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1998-0004-F[2]

FOIA Number:  
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# FOIA MARKER

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| <b>Record Group/Collection:</b>     | George H.W. Bush Presidential Records |
| <b>Collection/Office of Origin:</b> | Chief of Staff, White House Office of |
| <b>Series:</b>                      | Sununu, John, Files                   |
| <b>Subseries:</b>                   | Cabinet Agencies Files                |

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|--------------------------|-----------|
| <b>OA/ID Number:</b>     | 29189     |
| <b>Folder ID Number:</b> | 29189-004 |

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**Folder Title:**  
Martin (Labor) [1991]

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|---------------|-------------|-----------------|---------------|------------------|
| <b>Stack:</b> | <b>Row:</b> | <b>Section:</b> | <b>Shelf:</b> | <b>Position:</b> |
| <b>G</b>      | <b>15</b>   | <b>25</b>       | <b>6</b>      | <b>6</b>         |

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# Withdrawal/Redaction Sheet

## (George Bush Library)

| Doc. No. / Type      | Subject/Title                                                                                         | Date                | Restriction            | Classification |
|----------------------|-------------------------------------------------------------------------------------------------------|---------------------|------------------------|----------------|
| <del>01a. Memo</del> | <del>From Lynn Martin to John Sununu<br/>Re: Food Aid Distribution in the Soviet Union (1 pp.)</del>  | <del>11/29/91</del> | <del>(b)(1)</del>      |                |
| 01b. Paper           | Concept Paper: Food Aid Distribution in the Soviet Union (3 pp.)                                      | n.d.                | <del>(b)(1)</del>      |                |
| 02a. Note            | From Lynn Martin to John Sununu<br>Re: POTUS Trip to Japan [FOIA RESTRICTIONS<br>REDACTED] (1 pp.)    | 11/26/91            | <del>P-5, (b)(6)</del> |                |
| 02b. Paper           | From Lynn Martin to John Sununu<br>Re: Taxing Foreign Corporations (1 pp.)                            | n.d.                | <del>P-5</del>         |                |
| 03. Memo             | From Lynn Martin to John Sununu<br>Re: Pension Benefit Guaranty Corp: Chrysler Update (2 pp.)         | n.d.                | <del>P-5</del>         |                |
| 04. Memo             | From Lynn Martin to John Sununu<br>Re: Pension Benefit Guaranty Corp and Bankruptcy Issues (3<br>pp.) | 9/27/91             | <del>P-5</del>         |                |
| 05. Paper            | On Auto- and Home-Buyer Tax Credits (3 pp.)                                                           | n.d.                | <del>P-5</del>         |                |
| 06. Letter           | From Lynn Martin to POTUS<br>Re: Proposed Auto-Buyer Tax Credits (2 pp.)                              | 11/6/91             | <del>P-5</del>         |                |

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### Collection:

**Record Group:** Bush Presidential Records  
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**Series:** Sununu, John, Files  
**Subseries:** Cabinet Agencies Files  
**WHORM Cat.:**  
**File Location:** Martin (Labor) [1991]

**Pinksheet Number:** KO0846  
**OA/ID Number:** 29189-004  
**Date Closed:** 12/30/2004  
**FOIA/Sys Case #:** 1998-0004-F[2]  
**Re-review Case #:** 2005-0426-S  
**P-2/P-5 Review Case #:**



