Post Office.....	30.3
Treasury.....	20.2
Veterans Bureau.....	16.3
War.....	6.9
Interior.....	5.3
Agriculture.....	5.0
All other agencies ²	16.0

¹ Figures are as of June 30. Data for 1947 are for continental United States excluding Alaska and Panama Canal Zone.

² Agencies each having less than 5 percent of the total women employees.

Before the war (in 1939) each of seven agencies had 5 percent or more of the women. Between 1923 and the prewar date of 1939 there had been no change in the list of the agencies leading in the employ-

ment of women, with the exception of a single addition to the group in 1939. This was the Works Progress Administration; its prominence as an employer of women reflects the efforts on the part of the Government to deal with the problems of unemployment and the depression, major concerns of the 30's. In 1947 its diminished functions were carried on by the Federal Works Agency, an organization much less important in size. Agriculture and Interior had employed more than 5 percent each of women both in 1923 and in 1939 but no longer did so in 1947. At that date the Navy Department had replaced these on the list of agencies that employed considerable numbers of women. The recent prominence of the Navy Department underscores the continuing importance in the postwar period of the group of agencies concerned with war and the problems growing out of war. As already noted, the Navy, War, and veterans agencies combined employed over half of all women civilian workers in 1947.

WOMEN IN THE EXECUTIVE DEPARTMENTS

Among the 57 agencies whose employment was reported to the Civil Service Commission in June 1947 were the 10 executive departments, 38 independent establishments, and 4 emergency war agencies, in addition to the 5 agencies in the Executive Office of the President. The 10 agencies given department status by Congress are headed by cabinet officers. Up until 1883, when an independent Civil Service Commission was established, new agencies were placed by Congress under existing departments. Since that time a great number of independent regulatory agencies or special establishments have been set up, some of them subsequently abolished, reorganized, or their functions transferred to other Government agencies.

The development of Government functions, and the location of many such functions in independent agencies, has in the long run affected the relative proportions of women in the executive departments and in other agencies. More than three-fourths of all women employed in the Federal Government were in the 10 departments in 1923, compared with less than two-thirds in 1947. In the war period a special situation existed. Even though a number of special war agencies were established and some of the independent agencies expanded, the tremendous rise in women's employment in the War and Navy Departments made the executive departments much more prominent than the other establishments.

Nearly two-thirds of all women employed by the Federal Government in June 1947 worked at jobs in the 10 executive departments. In general, the executive departments tended to rely on women workers to a less extent than other agencies. In the Government as a whole women were about one in every four employees; in the

Distribution of women Federal Government employees by type of agency, selected years ¹

<i>Agency</i>	1947	1944	1939	1923
Total number of women.....	440,597	1,106,132	172,733	81,521
	<i>Percent distribution</i>			
Executive departments.....	64.1	81.5	66.0	77.5
Independent establishments.....	31.8	8.1	34.0	22.5
Emergency war agencies.....	4.0	10.4	-----	-----
Executive Office of the President.....	.1	(2)	(2)	(3)

¹ Figures are as of June 30 of each year, except 1944, where figures are as of July 31. Data for years 1944-47 are for continental United States, excluding Alaska and Panama Canal Zone.

² Less than 0.05 percent.

³ No employees reported separately for this office in 1923.

executive departments they were about one in five; and in the independent agencies about three in eight.

The largest numbers of women were in the War and Navy Departments, still carrying on, in 1947, functions arising out of the war. The proportion of women among all War Department employees was somewhat above the figure for the Government service as a whole, while that for the Navy Department was considerably below average. Highest proportions of women (46 to nearly 50 percent) were found in the State, Labor, and Treasury Departments.

All but a small fraction of the women employees in the Post Office Department worked outside the Washington, D. C., metropolitan area, whereas, at the opposite extreme, only a minority of those in the State Department did so. More than half of the women employees were located elsewhere than in the Washington metropolitan area, in all departments except State and Labor. In War, Navy, and Interior, as well as Post Office, more than four-fifths of the women workers were outside Washington.

When the numbers of women in particular departments in 1947 are contrasted with 1923, striking changes appear. (See table 4.) The number of women in the 10 executive departments taken together more than quadrupled in the quarter century, but in the War and Navy Departments combined it multiplied more than 16 times, rising from about 9,000 to over 144,000. Among the nonmilitary departments, the largest numerical increases occurred in Treasury, Post Office, and Agriculture, with respectively 27,000, 18,000, and 14,000 more women in 1947 than in 1923. Largest percentage increases in woman employment in the nonmilitary departments occurred in Justice and Commerce, both of which had increases among women of about 600 percent (though as already has been shown they had, even in 1947, fewer than 5 percent of all women Federal workers). The large numerical increase in the Post Office Department represented the smallest percentage increase in any of the 10 executive departments, since in 1923 the Post Office (the largest

single agency up to the war period) already had considerable numbers of women.

Variations in employment of both men and women in particular departments from one year to another depend not only on the volume of work handled in the established branches of the department in each year but on the addition of new bureaus and services or the transfer elsewhere of others.

Table 4.—Number of women Federal Government employees in each of the 10 executive departments, selected years, 1923–47¹

Executive department	Women employed on June 30 ² in—					
	1923	1924	1929	1934	1939	1940
War.....	5,664	4,816	5,759	8,946	14,042	18,017
Navy.....	3,203	3,198	3,544	3,226	4,662	6,239
Treasury.....	16,461	15,295	15,261	14,549	24,661	20,694
Post Office.....	24,736	26,514	³ 27,911	23,538	29,358	29,956
Agriculture.....	4,063	4,107	4,772	8,290	21,575	23,558
Commerce.....	1,542	1,667	2,784	1,985	2,160	6,796
Interior.....	4,313	4,351	3,594	5,542	10,920	8,748
Justice.....	1,060	1,080	1,228	1,318	2,327	3,365
State.....	963	917	1,406	1,497	2,074	1,726
Labor.....	1,149	1,035	1,061	1,266	2,211	1,723

Executive department	Women employed on June 30 ² in—					
	1941	1943 ⁴	1944	1945	1946	1947
War.....	69,337	501,625	564,163	535,477	190,705	88,331
Navy.....	14,891	147,222	195,422	199,292	86,624	56,226
Treasury.....	23,034	41,953	51,930	54,921	50,217	43,568
Post Office.....	24,962	22,063	24,237	⁵ 24,961	⁶ 65,271	42,941
Agriculture.....	25,087	24,430	24,511	24,487	23,633	18,103
Commerce.....	7,710	9,515	11,947	16,170	12,304	10,617
Interior.....	8,310	8,238	9,839	10,688	9,877	9,020
Justice.....	4,920	12,806	13,234	11,553	8,145	7,622
State.....	2,324	1,858	2,277	2,723	4,504	3,860
Labor.....	2,244	3,133	3,827	3,728	18,914	2,348

¹ Data for years 1943–47 are for continental United States, excluding Alaska and Panama Canal Zone.

² 1944 figures are as of July 31.

³ Number of women in field branches of Post Office Department estimated.

⁴ Full-time regular groups of employees only.

⁵ Partially estimated.

⁶ Includes certain clerks in third-class post offices and substitute rural carriers reported by the Post Office for the first time in August 1945.

For example, in the Department of Labor much of the large rise and fall in numbers of total employees within the 10-year period from 1937 to 1947 stems from transfers of particular services to or from the department. The 9,000 decline in total numbers employed between 1937 and 1942 is accounted for in large part by the decline and the transfer elsewhere of the National Reemployment Service (8,000 employees) and the removal of the Immigration and Naturalization Service to the Justice Department (4,000 employees), partly offset by the creation of the Wage-Hour Division (2,000 employees) to administer the Fair Labor Standards Act. The 28,000 numerical increase from 1945 to 1946 reflected the transfer to the Labor Department of the United States Employment Service, with approximately that many employees. The slightly larger decline in numbers from

1946 to 1947 arose chiefly from the return to the States of most of the work of the United States Employment Service (accounting for 27,000 of the drop).

Some of the shifts in the activities of particular departments and agencies have been due to specific legislative action, while others have taken place under legislation authorizing broader plans to attain increased general efficiency in the Government.³ The Reorganization Acts of 1939 and 1945, for example, permitted the President to submit to Congress plans for the reorganizing of Governmental agencies, to become effective if not disapproved by both houses of Congress. The plans submitted under the 1939 Act established three new agencies—Federal Security, Federal Loan, and Federal Works—and provided for various transfers of bureaus and functions from one department or agency to another. Two plans that went into effect under the 1945 Act transferred certain activities to the Federal Security Agency and made various changes in the departments. During the period of the war, considerable temporary reorganization of agencies and reassignment of functions was made under the War Powers Act of 1941.

Transfers of functions such as these, and the shifting from one agency to another of the personnel that perform them, may have a marked effect on the employment trend in a particular establishment. They also are likely to have definite bearing on the relative importance of women employees in the agencies concerned.

Table 5.—Employment in each Department of Labor service, selected years, 1937-47

Bureau or service	Total employees in the Department of Labor on June 30 in—						
	1937	1942	1943	1944	1945	1946	1947
Total.....	13,814	4,934	10,236	6,731	5,870	33,698	4,984
Office of the Secretary.....	210	164	174	212	188	236	342
Division of Labor Standards.....		361	737	773	85	47	109
U. S. Conciliation Service.....	77	273	406	413	453	514	384
Bureau of Labor Statistics.....	1444	1,354	5,069	2,154	2,548	2,197	1,512
Children's Bureau.....	1286	355	382	362	319	337	.....
Immigration and Naturalization Service.....	14,018						
Women's Bureau.....	157	62	71	89	76	60	65
Wage and Hour and Public Contracts Divisions.....		2,054	3,127	2,490	1,965	1,615	969
U. S. Employment Service.....	1283					27,913	939
National Reemployment Service.....	18,214						
Emergency employees.....	225						
Apprentice Training Service.....						446	487
Retraining and Reemployment Administration.....						90	
Fact Finding Board.....						7	
Office of the Solicitor.....		310	270	238	236	236	177
International Labor Office.....		1					

¹ Figures omit employees at \$1 per annum and those without compensation.

³ *The United States Government Manual—1947* (second edition) lists and describes nearly 400 executive agencies of the Federal Government that were abolished, transferred, or terminated subsequent to March 4, 1933.

WOMEN IN THE INDEPENDENT ESTABLISHMENTS

Only about one-third of all women Government workers were employed in independent agencies (exclusive of the emergency war agencies) in June 1947, but these women were three out of every eight persons in these agencies. Seven independent agencies had more women than men. These were the Civil Service Commission, Export-Import Bank, Federal Security Agency, Office of the Housing Expediter, Office of Selective Service Records, Railroad Retirement Board, and the Tax Court of the United States.

The largest single independent establishment, the Veterans Administration, employed over 80,000 women. Federal Security, second largest of the group, had but 16,000 women. In all, only 10 independent agencies had more than 2,000 women each, and these accounted for over 90 percent of all women in the 38 independent establishments.

In 1923 less than one-fourth of all women Government workers were in independent agencies and the Executive Office of the President. The number of women in these establishments as a group multiplied seven and one-half times from 1923 to 1947, compared with four and one-half times in the executive departments. Part of the numerical growth among women arose from the development of new independent establishments to meet special needs. For example, of the 10 largest independent establishments existing in 1947, only 4 had existed in 1923—Veterans Administration, General Accounting Office, Civil Service Commission, and the Government Printing Office. The number of women in these 4 agencies taken separately multiplied from two to seven times. However, agencies newly established during the years from 1923 to 1947 also contributed to the increasing importance of the independent establishments in Government demand for woman labor, and, by 1947, 32 percent of women Federal employees were in independent establishments. (See table 3, p. 20.)

SUMMARY OF SHIFTS IN WOMEN'S EMPLOYMENT IN MAJOR GOVERNMENT AGENCIES

The 10 executive departments were all established well before 1923.⁴ Though from time to time there have been changes in specific functions performed in certain of these, in general the major purpose of each was the same in 1947 as when originally created. Among the independent agencies (exclusive of emergency war agencies), however, only 9 of the 17 separately reported in 1923 were still among the 38 in existence in 1947. Some 8 agencies reported as operating

⁴ The tenth executive department—the Department of Labor—was created by an act of Congress approved March 4, 1913.

separately in 1923 had been either abolished or assimilated into other agencies by 1947; on the other hand 29 independent agencies were newly established during the 24-year period.

The net increase in women's employment from 1923 to 1947 amounted to 359,076. Three-fifths of this increase was accounted for by the addition of 219,482 women to the executive departments. In the independent agencies and the Executive Office of the President, the net number of women added was 122,052, and the emergency war agencies, nonexistent in 1923, had 17,542 women in 1947. The independent agencies, which were established as the need arose to carry out functions not logically placed in one of the departments of Cabinet status, expanded relatively more rapidly. The net increase in numbers of women in the independent agencies was 665 percent over the entire period, compared with a 348 percent increase in numbers of women in the executive departments.

The three major agencies having to do with the conduct and the after effects of war—the War and Navy Departments and the Veterans Administration—accounted for considerably more than half of the net increase from 1923 to 1947.

Increase in employment of women Federal Government employees in selected agencies, 1923 to 1947¹

<i>Agency</i>	<i>Net increase from 1923 to 1947</i>	
	<i>Number of women</i>	<i>Percent distribution</i>
Total.....	359,076	100.0
War.....	82,667	23.0
Veterans Administration.....	66,855	18.6
Navy.....	53,023	14.8
Treasury.....	27,107	7.5
Post Office.....	18,205	5.1
Federal Security Agency ²	16,405	4.6
Agriculture.....	14,040	3.9
All other agencies.....	80,774	22.5

¹ Figures are as of June 30. Data for 1947 are for continental United States, excluding Alaska and Panama Canal Zone.

² Not in existence in 1923.

A comparison of the proportions of women employed in the individual executive departments and in the largest independent agencies shows varying trends over the period from 1923 to 1947. (See table 6.) The labor stringencies during the war caused the agencies to take on more women. By 1944 and 1945 the proportions of women were higher than in 1923 in all executive departments except in the Post Office Department. This was true also for the four largest independent establishments dating from 1923 or earlier. Most of the women hired during the war were among the first to be released

in the postwar readjustments, since they had less seniority or were without veteran preference. Many left voluntarily for a variety of reasons. Consequently, by 1947 proportions of women were lower than they had been at the war peak in all agencies but the Post Office.

Comparisons of women's standing in 1947 and 1923 show that in Post Office, Agriculture, and Justice proportions of women were similar at the two dates, while in Interior and Veterans Administration proportions were lower than they had been 24 years earlier. The latter agency had shown a tendency toward decreasing proportions of women in the period just before the war. Women's relative position greatly advanced in the War, Navy, Commerce, and State Departments. In these four agencies the proportions of women in 1947 were more than twice what they had been in 1923.

Table 6.—Proportion of women among all Federal Government employees in executive departments and in selected independent establishments, selected years, 1923-47¹

Agency	Proportion of women among all employees on June 30 ² in—											
	1923	1924	1929	1934	1939	1940	1941	1943 ³	1944	1945	1946	1947
Executive departments:												
War.....	11.1	9.6	12.2	13.7	12.8	13.2	21.6	38.2	45.3	46.7	30.1	25.0
Navy.....	7.5	7.6	7.0	5.6	5.5	5.3	6.7	24.4	28.8	28.7	20.8	18.4
Treasury.....	29.7	29.2	28.7	29.2	36.3	34.9	35.1	51.9	55.8	57.1	46.9	46.0
Post Office.....	8.7	8.9	8.9	8.9	10.2	10.1	8.3	8.2	6.7	6.6	13.4	9.1
Agriculture.....	20.1	19.9	19.9	16.1	20.0	24.0	27.5	34.9	31.8	30.4	24.8	21.0
Commerce.....	13.4	14.3	16.6	13.4	14.9	25.8	32.3	40.5	38.8	24.3	35.1	30.0
Interior.....	23.3	24.4	21.7	13.9	21.0	19.0	17.3	24.1	24.6	26.7	21.2	18.8
Justice.....	31.6	29.7	29.3	21.5	24.2	22.9	23.0	42.4	45.8	44.2	34.2	31.7
State.....	24.0	19.5	30.5	34.3	36.0	27.4	33.2	57.3	63.2	66.3	55.1	49.5
Labor.....	30.9	27.6	23.3	25.8	33.3	49.5	49.0	52.3	62.0	63.5	54.6	47.9
Selected independent establishments:												
Veterans Administration.....	47.1	46.0	43.2	38.2	35.0	34.2	34.0	46.5	49.7	53.2	38.7	37.3
Federal Security Agency.....						38.4	40.5	49.9	51.6	52.2	49.5	50.5
Federal Works Agency.....						44.2	41.7	32.1	35.2	39.1	34.6	31.9
National Housing Agency.....								48.7	48.8	49.1	40.8	39.6
General Accounting Office.....	41.5	42.9	38.7	38.0	35.5	36.5	37.0	49.4	58.6	62.6	51.4	46.8
Office of Housing Expediter.....												50.8
Reconstruction Finance Corporation.....				40.1	42.2	(⁴)	(⁴)	42.9	44.4	45.4	45.1	42.0
Maritime Commission.....					26.3	25.3	26.4	38.6	41.8	42.9	29.8	19.7
Civil Service Commission.....	56.3	55.0	53.3	58.4	56.4	58.1	65.0	71.3	69.5	72.7	62.9	61.3
Tennessee Valley Authority.....				3.6	8.1	7.6	5.8	19.7	12.9	17.7	15.2	11.4
Government Printing Office.....	19.8	21.9	20.9	18.9	19.2	18.3	19.8	25.6	28.5	26.7	22.5	26.2

¹ Data for years 1943-47 are for continental United States, excluding Alaska and Panama Canal Zone.

