WOMEN IN THE WORLD TODAY

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IR-1 Women in High-Level Elective and Appointive Positions in National Governments
IR-2 Political Rights of Women in Member Nations of the United Nations
IR-3 Policies of National Governments on Employing Women
IR-4 Equal Pay in Member Nations of the International Labor Organization
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POLICIES OF NATIONAL GOVERNMENTS ON EMPLOYING WOMEN

April 1963

UNITED STATES DEPARTMENT OF LABOR
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In December 1961 the President of the United States established the President's Commission on the Status of Women, to review progress and to recommend methods of overcoming remaining discrimination against women in the United States in economic, civil, political, and property rights and in family relations.

The Committee on Federal Employment Policies and Practices, one of the seven subcommittees of the Commission, requested pertinent information from American embassies and other sources in order to provide more than a general impression about policies and practices of other national governments on employing women. This report is a compilation of replies to the inquiry.

In principle most governments do not discriminate against women, but very few women actually are found in high-level positions in national governments. They are employed mainly in clerical, teaching, and nursing occupations.

The following report indicates a variety of employment patterns which result from custom and tradition, social and educational status of women, and availability of women for positions in government.

1/ See IR-1, Women in High-Level Elective and Appointive Positions in National Governments.
# CONTENTS

<table>
<thead>
<tr>
<th>Region</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>AFRICA</td>
<td>1</td>
</tr>
<tr>
<td>ASIA (FAR EAST)</td>
<td>5</td>
</tr>
<tr>
<td>EUROPE</td>
<td>7</td>
</tr>
<tr>
<td>LATIN AMERICA</td>
<td>13</td>
</tr>
<tr>
<td>NEAR EAST AND SOUTH ASIA</td>
<td>16</td>
</tr>
<tr>
<td>CANADA AND THE UNITED STATES</td>
<td>19</td>
</tr>
</tbody>
</table>
Congo (Brazzaville)

The Congolese Government does not discriminate against women in its employment practices. Custom, however, strongly dictates against a woman seeking employment of any kind outside her home. It is still rare to find a Congolese woman who has broken with this custom to the extent of acquiring a skill which would allow her to enter the wage earners' labor market.

Gabon

Although Gabonese women have equal rights before the law, custom and tradition greatly restrict their opportunity for employment. The Gabonese Government has embarked upon a program designed to improve the lot of women in the country, in order that they may play a more constructive role in national development. The government now realizes that women must be brought into the modernization process if national development is to be achieved.

The government is trying to broaden women's opportunities by bringing more women into responsible civil positions. For example, it is now mandatory for women to be named to local law tribunals, the courts which handle tribal and customary law.

In March 1962 a new government effort to open positions to women was announced, since women's responsibilities up to that time rarely exceeded those of secretary-stenographer. In July 1962 women became eligible for recruitment into local police forces and the national armed services.

Guinea

There are no specific regulations concerning the employment of women in government except for the general principle "equal work--equal pay." While a number of women hold high government and party offices, such as Secretary of State for Social Affairs, the number of women in government is relatively small.
AFRICA

Ivory Coast

The basic law of the civil service, Law No. 59-135 of September 3, 1959, provides that in application of the law no distinction will be made between the two sexes (article 7). Law No. 61-156 of May 18, 1961, concerning the recruitment of the judiciary, makes a similar provision (article 25). Thus, in the major categories of nonmilitary government employment, women are given unqualified legal protection against discriminatory hiring practices and generally are accorded equal treatment with men.

Libya

The status of women in Libyan society is that prescribed by traditional Moslem practices. However, more Libyan women are beginning to enter the labor market. The federal and provincial governments themselves are employing more women in distinctly feminine work, such as nursing and teaching. Women employed in these jobs receive the same wages as men doing similar work and are covered by some protective labor legislation.

Niger

All government employment is regulated under a national civil service system. The fundamental law establishing this system, Statut General de la Fonction Publique (December 1959), states as a basic principle the nondiscriminatory application of all regulations governing the operation of the civil service. The fundamental law and all subsequent legislation provide for equal pay at the same grade levels, nondiscrimination in the classification of jobs, and equal opportunity for advancement.