# Withdrawal/Redaction Sheet

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| Doc. No. / Type | Subject/Title                                                                                         | Date     | Restriction       | Classification |
|-----------------|-------------------------------------------------------------------------------------------------------|----------|-------------------|----------------|
| 07a. Letter     | From Lynn Martin to John Sununu<br>Re: Extended Benefits Revision (2 pp.)                             | 10/18/91 | <del>P-5</del>    |                |
| 07b. Paper      | Outline: Revised Extended Benefits Program Unemployment Insurance (2 pp.)                             | n.d.     | <del>P-5</del>    |                |
| 08. Letter      | From Lynn Martin to Dick Darman<br>Re: Economic Growth Package (2 pp.)                                | 10/18/91 | <del>P-5</del>    |                |
| 09. Letter      | From Lynn Martin to POTUS<br>Re: Domestic Policy Council Recommendations (1 pp.)                      | 9/24/91  | <del>P-5</del>    |                |
| 10. Letter      | From Lynn Martin to John Sununu<br>Re: Extended Benefits Program Unemployment Insurance (1 pp.)       | 9/27/91  | <del>P-5</del>    |                |
| 11. Report      | Model for Unemployment Insurance and Employment Service Revitalization (8 pp.)                        | 9/11/91  | <del>P-5</del>    |                |
| 12. Memo        | From Lynn Martin to John Sununu<br>Re: Heads Up on Glass Ceiling Initiative (3 pp.)                   | n.d.     | <del>P-5</del>    |                |
| 13a. Memo       | From Roger Porter to John Sununu<br>Re: Labor Technical Assistance for the USSR (1 pp.)               | 7/27/91  | <del>(b)(1)</del> |                |
| 13b. Memo       | From Lynn Martin to John Sununu<br>Re: Labor Technical Assistance in the USSR/Upcoming Summit (3 pp.) | 7/23/91  | <del>(b)(1)</del> |                |

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| 14. Memo        | From Lynn Martin to John Sununu<br>Re: Emergency Unemployment Bills (1 pp.)                                    | 7/26/91 | <del>P-5</del> |                |
| 15. Letter      | From James B. McRae, Jr. to Lynn Martin<br>Re: Support for General Aptitude Test Battery<br>(2 copies) (6 pp.) | n.d.    | <del>P-5</del> |                |
| 16. Memo        | From Lynn Martin to John Sununu<br>Re: Response to Threatened National Railroad Strike (4 pp.)                 | 4/11/91 | <del>P-5</del> |                |
| 17. Letter      | From Lynn Martin to John Sununu<br>Re: Labor Department's Role in Education Strategy (2 pp.)                   | 4/12/91 | <del>P-5</del> |                |

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SECRETARY OF LABOR  
WASHINGTON

AC/TM

November 29, 1991

THE CHIEF of STAFF  
has seen

MEMORANDUM FOR GOVERNOR SUNUNU

FROM: LYNN MARTIN

SUBJECT: Food Aid Distribution in the Soviet Union

Following up on our meeting on Tuesday with Lane Kirkland, attached is a brief concept paper on the subject of food aid distribution in the Soviet Union.

The paper discusses in greater detail the point Lane was making about corruption in current food distribution systems and suggests an alternative based on the Hoover Commission model of the 1920's.

Attachment

## Concept Paper

### Food Aid Distribution in the Soviet Union

There is a growing consensus that the United States should provide emergency food aid to the peoples of Russia and the other Soviet Republics. Widespread food shortages are now occurring in the cities of the Soviet Union - caused partly by a bad harvest, but exacerbated by the diversion of foodstuffs from cash (ruble) markets into the black market.

- o If it is to be effective, however, food aid must end up in the hands and mouths of those who really need it.

In considering any U.S. food aid program, it must be noted that existing "official" distribution systems for most goods - and especially food - are generally still controlled by the old Party system.

- o These systems are demonstrably inefficient at best, and are highly susceptible to diversions of the food to privileged nomenklatura or black market profiteers.

The design and implementation of an effective U.S. food aid distribution system in the Soviet Union today could learn much from the work of the American Relief Administration, which was headed by Herbert Hoover. The ARA distributed millions of tons of American food aid, and is generally credited with saving millions of lives in Russia during the famines of 1921-23. The success of this effort can be attributed to:

- Broad-based voluntary support within the United States;
- The use of Americans in the Soviet Union to supervise and control the distribution of contributions; and
- Locally-based, non-governmental organizations for final delivery of food to the needy.

Many of the U.S. private voluntary organizations which responded to Herbert Hoover's call could again form the foundation of the network - the Red Cross, the Friends Service Committee, Knights of Columbus, YWCA, YMCA, Council of Churches. There are also newer organizations, such as CARE and Operation Helping Hand, which can play a significant role in the operation of this program.

- o Several of these organizations are either now organizing assistance to Russia and the other Republics, and/or they have recent experience in dealing with the Soviet system by virtue of humanitarian relief efforts following the Armenian earthquake.