² 1944 figures are as of July 31.

³ Full-time regular groups of employees only.

⁴ Number of women in field branches of Post Office estimated.

⁵ Figures for Reconstruction Finance Corporation included with Federal Loan Agency during this period.

III. WAR AND POSTWAR EXPERIENCE OF WOMEN GOVERNMENT WORKERS

CHANGES IN EMPLOYMENT POLICIES

The conduct of war is a function peculiar to the Federal Government. This fact has implications for civilian employees of the Government in at least two different ways. In the first place, during wartime, operations become much expanded in agencies that contribute in even remote ways to the strength of the social fabric backing up the war, and new functions must be undertaken. To carry out these activities many additional employees are needed. Of course this also is true in many private undertakings as well. Recruitment and appointment practices must be geared to a situation in which the Nation's industries and services are competing for workers in a tight labor market. In the second place, the Government, by drafting personnel for military service, thereby prevents numbers of individuals who otherwise might have sought Federal employment from doing so, and also removes workers and potential workers from other occupations, many of them important to the conduct of the war.

In World War II, as in World War I, the Civil Service Commission, in order to meet the heavily increased demand for Federal workers, issued special regulations relating to employment during the war period.¹ The usual peacetime procedure in making appointments to the Federal Service is to announce an examination, give enough time for interested persons to file necessary application papers, and then notify them of the time and places of the examination. After the results are graded the Civil Service Commission sets up a register, or list, of those who have passed the examination, in the order in which they are rated. From this register agencies select personnel, who are given probationary appointments, which are of a temporary character, successful performance in which for a specified period enables the worker to obtain a classified civil service status, that, is to become an employee entitled to consideration in retaining his job, in competition with other employees according to length and quality of service. There also are, even in normal times, a relatively small number of highly specialized positions requiring unusual qualifications or experience for which noncompetitive examinations are given. These consist largely of presentation of specified types of objective

¹ The War Service Regulations were prescribed by the United States Civil Service Commission under Executive Order No. 9063 of February 16, 1942, and No. 9067 of February 20, 1942. Regulations I to VIII, which include those dealing with examination, placement, and appointment, became effective March 16, 1942.

data as to experience and abilities in line with the work to be performed, supplemented by interviews with policy officials. In addition to the foregoing, there are employees given only temporary status for a variety of reasons, as for example on jobs of a short-time temporary character.

In order to meet the need for large numbers of qualified persons as rapidly as possible at the time of World War I and World War II, the United States Civil Service Commission modified various requirements for appointment. Under the wartime rules persons employed by the Federal Government were given appointments limited in tenure to the duration of the war and six months afterward. These employees did not acquire a classified civil service status as described above. Maximum age limits such as usually applied in peacetime for admission to examinations were abolished for most examinations, and in many instances applicants were rated either eligible or ineligible rather than given a numerical rating as in peacetime. Examinations remained open indefinitely; no closing date was specified as in peacetime. More highly-specialized personnel with unusual qualifications were needed, and appointments through noncompetitive examinations were increased.

The Commission made determined efforts to persuade agency officials to utilize more women workers in jobs where men were normally employed. In its 1943 annual report, the Commission noted that women were being employed "as mechanics, shoe repairers, bookbinders, press operators, crane, truck, and tractor operators, etc., as well as in numerous professional classifications ordinarily filled by men."² One of the eight recommendations made on recruitment and placement was that "More women can and should be appointed to positions in the Federal Service."³

With the end of the war, the Commission announced it would accept applications only from veterans or from persons being separated in reductions in force being made by various Government agencies. Immediate plans were made for the return to peacetime methods of appointment. Early in 1946 special regulations for the transitional period were issued.⁴ These were intended to provide for operations during the period until registers of eligibles for probational appointment could be established, or until positions could be filled without the establishment of a register, by persons having a competitive status, that is, those laid off in force reductions who had been

² *United States Civil Service Commission, Sixtieth Annual Report. Fiscal year ended June 30, 1943.* Washington, U.S. Government Printing Office, 1943, p. 5.

³ *Ibid.*, p. 7.

⁴ These were issued under Executive Order 9691, which directed the Commission to resume examinations for probational appointment and to replace war service and temporary employees. The Temporary Civil Service Regulations became effective March 7, 1946.

permanent Civil Service employees before the war. Agencies were permitted to make temporary appointments pending the establishment of a register. Once a register in a particular field became established, however, the Commission would order the displacement of war service and temporary appointees by persons on the register.

These developments in employment policies of the United States Civil Service Commission form the background to the rapid and unprecedented changes in employment during the periods of national defense, war, and postwar transition.

EMPLOYMENT TRENDS DURING AND AFTER THE WAR

ANNUAL CHANGES IN EMPLOYMENT, 1939-47

The early part of the Defense period, which dates from May 1940, brought increases in numbers of Government workers between mid-39's and mid-40's at only a moderate pace. During the following year, growth in the number of both men and women accelerated, but it was with the attack on Pearl Harbor in 1941 that unprecedented expansion took place. In the 24 months from June 30, 1941, to June 30, 1943, the number of women increased more than three and one-half times, while the number of men almost doubled. The total number of both sexes added to the Federal civilian pay roll in that period averaged over 717,000 a year, an all-time record. The heavy reliance on women workers to meet personnel needs at this time appears from the fact that women were almost half of those added to Government employment.

Expansion in Federal Government staff proceeded at a more moderate rate during 1943-44, as the agencies reached peak employment levels. With the withdrawals of men from the labor supply for the military draft continuing, this further rise in employment became almost entirely composed of women.

VE-day, May 8, 1945, signaled a reversal in Federal employment. Over the year 1944-45 a slight drop in Federal employment occurred, almost equally divided between men and women. As curtailment of staff intensified, following VJ-day in August⁵ 1945, numbers of Federal personnel dropped still more rapidly, and women constituted a large part of this decline. By June 30, 1946, there were approximately 600,000 fewer employees in the executive branch than a year previous, and women accounted for more than 70 percent of the drop. Nearly 450,000 persons left Federal employment from 1946 to 1947, slightly less than half of whom were women.

⁵ Officially, September 2.

Table 7.—Annual change in Federal Government employment, by sex, 1939-47

Period ¹	Change in number ²		Percent change ³	
	Men	Women	Men	Women
1939 to 1940.....	+69,033	+13,477	+9.2	+7.8
1940 to 1941.....	+275,133	+80,197	+21.4	+43.1
1941 to 1943 ³	+740,915	+694,094	+67.9	+260.5
1943 to 1944.....	+2,419	+145,631	+ .1	+15.2
1944 to 1945.....	-12,138	-13,595	- .7	-1.2
1945 to 1946.....	-170,236	-446,233	-9.3	-40.8
1946 to 1947.....	-243,519	-205,707	-14.7	-31.8

¹ Figures are as of June 30 of each year except 1944, when figures are as of July 31. 1943 figures are for full-time regular groups of employees only.

² Data for years 1943-47 are for continental United States excluding Alaska and Panama Canal Zone.

³ Change covers a 2-year period, within which data were not available by sex.

SHIFTS INTO AND OUT OF WAR AGENCIES

In 1939 only about one-tenth of all women civilian employees of the Government worked for the War and the Navy Departments. By 1944 over half of all such women employees worked for the War Department, and nearly another fifth were in the Navy Department. The Office for Emergency Management (established in 1940) together with several other emergency war agencies included 10.4 percent of all women Government workers in 1944. In all then, four out of every five women civilian employees in the Federal service were directly concerned with the war effort in the year of peak wartime employment.

Beginning in the fall of 1945 most of the emergency war agencies were abolished, or their functions of a more permanent nature were transferred to other departments and agencies. By June 1947 only four agencies within the Office for Emergency Management remained. These, together with the War and Navy Departments, accounted for 36.8 percent of the women employed by the Federal Government at that date.

Whereas before the war the proportion among men civilian employees who worked in war agencies was higher than that among women, during the war the concentration of women employees in establishments directly concerned with the war effort exceeded that of men. By June 1947 the proportions of men and women Govern-

Percent of all women and of all men Federal Government employees who were in war agencies,¹ 1939, 1944, 1947

Year as of June 30 ²	Percent	
	Men	Women
1939.....	23.6	10.8
1944.....	66.5	79.0
1947.....	38.2	36.8

¹ Employed in War, Navy, and, in 1944 and 1947, in the Emergency War Agencies. Data for 1944 and 1947 are for continental United States, excluding Alaska and Panama Canal Zone.

² 1944 figures are as of July 31.

ment workers employed in war agencies were similar—about three in every eight of each sex.

The Veterans Administration is not directly concerned with the prosecution of war but deals rather with the needs of former members of the armed services and their families. Their heaviest operations come in the period after the war has ended. Inclusion of employees in this agency as part of the total engaged in war and war-derived activities, therefore, significantly raises the postwar proportions for both men and women. In June 1947, 48 percent of all men and 55 percent of all women in the Federal service were in the War, Navy, Veterans, and emergency war agencies, compared with 27 and 18 percent respectively in June 1939. During the war there was such great expansion in numbers employed in establishments more immediately involved with the war effort that the proportions of both men and women in the Veterans Administration were quite small.

SUBSTITUTION OF WOMEN DURING THE WAR

During the war not only were additional numbers of women taken on by various agencies for jobs usually carried on by women, but many women were hired to fill positions the duties of which were ordinarily performed by men.

In the Federal Government service as a whole there were approximately 550,000 more women in 1944 than there would have been if the 1939 employment ratio of men and women had still prevailed. The higher 1944 proportion of women resulted from the induction of men into military service, the tightened labor market, and the consequent need to take on women to replace men or to fill new jobs for which a man might otherwise have been preferred. This was the period that saw growing numbers of women in technical and scientific positions in Government as well as thousands of women in Government jobs in arsenals, navy yards, and airplane modification centers. Of course what happened in Government likewise occurred on the outside in the production of war materiel and the carrying on of essential civilian services with a progressively declining potential male labor force.

Available data indicate that the trend toward intensified use of women was widespread throughout Government service. A comparison can be made of the employment of men and women in the Federal service in 1939 (before the war), 1944 (the year of peak war employment), and 1947 (two years after the war's end) for all 10 of the executive departments and for 28 other agencies (including the Office of the President) existing at all three dates.⁶

In 9 of the 10 departments the proportion of women rose between

⁶ Employment figures for men and women in these 10 departments and 28 selected agencies are shown separately for in and outside Washington in tables 9 and 10, pp. 38 and 40.

1939 and 1944, even though in 4 departments increases in the numbers of both sexes occurred (War, Justice, Navy, Commerce) and in 1 department (Interior) both men's and women's employment declined. In the other 4 of the 9 departments (State, Treasury, Agriculture, Labor) an increase in the number of women was accompanied by a decline in the number of men. The Post Office was the only department in which the proportion of women was less at the war peak than in 1939. This department had added a considerable number of men from 1939 to 1944, while at the same time the number of its women employees dropped.⁷ Its program, as announced in 1943, was to employ greater numbers not only of women, but of older men.

Among 28 continuing independent agencies (including the Office of the President) the general pattern from 1939 to 1944 was similar to that of the departments. Regardless of whether total employment increased or declined, proportions of women were greater at the war peak than prewar, except in the Smithsonian Institution and the National Capital Housing Authority:

In most of the newly established emergency war agencies proportions of women were especially high in 1944, far exceeding the proportion of women in Government employment as a whole (37.6 percent). Much of the work in these agencies undoubtedly was of types customarily done by women, as for example, the considerable clerical work in Selective Service and the far-flung and detailed services of the Office of Price Administration. However, in addition, they had no alternative but to take on women if staff was to be obtained for much of their work. The only one of some two dozen emergency war agencies to have a relatively low proportion of women in 1944 was the War Shipping Administration, and even here women were 22 percent of all employees. The numbers and proportions of women in some of the larger emergency war agencies were as follows in 1944.

Women employed in selected war agencies, July 31, 1944¹

Agency	Total employees	Women employees	
		Number	Percent of all employees
All emergency war agencies.....	173,325	114,718	66.2
Office of Price Administration.....	59,254	43,917	74.1
War Manpower Commission.....	26,295	16,602	63.1
Selective Service System.....	21,793	18,556	85.1
War Production Board.....	15,164	8,106	53.5
War Shipping Administration.....	12,073	2,662	22.0
Office of Censorship.....	10,423	7,719	74.1
All other.....	28,323	17,156	60.6

¹ Data are for continental United States, excluding Alaska and Panama Canal Zone.

⁷ The increase in numbers of men in the Post Office from 1939 to 1944 is overstated, because during the period 1939-43 substitute employment was converted to a full-time basis, and because of other changes affecting the comparability of the figures.

The postwar period brought a reversal of the trend occurring in the war years. In the Federal service as a whole, 46 percent of the net number of Federal employees added between 1939 and 1944 (2,020,899) had been women; of the net number dropped from the rolls between 1944 and 1947 (1,091,428), 61 percent were women. Likewise,

Table 8.—Status of women in Federal Government employment in prewar, war, and postwar periods, by agency

Agency	Women as percent of all employees ¹			Change in numbers, 1939 to 1947 ²	
	1939 ¹	1944 ¹	1947 ¹	Men	Women
All agencies.....	18.8	37.6	23.8	+661,607	+267,864
Office of the President.....	17.4	40.8	47.0	+506	+509
Executive departments.....	15.2	35.2	19.8	+513,677	+168,646
State.....	36.0	63.2	49.5	+250	+1,786
Treasury.....	36.3	55.8	46.0	+7,733	+18,907
War.....	12.8	45.3	25.0	+169,041	+74,289
Justice.....	24.2	45.8	31.7	+9,164	+5,295
Post Office.....	10.2	6.7	9.1	+167,718	+13,583
Navy.....	5.5	28.8	18.4	+169,376	+51,564
Interior.....	21.0	24.6	18.8	-2,049	-1,900
Agriculture.....	20.0	31.8	21.0	-18,081	-3,472
Commerce.....	14.9	38.8	30.0	+12,404	+8,457
Labor.....	33.3	62.0	47.9	-1,879	+137
Selected independent establishments.....	26.9	42.5	35.5	+119,860	+78,446
American Battle Monuments Commission.....	7.4	(?)	(?)	-111	-7
Board of Governors, Federal Reserve System.....	41.4	52.4	49.4	+4	+71
Civil Service Commission.....	56.4	69.5	61.3	+547	+1,088
Export-Import Bank.....	(?)	63.6	54.3	+46	+57
Federal Communications Commission.....	35.7	40.8	37.4	+413	+263
Federal Deposit Insurance Corporation.....	35.6	43.5	37.0	-173	-70
Federal Power Commission.....	32.0	41.3	35.3	+4	+38
Federal Trade Commission.....	37.1	41.4	39.4	-74	-22
General Accounting Office.....	35.5	58.6	46.8	+2,490	+3,224
Government Printing Office.....	19.2	28.5	26.2	+1,272	+980
Interstate Commerce Commission.....	30.3	37.0	34.9	-341	+1
Maritime Commission.....	26.3	41.8	19.7	+8,728	+2,016
National Advisory Committee for Aeronautics.....	14.2	29.4	20.6	+4,226	+1,138
National Archives.....	42.2	50.4	44.3	+11	+22
National Capital Housing Authority.....	35.5	28.7	24.5	+189	+57
National Capital Park and Planning Commission.....	16.0	(?)	(?)	-18	-1
National Labor Relations Board.....	40.8	53.6	47.0	-132	-19
National Mediation Board.....	50.0	54.0	44.5	+25	+13
Panama Canal.....	4.4	45.9	35.1	-10,980	-453
Railroad Retirement Board.....	29.9	62.1	55.8	-650	+697
Reconstruction Finance Corporation.....	42.2	44.4	42.0	+2,050	+1,469
Securities and Exchange Commission.....	34.1	48.8	39.8	-340	-77
Smithsonian Institution.....	24.7	24.1	25.9	+248	+94
Tariff Commission.....	37.4	46.2	43.0	-60	-15
Tax Court of the United States.....	55.9	56.6	53.7	+1	-5
Tennessee Valley Authority.....	8.1	12.9	11.4	+1,465	+644
Veterans Administration.....	35.0	49.7	37.3	+111,020	+67,243
All other agencies ³	42.6	60.5	42.5	+27,564	+20,263
Federal Security Agency ⁴	38.4	51.6	50.5	-567	+6,010

¹ Figures are as of June 30 in 1939 and 1947 and as of July 31 in 1944. 1939 data include employment outside United States; 1944 and 1947 data are for continental United States, excluding Alaska and Panama Canal Zone. Among the agencies shown here, those with relatively large numbers of off-continent employees are the State Department, the American Battle Monuments Commission, the Maritime Commission, and the Panama Canal.

² Percentages not computed for agencies with fewer than 20 employees.

³ Agencies not in existence at all three dates.

⁴ Since Federal Security Agency, created in July 1939, is second largest of the independent agencies, these additional figures are presented, using employment reported in June 1940 for comparison with July 1944 and June 1947. Employment reported in Federal Security Agency for July 1944 and June 1947, and in various agencies (consolidated as Federal Security Agency in July) for June 1939 is also included in total for "All other agencies."

in most agencies the proportions of women among all employees dropped from 1944 to 1947. This was true, whether or not the agencies were contracting (as in most instances) or expanding. Again in this period only three of the continuing agencies—the Post Office, the Smithsonian Institution, and the Office of the President—showed changes counter to the general tendency in that the proportions of women rose.