The fundamental law provides for the restriction of certain areas of employment to one or the other sex because of physical requirements or working conditions. It is assumed that each branch of the government will establish by decree those areas of employment not suitable to one or the other sex. Only two ministries officially have restricted the employment of women.
AFRICA

Niger--Continued

The Ministry of the Civil Services does not have accurate statistics for either the number of women civil servants or their grade levels. The great majority of Niger women civil servants occupy clerical or teaching positions, or are associated with the health service.

Senegal

The basic statute covering employees of the Senegalese civil service, Law No. 61-33 dated June 15, 1961, states in article 8 that "no distinction...is made between the two sexes..."

Sierra Leone

Theoretically government positions in Sierra Leone are open to women as well as men. However, the great majority of civil servants are men, even though many clerical grades are filled by women. The general orders governing state employment specifically state: "There is no absolute bar to the appointment of married women to pensionable or nonpensionable posts." At the same time, the regulations permit the government to terminate the appointment of women officers at any time after marriage, if deemed advisable. The general orders state: "Women officers may be permitted, on the recommendation of a Head of Department, to remain in the public service after marriage, unless and until circumstances arise which make retirement necessary."

Togo

Less than 5 percent of all government employees are women. The serious shortage of salaried employment in Togo has reduced opportunities for women jobseekers in both public and private sectors. In practice women are given preference in employment as telephone operators, receptionists, typists, stenographers, nurses, social welfare workers, mass education workers, and teachers in elementary schools.
AFRICA

Upper Volta

Present government employment policies are not embodied in any single law, and most legislation now in effect is based on former French colonial work codes. The recent Nationality Code added the principle of limiting most positions of importance to Volta nationals. Lack of trained personnel, however, prevents implementation of this on all except the highest levels. Women, in any case, are not greatly affected because of their very absence from the labor force.
Burma

Burmese women are rather more independent than other Asians of their sex. Under government policy Burmese men and women enjoy equal status. However, due to environmental or security factors, Burmese women have not been accepted in the Frontier Areas Service and the Forestry and Mining Services.

Elsewhere in the armed forces and in all other professions Burmese women have equal job opportunities. Burmese women have served and are serving ably and brilliantly in the various echelons of government service.

New Zealand

Women in the New Zealand labor force, including those working for the government and those engaged in private industry, have suffered from inequality of wage rates. The rate for women, even though engaged in the same work as men, was established at approximately three-quarters of the rate for men. However, men and women of equivalent professional status who work for a salary are employed under conditions of complete equality.

Pay inequality was most marked in the civil service clerical grades, where thousands of men and women performed the same or comparable work at different rates of pay. After years of campaigning for equal pay, the Public Service Association, the trade union of civil servants, at last secured agreements on equal pay in government service. The Government Service Equal Pay Act, 1960, gave necessary legal authority to the Public Service Commission to establish "rates for the job" to bring the salaries of women into line with those of men performing comparable duties. The equalizing increments in salaries of the women involved were scheduled for payment in three installments: April 1, 1961; April 1, 1962; and April 1, 1963.

Philippines

Appointive positions in both national and local civil service are open to men and women who qualify. Law or regulations may specify the sex of appointee for such positions as superintendents of schools for women, wardens of correctional institutions, or attendants in institutions intended for women only.
Thailand

Men and women work side by side without discrimination in all parts of the government. Since many women in Thailand tend to study liberal arts and sciences, the majority find employment in the fields of education and social work. Women who have been educated abroad find no barriers in government service. There are at present 43 women employed in the various ministries. They also hold outstanding positions outside the ministries, such as Director of the Department of Economic Research and the Bank of Thailand.
EUROPE

Belgium

In the employment policy and practices of the national government, there is no discrimination in principle between men and women. In practice women are excluded for physical reasons from jobs as heavy manual workers, ushers, or guards in men's prisons.