When the Russian poet, Maxim Gorky, appealed to the American people for food in 1921, Hoover set certain minimum conditions before his ARA (then a private organization) would begin feeding even starving children: ". . . full liberty to Americans to administer the relief, to travel without interference; the power to organize local committees; distribution on a nonpolitical basis. . . ." In his correspondence at the time, Hoover wrote:

"I have felt that the American people should themselves determine to whom their charity is to be expended without the intervention of foreign governments. . . ."

Given the systemic problems found in the Soviet Republics today, a widespread American presence - to direct and closely supervise the distribution of food aid - seems called for again.

- o American food aid supervisors should come from the private sector - including experts and volunteers from the trade union movement, community organizations, charities, and the business world.

These supervisors would serve - for a period of up to one year - as U.S. food aid administrators based in areas of acute need. They would work with counterpart democratic groups to set up a system of reliable local monitors and volunteers who could ensure the effective delivery and distribution of food aid. American administrators could assist in the opening and functioning of soup kitchens, lunch programs in schools and orphanages, and dietary supplement systems in hospitals. U.S. food aid administrators and their local counterpart organizations could also foster working relationships with the newly independent media, whose investigative reporting would serve to inhibit the misuse of food aid or its diversion to the black market.

- o Such U.S. supervisors would be most effective if linked with the fledgling - yet already existing - network of democratic and community-based organizations that have a record of commitment to the values of freedom in the various Soviet Republics.

The program would use the growing non-governmental sector in the Republics to act as guarantors of the effective use of aid by governmental institutions.

- o Some cities - notably Moscow and St Petersburg - are already under the jurisdiction of democratically elected and accountable mayors. Other cities have credible democratic city councils (e.g. Donetsk, Lviv, Kemerovo). In such locations food aid would be administered through local governments, with the supervision and oversight of independent democratic organizations such as trade unions (e.g. Independent Miners Union, Solidarity Trade Unions of



the Ukraine, Lviv Regional Federation of Trade Unions, Donetsk City Strike Committee), the Democratic Russia Movement, the Sakharov Society, and local chapters of the "Meloserdiye" Society.

- o There exist popular-supported, non-governmental organizations -- Airline Pilots Union, Air Traffic Controllers Union, the Church (the support and participation of Patriarch Alexis II could be assured) -- who could monitor and report on the distribution of food aid on a wider geographic basis.

In localities where the Party has maintained control of governmental structures, democratic organizations should be used as the local distributors of food aid. For example, the program could recruit American trade unionists and place them in regions where the democratic worker movement has a well-developed infrastructure, such as:

- In the mining towns of Dimitrov and Krasnoarmeysk in Eastern Ukraine, as well as in the Ukrainian city of Donetsk, the free trade union has expanded to include coal miners, textile workers, doctors and nurses; trade union leaders are well represented on the city council. Trade unions could effectively administer a food distribution system targeted to the most needy.
- Throughout the Russian Republic, food and medical aid could be channeled to hospitals, clinics and orphanages through someone like Deputy Health Care Minister Dr. Bella Antonivna Denisenko, a democratic activist who enjoys strong support from the trade union movement.

The AFL-CIO is prepared to provide a comprehensive list of individual contacts and reliable democratic organizations who could participate in distributing or monitoring a food aid program. Organizations such as Operation Helping Hand have begun to identify other accountable, democratic, non-governmental organizations to act as both distributors of food aid to end users and as guarantors of effective use of the aid by local government structures.

Finally, some consideration should be given to the role of the Soviet military in any U.S. food aid program. On the one hand, "A hungry army is more dangerous than a hungry city." Yet we must also recognize that the Soviet military, and in particular the officer corps, has long been a strong-hold of the Communist Party. A method should therefore be sought to target food aid to de-mobilized, probably unemployed, conscripts - again using organizations with a commitment to the ideals of freedom and democracy in the Soviet Union.