Up through the middle of 1947 women retained at least some of their wartime gains in Government employment. In all of the executive departments, except the Post Office and Interior, the percent women constituted of all employees in 1947 was higher than in 1939, though (except for the Post Office) considerably lower than at the peak of war activity. The proportion of women among all employees after the war was twice as high as prewar in the War and Commerce Departments, more than three times as high in the Navy Department. All three showed large net numerical increases among both women and men, as did the Post Office. In all but 5 of 28 independent agencies existing at all three dates, women were more prominent relative to all employees in 1947 than in 1939. The increase in the proportions of women among all employees was especially notable in the General Accounting Office, though largest net numbers were added in the Veterans Administration, which continued to expand from 1944 to 1947.

EMPLOYMENT IN AND OUTSIDE WASHINGTON DURING AND AFTER THE WAR

Increases during the war.—From June 1939 to July 1944 the number of women employed in Washington more than tripled, but the number outside Washington multiplied between 7 and 8 times. Aside from the greater war demands in the many Government facilities in parts of the country other than the capital, limitations to expansion within the Washington area existed in problems of housing, office space, recruiting from other areas, and similar factors.

In the Washington area there was a net increase in civilian employment of about 108,000 women and 39,000 men from 1939 to 1944. (See table 9.) The increase among women in the War and Navy Departments alone was about half the total net increase for all women in the Washington headquarters offices of all agencies, and among men about three-fourths of the total net increase for all civilian men so employed. The employment of women within the Washington area in these two agencies rose to respectively 16 and 15 times the prewar number, far more than in any other agencies. The number of men in the War Department in Washington more than quadrupled and that in the Navy more than doubled, but this relative growth was nearly matched by that in several other small agencies.

Table 9—Number of Federal Government employees in Washington, D. C., metropolitan area, by sex and agency, 1939, 1944, and 1947¹

[For total numbers, both in and outside Washington, see Appendix]

Agency	Men			Women		
	1939	1944	1947	1939	1944	1947
All agencies.....	74,052	112,791	111,785	49,312	157,710	93,046
Office of the President...	90	379	581	19	263	520
Executive departments..	49,764	71,008	71,145	31,173	105,510	60,346
State.....	527	1,037	2,738	477	2,238	3,456
Treasury.....	10,211	7,003	7,922	11,859	16,673	13,004
War.....	3,561	15,676	13,289	2,363	38,277	16,125
Justice.....	1,689	1,775	2,871	1,043	6,776	3,327
Post Office.....	3,584	5,324	5,678	909	2,786	1,415
Navy.....	10,507	28,006	22,483	1,580	23,723	10,415
Interior.....	8,904	2,643	2,064	4,428	2,189	1,368
Agriculture.....	6,547	4,580	5,850	5,545	5,642	5,018
Commerce.....	3,124	4,527	7,298	1,466	5,664	4,870
Labor.....	1,110	437	952	1,503	1,542	1,348
Selected independent establishments.....	17,073	17,537	22,566	11,307	20,881	18,681
American Battle Monuments Commission.....	8		1	1	1	2
Board of Governors, Federal Reserve System.....	225	198	236	176	242	247
Civil Service Commission.....	571	851	756	816	2,507	1,245
Export-Import Bank.....	7	20	58	6	35	63
Federal Communication Commission.....	251	408	455	171	442	385
Federal Deposit Insurance Corporation.....	225	118	104	232	125	118
Federal Power Commission.....	344	271	381	186	215	234
Federal Trade Commission.....	373	224	315	228	165	216
General Accounting Office.....	3,168	3,115	3,260	1,747	4,658	3,527
Government Printing Office.....	4,474	4,986	5,469	1,060	1,986	1,689
Interstate Commerce Commission.....	1,197	832	1,010	614	571	595
Maritime Commission.....	514	1,314	965	331	2,159	1,247
National Advisory Commission for Aeronautics.....	28	34	62	24	89	91
National Archives.....	203	174	208	148	180	166
National Capital Housing Authority.....	20	174	209	11	70	68
National Capital Park and Planning Commission.....	21	2	3	4	2	3
National Labor Relations Board.....	276	122	164	166	178	159
National Mediation Board.....	17	21	27	7	11	13
Panama Canal.....	66	77	74	10	85	54
Railroad Retirement Board.....	807	9	2	622	11	7
Reconstruction Finance Corporation.....	878	1,665	1,597	719	2,214	1,359
Securities and Exchange Commission.....	808	4	3	441	6	5
Smithsonian Institution.....	368	590	616	121	190	215
Tariff Commission.....	183	153	123	114	138	99
Tax Court of the United States.....	56	53	57	71	69	66
Tennessee Valley Authority.....	4	3	5	5	5	5
Veterans Administration.....	1,981	2,119	6,411	3,276	4,527	6,803
All other agencies ²	7,125	23,867	17,493	6,813	31,056	13,499
Federal Security Agency ³	1,263	2,972	4,378	3,614	3,905	4,865

¹ Figures are as of June 30 in 1939 and 1947 and as of July 31 in 1944.² Agencies not in existence at all three dates.³ Since Federal Security Agency, created in July 1939, is second largest of the independent agencies, these additional figures are presented, using employment reported in June 1940 for comparison with July 1944 and June 1947. Employment reported in Federal Security Agency for July 1944 and June 1947, and in various agencies (consolidated as Federal Security Agency in July) for June 1939 is also included in total for "All other agencies."

Outside Washington the number of women civilian employees in the War Department rose from less than 12,000 in 1939 to over 525,000 in 1944; in the Navy Department from about 3,000 to over 170,000. (See table 10.) The combined increase in the number of women in these two agencies alone was well over four-fifths as large as the net growth in the total number of women employed by the Federal Government in areas other than the Nation's capital. To a considerable extent the expansion represents the women taken on in arsenals, in army clothing plants, in naval shipyards, and in airplane depots—establishments concerned with the materiel of war.⁸

In areas outside Washington the heavy concentration of the increased numbers of women within the War and Navy Departments was outranked by that among civilian men employees. The increase in the number of men in War and Navy outside Washington was 90 percent as large as the expansion of men employees in the whole Federal service in these areas.

Among women, relatively few agencies showed declines in employment outside the District from 1939 to 1944. Even these are likely to be apparent rather than real. In 1939 the figures for Government employment included workers in territories, possessions, and foreign countries, whereas the 1944 data excluded all Federal employees outside the United States, even those in Alaska and Panama Canal Zone. Consequently, definite conclusions cannot be drawn on the basis of declines in employment shown by the figures available for such agencies as the State Department and the Panama Canal, which have numbers of employees outside the country.

Other significant increases in the employment figures for women outside Washington occurred in the Treasury Department, with an increase of more than 22,000, and in the Veterans Administration, which added about 12,000. Growth in numbers of women outside the District from 1939 to 1944 in some instances reflected the expansion of activities due to wartime needs; in others it was due to the transfer of certain offices away from Washington because of the war-occasioned problems of housing, adequate office space, and recruitment of personnel. Transfers to other cities were made of the Patent Office in the Commerce Department, of the Wage and Hour Division in the Labor Department, of the Railroad Retirement Board, and of various other offices, thereby contributing to the increase in numbers employed in outlying areas.

⁸ For information on the occupations which the women in these establishments undertook, and the conditions of their employment, see the following bulletins of the U.S. Department of Labor, Women's Bureau: *Women's Employment in Artillery Ammunition Plants, 1942*, by Martha J. Ziegler; *Employment of Women in the Manufacture of Cannon and Small Arms in 1942*, by Margaret K. Anderson; *Employing Women in Shipyards*, by Dorothy K. Newman; and *Employment of Women in Army Supply Depots in 1943*, by Caroline A. De Caux. Bulletins 192-2, 3, 6, and 8. Washington, U. S. Government Printing Office, 1942-1945.

Table 10.—Number of Federal Government employees outside Washington, D. C., metropolitan area, by sex and agency, 1939, 1944, and 1947¹

[For total numbers, both in and outside Washington, see Appendix]

Agency	Men			Women		
	1939	1944	1947	1939	1944	1947
All agencies.....	673,525	1,722,286	1,297,399	123,421	948,422	347,551
Office of the President.....		13	15		7	8
Executive departments.....	584,649	1,589,531	1,076,945	82,817	795,877	222,290
State.....	3,158	290	1,197	1,597	39	404
Treasury.....	33,130	34,136	43,152	12,802	35,257	30,564
War.....	92,283	664,675	251,596	11,679	525,886	72,206
Justice.....	5,589	13,882	13,571	1,284	6,458	4,295
Post Office.....	256,037	330,770	421,661	28,449	21,451	41,526
Navy.....	70,231	454,024	227,631	3,082	171,699	45,811
Interior.....	32,099	27,473	36,890	6,492	7,650	7,652
Agriculture.....	79,590	48,041	62,206	16,030	18,869	13,085
Commerce.....	9,207	14,328	17,437	694	6,283	5,747
Labor.....	3,325	1,912	1,604	708	2,285	1,000
Selected independent establishments.....	50,082	61,209	164,449	13,398	37,227	84,470
American Battle Monuments Commission.....	104			8		
Board of Governors, Federal Reserve System.....	24	22	17			
Civil Service Commission.....	200	1,249	562	181	2,286	840
Export-Import Bank.....						
Federal Communications Commission.....	145	446	354	49	146	98
Federal Deposit Insurance Corporation.....	674	837	622	265	610	309
Federal Power Commission.....	146	121	113	45	61	35
Federal Trade Commission.....	59	36	43	27	19	17
General Accounting Office.....		2,043	2,398		2,647	1,444
Government Printing Office.....		37	277		17	351
Interstate Commerce Commission.....	630	490	476	180	205	200
Maritime Commission.....	570	4,955	8,847	56	2,340	1,156
National Advisory Commission for Aeronautics.....	439	4,321	4,631	53	1,724	1,124
National Archives.....		6	6		3	4
National Capital Housing Authority.....						
National Capital Park and Planning Commission.....						
National Labor Relations Board.....	222	204	202	177	198	165
National Mediation Board.....	19	19	34	29	36	36
Panama Canal.....	11,025	36	37	503	11	6
Railroad Retirement Board.....	1,013	675	1,168	156	1,110	1,468
Reconstruction Finance Corporation.....	1,477	2,894	2,808	999	1,424	1,828
Securities and Exchange Commission.....	230	579	695	97	550	456
Smithsonian Institution.....		7				
Tariff Commission.....	8	9	8		1	
Tax Court of the United States.....						
Tennessee Valley Authority.....	11,158	18,402	12,622	982	2,733	1,626
Veterans Administration.....	21,939	23,821	128,529	9,591	21,106	73,307
All other agencies ²	38,794	71,533	55,990	27,206	115,311	40,783
Federal Security Agency ³	2,407	11,706	11,725	6,781	11,717	11,540

¹ Figures are as of June 30 in 1939 and 1947, and as of July 31 in 1944. 1939 data include employment outside United States; 1944 and 1947 data are for continental United States, excluding Alaska and Panama Canal Zone.

² Agencies not in existence at all three dates.

³ Since Federal Security Agency, created in July 1939, is second largest of the independent agencies, these additional figures are presented, using employment reported in June 1940 for comparison with July 1944 and June 1947. Employment reported in Federal Security Agency for July 1944 and June 1947, and in various agencies (consolidated as Federal Security Agency in July) for June 1939 is also included in total for "All other agencies."

The emergency war agencies, not in existence in 1939, accounted for part of the net growth in numbers of women Government workers outside of Washington. Of particular significance in the trend were war agencies operating on a decentralized basis, such as the Office of Price Administration and the Selective Service System. The number of women in the field in these agencies in 1944 was approximately 42,000 and 18,000, respectively.

Among the agencies showing greatest wartime expansion of their civilian woman personnel in areas other than the District of Columbia were the War Department, the Navy Department, the Maritime Commission, the National Advisory Committee for Aeronautics, and the Civil Service Commission. In these establishments numbers of women workers multiplied from 13 to 56 times. The same agencies showed largest rates of increase outside of Washington among their men employees as well, but men's numbers multiplied only 6 to 10 times.

Declines after the war.—Total employment of women on the Government pay rolls declined by three-fifths from 1944 to 1947. Nine-tenths of the decline took place outside of the Washington, D. C., metropolitan area.

During the same period men's employment declined by less than one-fourth. An even larger part of the men's than of the women's employment decline was due to change in parts of the country outside Washington; in the District employment of men Government workers, unlike that of women, showed little change.

Within the Washington area, there was a net decline from 1944 to 1947 of more than 60 women for each man on Government pay rolls. War and Navy showed sizable declines in the employment of women, their number decreasing by more than half of the 1944 figure. Decreases among men in these two agencies amounted to less than one-fifth of the 1944 figure. Among the 10 executive departments women's employment decreased in all except the State Department, whereas men's increased in all but War, Navy, and Interior in the 3 years following mid-1944.

Outside metropolitan Washington, a drop of nearly 454,000 in the number of women in the War Department together with a 126,000 decrease in the Navy Department accounted for nearly all of the net change in the period in these locations. Though some agencies showed expansion in the employment of women at this time—notably the Veterans Administration, which added some 52,000 women—the employment trend for women in most Government establishments was downward.

The 425,000 drop in men's employment outside Washington repre-

sented a decline of more than 600,000 in civilian employees of the War and Navy, which (together with reductions in personnel in other agencies) was offset in part by expansion in individual Government establishments. Employment gains were greater, and occurred in more agencies, for men than for women. For men as well as women, the Veterans Administration showed the greatest increase; it amounted to nearly 105,000 for men, over twice as much as for women.

*Postwar compared to prewar period.*⁹—Over 80 percent of women Federal employees were employed outside Washington in 1947. This proportion was higher than before the war, but lower than at the war peak.

Proportions of women Federal Government employees who were outside Washington, by agency, 1939 and 1947

Agency	1939 ¹	1947 ¹
All agencies.....	71.5	80.7
Office of the President.....	-----	1.5
Executive departments.....	72.7	81.1
State.....	77.0	64.8
Treasury.....	51.9	70.3
War.....	83.2	85.6
Justice.....	55.2	56.8
Post Office.....	96.9	96.7
Navy.....	66.1	83.0
Interior.....	59.5	86.1
Agriculture.....	74.3	72.5
Commerce.....	32.1	56.0
Labor.....	32.0	42.9
Selected independent establishments.....	54.2	82.3
American Battle Monuments Commission.....	88.9	80.0
Board of Governors, Federal Reserve System.....	-----	-----
Civil Service Commission.....	18.2	40.3
Export-Import Bank.....	-----	-----
Federal Communications Commission.....	22.3	21.6
Federal Deposit Insurance Corporation.....	53.3	72.4
Federal Power Commission.....	19.5	13.0
Federal Trade Commission.....	10.6	7.3
General Accounting Office.....	-----	29.0
Government Printing Office.....	-----	17.2
Interstate Commerce Commission.....	22.7	25.2
Maritime Commission.....	14.5	49.0
National Advisory Commission for Aeronautics.....	68.8	92.5
National Archives.....	-----	2.4
National Capital Housing Authority.....	-----	-----
National Capital Park and Planning Commission.....	-----	-----
National Labor Relations Board.....	51.6	51.1
National Mediation Board.....	80.6	73.5
Panama Canal.....	98.1	97.6
Railroad Retirement Board.....	20.1	99.5
Reconstruction Finance Corporation.....	58.1	57.7
Securities and Exchange Commission.....	18.0	98.9
Smithsonian Institution.....	-----	5
Tariff Commission.....	-----	-----
Tax Court of the United States.....	-----	-----
Tennessee Valley Authority.....	99.5	99.7
Veterans Administration.....	74.5	91.6
All other agencies.....	80.0	76.2
Federal Security Agency ²	65.2	70.7

¹ Data as of June 30. Includes employment outside continental United States.

² Since Federal Security Agency, created in July 1939, is second largest of the independent agencies, these additional figures are presented, using employment reported in June 1940 for comparison with June 1947. Employment reported in Federal Security Agency for June 1947 and in various agencies (consolidated as Federal Security Agency in July) for June 1939 is included in total for "All other agencies."

⁹ Employment outside continental United States included for both periods.

In most of the individual agencies, as in the Government service as a whole, higher proportions of the women were employed elsewhere than in Washington after the war than before. In 8 of the 10 executive departments (except in Agriculture and State) the proportion of the women who were outside the District of Columbia became higher as a result of the war, or were within a few points of the prewar percentage.

Of 28 continuing establishments (including the Office of the President), all but about a half dozen had a similar or higher proportion of the women outside Washington after the war.

TURN-OVER AMONG FULL-TIME GOVERNMENT WORKERS

At peak employment during the war period the Government service had over 930,000 more women than in the prewar period. By 1947 some 270,000 of the additional numbers of women still remained on the Federal pay roll.

Even in a period when employment remains at a fairly stable level, there is a constant replacement of workers who leave or are laid off. When there are rapid shifts in employment trends, or when some agencies are expanding while others are reducing personnel, turn-over figures for the Government service, which include appointments, reappointments, resignations, retirements, separations because of reduction in force, discharges, and interagency transfers, may become large. In the three years from July 1944 to the end of June 1947, for example, the 489,000 net decline in full-time employment of men represented about 10 times as many personnel actions—over 5 million hirings and separations of men. During the same period the 663,000 net drop in women's full-time employment was the result of about 3,300,000 personnel actions (both hires and separations).