The principle of equality applies also for promotion. In reality women are sometimes passed over because their superiors think that as women they are less fitted for the job.

The legal status of civil servants and their remuneration are absolutely the same for men and women.

Denmark

There is theoretically no discrimination in policies with respect to employment of women by the Danish Government or by any of its agencies. However, fewer women are found in the higher echelons of the state administrative system than would seem warranted by the number of women in the Danish labor force (one-third). This may be caused partly by the fact that higher echelons of the Danish Government administrative apparatus are staffed largely by university graduates trained in either economics or law. At present only 16 percent of the students in Danish institutions of higher learning in the fields of economics and law are women.

Finland

In Finland all civil service positions are open to men and women on an equal basis; there is no discrimination in recruitment, estimate of qualifications, preference in appointments, duties, pay, opportunities for advancement, or retirement benefits. The eligibility of women for civil service and government appointive offices is described in the Act on the Competence of Women for Civil Service or State Employment of April 23, 1926, and its related decree dated August 25, 1961. Certain limitations on employment of women do exist, however, in areas which by their nature must be reserved for men, such as men's prison officers.
Finland--Continued

and certain military positions. In the civil service, men and women receive the same remuneration for the same job.

France

Although women held civil service positions for many years prior to World War II, they were limited in number and usually restricted to clerical and secretarial jobs. The 1946 Constitution established the principle that "women shall have equal rights with men in all spheres" and guaranteed women's rights to appointment and advancement under the same conditions as men. Thus, any qualified woman who passes required examinations can be appointed or promoted to almost any civil service position.

Since 1945, legal obstacles have been removed to allow women to enter the diplomatic corps and such key administrative positions as the highest administrative court--the Conseil d'Etat.

The principle of equality was confirmed in amendments to civil service statutes enacted in 1958 which provide certain restrictions based on physical or psychological grounds. Women are excluded from the armed forces except in administrative, medical, or welfare positions; they have been denied the right to serve as judges overseas; no woman prefect has ever been appointed.

At present women represent a slight majority of the civil servants in various ministries and departments; Labor, 60 percent; Veterans' Affairs, 59 percent; National Education, 58 percent; Economic Affairs, 53 percent. They hold only 7 percent of the top-level positions. At present on the labor and manpower side of the Ministry of Labor and Social Security, the deputy to the Director General is a woman, 3 out of 4 bureau chiefs and 3 out of 13 division chiefs are women, and a woman serves as Director of Personnel and Administration for all services of the Ministry.

Since 1946, when they were admitted to the bench, over 100 women judges have served in the courts of first instance and one in the highest court of appeals.
Germany, Federal Republic of

The German Federal Government, as well as the Laender (State) and local governments, maintains a nondiscrimination policy for wage payments and filling vacancies. Nondiscriminatory wage scales for public service workers in Germany were generally effective even before the war. Collective agreements on wages and working conditions in the public services, negotiated after 1949, guarantee women the same rights as men. This is true for women government employees with civil service status under pertinent federal and Laender legislation. Officials of the Federal Labor Ministry concede, however, that traditional indirect discrimination against women in government service has not been overcome.

Great Britain

The British Government's policy concerning employment of women is the same as for men, and is defined in clause I of the Employment and Training Act, 1948. A woman seeking employment at a Ministry of Labour local office is considered for employment, and every effort is made to place her. The Women's Consultative Committee, appointed under clause II of the Act, advises the Minister of Labour on questions of employment policy relating to women.

Iceland

The government makes no distinction between men and women in its employment practices. For government work for the same jobs, women are paid the same wages as men.

Italy

A legislative decree of January 30, 1963, provides that women may be elected or appointed to all public offices.
EUROPE

Netherlands

In January 1958 the regulations covering national civil servants were changed to the effect that women are no longer discharged upon marriage. In August 1958 the Primary Education Act was amended so that women public primary teachers no longer are dismissed upon marriage.

Women and men civil servants and teachers get equal pay.