# Withdrawal/Redaction Sheet

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| Document No.<br>and Type | Subject/Title of Document                                                                          | Date     | Restriction             | Class. |
|--------------------------|----------------------------------------------------------------------------------------------------|----------|-------------------------|--------|
| 02a. Note                | From Lynn Martin to John Sununu<br>Re: POTUS Trip to Japan [FOIA RESTRICTIONS<br>REDACTED] (1 pp.) | 11/26/91 | <del>P/5</del> , (b)(6) |        |

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**Subseries:** Cabinet Agencies Files  
**WHORM Cat.:**  
**File Location:** Martin (Labor) [1991]

Open on Expiration of PRA  
 (Document Follows)  
 By JP (NLGB) on 10/28/05

|                               |                |                             |           |
|-------------------------------|----------------|-----------------------------|-----------|
| <b>Date Closed:</b>           | 12/30/2004     | <b>OA/ID Number:</b>        | 29189-004 |
| <b>FOIA/SYS Case #:</b>       | 1998-0004-F[2] | <b>Appeal Case #:</b>       |           |
| <b>Re-review Case #:</b>      | 2005-0426-S    | <b>Appeal Disposition:</b>  |           |
| <b>P-2/P-5 Review Case #:</b> |                | <b>Disposition Date:</b>    |           |
| <b>AR Case #:</b>             |                | <b>MR Case #:</b>           |           |
| <b>AR Disposition:</b>        |                | <b>MR Disposition:</b>      |           |
| <b>AR Disposition Date:</b>   |                | <b>MR Disposition Date:</b> |           |

### RESTRICTION CODES

#### Presidential Records Act - [44 U.S.C. 2204(a)]

P-1 National Security Classified Information [(a)(1) of the PRA]  
 P-2 Relating to the appointment to Federal office [(a)(2) of the PRA]  
 P-3 Release would violate a Federal statute [(a)(3) of the PRA]  
 P-4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]  
 P-5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]  
 P-6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Removed as a personal record misfile.

#### Freedom of Information Act - [5 U.S.C. 552(b)]

(b)(1) National security classified information [(b)(1) of the FOIA]  
 (b)(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]  
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 (b)(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]  
 (b)(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]  
 (b)(9) Release would disclose geological or geophysical information



SECRETARY OF LABOR  
WASHINGTON

November 26, 1991

The Honorable John Sununu  
Chief of Staff  
The White House  
Washington, DC 20500

THE CHIEF of STAFF  
has seen

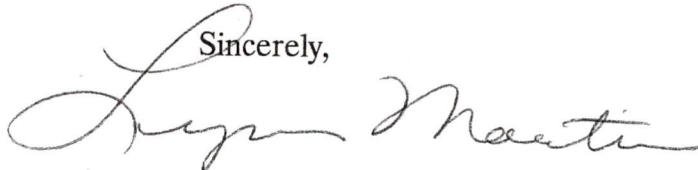
Dear John:

Two ideas not covered:

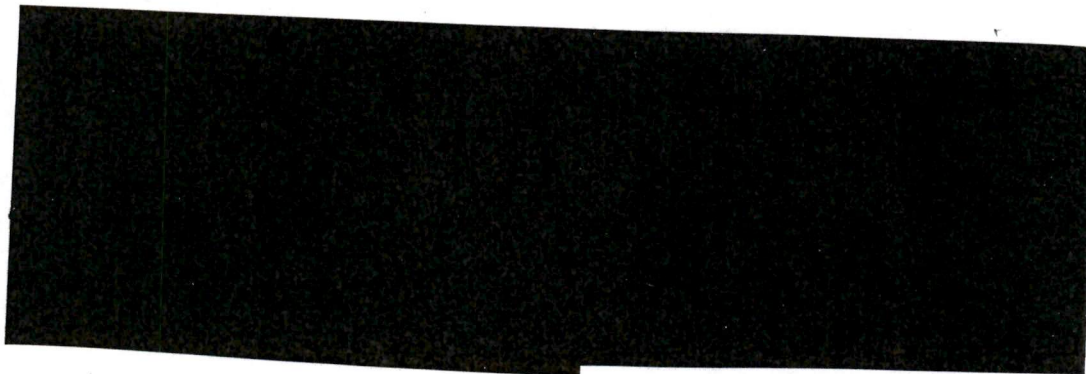
- 1) See attached.
- 2) If the President is going to Japan and jobs are the central theme as they should be, do you want me there for all or part of the time? Jobs are the mission of the Department of Labor; it would signal again the importance of the domestic side.