Upward or downward trends in employment occur as the result of differing relationships between the rate of hiring and the separation rates. From 1941 to 1943, when the Federal Government staff was constantly expanding, both accession and separation rates rose. In each year, however, the average monthly accession rate considerably exceeded the average monthly separation rate. In 1944 and 1945, the turning point in Government employment occurred. The accession and separation rates for these years were approximately equal, for the separation rate was only slightly higher. The years 1946 and 1947 were those of contraction in Government activities, accompanied by reductions in personnel. The 1946 separation rate rose to a high figure, and both 1946 and 1947 separation rates considerably exceeded corresponding accession rates. The annual data, which are not available by sex prior to 1945, are as follows:

Accession and separation rates, 1941-47 (men and women combined)¹

Year, as of June 30	Average monthly rates per 100 full-time employees	
	Accession	Separation
1941.....	4.0	1.5
1942.....	7.5	3.4
1943.....	8.1	5.5
1944.....	5.4	5.6
1945.....	4.9	5.1
1946.....	5.2	7.5
1947.....	3.4	5.4

¹ Data are for continental United States, excluding Alaska and Panama Canal Zone.

Table 11.—Monthly accession and separation rates per 100 full-time employees in the Federal Government in continental United States¹ and in Washington, by sex, August 1944 to June 1947

Month and year	Continental United States ¹				Washington, D.C., metropolitan area			
	Accession		Separation		Accession		Separation	
	Men	Women	Men	Women	Men	Women	Men	Women
<i>1944</i>								
August.....	4.9	6.4	6.0	7.8	2.6	3.2	4.3	5.7
September.....	4.6	6.9	6.1	7.7	2.4	3.6	4.4	5.9
October.....	4.5	6.6	5.1	6.5	2.5	4.0	3.5	4.7
November.....	4.9	5.7	5.0	5.7	2.2	3.7	2.8	3.6
December.....	4.0	4.5	4.5	5.6	2.0	2.3	2.5	3.5
<i>1945</i>								
January.....	5.7	6.3	4.5	5.5	2.9	3.3	2.5	3.4
February.....	4.4	5.7	4.3	5.2	2.3	3.6	2.5	3.1
March.....	4.4	5.7	5.0	5.6	2.1	3.5	2.7	3.5
April.....	4.1	5.3	5.1	5.5	2.0	3.2	2.7	3.5
May.....	4.4	5.8	5.3	6.1	2.1	3.3	2.9	3.8
June.....	5.5	8.5	5.5	7.0	3.3	7.0	3.0	3.8
July.....	5.8	6.6	5.4	6.3	3.0	4.4	3.1	4.0
August.....	4.4	4.4	8.6	8.7	2.2	3.0	4.0	4.8
September.....	3.8	3.9	13.2	15.1	2.0	2.8	5.4	7.9
October.....	6.0	4.8	10.1	11.2	3.8	2.9	5.9	7.4
November.....	7.2	4.0	8.2	9.7	4.9	2.0	4.0	4.7
December.....	5.9	3.4	5.7	9.1	5.5	1.8	3.0	4.6
<i>1946</i>								
January.....	7.6	4.3	5.9	8.5	8.5	2.7	3.4	4.6
February.....	6.4	3.9	5.5	7.4	6.9	2.6	3.6	3.8
March.....	6.9	4.4	7.0	8.4	7.0	2.6	4.0	4.5
April.....	7.0	4.2	5.6	6.8	6.3	2.6	4.2	3.9
May.....	5.9	3.4	6.5	8.3	4.6	2.3	2.9	5.1
June.....	4.6	4.2	6.6	8.9	3.9	3.4	3.0	4.8
July.....	5.0	4.2	5.8	6.2	4.1	3.3	3.1	4.1
August.....	4.3	3.8	6.8	6.6	3.0	2.3	3.3	4.5
September.....	3.9	4.2	8.1	8.0	2.7	2.8	4.5	6.8
October.....	3.9	4.0	5.8	6.2	3.1	2.9	3.1	3.5
November.....	3.4	2.9	6.0	8.0	2.4	2.1	2.2	3.0
December.....	2.8	2.7	4.3	6.2	1.7	1.8	2.7	3.6
<i>1947</i>								
January.....	3.2	3.2	3.6	4.6	2.2	2.2	2.3	3.2
February.....	3.0	3.1	3.5	3.6	2.1	2.0	2.2	2.4
March.....	2.6	2.3	3.9	4.1	1.7	1.7	2.1	2.9
April.....	3.0	2.2	3.9	5.0	1.7	1.4	2.3	3.4
May.....	3.3	2.1	3.9	5.5	(²)	(²)	(²)	(²)
June.....	3.6	2.7	6.3	8.4	(²)	(²)	(²)	(²)

¹ Excluding Alaska and Panama Canal Zone.

² Not available.

Turn-over data for men and women separately are first available beginning August 1944. However, prior to that the constant monthly additions to the numbers of women indicate that women's accession rates must have considerably exceeded their separation rates. The first data available for women and men separately apply to a period when the drive for expansion in Government staffs had passed the peak.

From mid-1944 to mid-1945 separation rates exceeded accession rates for five months (women) and eight months (men) Government employees. (See table 11.) With VJ-day in August 1945 the situation changed, and separation rates ran from $1\frac{1}{2}$ to more than 3 times as high as accession rates for both sexes for several months. Subsequently women's separation rates continued considerably higher than their accession rates, as their numbers in Government employment declined. For men, on the other hand, accession and separation rates showed smaller differences, and in some months accession rates were the higher.

In almost every month throughout the 3-year period from July 1944 to June 1947, women's separation rates exceeded men's. Accession rates of women were above men's before VJ-day and for the most part below men's afterwards.

TURN-OVER RATES IN THE COUNTRY AS A WHOLE AND IN WASHINGTON

A comparison of accession and separation rates inside the Washington, D. C., metropolitan area with those for the country as a whole shows that in general turn-over for both men and women has been relatively low in headquarters' employment. In every month from mid-1944 to mid-1947 both accession and separation rates for women in Government employment in the United States as a whole exceeded that within the Washington area. This was true also for men with the exception of accession rates for a few months at the beginning of 1946, a period when returns of veterans to former employment were numerous.

The lower turn-over in employment in the Nation's capital is probably due to differences in types of employment. Jobs in Washington tend to be concentrated in clerical, professional, and administrative fields. Elsewhere in the country the variety of work done is greater and includes manufacturing types of work in which turn-over is usually higher.

Both in Washington and in the country as a whole, women's separation rates exceeded men's in almost every month in the 3-year period. Accession rates for women in the entire country were greater than for men up to the latter half of 1945, and subsequently, with the exception of a few months, men's accession rates exceeded women's.

Within the Washington area the pattern was similar, except that accession rates for men and women were lower, and after mid-1946 were more nearly alike.

SEPARATION RATES IN PARTICULAR AGENCIES, 1944-47

Turn-over data available from the Civil Service Commission permit the computation of average monthly accession and separation rates by agency for half-yearly periods. A comparison of agency rates with those for the Government as a whole for these periods shows that, to a considerable extent, broad employment trends affected most of the various individual agencies, though exceptional rates, arising out of special circumstances, occurred in particular agencies.

In September 1945, the month after VJ-day, about 15 out of every 100 full-time women employees and 13 out of every 100 men were separated from the Government pay roll. Not only were there considerable lay-offs as various emergency war agencies, the War Department, and the Navy Department dropped certain wartime activities, but many women who had taken jobs with the Government through motives of patriotism voluntarily left their jobs. Employment of full-time women dropped by one-fifth between July and October 1945, from 1,082,426 to 862,354. Subsequently the decline in numbers of women employees, though continuous, was less abrupt. Unlike women in private manufacturing industry, whose employment began to advance after the reconversion low in February 1946, employment of women in the Government service shrank further each month throughout 1946 and the first half of 1947.

Average monthly separation rates for 6-month periods from July 1944 to June 1947 were highest for the Government as a whole in the period from July to December 1945, dates that included VJ-day. (See table 12.) At this time an average of nearly 10 out of every 100 women and 7 out of every 100 men in the Government service were separated from the pay roll each month. After the contraction of employment in the initial part of the postwar period reflected in these figures, women's separation rates turned downward, until during the 6-month period ending in June 1947 they averaged only about half as much as earlier.

In six of the ten executive departments likewise women experienced highest average monthly separation rates during the latter half of 1945. In Interior, Agriculture, and Labor, however, higher average separation rates for women occurred at later periods, while the Post Office had the same rate during the first half of 1945 and the first half of 1946.

Through these three years from 1944 to 1947 the War Department and the Navy Department (except in the period January to June 1947) had separation rates for both men and women, throughout the entire

country, that were noticeably above the average for the Government as a whole, reflecting the curtailment of wartime activities, particularly in arsenals and shipyards.

Table 12.—Average monthly separations per 100 full-time employees in the Federal Government in continental United States¹ for 6-month periods, by sex and selected agency, July 1944–June 1947

Agency	July–December 1944		January–June 1945		July–December 1945	
	Men	Women	Men	Women	Men	Women
All agencies.....	4.9	6.1	4.3	5.7	7.4	9.8
Executive departments:						
State.....	3.0	3.9	1.8	1.9	7.5	7.0
Treasury.....	2.3	4.0	2.7	4.1	2.1	4.6
War.....	6.0	7.5	5.7	6.6	10.7	12.3
Justice.....	2.4	4.6	2.2	4.4	2.8	5.0
Post Office.....	.9	.8	.8	2.7	.8	2.3
Navy.....	4.9	7.2	4.9	6.7	8.3	10.7
Interior.....	7.8	4.7	5.2	4.0	7.6	5.6
Agriculture.....	5.6	5.1	2.6	3.8	8.4	5.1
Commerce.....	4.0	4.4	4.6	4.1	5.8	6.0
Labor.....	2.9	4.1	2.5	3.5	4.3	5.8
Selected independent establishments:						
Federal Security Agency.....	5.2	5.3	3.5	4.8	5.3	4.6
Veterans Administration.....	3.3	4.7	3.7	4.0	3.4	4.2
Selected emergency agencies:						
War Manpower Commission.....	2.9	3.1	2.3	3.0	24.0	24.1
Office of Price Administration.....	4.2	4.2	3.3	4.0	7.2	13.7
Selective Service System.....	3.2	4.7	2.4	3.2	3.1	4.6

Agency	January–June 1946		July–December 1946		January–June 1947	
	Men	Women	Men	Women	Men	Women
All agencies.....	6.2	8.0	5.8	6.9	4.2	5.2
Executive departments:						
State.....	4.8	5.2	4.1	4.3	3.7	3.4
Treasury.....	2.8	3.7	2.1	3.3	2.3	2.8
War.....	9.6	11.3	10.1	9.5	7.7	7.3
Justice.....	2.5	4.7	2.0	3.3	2.3	3.0
Post Office.....	.7	2.7	.6	1.1	.7	1.0
Navy.....	7.9	10.4	7.0	8.1	3.4	4.7
Interior.....	6.4	6.0	7.4	4.4	5.5	4.7
Agriculture.....	3.8	4.4	9.1	5.4	4.1	6.4
Commerce.....	4.3	4.2	4.5	4.0	3.5	4.9
Labor.....	4.5	5.2	23.2	21.8	7.1	9.9
Selected independent establishments:						
Federal Security Agency.....	7.0	5.1	6.7	3.7	2.4	3.0
Veterans Administration.....	3.2	5.2	3.7	4.0	3.4	3.9
Selected emergency agencies:						
War Manpower Commission.....	5.4	7.5	13.0	15.3	14.1	10.7
Office of Price Administration.....	3.3	4.5	3.8	8.0	19.3	22.8

¹ Excluding Alaska and Panama Canal Zone.

² Terminated Sept. 19, 1945.

³ Terminated June 1, 1947.

Separation rates for women generally exceeded those for men in the 10 executive departments. A consistent exception occurred in the Interior Department, which in every semiannual period had a higher separation rate for men. Among the men in the Interior Department a considerable number were wage employees,¹⁰ whose turn-over rates

¹⁰ See "Varied Kinds of Government Work," p. 5.

generally are higher than those of salaried workers. In three of the six semiannual periods Agriculture and Commerce had higher separation rates for men than women, while in the War Department men's average rates exceeded women's in the two semiannual periods from July 1946 to June 1947.

In the Labor Department, the separation rate was very noticeably affected by the transfer, in November 1946, of part of the activities of the United States Employment Service from Federal to State control. Accordingly, from July to December 1946 the average monthly separation rate for men jumped to 23 per 100 men employed full-time, while that for women rose to 22 per 100 women, compared with rates of about 5 per 100 for both sexes in the first half of the year.

For women the most important independent agencies in point of numbers are the Federal Security Agency and the Veterans Administration. In the Federal Security Agency men's average monthly separation rates exceeded women's from July 1945 through December 1946. In three of the six semiannual periods men's average monthly separation rates in this agency were higher than those for the Government as a whole, but women's average monthly separation rates in the Federal Security Agency were lower throughout the periods subsequent to July 1944 than the average rates for all women in the Government. Women's separation rates consistently exceeded men's in the Veterans Administration, though they were lower than the average for women in all agencies.

Among the war agencies in which considerable numbers of women were employed were the War Manpower Commission, the Office of Price Administration, and the Selective Service System. Average monthly separation rates for both men and women in the War Manpower Commission were quite low from July 1944 up to September 1945, when it was terminated and some functions transferred to the Labor Department, following the end of the war. Separation rates were low also in the Selective Service System until the latter part of 1946, when women's average monthly separation rates rose above the general average for all Government service. On March 31, 1947, the Selective Service System was terminated and the Office of Selective Service established to liquidate it. Large-scale separations of employees caused employment in this agency to fall from over 7,000 persons in April to fewer than 2,000 in May. Average monthly separation rates for the period from January to June 1947 amounted to 19 per 100 full-time men and 23 per 100 full-time women, over 4 times as great as the average rates for the Government service as a whole. The Office of Price Administration from mid-1944 through mid-1945 had rather low average monthly separation rates. During this period

total employment was maintained at about the 60,000 mark. In September 1945, following VJ-day, a precipitate drop occurred. Continuing declines in employment in the latter half of 1945 raised the women's separation rate to 14 per 100 full-time women employees, nearly double men's rate. A slowing of separations occurred from January to June 1946, but during the rest of 1946 women's separation rate averaged 15 per 100 full-time women employees, compared with about 13 for men. The effect of the high rate of separations for women in this agency is reflected in the fact that whereas at peak employment women were about three-fourths of all full-time employees, by 1947 numbers of men and women were about equal.

ACCESSION RATES IN PARTICULAR AGENCIES, 1944-47

A comparison of average monthly accession rates for 6-month periods in individual agencies with those for the Government service as a whole shows that there was little divergence from the broad general trends.

Highest average monthly accession rates for women in any single half-year period occurred from January to June 1945, just before the end of the war. (See table 13.) During that period an average of 6 women were added to the pay roll each month for every 100 full-time women employees. Women's average accession rates were lower in each of the succeeding semiannual periods, falling to 3 per 100 full-time women employees by January-June 1947. For men, on the other hand, the highest average monthly accession rate, amounting to 6 per 100 men, occurred from January-June 1946. This was a period when demobilization was well in progress and when, undoubtedly, many veterans were returning to their former Government positions.

Within practically all the individual executive departments women's average monthly accession rates reached a high point in January-June 1945, or sooner. This clearly indicates that in the various departments the drive for expansion ended with the war. In one agency where expansion still continued—the Veterans Administration—accessions of women reached a monthly average of 11 in January-June 1946.

During the semiannual periods up through December 1945, War, Navy, and Veterans Administration had average monthly accession rates for women that were higher than the rates for women in the Government service as a whole. Thereafter they were below average in War and, except for one period, in Navy. In the Veterans Administration the higher rates continued. As discharges from the armed forces accelerated, growing numbers of men were available to fill needs in the various agencies for maintaining or increasing staff. Before the

Table 13.—Average monthly accessions per 100 full-time employees in the Federal Government in continental United States¹ for 6-month periods, by sex and selected agency, July 1944-June 1947

Agency	July-December 1944		January-June 1945		July-December 1945	
	Men	Women	Men	Women	Men	Women
All agencies.....	4.4	5.6	4.1	6.2	4.8	4.6
Executive departments:						
State.....	2.7	5.1	3.3	4.3	5.1	2.9
Treasury.....	2.9	3.9	2.2	5.1	3.6	3.1
War.....	5.0	6.6	4.9	6.6	6.0	4.8
Justice.....	1.4	3.5	1.7	3.6	2.4	2.6
Post Office.....	.5	1.3	.4	4.4	1.0	2.9
Navy.....	4.8	7.4	5.1	7.5	4.9	4.8
Interior.....	6.3	5.2	6.1	4.6	7.6	5.2
Agriculture.....	4.4	4.4	3.8	4.3	8.4	4.6
Commerce.....	2.9	4.8	5.3	5.6	6.2	4.7
Labor.....	1.0	3.0	2.1	4.7	5.5	3.6
Selected independent establishments:						
Federal Security Agency.....	4.0	5.4	5.6	5.9	6.3	5.3
Veterans Administration.....	4.0	6.5	5.5	8.0	11.2	8.7
Selected emergency agencies:						
War Manpower Commission.....	2.6	3.1	3.2	3.2	² 1.8	² 2.1
Office of Price Administration.....	4.3	4.6	5.0	4.8	2.3	3.1
Selective Service System.....	1.0	1.3	.9	2.5	2.1	2.2

Agency	January-June 1946		July-December 1946		January-June 1947	
	Men	Women	Men	Women	Men	Women
All agencies.....	6.4	4.1	3.7	3.7	3.1	2.6
Executive departments:						
State.....	6.6	2.6	5.3	4.1	2.9	1.3
Treasury.....	5.0	3.2	1.6	2.1	1.2	1.8
War.....	8.1	3.4	4.1	2.3	4.5	2.4
Justice.....	4.1	1.2	1.9	1.8	2.8	2.6
Post Office.....	2.2	.8	1.1	.8	.9	.7
Navy.....	4.6	3.3	2.9	2.9	2.6	2.7
Interior.....	11.8	4.5	6.9	4.4	7.2	3.5
Agriculture.....	8.5	3.9	6.1	3.2	7.1	3.0
Commerce.....	7.8	3.2	5.3	2.8	3.3	2.3
Labor.....	7.2	4.4	4.2	3.9	1.1	1.6
Selected independent establishments:						
Federal Security Agency.....	9.7	3.6	6.0	4.2	3.3	3.1
Veterans Administration.....	15.6	10.9	7.8	7.7	3.1	3.7
Selected emergency agencies:						
War Manpower Commission.....	6.3	4.5	4.9	3.8	² 1.3	² 2.6
Office of Price Administration.....	3.0	1.5	1.0	.6	1.3	.6
Selective Service System.....						