Poland

In accordance with article 66 of the Constitution, there may be no discrimination of any kind toward women, and in accordance with the Constitution they may apply for and take any job, post, or position, provided they are qualified and there are no special physical hazards. They are also, in theory, paid at the same level as men. In practice women with the same qualifications are offered jobs at lower pay, even in cases where there is a definite scale for a specified job. In addition, some jobs are practically out of reach for women. For example, in the diplomatic service and in foreign trade women very seldom reach responsible posts. Even the posts of secretary and junior clerk are considered privileged jobs for women.

Sweden

In central and local government service, the principles of equal opportunity and equal pay for equal work are applied. For example, in the teaching profession women and men receive the same salaries for the same position. The application of the equal pay principle is made somewhat ineffective by the existence of large categories of jobs traditionally held by men.

In accordance with the general trend in wage contracts for 1962-63, the Civil Service Ministry and organizations representing government white-collar workers recently agreed on job reclassifications (added to salary increases which equalize pay) benefiting typical women's job categories, those in wage brackets below the lowest paid men's jobs, and clerical jobs held predominantly though not exclusively by women. Teachers in charge of children in the three lowest grades of the elementary schools, all of whom are women, made the most spectacular gain among
Sweden--Continued

government-employed women, for their job classifications were raised two or three grades. While these improvements reduced previous differentials, they have not eliminated them.

Switzerland

According to a law of June 1927, any male or female Swiss citizen of good conduct may be appointed to federal employment. Because certain qualifications, such as age, ability, training, and possession of military rank in the Swiss army, are needed for employment in the Administrations for Transportation, Customs, and the Army, many positions are not available to women. Also, marriage may be cited as a cause for changing or dissolving an existing government contract. The Federal Council's report to the 42d and 43d International Labor Conference adds that marriage and motherhood prevent women from putting all their efforts into their jobs.

The possibility of employment for women in the federal government exists, but the percentage employed is low--11 percent of total employees. Women employees usually fall into the middle and lower wage categories.

Shortage of labor force, due to intense economic activity, is creating more government openings for women. There is a tendency for more women to qualify for higher classified positions in the federal administration.

Yugoslavia

Article 24 of the Constitution of the Federal People's Republic of Yugoslavia expressly guarantees women equality in all fields, including the economic, thus including employment in the federal government.

Statistics show that the proportion of women white-collar employees in federal government employment is less than their proportion in total employment.
A representative of the Conference for the Social Activity of Women in Yugoslavia, an organization concerned with furthering the public activities of women, stated that the government's policy is to hire qualified women on an equal basis with men. The conference representative stated that there are fewer trained and qualified women than men, so that there are correspondingly fewer women government employees. This is true in all branches of public and economic life as well. The conference feels that the government does not discriminate against women in its hiring practices.
Argentina

In Argentina there are no legal obstacles to equal treatment of men and women, according to article 14 of the National Constitution of May 1853, amended and revised ad hoc in 1860, and subsequently modified in 1866, 1898, and 1957.

The Constitutional Government which assumed power on May 1, 1958, promulgated laws relative to the basic salary scale of the civil service and of teachers, adjusting the situation of state employees to meet the provisions of article 14 of the Constitution.

Men and women now are selected for employment, promotion, and assignment on the basis of competence. There are no differentials in salaries because of sex.

Chile

The federal government is considered a good employer, but jobs may depend on political affiliation.

Costa Rica

In government service, salary is based theoretically on job description. It is believed that women usually receive the same pay as men in equivalent positions. A relatively limited number of women have positions of medium responsibility in the civil service. Teachers in the national public school system are closer to equality in salaries and job opportunities. It is of interest to note that recently the Attorney General expressed a legal opinion that women could be employed in the Guardia Civil (national military and police force) in suitable positions. A prominent woman was appointed Ambassador to Great Britain; another was appointed to the directorate of an autonomous institution. Women have held such posts as congressional deputies, judges, cabinet ministers.