You will have our American Renewal paper next week; it will speak to the future and confront the fears.

Sincerely,



LYNN MARTIN



(b)(6)



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| Document No.<br>and Type | Subject/Title of Document                                                  | Date | Restriction    | Class. |
|--------------------------|----------------------------------------------------------------------------|------|----------------|--------|
| 02b. Paper               | From Lynn Martin to John Sununu<br>Re: Taxing Foreign Corporations (1 pp.) | n.d. | P <del>5</del> |        |

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Foreign corporations, according to IRS internal research, report significantly lower profits as a percent of net income than domestic corporations. The result is that those corporations avoid between \$10 billion and \$18 billion annually in Federal taxes, depending on estimates. The politics of this U.S. taxpayer subsidy aside [not insignificant], this is a good chunk of change to build an economic jump-start jobs package around.

This tax loss occurs because foreign parent corporations set high transfer prices in their dealings with their U.S. affiliates, thereby reducing the profits that are reported in America. Also, the affiliates are billed for expenses that are difficult for the IRS auditors to examine, further reducing their net income. So, while the money is there, getting it all won't be easy.

According to the IRS, domestic corporations reported \$238 billion of net income for 1987 on receipts of \$7.6 trillion -- a net income to receipts ratio of 3.1 percent. By contrast, foreign companies only reported \$5.6 billion of net income on receipts of \$686 billion -- a ratio of only 8/10 of one percent. In 1986, foreign controlled companies reported a net loss of \$1.5 billion on \$542 billion of receipts. These are the most up-to-date public numbers available.

Of course, companies that avoid federal taxes also avoid their state and local taxes.



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U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR  
WASHINGTON, D.C.

MEMORANDUM FOR GOVERNOR SUNUNU

THE CHIEF of STAFF  
has seen

FROM: LYNN MARTIN

SUBJECT: Pension Benefit Guaranty Corp: Chrysler Update

Background

The Pension Benefit Guaranty Corporation (PBGC) insures the \$1 trillion dollar defined benefit pension system with 40 million participants. If the corporate sponsor of an underfunded plan experiences severe financial difficulty, PBGC takes over responsibility for the plan. Although PBGC is funded from premiums paid by the insured companies, it could ultimately require a tax payer bail-out if the corporation continues to experience large losses. Chrysler represents one of the biggest potential losses.

Despite the recent equity issues of \$700 million, a multi-billion cost reduction program and sales of non-core assets, Chrysler faces a difficult future. Their pension plans are underfunded (using PBGC methodology) by \$8.7 billion. Their credit ratings are below investment grade which means that, beginning early next year, Chrysler will have great difficulty refinancing its \$24 billion finance subsidiary, CFC.

Chrysler's solution is to sell 25% of CFC which they hope will allow it to get higher ratings. To do so they need a "comfort letter" from PBGC releasing CFC from its joint and several liability for Chrysler's pensions. The alternative is to shrink CFC and pledge all of its remaining assets to keep it funded. This would mean our recoveries, if the plans terminate, could be much smaller than if they terminated now.

Negotiations

Neither of the above approaches is attractive. Both alternatives produce much larger losses than if the plans terminated today. Chrysler argues that its chances of a future bankruptcy will increase if it cannot sell the CFC shares. Our investment bankers agree, but they also believe that, even with the sale, there is a reasonable chance of a future Chrysler problem.

In the negotiations we have tried to receive protection for the pensions to compensate for the break-up of the controlled group. Our target is to achieve protection at a level above what our recoveries might be in the next down cycle under the "shrinkage" scenario. We are asking for \$1.25 billion above the minimum funding required by law backed by security. Chrysler is up to \$750 million. In a major break-through Chrysler has offered some security, (a second, "springing" lien on all assets) but we have asked for a stronger commitment (first, "springing" lien on CFC stock) which they rejected yesterday. Our investment bankers and lawyers are reviewing a way to strengthen their security proposal.