¹ Excluding Alaska and Panama Canal Zone.

² Terminated Sept. 19, 1945.

³ Terminated June 1, 1947.

period July-December 1945, the only one of all executive departments in which men's accession rates exceeded women's was Interior. In contrast, men's average accession rates exceeded women's in every one of the executive departments in the period January-June 1946, and, with few exceptions, in the July-December 1945 and last two periods as well.

PART-TIME OR INTERMITTENT EMPLOYMENT IN THE FEDERAL GOVERNMENT

SIGNIFICANCE OF PART-TIME WORKERS IN GOVERNMENT EMPLOYMENT

In a number of industries it is a general practice to rely to a considerable extent on the services of part-time workers. This is particularly true in agriculture, trade, and domestic service industries. In Government employment, however, the nature of the work is such that relatively few part-time employees hold jobs. Census data for September 1947 show that although about 4 percent of all persons at work were in government industries (including Federal, State, and local government) only 1.5 percent of all "regular" part-time workers¹¹ were in all Government employment.

In Federal employment figures, issued by the Civil Service Commission, employees outside the full-time group include both part-time and intermittent workers. Those on part-time have a prearranged schedule of any number of hours less than a regular tour of duty, and their service is limited to definite portions of each day, week, or month. Intermittent employees work on an irregular or occasional basis. Their hours or days of duty are not based on a prearranged schedule and they are compensated only for the time when actually employed or for services actually rendered.

Part-time work is of great significance in women's employment. Women who, because of other responsibilities, cannot take full-time employment, make an important contribution to the labor supply of industries utilizing such workers. For the most part the Federal Government has offered little opportunity to the considerable numbers of women available for part-time work. In September 1947, for example, about 16 percent of all women at work in the United States were "regular" part-time workers. In the executive branch of the Federal Government in mid-1947 only 17,048 women workers were in either part-time or intermittent employment, and these constituted but 3.9 percent of all women Government workers. All but about 6,000 of these were workers in the Post Office Department. With those in the Post Office omitted, women part-time or intermittent workers constituted only 1.6 percent of women Government employees in all the other agencies at that date.

PREWAR USE OF PART-TIME EMPLOYEES

Before the war, the Civil Service statutes, rules, and regulations contained little material relating to part-time work. An early reference appears in the Classification Act of 1923, which established compensation schedules. There it is stated in connection with the

¹¹ Regular part-time workers worked fewer than 35 hours during the census survey week and preferred part-time work.

salary rates for grade 2 of the custodial service, "Provided, that charwomen working part time be paid at the rate of 40 cents an hour." (By the Federal Employees Pay Act of 1946, more than 20 years later, the rate for part-time charwomen was set at 90 cents an hour.) The index to the Civil Service regulations issued in November 1941¹² gives only two references specifically to part-time workers. These are in connection with dual employment. They provide in general that a person may hold two part-time positions under different Government departments with an aggregate compensation of not more than \$2,000 a year. Employees may work as part-time or intermittent workers for different agencies if paid on a per diem or fee basis, or may hold a part-time position with one agency in addition to being employed on a contract-fee basis by another agency, regardless of the amount of compensation. Specific discussion on the subject refers to part-time employees of the Post Office Department.

WARTIME POLICIES AS TO PART-TIME WORKERS

During the war a more positive program was undertaken by the Civil Service Commission relative to part-time workers.¹³ The relation of the part-time recruitment program to the manpower shortage appears from the statement of the Commission that part-time lists would be used not only when peak loads or other special circumstances did not permit utilizing full-time workers, but when there was an insufficient number of qualified full-time eligibles. Furthermore, while a full-time employee could change to a part-time basis, the Commission urged agencies to discourage this.

Persons employed full time in private industry might take part-time employment in the Government service, but full-time Government employees were not permitted to hold additional part-time employment in the Government.

Though applications for part-time work were acceptable for any type of position, there was particular interest in part-time applicants for several clerical types of work previously limited in general to full-time workers. These included stenographic, typist, and telephone operator jobs (work usually done by women), and tabulating-machine operations.

POSTWAR POLICIES ON PART-TIME EMPLOYMENT

Reductions in force in various agencies in the period following the end of the war eased the labor shortages in many types of Government

¹² U. S. Civil Service Commission. *Civil Service Act and Rules, Statutes, Executive Orders, and Regulations*. Washington, U. S. Government Printing Office, 1941. 367 pp.

¹³ A departmental circular first issued by the Civil Service Commission on December 12, 1942, and later revised several times, provided for employment of part-time personnel. See U. S. Civil Service Commission. *Civil Service Act, Rules, and Regulations Annotated, amended to October 31, 1943*. Washington, U. S. Government Printing Office, 1943. 650 pp.

work. After the middle of 1946, special registers of part-time workers were no longer established, and appointments of such workers were made under normal procedures. In a particular instance an agency might establish a short work schedule for an individual employee appointed in the regular manner.¹⁴

STATUS OF PART-TIME WORKERS

Part-time workers are examined and certified by the Civil Service Commission under the same procedure as full-time workers. Special regulations applied to all persons appointed during the war period, and neither full-time nor part-time appointees acquired a classified (competitive) civil service status that would establish them as permanent employees. But whereas part-time appointments were designated "Temporary War Service Appointment not to exceed 1 year (part-time)," other appointments could be made for the duration of the war and for 6 months thereafter. Appointments limited to 1 year or less were placed in the lowest "retention group" and could be terminated at the discretion of the agency in the event of a reduction in force. Consequently there was little likelihood that part-time workers, except in special circumstances, would retain their jobs when a cut in agency personnel occurred.

Hours of work.—During the war part-time employment included up to a maximum of three-fourths the regular tour of duty (i.e., 36 hours during the period Government workers were on a 48-hour week). Following July 1946 the agency might establish any schedule of hours it desired.

Rate of pay.—The rate of pay is the same for part-time as for full-time workers. It is computed by dividing the hours of work of the part-time worker by the hours of a full-time tour of duty and multiplying by the fixed per annum rate for the full-time employee in the same position. Under the War Overtime Pay Act of 1943 part-time workers received an additional 15 percent of their earned basic compensation (not exceeding \$2,900) in lieu of overtime pay.

Leave and retirement.—No sick leave or annual (vacation) leave is granted part-time workers. In the war period they were not subject to the Retirement Act (unless eligible by reason of continuity of employment, reinstatement, etc.). Under postwar regulations they are subject to the Retirement Act unless serving under temporary appointment. Temporary part-time workers are also subject to the Act if eligible because of continuity of service, reinstatement, etc.

¹⁴ U. S. Civil Service Commission. *Departmental Circular No. 389, Revision No. 3. July 3, 1946.* The Commission stated that "Where an eligible has been selected for probational or temporary appointment to a full-time position in competition with all other eligibles available for full-time work, the agency may fix his hours of work at any number less than full time and may adjust his tour of duty as it sees fit."

Promotion, reassignment, and transfer.—Regulations governing promotion, reassignment, and transfer are the same for part- and full-time employees. The part-time worker is entitled to within-grade salary advances after 12 months (or 18, depending on salary scale, as provided by law).¹⁵ These are months of actual service and not calendar months; the time is computed on the basis of the time that full-time employees are required to work each month.

RECENT TRENDS IN EMPLOYMENT OF PART-TIME OR INTERMITTENT WORKERS

In July 1944 part-time and intermittent workers employed by the Federal Government totaled 151,502. This was nearly four times the number (only roughly comparable) reported in 1941, before the war. Even though civilian Government employment as a whole had increased so enormously during wartime, the percentage of part-time and intermittent workers among all Government employees rose during the war, from less than 3 to over 5 percent. The use of part-time workers thus appears to have made at least some contribution toward easing the manpower shortage in Government employment.

More than half of the entire group of part-time or intermittent workers in July 1944 were employed in the Post Office Department. Omitting this group, because of changes in the compiling of Post Office figures from time to time, there remained, in July 1944, 61,912 part-time or intermittent workers, and of these 18,375 or 29.7 percent were women. The latter constituted a very minor proportion (1.7 percent) of all women Government employees outside the Post Office Department at that time. After the war, the only agencies outside the Post Office that employed as many as 800 women on part-time or intermittent work in the entire country were Commerce and Agriculture, which have extensive needs in periods of census taking.

Semiannual data show that July 1944 was the date of peak numbers of women in part-time or intermittent employment other than in Post Office jobs. Likewise, the total number of part-time or intermittent workers (exclusive of the Post Office) at subsequent 6-month intervals was lower than the July 1944 figure, except in June 1945. The chief reason for the increased numbers in June 1945 was that the Department of Commerce had a larger number than usual of intermittent employees, hired in connection with the agricultural census taken that year. The number of part-time and intermittent employees of the Commerce Department was 35,697 in June 1945, compared with 5,986 the previous July and 5,580 the June following. The change in this

¹⁵ By Public Law 106 of the 79th Congress, effective July 1, 1945, persons in or below work classified in Grade 3 of the Professional or Grade 10 of the clerical-administrative-fiscal services received specified salary advances after each 12 months of service; those in higher grades, after each 18 months of service.

single department accounts for practically all the rise in the total figure for part-time and intermittent employment in the Government (exclusive of the Post Office) between mid-1944 and mid-1945.

The proportion of women among part-time and intermittent workers outside the Post Office dropped after July 1944, though some fluctuation occurred subsequently. The jobs singled out by the Civil Service Commission in the early part of the war as especially in need of part-time workers were largely women's jobs, but after the war peak apparently part-time or intermittent employment opportunities lay rather in other types of work, more frequently done by men. Furthermore, throughout the period from 1944 to 1947 women part-time or intermittent employees constituted very small proportions of all women Government workers. During these years, it is clear, work on less than a full-time schedule was not of great significance among women Government workers.

By June 1947 the need to make use of every available source of labor, even though available only on a part-time basis, had ended. Efforts were being directed to placing in other jobs personnel affected by reduction in force rather than, as during the war, to building up staff to the maximum extent possible. Reflecting the changed situation, employment data show that the number of part-time and intermittent workers (exclusive of Post Office employees) had dropped to 48,990, of whom only 6,207 or 12.7 percent were women:

**Women employed in Federal Government as part-time or intermittent workers
(except Post Office)¹**

<i>Month and year</i>	<i>Number of women</i>	<i>Percent of all part-time or intermittent employees</i>	<i>Percent of all women</i>
July 1944.....	18,375	29.7	1.7
December 1944.....	12,635	22.1	1.2
June 1945.....	11,815	13.4	1.1
December 1945.....	7,924	17.4	1.1
June 1946.....	9,195	18.3	1.6
December 1946.....	8,541	17.3	1.8
June 1947.....	6,207	12.7	1.6

¹ Data are for continental United States, excluding Alaska and Panama Canal Zone.

TRENDS IN AND OUTSIDE WASHINGTON

At wartime peak employment levels, women constituted a notably more important part of the group of part-time or intermittent workers (exclusive of Post Office Department workers) in the Washington area than of those elsewhere in the country. Beginning with the end of 1945, after the war's end, the percentage of part-time or intermit-

tent workers in the Washington area who were women dropped. Consequently, in the postwar period, proportions of women among this type of worker tended to be similar in and outside the Washington area.

Almost 80 percent or more of all women Government workers are located in areas elsewhere than Washington, and this is true of even larger proportions of the women part-time workers (exclusive of those in the Post Office Department). Among all women Government workers the decline from peak wartime employment levels brought a shift to smaller proportions employed outside the Washington area. Among women part-time or intermittent workers, however, the proportions outside Washington were somewhat higher following than during the war.

Women employed in Federal Government as part-time or intermittent workers in and outside Washington (except Post Office)¹

Month and year	Women as percent of all part-time or intermittent workers		Percent of women part-time or intermittent workers outside Washington, D.C., metropolitan area
	In Washington, D.C., metropolitan area	Outside Washington, D.C., metropolitan area	
July 1944.....	40.0	28.8	89.2
December 1944.....	39.8	20.5	84.9
June 1945.....	41.2	12.1	86.2
December 1945.....	24.8	16.9	91.2
June 1946.....	20.2	18.1	94.1
December 1946.....	12.8	17.6	96.2
June 1947.....	14.6	12.6	95.1

¹ Data are for continental United States, excluding Alaska and Panama Canal Zone.

TRENDS IN SELECTED AGENCIES

The Post Office Department reported 169,582 part-time or intermittent employees in June 1947, of whom 10,841 or 6.4 percent were women. This proportion was low in comparison with some of the other executive departments, in which the percentage women constituted of the relatively small groups of part-time workers ranged up to 56. Because of differences in methods of reporting at the various dates and difficulties of interpreting the figures for the Post Office Department, the trend data for part-time and intermittent employees in this department are not included in the discussion.

In a number of selected agencies and departments, other than the Post Office, including those with the bulk of the part-time workers, the numbers and proportions of women declined from July 1944 to June 1947. (See table 14.) The numerical decline as a whole is due primarily to the drop in numbers of women part-time workers in the War Department from over 9,000 to less than 300. Commerce,

Agriculture, Interior, and the Veterans Administration had increased numbers of women part-time workers in 1947. In other agencies, in general, the number of women workers not on regular full-time schedules had declined, and they played a less significant part than during the war in this type of employment.

Table 14.—Part-time or intermittent employment of women in selected agencies of the Federal Government in continental United States, 1944 and 1947¹

Agency	Women part-time or intermittent workers in—			
	1944		1947	
	Number	Percent of all part-time or intermittent workers	Number	Percent of all part-time or intermittent workers
Total (excluding Post Office Department).....	18,375	29.7	6,207	12.7
War Department.....	9,445	45.6	265	11.0
Commerce Department.....	1,910	31.9	2,443	36.9
Agriculture Department.....	1,393	10.0	1,489	7.9
Office of Selective Service Records ²	1,199	73.7	9	18.4
Federal Security Agency.....	728	62.7	196	18.3
Navy Department.....	682	19.9		
Labor Department.....	681	90.8	203	55.5
Office of Price Administration.....	561	75.1	(³)	(³)
Interior Department.....	254	4.0	784	11.9
Veterans Administration.....	121	5.2	457	4.4
All other agencies (excluding Post Office Department).....	1,401	28.7	361	14.8

¹ Data are as of July 31 in 1944, June 30 in 1947; excludes Alaska and Panama Canal Zone.

² 1944 data are for the Selective Service System, which was terminated March 31, 1947, its records being turned over to the Office of Selective Service Records.

³ Terminated June 1, 1947.

EMPLOYMENT OUTSIDE CONTINENTAL UNITED STATES¹⁶

Before World War II the number of women Government employees outside the continental United States was negligible. Federal employment of both men and women in positions outside continental limits was estimated at only about 45,000 as of 1939. The war brought an upward trend in such jobs. By June 1943 over 80,000 civilians were employed off-continent, and a year later the number had swelled to an estimated 385,000. With the end of the war and the multiplication of activities in the defeated countries, numbers of civilian Government employees outside the United States limits mounted to the unprecedented total of 850,000, or about one out of every four workers in the Federal service. Subsequently, numbers and proportions in these locations showed a general downward trend, though some variations occurred. More than two-fifths of the decline in Federal employment from September 1945 to June 1947 was due to the drop in off-continent civilian employment. As of June 1947

¹⁶ Includes Alaska and Panama Canal Zone and, as elsewhere in this report, covers only civilians.

there were 278,867 such persons in off-continent employment, who constituted 13.1 percent of all Government employees.

Jobs in foreign countries or in territories and possessions of the United States offered relatively limited opportunities for women. There were, outside continental limits in June 1947, only 41,442 women Government employees, who constituted but 8.6 percent of all women in the Federal service. This number included 24,657 women working in foreign countries and 16,785 in United States territories and possessions. (See table 15.) Most of those in foreign countries worked for the War Department (70.7 percent), or for the State Department (24.1 percent). Women located in territories and possessions were less concentrated, though only five agencies employed more than 500 women each, accounting for 91 percent of the women employees in these areas. These agencies were War (37.3 percent), Navy (25.2 percent), Panama Canal (12.9 percent), Panama Railroad Company (10.8 percent), and Interior (4.8 percent).

In employing workers in foreign countries Government agencies rely largely on men. Only about 13 percent of all such employees were women in June 1947, compared with approximately 24 percent of the persons employed in the United States. Four establishments each employed more than 10,000 workers in foreign countries—the War Department, the Maritime Commission, the Navy, and State—and in each of these the proportion of women among the total was considerably smaller than in the United States only. The most marked difference between employment of women at home and in foreign countries occurred in the Maritime Commission, in which nearly 20 percent of the workers in the United States were women, compared with 0.1 percent of the employees in foreign countries. The least difference existed in the State Department, where women accounted for 49.5 percent of the workers in the United States and 43.8 percent of those in foreign countries.