Ecuador

Employment policies of the federal government are not discriminatory toward women, and in recent years more and more women are being employed. However, no accurate statistics are available for the number of women employed in government.
Haiti

There are no legal obstacles to employment of women in responsible positions in the Haitian Government. While most women are in the lower ranks of the public service, there are three women deputies in the National Legislature and a number of women serving as commissioners in local governments. The Institute of Social Welfare and Research has several women holding high-ranking positions; they serve as office directors in certain other ministries. Several women now are in the diplomatic service, including the present Haitian Minister to Belgium.

Honduras

There are no legal prohibitions against the employment of women, and there is no avowed discrimination against them. In practice, women with good education or technical training are able to find government employment, although selection for high-level jobs usually depends on political affiliation. There are a few women in important positions in the diplomatic corps, in public education, and in Congress. The proportion of women adequately prepared for positions of responsibility is low. Most government clerical jobs are held by women.

Mexico

The labor law, article 123 of the Constitution, prohibits discrimination in employment and pay because of sex. This applies to all labor contracts between the branches (executive, judicial, and legislative) of the federal government, the Federal District, the states, and their employees.

It is reported that women union members, both inside and outside government, stress the impartiality and fairness of the federal government in its personnel policy toward women employees.

Nicaragua

The Government of Nicaragua does not, as a matter of policy, oppose the participation of women in government positions of responsibility. In practice several outstanding Nicaraguan women occupy responsible government positions. They include the third ranking officer (next in command to the Minister and the Vice Minister) of the Ministry of Development and Public Works, an influential congresswoman, and an alternate judge on the Supreme Electoral Tribunal.
LATIN AMERICA

Panama

The Government of Panama does not practice discrimination in the employment of men and women. Many women hold high-level government positions, and in the past there have been women cabinet ministers. Political patronage, however, still plays an important role in the selection of government personnel. In the process of being implemented among the various government ministries and agencies is a career service, the provisions of which do not discriminate between the sexes. In fact, over one-half of the government employees are women, mostly teachers.

Paraguay

Legally, qualified women have access to all public employment. In practice women occupy positions of secondary importance in the government; very few become section chiefs, and only two have reached the level of legal adviser to the government. In the judicial branch the highest position occupied by a woman is that of counsel for poor prisoners. There are no women judges, assistants to judges, nor assistant attorneys. In education women may become full professors, but there are as yet no women deans of faculties.

Uruguay

The basic Uruguayan civil service law, Estatuto del Funcionario, Decree Law No. 10,388 of February 13, 1943, makes no distinction between sexes in eligibility requirements for public service. The same competitive examinations apply to similar job categories regardless of sex. There is no salary differential on the basis of sex. Nevertheless, few women attain higher positions in the public service. There are reportedly 10 women in the career foreign service, all in consular positions. Although no figures were available, observation indicated a large number of clerical positions in government offices and autonomous government agencies filled by women.
Afghanistan

At the present time there are very few women in the Afghan labor force, aside from a limited number of domestics, midwives, practical nurses, and teachers. The Afghan Government has taken the lead in employing women in clerical positions in various government agencies. Employment of women, especially in clerical positions, would be far greater except for the shortage of qualified personnel. Several government agencies are endeavoring to overcome shortages of qualified clerical help, both male and female, by offering clerical training courses and employment to those who successfully complete courses. It is understood that about half of the individuals attending these courses are women.

Women employees of the Afghan Government are accorded equal treatment with men in similar positions in regard to wages, hours of work, vacations, and other work regulations. Women do not, and are unlikely to, occupy important supervisory or executive positions within the government. This is due not only to the complete absence of women qualified to occupy these positions but also to Afghan social attitudes.

Ceylon

While many women hold responsible positions in professions and business, there is still some discrimination against women in government employment. Only two women have been appointed to the Ceylon foreign service, and women are not permitted to join the Ceylon civil service, members of which almost completely preempt the 150 top administrative posts in government service. There is also some discrimination against hiring women for lesser government jobs, such as stenography and typing, although this has been declining in recent years.