Chrysler is again making noises that we are being unreasonable and may start another Washington round. PBGC has a meeting scheduled with Steve Miller, Chrysler's Vice Chairman, on November 21.



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| <b>Re-review Case #:</b>      | 2005-0426-S    | <b>Appeal Disposition:</b>  |           |
| <b>P-2/P-5 Review Case #:</b> |                | <b>Disposition Date:</b>    |           |
| <b>AR Case #:</b>             |                | <b>MR Case #:</b>           |           |
| <b>AR Disposition:</b>        |                | <b>MR Disposition:</b>      |           |
| <b>AR Disposition Date:</b>   |                | <b>MR Disposition Date:</b> |           |

### RESTRICTION CODES

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SECRETARY OF LABOR  
WASHINGTON

September 27, 1991

THE CHIEF of STAFF  
has seen and  
shared Darman

MEMORANDUM FOR GOVERNOR SUNUNU

FROM: LYNN MARTIN *Lu*

SUBJECT: Pension Benefit Guaranty Corporation  
(PBGC) and Bankruptcy Issues

Background

As the insurer of pension plans, PBGC is involved in many major bankruptcies, often as the largest creditor. PBGC asserts priority and unsecured claims against companies in bankruptcy under both the tax code and ERISA for missed contributions and for employer liability for pension underfunding. These claims were strengthened in 1986 and 1987, but they were not inserted into the Bankruptcy Code because of the Judiciary Committee's reluctance to open up the Code.

Problem

Because PBGC's priority claims are not in the Bankruptcy Code, bankrupt companies and their creditors have long argued that PBGC is only an unsecured creditor. In addition they argue that virtually all pension debt is pre-bankruptcy debt that cannot be paid off during bankruptcy, and therefore pensions do not need to be funded during bankruptcy. They also argue that the Bankruptcy Code trumps ERISA in determining the interest rate to be used in valuing PBGC's claims. Though PBGC has successfully met these challenges in court in the past, the recent adverse ruling by Judge Kevin Thomas Duffy in Federal District Court in New York in the LTV case on all these points is a setback with far-reaching impact.

Impact

The Duffy decision affects PBGC and pensioners in both the near and long-term. One of LTV's plans (J&L hourly) will run out of money November 30. If PBGC is forced to terminate this pension plan, the loss would add \$1.5 billion to PBGC's already \$2 billion deficit. Moreover, the ruling would allow other companies in bankruptcy to stop funding their pension plans and force PBGC under law to take over those plans when they run out of assets. The ruling also may cause PBGC to seek more involuntary terminations to prevent liabilities from ballooning and it may make distress terminations easier to obtain.



The absence of any priority claims in this ruling has already severely compromised PBGC's negotiating posture in the LTV and other cases such as Pan Am.

The attached chart illustrates the immediate effect of Judge Duffy's decision on PBGC's deficit. The new pessimistic case shows a \$16 billion deficit by the end of the decade. This chart, which is based on last year's forecast, does not incorporate the potential effect of more bankruptcies. If Judge Duffy's decision holds, PBGC's next baseline forecast incorporating fiscal 1991 experience is likely to project a \$7 to \$9 billion increase in the baseline deficit from the 1990 forecast. Unless significant changes to the program are enacted, this combination of billions of dollars of higher claims and insignificant recoveries means an ever-escalating PBGC premium or even eventual general revenue bailout.

Equally important, the Duffy ruling, if allowed to stand, will have severe impact on the retirees in the J&L plan. If PBGC must terminate this pension plan again, despite the Supreme Court's order restoring it to LTV, about 4,000 of the 26,000 retirees will lose up to 40 percent of their monthly pension checks, which may only be \$1,000 now.

### Strategy

DOL and PBGC are appealing the decision, but it is highly unlikely that an opinion will be rendered before the plan runs out of money. PBGC continues to negotiate with the other creditors to reach a comprehensive settlement. In addition, our strategy has two prongs: (1) prevent loss to LTV retirees and PBGC of \$1.5 billion with emergency legislation that forces bankrupt companies to have six months of funding in their plans; and (2) introduce PBGC's comprehensive bankruptcy proposals.