In War and Navy a significant part of employment in foreign countries has consisted of construction and labor jobs, for which numbers of native male laborers are generally hired. Some War Department jobs, however, are of types particularly likely to employ women. Late in 1946 this department had opportunities in the Far East for workers in such occupations as teacher, librarian, medical technician, dental hygienist, stenographer, typist, telephone operator, and in Europe for the positions of teacher, librarian, clerk, stenographer, and typist. Aside from administrative and clerical jobs in the foreign service, which may be held by women, the State Department had openings late in 1946 for teachers and home economists for work in Latin America, and for librarians in Europe, the Near East, Africa, and Far East.

In United States territories and possessions, three agencies each employed over 10,000 civilian workers in June 1947—War, Navy, and the Panama Canal. Women constituted respectively 22, 15, and 12.6 percent of these workers, in each case over 2,000 women. Two additional agencies employed considerable numbers of women in territories and possessions—the Panama Railroad Company, with 1,800 women, and the Interior Department with 800.

Table 15.—Off-continent¹ employment in the Federal Government, by agency, June 30, 1947

Agency	Territories and possessions		Foreign countries	
	Total	Women	Total	Women
All agencies.....	94,636	16,785	184,231	24,657
Executive departments.....	67,474	12,124	157,585	24,215
State.....	67	16	13,528	5,931
Treasury.....	572	179	80	5
War.....	28,476	6,258	121,521	17,441
Justice.....	296	64	86	17
Post Office.....	1,507	41		
Navy.....	28,074	4,224	21,515	764
Interior.....	4,762	802	77	5
Agriculture.....	941	113	383	21
Commerce.....	2,699	413	395	31
Labor.....	80	14		
Independent establishments.....	26,642	4,426	26,538	418
American Battle Monuments Commission.....			94	8
Atomic Energy Commission.....			1	1
Civil Aeronautics Board.....	14	7		
Civil Service Commission.....	5	2		
Export-Import Bank.....			1	
Federal Communications Commission.....	37	8		
Federal Deposit Insurance Corporation.....	3	1		
Federal Security Agency.....	304	59	895	136
Federal Works Agency.....	113	14	178	22
Maritime Commission.....	13	5	24,443	35
National Housing Agency.....	47	16		
National Labor Relations Board.....	2	1		
Office of the Housing Expediter.....	39	18		
Office of Selective Service Records.....	32	19		
Panama Canal.....	17,158	2,166		
Panama Railroad Company.....	7,609	1,807		
Philippine War Damage Commission.....			355	84
Reconstruction Finance Corporation.....	58	20	68	4
Smithsonian Institution.....			8	1
Veterans Administration.....	1,208	283	495	127
Emergency war agencies.....	520	235	108	24
Office for Emergency Management.....	520	235	108	24
Philippine Alien Property Administration.....			108	24
War Assets Administration.....	520	235		

¹ Outside continental United States, but includes Alaska and Panama Canal Zone.

The relative importance of women in employment outside the United States in the agencies which utilize women most extensively in such work is shown by the following data:

Employment of women off-continent¹ in selected agencies, June 30, 1947

Agency	Percent distribu- tion of women employed outside United States	Percent of all women in the agency who are employed outside United States	Women as percent of all government employees in—	
			Territories and possessions	Foreign countries
All agencies.....	100.0	8.6	17.7	13.4
War.....	57.2	21.6	22.0	14.4
State.....	14.4	60.6	23.9	43.8
Navy.....	12.0	8.1	15.0	3.6
Panama Canal.....	5.2	97.3	12.6	-----
Panama Railroad Company.....	4.4	98.3	23.7	-----
Interior.....	2.0	8.2	16.8	6.5
All other agencies.....	4.8	.7	17.8	1.9

¹ Outside continental United States, but includes Alaska and Panama Canal Zone.

VETERAN PREFERENCE AND WOMEN'S EMPLOYMENT TRENDS

PRINCIPLES ON VETERAN RIGHTS AND PREFERENCE IN THE FEDERAL SERVICE

Under the Selective Training and Service Act of 1940 and certain other Federal laws, a man or woman who left Federal employment to enter military service, has, following discharge, employment rights to the position formerly held, or to one of like seniority, status, and pay in the same agency. The veteran cannot be dismissed from the position to which he is restored, except for cause, during the year after he has been reemployed. A veteran who held a war-service job has a similar right to reemployment with his former agency, but not the one-year retention right.

In addition, veterans (and wives and widows of veterans¹⁷) have special rights if reduction in force occurs. When lay-offs are necessary in an agency, they must be made on the basis of type of appointment, efficiency rating, and length of service for each position in the same line of work. Within each "retention group," however, veterans are placed in a higher category than nonveterans regardless of the length of service of any of the latter. For any one type of position a veteran who is a permanent employee with an efficiency rating of "good" or better would be the last person to be released, no matter how short had been the term of service.

Furthermore, any veteran, wife of a disabled veteran, or widow of a veteran (so long as not remarried) has special preference in appointment to the Government. The principal types of benefits allowed in connection with appointment include the addition of 5 points to a

¹⁷ "Wives of such service-connected disabled ex-servicemen as have themselves been unable to qualify for any civil service appointment; the unmarried widows of deceased ex-servicemen who served on active duty in any branch of the armed force of the United States." Veterans' Preference Act of 1944. June 27, 1944. 58 Stat. 387. Sec. 2.

rating earned in examination, for veterans who have served in wartime; the addition of 10 points for veterans with a service-connected disability, or for wives of disabled veterans or unmarried widows of veterans, who, as well as the veterans themselves, are certified ahead of all others on a register; the granting in examinations of experience credits for military or naval service; and waiver of requirements in regard to age, physical standards, number of members of family already in Federal service, and apportionment of appointments as between States.

The Veterans Administration reported that in 1947 there were 14,361,000 living veterans who were at some time on active duty with the armed forces of World War II, in addition to 3,910,000 veterans of previous wars, a total of upwards of 18 million. It will be remembered that in 1947 civilian Federal employees, both in Washington and in all parts of the world, totaled about 2 million. Disabled veterans of World War II receiving compensation numbered 1,728,516 (including 13,631 women) on June 30, 1947, and widows of deceased veterans receiving compensation, 109,550.

Because of benefits granted to veterans in Federal employment, as well as because of their rights to former jobs, the large numbers involved in the various groups of persons eligible for veteran preference have great significance for Federal employment. Since most of the veterans are men—only about 2 or 3 percent are women—the program has special implications for women seeking a career in the Federal service. By 1947, for example, male veterans constituted 40.5 percent of all Federal employees; all women (whether with veteran preference or not), only 24 percent.

PLACEMENTS OF WORLD WAR II VETERANS IN THE FEDERAL SERVICE, 1943-45

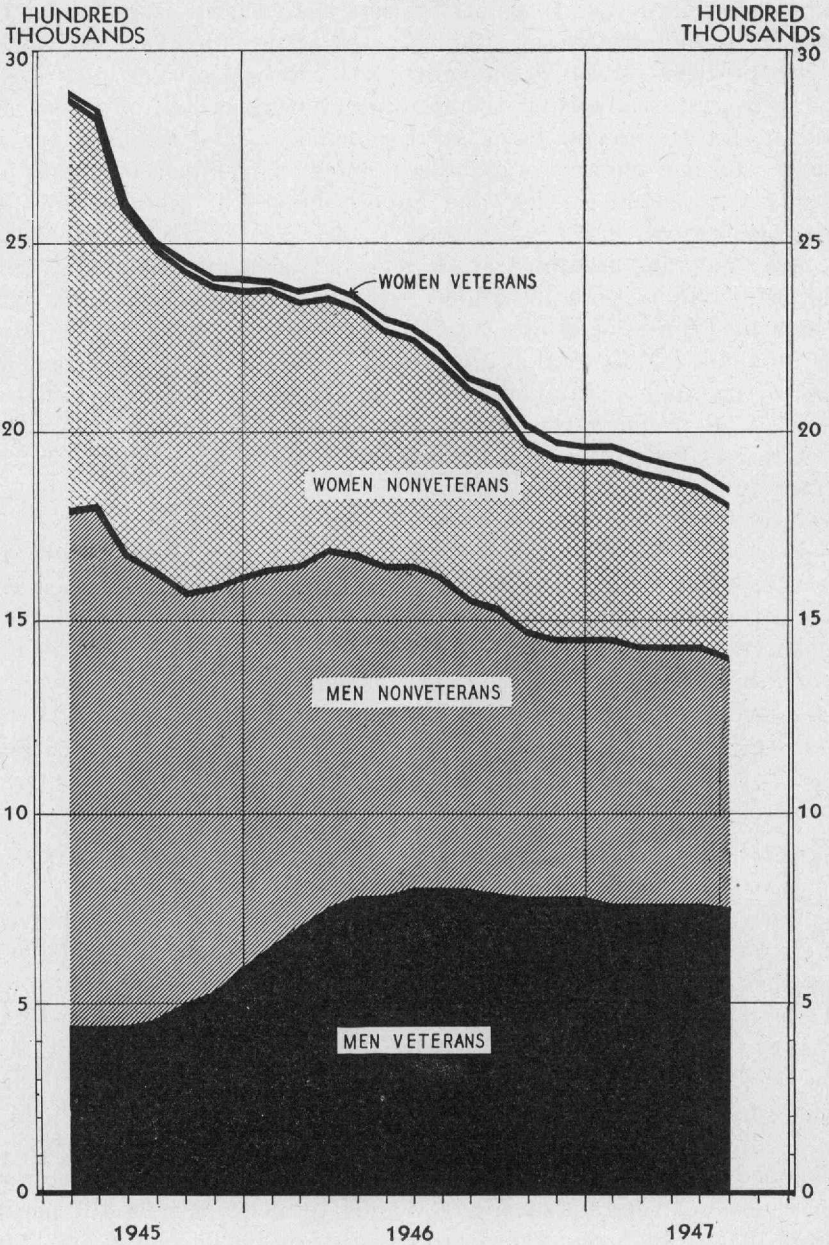
Within the Federal Service itself approximately 700,000 employees were on military furlough during the war, and by 1947 about 350,000 had been restored to duty. In addition, placements of veterans in the Federal Service by the Civil Service Commission (other than those restored to duty) numbered 45,142 in 1943, 88,206 in 1944, and 241,088 in 1945. At the beginning of 1946 veteran placements were being made by the Commission at a rate of at least 43,000 a month, in a year during which total civilian employment in the Government declined by over one-fifth. Placements of wives of disabled veterans or widows of veterans of World War II totaled 5,961 for the period from 1943 to 1945, and 412 in January 1946 and 302 in February 1946.

TRENDS IN EMPLOYMENT OF VETERANS IN THE FEDERAL SERVICE, 1945-47

With the ending of the war the veteran population began to increase rapidly as demobilization progressed. Just before VJ-day in

Chart IV. Employment of men and women veterans, executive branch of the Federal Government

1945-1947



Source: U. S. Civil Service Commission

August 1945 the military and naval forces of the United States totaled over 12 million. By January 1946 the numbers of men and women in the armed forces had dropped to about half their former level, and toward the end of 1946 fell below the 2 million mark. The increasing number of veterans in the labor market was soon reflected in Federal Government employment figures. (See table 16.) The growth in the number of veterans took place at a time when total Federal employment was shrinking, so that the number of nonveterans—both men and women—showed a marked downward trend.

By June 1947, more than 40 percent of all Federal workers had veteran status, and 53 percent of the male employees were veterans.¹⁸ At the same time veterans constituted nearly 30 percent of the entire male civilian labor force, government and nongovernment.

Available data indicate that the very small group of women with veteran preference have maintained their positions relative to men veterans in Government employment.¹⁹ Throughout the months

Table 16.—Men and women veterans and nonveterans in Federal Government employment in continental United States,¹ by month, July 1945 to June 1947

Date	Veterans		Nonveterans	
	Men	Women ²	Men	Women
<i>1945</i>				
July.....	437,731	21,751	1,366,014	1,074,125
August.....	442,282	21,975	1,363,163	1,024,032
September.....	442,303	21,994	1,238,673	910,398
October.....	462,326	22,300	1,178,174	849,963
November.....	496,146	23,100	1,086,137	850,827
December.....	534,862	23,900	1,055,657	796,596
<i>1946</i>				
January.....	594,625	24,567	1,020,964	765,829
February.....	646,148	27,082	993,252	735,739
March.....	698,301	29,808	949,868	701,407
April.....	751,318	32,289	935,371	674,656
May.....	782,410	32,306	896,376	648,763
June.....	784,538	32,637	868,165	613,667
July.....	803,226	33,259	844,262	601,581
August.....	796,944	37,910	818,858	578,749
September.....	787,146	37,890	771,177	557,572
October.....	787,010	38,871	750,896	542,206
November.....	781,386	38,522	696,006	501,621
December.....	777,282	39,494	683,794	480,146
<i>1947</i>				
January.....	782,386	40,311	680,453	469,530
February.....	763,318	40,351	694,690	467,789
March.....	764,260	41,763	676,637	457,587
April.....	763,071	41,228	675,359	442,547
May.....	764,901	41,232	671,716	425,406
June.....	748,603	39,725	657,569	400,872

¹ Excludes Alaska and Panama Canal Zone.

² Includes women who served in the armed forces, wives of service-connected disabled veterans, and unmarried widows of veterans.

¹⁸ At the close of 1948 it was stated that in that year 90,000 veterans had entered the service, the total employed by the Government being the all-time high of some 900,000. Of these 95 percent were men.

¹⁹ The figures for women with veteran preference include wives of disabled veterans and unmarried widows of veterans as well as women who themselves served with the armed forces.

from mid-1945 to mid-1947, women with veteran preference remained at about 4 or 5 percent of all with veteran status in Federal employ. However, it must be remembered that in the 2-year period the decrease in total number of women workers in the Government had been relatively greater than that for men, so that the proportion of women among all Federal employees declined from about 38 percent of the total in mid-1945 to 24 percent in mid-1947.

The numerical position of women with veteran preference is less significant compared with all women Government workers than is that of the male veteran relative to all men employed in the Federal service. In June 1947, women with veteran preference were only about 1 out of every 10 women employees, whereas the ratio of male veterans to all men Government workers was 1 in every 2. In July 1945 the ratio of veterans to all employees had been 1 in 50 for women and 1 in 4 for men.

VETERANS IN AND OUTSIDE WASHINGTON

Data for June 1947 show that outside the Washington, D. C., metropolitan area the man with veteran preference is more frequently employed on the rolls of the Federal Government than is the non-veteran, either man or woman.

Among the far smaller group of employees who were located within the District of Columbia, women nonveterans were the type of worker most frequently employed. It is probable that, because of the less diversified types of work carried on in Washington, more of the jobs in the capital tend to be of kinds for which male veterans are less likely to apply.

Veterans and nonveterans in Federal Government employment in and outside Washington, by sex, June 1947

	<i>In Washington, D.C., metropolitan area</i>		<i>Outside Washington, D.C., metropolitan area</i>	
	<i>Number</i>	<i>Percent distribution</i>	<i>Number</i>	<i>Percent distribution</i>
Total Government employees.....	1,204,809	100.0	2,164,196	100.0
Men:				
Veterans.....	61,446	30.0	687,157	41.8
Nonveterans.....	50,317	24.6	607,252	37.0
Women:				
Veterans ¹	6,487	3.2	33,238	2.0
Nonveterans.....	86,559	42.2	314,313	19.2

¹ Excludes 2,990 men for whom veteran status was not reported.

² Excludes 22 men for whom veteran status was not reported.

³ Includes women who served in the armed forces, wives of service-connected disabled veterans, and unmarried widows of veterans.

Veteran and nonveteran women alike have far more numerous opportunities for employment outside than in the District of Columbia.

However, among women a slightly higher proportion of the veteran than of the nonveteran group (84 as compared with 78 percent) were located outside Washington. This difference would seem to indicate that women nonveterans are somewhat more likely to be employed in Washington and that women veterans have a slight advantage in employment outside of Washington. Men veterans are located outside Washington in even larger proportion than women veterans; the proportion of men outside the District was about 92 percent for both veterans and nonveterans.

VETERANS IN INDIVIDUAL AGENCIES

Of the approximately 40,000 women veterans employed by the Federal Government in June 1947, well over one-third were attached to the Veterans Administration. (See table 17.) Approximately three-tenths were employed in the War and Navy Departments combined. The remaining executive departments employed another fourth, most of them in Post Office, Treasury, and Agriculture.

These same agencies also employed most of the men in the Government service who were veterans, but the concentration of men veterans in the War and Navy Departments was more marked. About 40 percent of the men with veteran status were in War and Navy, 35 percent in the other eight executive departments, and 16 percent in the Veterans Administration. (References are to civilian jobs only.)

Table 17.—Men and women veterans in selected agencies in the Federal Government in continental United States¹, June 1947

Agency	Men veterans	Women veterans ²		
		Number	Percent distribution	Percent of all veterans
All agencies.....	748,603	39,725	100.0	5
Executive departments.....	564,925	20,888	52.6	4
State.....	2,332	184	.5	7
Treasury.....	25,963	3,205	8.1	11
War.....	156,766	6,339	16.0	4
Justice.....	8,781	255	.6	3
Post Office ³	169,617	3,306	8.3	2
Navy.....	143,856	4,948	12.5	3
Interior.....	17,896	651	1.6	4
Agriculture.....	25,888	1,383	3.5	5
Commerce.....	12,397	481	1.2	4
Labor.....	1,429	136	.3	9
Independent establishments.....	169,326	17,599	44.3	9
Federal Security Agency.....	8,886	1,172	3.0	12
Federal Works Agency.....	9,524	620	1.6	6
Veterans Administration.....	118,067	14,104	35.5	11
All other independent agencies.....	32,849	1,703	4.3	5
Executive Office of the President.....	235	17	(⁴)	7
Emergency war agencies.....	14,117	1,221	3.1	8

¹ Excludes Alaska and Panama Canal Zone.