India

Employment policies and practices of the central government, according to a Ministry of Home Affairs official, are in accordance with constitutional provisions concerning equality of opportunity in public employment. No particular administrative regulations exist on equality of employment opportunities.
India--Continued

References to women employees in personnel regulations of the central government services concern only married women. Married women may not be appointed to the administrative service, which includes senior administrative officials of the Government of India, nor to the police service, which includes senior police officers. If a woman marries subsequent to appointment, she may be requested to resign if the efficiency of the service so requires. Of 701 recruits obtained through competitive examinations given by the administrative service during 1960-61, 21 or 3 percent were women. Of the 21 women appointed, 6 were married after their appointment; none were asked to resign on account of marriage.

A woman candidate is eligible for the foreign service only if she is unmarried or is a widow without dependents. If a woman candidate is selected, she is appointed on the express condition that she may be asked to resign from the service if she marries.

The large majority of government employees in India are men. This reflects traditional employment patterns and lack of educational opportunities for women, rather than discrimination. Even in clerical and stenographic positions there are very few women.

Jordan

The Jordanian civil service law contains a clause stating that its provisions apply equally to men and women. Despite this theoretical equality, however, there are only a few women in responsible positions in the Jordanian Government.

Nepal

The Civil Liberties Act of 1956, section 4, states: "Appointment to any post in the government shall be made by the government on the basis of qualification, and no discrimination shall be made against religion, race, caste, color, and sex."

This, however, does not limit the government's right to make special provisions for any special class, because section
Nepal--Continued

5 states that, irrespective of clause 4, the government shall have the right to make special provisions for women, children, and any underprivileged citizens.

Pakistan

Cultural traditions in Pakistan inhibit mixing of the sexes; consequently very few women are employed in government service. Women are employed largely in the fields of education, health, and social welfare; thus generally women are taught and treated by women. Other equally secluded occupations for women in government service include jobs as telephone operators.
Canada

Women in Canada are equally eligible with men for appointment to the civil service except that positions such as light-keeper, security guard, firefighter, mail handler, and some printing trades positions are generally restricted to men. The factors determining what positions should be restricted to men are: degree of physical hardship related to the performance of duties; physical hardship related to the geographical location of the position; and working, living, or traveling arrangements suitable for only one of the sexes.

The marriage of a woman is no bar to her appointment in the civil service nor to continuation in employment of the civil service.

Civil service positions are classified according to the job content and qualifications required of the incumbent. The salary range is set without regard to the sex of the incumbent.

Approximately 27 percent of civil service employees are women. Very few women are in top senior positions, and only about 2 percent are in administrative and professional positions. The majority are in stenographic, clerical, and other positions related to office work. A large number are employed in federal hospitals.

United States

The policy of the United States Government provides for equal employment opportunities. The principle of equal pay for equal work for both men and women has long applied under the U.S. civil service job classification and merit system.

Women have responsible positions as department and agency officials and as members of commissions helping to determine government policy, also as directors and deputy directors of agencies or divisions within agencies responsible for carrying out major programs. However, women in higher level positions who determine policy or administer programs represent somewhat less than 1 percent of all women in white-collar positions.

About 78 percent of women white-collar workers employed in the Federal Government are in clerical and related jobs, with the largest numbers employed as clerk-typists, clerk-stenographers,
and secretaries; 8 percent hold jobs of semiprofessional, semiscientific, or semitechnical nature; and another 8 percent hold professional or scientific jobs requiring either a college degree or its equivalent. About 6 percent of federal blue-collar workers are women.

Following a recommendation of the President's Commission on the Status of Women, the President issued an executive order requiring agencies to give definitive reasons to the Civil Service Commission when specifically requesting a man or a woman to fill a job vacancy. It is expected that this will increase the number of women achieving high-level administrative and other positions. The percentage of requests for men only declined from 45.1 percent in the period November 13 to December 8, 1961, to 1.6 percent in the period February 4 to March 3, 1962.