² Includes women who served in the armed forces, wives of service-connected disabled veterans, and unmarried widows of veterans.

³ Partly estimated.

⁴ Less than 0.05 percent.

The proportion of veterans in individual agencies who were women ranged from 1 percent, as in the Tennessee Valley Authority and the National Advisory Committee for Aeronautics up to 17 percent in the Office of Selective Service Records. Among the executive departments, Treasury, Commerce, Labor, and State had somewhat higher than average proportions of the women in the veteran group. In the Veterans Administration, as among independent agencies as a group, the percentage of veterans who were women tended to be slightly higher than in the Government service as a whole.

VETERANS IN ABSOLUTE PREFERENCE POSITIONS

By the Veterans' Preference Act of 1944 the positions of custodian, elevator operator, messenger, and guard in the Federal Service are restricted to veterans, as long as any are available. According to Civil Service rules and regulations, nonveterans may be appointed to such jobs only after appropriate efforts to locate veterans have been exhausted. Such jobs are referred to as "absolute preference" positions, as are also others similarly restricted by Executive order, including those of correctional officer in the Bureau of Prisons, substitute railway postal clerk in the Post Office Department, and contact officers of various grades in the Veterans Administration.

A tabulation of such jobs as of September 30, 1945, showed nearly 10 percent vacant at the time. Among these types of work, guard and elevator operator positions appeared to be most readily filled, since they had vacancy rates below 10 percent.

In all, 71,305 men and 28,977 women held absolute preference positions in the fall of 1945. Over half of the men were guards, and more than one-third were custodians. All but one-fourth of the women were custodians. In all of these jobs, as a rule, few of the women were veterans, but among the men in every kind of position at least one-fifth were veterans. In the "other" group of absolute preference jobs—correctional officer, substitute railway postal clerk, or contact officer—9 out of every 10 men and every second woman were veterans.

As of September 30, 1945, shortly after VJ-day and before the large-scale release of servicemen from the armed forces, veterans constituted 32.1 percent of all employees in the positions especially reserved for the veteran group, though veterans were only about 18 percent of all employees in the Federal Government.

Women veterans were only 0.6 percent of all veteran and nonveteran employees in these jobs, ranging from 0.1 percent of the guards up to 2.2 percent of the elevator operators.

Where the proportion of veterans was high, as among guards and among employees in the "other" group of absolute preference positions, the proportion of nonveteran women to all employees was low

—only 2.8 and 0.9 percent respectively. In contrast, nonveteran women held from 45 to 53 percent of the custodian, messenger, and elevator operator jobs—jobs in which only 12 to 17 percent of the workers were veterans of either sex. Since these jobs were reserved for veterans, the proportions of women in them undoubtedly dropped after September 1945 as demobilization proceeded.

Employment of veterans and nonveterans in specified absolute-preference positions, by sex, September 1945

Position	Men		Women	
	Nonveterans	Veterans	Nonveterans	Veterans ¹
All absolute preference positions.....	39,683	31,622	28,356	621
Guard.....	15,612	22,601	1,106	44
Custodian.....	19,938	6,322	21,760	449
Elevator operator.....	734	368	1,289	54
Messenger.....	3,272	956	4,187	56
Other.....	127	1,375	14	18

¹ Includes women who served in the armed forces, wives of service-connected disabled veterans, and unmarried widows of veterans.

Men, both veterans and nonveterans held a greater proportion of the jobs with absolute veteran preference located outside Washington than they did of such jobs in Washington. Women held smaller proportions of such jobs outside than in Washington.

Nearly 9 out of every 10 workers in jobs with absolute veteran preference were located outside Washington.

Employment of veterans and nonveterans in absolute-preference positions in and outside Washington, by sex, September 1945

	In Washington, D.C., metropolitan area	Outside Washington, D.C., metropolitan area
All persons in absolute preference positions.....	100.0	100.0
Men nonveterans.....	37.7	39.9
Men veterans.....	20.7	33.4
Women nonveterans.....	40.4	26.1
Women veterans ¹	1.2	.5

¹ Includes women who served in the armed forces, wives of service-connected disabled veterans, and unmarried widows of veterans.

IV. CHARACTERISTICS OF WOMEN GOVERNMENT WORKERS IN THE PREWAR AND POSTWAR PERIODS ¹

A survey by the United States Civil Service Commission as of September 30, 1947, covering 1,510,670 Federal employees in and outside the continental United States subject to the Civil Service Retirement Act, provides data on their ages, salaries, and years of service.² Of those included in the study, 381,842 or 25.3 percent were women. This percentage is only slightly above that for women employed in the executive branch as of June 1947 (22.6 percent).

The coverage of these 1947 data appears to be roughly comparable to that of the 1938 study analyzed in Women's Bureau Bulletin 182, "Employment of Women in the Federal Government 1923 to 1939."³

Differences in coverage are minor in nature and pertain to such groups as policemen and firemen in the District of Columbia (included in 1938 but not in 1947); the relatively few temporary part-time and similar groups of employees subject to the Retirement Act by reason of continuity of service, reinstatement, or otherwise (included in 1947 but not in 1938); and certain limited groups of postal employees not on a permanent basis (included in 1938 but not in 1947).³

SALARIES OF WOMEN GOVERNMENT WORKERS

The average (median) salary of women in the Federal service subject to the Retirement Act as of September 30, 1947, was \$2,500 per year. Women Government workers were heavily concentrated in the salary group, \$2,000 to \$2,999. (See table 18.) It is in this class that the starting rates for two very common clerical grades fell (CAF-3 at \$2,168.28 and CAF-4 at \$2,394).⁴ These grades include

¹ This section was prepared from unpublished materials furnished by the Civil Service Commission.

² Some of the 2,023,796 employees in the executive branch of the Federal Government employed both in and outside the continental United States are not subject to the Retirement Act. Groups excluded are certain temporary employees, intermittent workers, those paid when actually employed or on a contract or fee basis, those paid on a piece-work basis (unless serving under permanent appointment), those serving without compensation, intermittent alien employees in locations outside the continental United States, and certain others. On the other hand certain employees not in the executive branch of the Federal Government are covered by the Retirement Act, namely all appointive officers and employees of the judicial branch, all appointive and elective employees in the legislative branch who are not subject to another retirement system, and certain employees of the District of Columbia.

³ In both surveys employees of the Tennessee Valley Authority were excluded from the data, as were those of some minor agencies. Persons serving without compensation, dollar-a-year employees, and workers paid on a piecework basis were omitted from the 1938 study and in general from the 1947 data. The Work Projects Administration and the National Youth Administration, not in existence in 1947, were excluded in 1938. Employees subject to the Retirement Act in the legislative branch of Government, the judicial branch, and the District of Columbia were included in 1947; these groups were numerically small in any case, and some of them (employees of the judicial branch, the Library of Congress, and the Botanic Gardens) had been included in 1938.

⁴ Increases in all grade salaries were made July 1948.

CHARACTERISTICS OF WORKERS, PREWAR AND POSTWAR 69

both persons who perform the more advanced clerical duties of a general or specialized character and those who carry out stenographic and general office work, as well as many of those with secretarial duties.

Also in the \$2,000 to \$2,999 salary class were the intermediate and maximum salary rates, attained after satisfactory service of specified length, by employees in the two lowest clerical grades CAF-1 and CAF-2.

Though most women Government workers were in the lower ranges of the Federal salary scale (97 out of 100 earned less than \$4,000 a year), there were some whose salaries indicate they had achieved positions of considerable importance. Women earning \$5,000 or more a year numbered 3,303. They constituted about 9 in every 1,000 women in the Federal service. These women were in fairly responsible professional, technical, or administrative positions and included the heads of the smaller units in the Government bureaus.

The official in charge of a major unit of a bureau in many instances was paid at the rate of \$7,102 a year or higher. Women receiving approximately this much or more numbered 429 in September 1947. The woman in a job at these levels was exceptional, however; only about 1 in every 1,000 women Government workers had attained a position of this prominence. At the very top of the Government salary scale—\$10,000 and over—there were few women indeed. In all, only 17 women were reported in this bracket.

The average (median) salary of \$2,500 for women Government workers was not excessively below that of men at \$2,931, but women's salaries were somewhat more concentrated around the median than those of men. While three-fourths of the women were in the \$2,000-

Table 18.—Salaries of Federal Government employees, by sex, September 30, 1947 ¹

Salary ²	Number of employees		Percent distribution		Percent women of total
	Men	Women	Men	Women	
Total.....	1,128,828	381,842	100.0	100.0	25.3
Under \$1,000.....	5,747	5,725	0.5	1.5	49.9
\$1,000 to \$1,999.....	86,961	46,684	7.7	12.2	34.9
\$2,000 to \$2,999.....	506,768	276,889	44.9	72.5	35.3
\$3,000 to \$3,999.....	364,344	40,987	32.3	10.7	10.1
\$4,000 to \$4,999.....	94,939	8,254	8.4	2.2	8.0
\$5,000 to \$5,999.....	34,693	2,344	3.1	.6	6.3
\$6,000 to \$6,999.....	14,822	530	1.3	.1	3.5
\$7,000 to \$7,999.....	11,668	301	1.0	.1	2.5
\$8,000 to \$8,999.....	5,562	81	.5	(³)	1.4
\$9,000 to \$9,999.....	1,889	30	.2	(³)	1.6
\$10,000 and over.....	1,430	17	.1	(³)	1.2

¹ Covers employees subject to the Civil Service Retirement Act in the executive, legislative, and judicial branches, and in the District government. Partly estimated.

² Pay rates represent base pay before any deductions for retirement, taxes, or bonds, but exclude overtime, bonuses, night differentials, etc. Pay rates other than annual rates are converted to annual full-time equivalent.

³ Less than 0.05 percent.

\$2,999 salary group, considerably less than half the men fell in this class, and nearly one-third of the men were in the next higher salary group. More of the men than of the women were in still higher salary ranges. Six percent of the men compared with less than one percent of the women earned \$5,000 or more a year.

In the lower salary ranges women formed larger proportions of the work force than in the higher ranges. They were nearly half of all persons earning under \$1,000 and approximately one-third each of the two groups earning from \$1,000 to \$2,999. In the \$3,000-\$3,999 class women were only one-tenth of the Government employees, and their proportions were even smaller at still higher levels.

LENGTH OF SERVICE

Two out of every five women Federal employees as of September 30, 1947, had worked for the Government less than 5 years, and four out of every five less than 10 years. (See table 19.) Since the number of women on the Federal rolls in 1938 was considerably less than half that in 1947, it is clear that the majority of women in Federal Government in 1947 had been taken on for the first time between the two dates, and consequently could not have attained as much as 10 years of service.

Even though a large proportion of these women Government workers had been fairly recently employed because of expansion in Government, about 10 percent or nearly 40,000 women had worked for the Government 15 years or more; of these, nearly 20,000 had worked 25 years or more in Federal employment, including over 100 who had 45 years or more of service, to their credit.

Among men in the Federal service likewise there was a concentration of employees in the group with less than 10 years of service, reflecting the fact that, as among women, many of the men in Federal employment in 1947 were hired during the war period as a result of expanding Government activities. Three out of every five men were employees of less than 10 years' standing, even though military service was counted as if a part of regular civilian Government service.

Women were an unusually high proportion of the employees taken on during the war. To the extent that they were still employed in 1947, they constituted a high proportion of the employee group with a relatively short period of service. Women were 45 percent of those with under 5 years of Federal employment.

CHARACTERISTICS OF WORKERS, PREWAR AND POSTWAR 71

Table 19.—Length of service of Federal Government employees, by sex, September 30, 1947¹

Length of service ²	Number of employees		Percent distribution		Percent women of total
	Men	Women	Men	Women	
Total.....	1,128,828	381,842	100.0	100.0	25.3
Under 5 years.....	193,692	156,744	17.2	41.0	44.7
5 to 9 years.....	492,563	150,069	43.6	39.3	23.4
10 to 14 years.....	157,512	35,431	14.0	9.3	18.4
15 to 19 years.....	78,600	11,767	7.0	3.1	13.0
20 to 24 years.....	74,571	8,558	6.6	2.2	10.3
25 to 29 years.....	74,253	13,418	6.6	3.5	15.3
30 to 34 years.....	33,065	4,701	2.9	1.2	12.4
35 to 39 years.....	15,288	651	1.3	.2	4.1
40 to 44 years.....	7,862	394	.7	.1	4.8
45 to 49 years.....	1,285	106	.1	(3)	7.6
50 years and over.....	137	3	(3)	(3)	2.1

¹ Covers employees subject to the Civil Service Retirement Act in the executive, legislative, and judicial branches, and in the District government. Partly estimated.

² Service represents all Federal employment, whether or not retirement deductions were taken from pay, and military service.

³ Less than 0.05 percent.

AGE DISTRIBUTION

As of September 30, 1947, the median age of all women Federal employees subject to the Retirement Act was 36.9 years. They were thus, on the average, slightly older than all employed women 18 years of age or older in the United States as a whole, with a median age of 36.2 years at this date.⁵ A smaller proportion of the women Government workers than of all employed women were under 20 years of age; likewise a smaller proportion of the women Government workers than of all employed women were 65 years and over. The normal 18-year minimum for entrance to Government employment and the requirements as to education and experience that apply to most jobs are undoubtedly among the factors limiting the numbers in the Government at the youngest age level. The Government retirement system, under which retirement is optional at 62 years and usually is compulsory at 70 years, tends to reduce the size of the oldest group.

Compared with the prewar period, the average age of women Federal employees had changed very little. Their median age was 36.9 years both in 1938 and in 1947. The age distribution, however, differed considerably at the two periods. Only 12 percent of women Government workers were under 25 years of age in 1938 compared with 17 percent in 1947; and only 26 percent were 45 years or over in 1938 compared with 31 percent in 1947. Apparently, in the Government service as in the labor force as a whole, withdrawals of women

⁵ See United States Bureau of the Census. *The Monthly Report on the Labor Force: September and October, 1947*. P-57 No. 64, October 31, 1947. Women under 18 years of age have been excluded from these census data, since normally a minimum of 18 years is set for civil service examination.

from gainful work in the postwar period to marry or to rear a family have caused the younger and the older age groups to become relatively more prominent among all women workers.

The average man in the Federal service in 1947, with a median age of 41.2 years, was about 4 years older than the average woman Government worker. Women constituted half of all Federal employees who were less than 20 years of age and of those who were 20 to 24 years old. In every age class from 25 years on men were 70 percent or more of all workers.

Table 20.—Age of Federal Government employees, by sex, September 30, 1947¹

Age	Number of employees		Percent distribution		Percent women of total
	Men	Women	Men	Women	
Total.....	1,128,828	381,842	100.0	100.0	25.3
Under 20 years.....	3,562	3,627	0.3	0.9	50.5
20 to 24 years.....	58,931	60,308	5.2	15.8	50.6
25 to 29 years.....	143,087	60,684	12.7	15.9	29.8
30 to 34 years.....	170,485	48,583	15.1	12.7	22.2
35 to 39 years.....	150,596	40,560	13.9	12.2	22.9
40 to 44 years.....	132,640	44,201	11.8	11.6	25.0
45 to 49 years.....	128,118	42,955	11.4	11.2	25.1
50 to 54 years.....	150,599	35,154	13.3	9.2	18.9
55 to 59 years.....	106,399	23,611	9.4	6.2	18.2
60 to 64 years.....	51,974	10,823	4.6	2.8	17.2
65 to 69 years.....	21,717	4,485	1.9	1.2	17.1
70 to 74 years.....	3,842	776	.3	.2	16.8
75 years and over.....	878	75	.1	(²)	7.9

¹ Covers employees subject to the Civil Service Retirement Act in the executive, legislative, and judicial branches and in the District government. Partly estimated.

² Less than 0.05 percent.

AGE AND SALARY

Average salaries of women Government workers increased with the age of the worker from \$2,273 for the group under 20 years up to \$2,547 for those from 45 to 49 years. From age 50 to age 70, average salaries of women declined progressively, though up to age 65 the average still was more than \$2,500 a year; in the age groups 65 and beyond the averages were distinctly less than this.

Women below 20 years of age and those from 20 to 24 years earned higher average salaries than men of the same age. In all other age classes men's average salaries were higher. The highest average salary for men, as for women, occurred in the 45 to 49 age class.

In general, the higher salaries go to older employees, except that the average age of those earning under \$1,000 was high. For women earning \$2,000 to \$2,999 the median age was 34.7 years, whereas women earning \$9,000 or over had a median age of 51.3 years. The pattern for men is similar. Though men have a higher average age, in some salary classes the median age for men was lower than that for

CHARACTERISTICS OF WORKERS, PREWAR AND POSTWAR 73

Median salary, by age and sex

<i>Age</i>	<i>Median salary</i>	
	<i>Men</i>	<i>Women</i>
All ages.....	\$2,931	\$2,500
Under 20 years.....	2,059	2,273
20 to 24 years.....	2,355	2,446
25 to 29 years.....	2,593	2,487
30 to 34 years.....	2,904	2,516
35 to 39 years.....	3,092	2,517
40 to 44 years.....	3,174	2,510
45 to 49 years.....	3,189	2,547
50 to 54 years.....	3,105	2,542
55 to 59 years.....	3,120	2,541
60 to 64 years.....	3,178	2,505
65 to 69 years.....	3,125	2,001
70 to 74 years.....	2,638	2,262
75 years and over.....	2,534	2,287

women. The greatest difference in this direction occurred in the \$1,000 to \$1,999 salary class, in which the median age for women was 38.2 years compared with 33.8 years for men.

Median age, by salary group and sex

<i>Salary</i>	<i>Median age (years)</i>	
	<i>Men</i>	<i>Women</i>
All salary groups.....	41.2	36.9
Under \$1,000.....	53.7	49.5
\$1,000 to \$1,999.....	33.8	38.2
\$2,000 to \$2,999.....	38.1	34.7
\$3,000 to \$3,999.....	44.5	43.4
\$4,000 to \$4,999.....	42.6	45.2
\$5,000 to \$5,999.....	44.3	38.1
\$6,000 to \$6,999.....	48.4	48.9
\$7,000 to \$7,999.....	46.7	49.2
\$8,000 to \$8,999.....	49.0	50.7
\$9,000 to \$9,999.....	(50.5)	
\$10,000 and over.....	(52.8)	
	51.6	51.3

A distribution of women by age and salary reveals that in every age group the highest proportion of women fell in the \$2,000 to \$2,999 class. (See table 21.) The proportions varied, the highest being 88 percent of those 20 to 24 years, the lowest, 52 percent of those 70 to 74 years.

The proportion of women earning \$3,000 or more was negligible in the youngest age groups, rising to two successively higher plateaus in the age groups from 30 to 44 years and from 45 to 69 years. In the age classes from 30 to 44 years, 15 to 17 percent of the women

Government employees earned \$3,000 or more, while in each of the age classes from 45 to 69 years the proportion was 20 or 21 percent.

Table 21.—Salary distribution of women Federal Government employees, by age, September 30, 1947¹

Salary ²	All ages	Under 20 years	20 to 24 years	25 to 29 years	30 to 34 years	35 to 39 years	40 to 44 years
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under \$1,000.....	1.5	.1	.1	.3	.7	1.4	2.2
\$1,000 to \$1,999.....	12.2	31.0	10.7	9.7	12.1	13.3	13.4
\$2,000 to \$2,999.....	72.5	68.7	88.0	82.0	72.1	68.4	67.5
\$3,000 to \$3,999.....	10.7	.2	1.2	7.1	10.8	13.3	13.2
\$4,000 to \$4,999.....	2.2	.....	.1	.7	2.1	2.9	2.8
\$5,000 to \$5,999.....	.6	.....	(³)	.1	2.0	.6	.7
\$6,000 to \$6,999.....	.1	.....	.....	(³)	.1	.1	.1
\$7,000 to \$7,999.....	.1	.....	.....	(³)	(³)	.1	.1
\$8,000 to \$8,999.....	(³)	.....	.....	(³)	(³)	(³)	(³)
\$9,000 to \$9,999.....	(³)	.....	.....	.....	(³)	(³)	(³)
\$10,000 and over.....	(³)	.....	.....	.....	.....	(³)	(³)

Salary ²	45 to 49 years	50 to 54 years	55 to 59 years	60 to 64 years	65 to 69 years	70 to 74 years	75 years and over
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under \$1,000.....	1.7	2.6	3.1	5.8	8.0	16.4	14.7
\$1,000 to \$1,999.....	12.6	12.8	12.3	14.2	15.3	20.1	17.3
\$2,000 to \$2,999.....	65.3	63.8	63.8	59.4	55.3	51.7	62.7
\$3,000 to \$3,999.....	16.4	15.4	15.8	15.7	15.6	6.8	2.7
\$4,000 to \$4,999.....	3.0	4.1	3.5	3.7	3.8	3.1	1.3
\$5,000 to \$5,999.....	.5	.7	.9	.9	.6	.1	.....
\$6,000 to \$6,999.....	.3	.3	.3	.2	.6	1.8	1.3
\$7,000 to \$7,999.....	.1	.1	.2	.1	.7	.....	.....
\$8,000 to \$8,999.....	(³)	.1	(³)	(³)	.....	.....	.....
\$9,000 to \$9,999.....	(³)	(³)	(³)	(³)	(³)	.....	.....
\$10,000 and over.....	(³)	(³)	(³)	(³)	(³)	.....	.....

¹ Covers employees subject to the Civil Service Retirement Act in the executive, legislative, and judicial branches and in the District government. Partly estimated.

² Pay rates represent base pay before any deductions for retirement, taxes, or bonds, but exclude overtime, bonuses, night differentials, etc. Pay rates other than annual rates are converted to annual full-time equivalent.

³ Less than 0.05 percent.

LENGTH OF SERVICE AND SALARY

On the basis of available data it appears that experience, even more than age, affects the salary level. Women with fewer than 5 years of Federal Government service had a median salary of \$2,390. Average salaries rose at each succeeding length-of-service class (with a single exception) to \$3,367 for women with 45 to 49 years of service. In every service group men's average salaries exceeded women's.

In general the longer the period of service the more likely it is that a woman will earn a salary of \$3,000 a year or more. (See table 22.) Less than 4 percent of the women with fewer than 5 years of service earned this much, whereas well over half of all women in the groups with 25 years or more of Government employment did so. Of the women with fewer than 5 years of service, the largest length-of-service group, three-fourths had salaries of \$2,000 to \$2,999, and one-fifth had salaries below \$2,000.

CHARACTERISTICS OF WORKERS, PREWAR AND POSTWAR 75

Median salary, by length of service and sex

Length of service	Median salary	
	Men	Women
Total.....	\$2,932	\$2,500
Under 5 years.....	2,454	2,390
5 to 9 years.....	2,769	2,519
10 to 14 years.....	3,345	2,661
15 to 19 years.....	3,365	2,740
20 to 24 years.....	3,388	2,809
25 to 29 years.....	3,438	3,122
30 to 34 years.....	3,528	3,181
35 to 39 years.....	3,555	3,106
40 to 44 years.....	3,622	3,232
45 to 49 years.....	3,850	3,367
50 years and over.....	3,992	(1)

¹ Number too small for computation of a median.

In the various length-of-service groups from 25 to 39 years, in contrast, the proportion in the \$3,000 to \$3,999 class was nearly as large, or larger than, the proportion in the \$2,000 to \$2,999 class.

Table 22.—Salary distribution of women Federal Government employees, by length of service, September 30, 1947¹

Salary ²	All service periods	Under 5 years	5 to 9 years	10 to 14 years	15 to 19 years	20 to 24 years
Total.....	100.0	100.0	100.0	100.0	100.0	100.0
Under \$1,000.....	1.5	1.2	1.1	2.7	2.8	3.5
\$1,000 to \$1,999.....	12.2	19.2	7.7	7.5	8.9	8.2
\$2,000 to \$2,999.....	72.5	75.9	79.4	60.1	51.8	47.5
\$3,000 to \$3,999.....	10.7	2.9	9.6	23.3	27.7	31.4
\$4,000 to \$4,999.....	2.2	.6	1.3	4.7	6.5	7.4
\$5,000 to \$5,999.....	.6	.1	.8	.8	1.4	1.2
\$6,000 to \$6,999.....	.1	(3)	.1	.4	.6	.4
\$7,000 to \$7,999.....	.1	(3)	.1	.2	.2	.4
\$8,000 to \$8,999.....	(3)	(3)	(3)	.1	(3)	.1
\$9,000 to \$9,999.....	(3)	(3)	(3)	(3)	(3)	.2
\$10,000 and over.....	(3)	(3)	(3)	(3)	(3)	(3)

Salary ²	25 to 29 years	30 to 34 years	35 to 39 years	40 to 44 years	45 to 49 years	50 years and over
Total.....	100.0	100.0	100.0	100.0	100.0	100.0
Under \$1,000.....	2.0	3.6	1.5	5.3	(4)	(4)
\$1,000 to \$1,999.....	3.9	3.5	3.7	5.1	(4)	(4)
\$2,000 to \$2,999.....	39.2	35.4	40.7	28.7	29.2	(4)
\$3,000 to \$3,999.....	40.2	41.8	38.4	47.0	56.6	(4)
\$4,000 to \$4,999.....	11.6	12.8	7.4	9.1	13.2	(4)
\$5,000 to \$5,999.....	2.1	1.7	4.3	1.0	.9	(4)
\$6,000 to \$6,999.....	.6	.7	2.9	1.0	(4)	(4)
\$7,000 to \$7,999.....	.4	.1	.3	2.8	(4)	(4)
\$8,000 to \$8,999.....	.1	.3	.3	.2	(4)	(4)
\$9,000 to \$9,999.....	(3)	(3)	.2	(4)	(4)	(4)
\$10,000 and over.....	(3)	(3)	.3	(4)	(4)	(4)

¹ Covers employees subject to the Civil Service Retirement Act in the executive, legislative, and judicial branches and in the District government. Partly estimated.

² Pay rates represent base pay before any deductions for retirement, taxes, or bonds, but exclude overtime, bonuses, night differentials, etc. Pay rates other than annual rates are converted to annual full-time equivalent.

³ Less than 0.05 percent.

⁴ Percent not computed on fewer than 20 persons.

APPENDIX A

Number of men and women Federal Government employees, by agency, 1939, 1944, and 1947¹

Agency	Men			Women		
	1939	1944	1947	1939	1944	1947
All agencies.....	747,577	1,835,077	1,409,184	172,733	1,106,132	440,597
Office of the President.....	90	392	596	19	270	528
Executive departments..	634,413	1,660,539	1,148,090	113,990	901,387	282,636
State.....	3,685	1,327	3,935	2,074	2,277	3,860
Treasury.....	43,341	41,139	51,074	24,661	51,930	43,568
War.....	95,844	680,351	264,885	14,042	564,163	88,331
Justice.....	7,278	15,657	16,442	2,327	13,234	7,622
Post Office.....	259,021	336,094	427,339	29,358	24,237	42,941
Navy.....	80,738	482,030	250,114	4,662	195,422	56,226
Interior.....	41,003	30,116	38,954	10,920	9,839	9,020
Agriculture.....	86,137	52,621	68,056	21,575	24,511	18,103
Commerce.....	12,331	18,855	24,735	2,160	11,947	10,617
Labor.....	4,435	2,349	2,556	2,211	3,827	2,348
Selected independent establishments.....	67,155	78,746	187,015	24,705	58,108	103,151
American Battle Monuments Commission.....	112		1	9	1	2
Board of Governors, Federal Reserve System.....	249	220	253	176	242	247
Civil Service Commission.....	771	2,100	1,318	997	4,793	2,085
Export-Import Bank.....	7	20	53	6	35	63
Federal Communications Commission.....	396	854	809	220	588	483
Federal Deposit Insurance Corporation.....	899	955	726	497	735	427
Federal Power Commission.....	490	392	494	231	276	269
Federal Trade Commission.....	432	260	358	255	184	233
General Accounting Office.....	3,168	5,158	5,658	1,747	7,305	4,971
Government Printing Office.....	4,474	5,023	5,746	1,060	2,003	2,040
Interstate Commerce Commission.....	1,827	1,322	1,486	794	776	795
Maritime Commission.....	1,084	6,269	9,812	387	4,499	2,403
National Advisory Committee for Aeronautics.....	467	4,355	4,693	77	1,813	1,215
National Archives.....	203	180	214	148	183	170
National Capital Housing Authority.....	20	174	209	11	70	68
National Capital Park and Planning Commission.....	21	2	3	4	2	3
National Labor Relations Board.....	498	326	366	343	376	324
National Mediation Board.....	36	40	61	36	47	49
Panama Canal.....	11,091	113	111	513	96	60
Railroad Retirement Board.....	1,820	684	1,170	778	1,121	1,475
Reconstruction Finance Corporation.....	2,355	4,559	4,405	1,718	3,638	3,187
Securities and Exchange Commission.....	1,038	583	698	538	556	461
Smithsonian Institution.....	368	597	616	121	190	215
Tariff Commission.....	191	162	131	114	139	99
Tax Court of the United States..	56	53	57	71	69	66
Tennessee Valley Authority.....	11,162	18,405	12,627	987	2,738	1,631
Veterans Administration.....	23,920	25,940	134,940	12,867	25,633	80,110
All other agencies ²	45,919	95,400	73,483	34,019	146,367	54,282
Federal Security Agency ³	16,670	14,678	16,103	10,395	15,622	16,405

¹ Figures are as of June 30 in 1939 and 1947, and as of July 31 in 1944. 1939 data include employment outside United States; 1944 and 1947 data are for continental United States, excluding Alaska and Panama Canal Zone.

² Agencies not in existence at all three dates.

³ Since Federal Security Agency, created in July 1939, is second largest of the independent agencies, these additional figures are presented, using employment reported in June 1940 for comparison with July 1944 and June 1947. Employment reported in Federal Security Agency for July 1944 and June 1947, and in various agencies (consolidated as Federal Security Agency in July) for June 1939 is included in total for "All other agencies."

APPENDIX B

EMPLOYEES OF STATE AND LOCAL GOVERNMENTS

The Bureau of the Census collects quarterly data on employment in State and local governments, by direct mail canvass addressed to a scientifically selected sample of governmental units. These data are not obtained by sex. The figures are estimates based on a sample. Corresponding information for the Federal Government is brought together with State and local figures in quarterly reports. For October 1947 half those shown were in local governments, about a third were Federal employees, the remainder worked for States. They were as follows:

Public employees, October 1947

	Number	Percent distribution
Total.....	15,791,000	100
Federal.....	2,002,000	35
State.....	909,000	15
Local.....	2,880,000	50

¹ Includes Federal employees outside continental United States.

Of the workers in State and local governments, four-fifths were full-time employees with permanent status. A similar break-down could not be shown for Federal workers from these data. School and non-school workers are shown separately among State and local employees; about three-fifths of these were non-school workers, as the following shows:

State and local government employees, October 1947

	Total		Permanent full-time	
	Number	Percent distribution	Number	Percent distribution
Total.....	3,789,000	100	3,044,000	100
School ¹	1,529,000	40	1,305,000	43
Non-school.....	2,260,000	60	1,739,000	57

¹ Excludes members of school boards.

In October 1947 State and local employees constituted 65 percent of all government workers. Among these, 60 percent were non-school employees, and this group showed a greater numerical increase from October 1940 to October 1947 than did the school employees. However, in these years the school employees had a larger proportional increase than the non-school, as the following shows:

Increases among State and local government school and non-school employees, 1940-47

	Number in October—		Increase, 1940-1947	
	1940	1947	Number	Percent
Total.....	3,346,000	3,789,000	443,000	13
School ¹	1,320,000	1,529,000	209,000	16
Non-school.....	2,026,000	2,260,000	234,000	12

¹ Excludes members of school boards.

INDUSTRIES IN WHICH WOMEN GOVERNMENT WORKERS ARE EMPLOYED, 1940

Most recent source for further detail on women in governmental employment and the type of industry in which they are engaged is the 1940 Census, in which workers reported in government were tabulated according to industry and sex.¹ The accompanying table presents these 1940 figures on government workers by sex and industry in which engaged.

Industries in which local, State, or Federal governments employed 90,000 or more men or women, 1940

Men		Women	
Government n.e.c.....	844,116	Educational services.....	806,235
Educational services.....	418,002	Government, n.e.c.....	298,174
National defense.....	297,136	Medical and health services.....	121,111
Postal services.....	272,817		
Construction.....	268,046		
Transportation, communication, public utilities.....	158,577		
Medical and health services.....	99,390		
Manufacturing.....	93,736		

The Federal, State, and local government employees combined in 1940 numbered nearly 4 million, of whom about one-third were women. One of every 13 men and 1 of every 8 or 9 women employed in the Nation in 1940 were workers in local, State, or Federal governments.

Of the roughly 1½ million women employed by these governments practically 7 in 10 were in professional or related services. By far the largest number in any one occupation were the teachers, who were, of course, chiefly employees of local government: over 800,000 women were reported in "educational services." Over 120,000 women were reported in "medical and other health services" of the various govern-

¹ The State and local data reported more recently are estimates from sampling. The totals they show for 1940 differ somewhat from those in the complete population count and tabulations.

ments. Other significant numbers of women were engaged in various clerical occupations, undoubtedly employing most of the nearly 300,000 women listed as in "government, not elsewhere classified." Over 33,000 were reported in the postal services. Differences in the industrial work of the women and men are indicated in the following list of industries in which as many as 90,000 of the women or of the men were employed in 1940 by local, State, or Federal governments.

Federal, State, and local government employees, by industry and sex, 1940

Industry	Total	Men	Women	Women as percent of total	Percent distribution of	
					Men	Women
Employed government workers.....	3,844,567	2,533,554	1,311,013	34.1	100	100
Percent of all employed workers.....	8.5	7.4	11.8			
Industry of employed government workers:						
Professional and related services.....	1,460,677	524,462	936,215	64.1	20.7	71.4
Educational services.....	1,224,237	418,002	806,235	65.9		
Medical and other services.....	220,501	99,390	121,111	54.9		
Charitable, religious, and membership organizations.....	15,939	7,070	8,869	55.6		
Government.....	1,753,487	1,414,069	339,418	19.4	55.8	25.9
Postal service.....	306,084	272,817	33,267	10.9		
National defense.....	305,113	297,136	7,977	2.6		
Government (n.e.c.).....	1,142,290	844,116	298,174	26.1		
Federal Government (n.e.c.).....	294,114	195,565	98,549	33.5		
State and local government (n.e.c.).....	848,176	648,551	199,625	23.5		
Finance, insurance, real estate.....	18,265	11,080	7,185	39.3	.4	.5
Transportation, communication and other public utilities.....	164,951	158,577	6,374	3.9	6.3	.5
Construction.....	270,236	268,046	2,190	.8	10.6	.2
Manufacturing.....	102,776	93,736	9,040	8.8	3.7	.7
All other and not reported.....	74,175	63,584	10,591	14.3	2.5	.8

Source: Bureau of the Census. Sixteenth Census. The Labor Force, U. S. Summary, vol. III, part 1. These data are from the decennial population count, as tabulated by type of industry in which workers are engaged.

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