The comprehensive proposals have cleared the Administration with the strong backing of the Justice Department. The Senate Judiciary Committee, after a hearing in July, appears willing to give them serious attention. We are beginning to search for sponsors. Companies with underfunded plans and bankruptcy lawyers will be the major opponents.

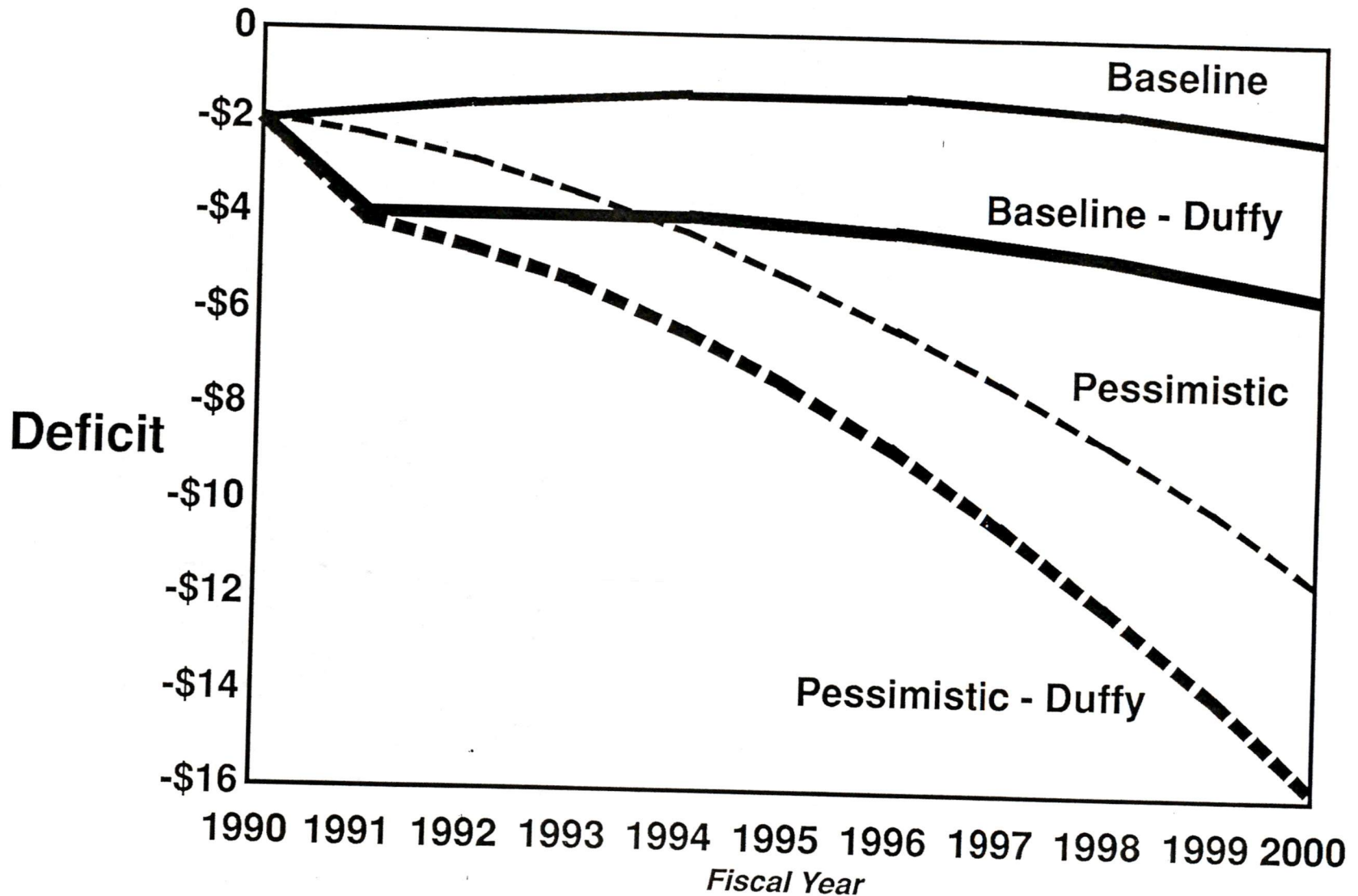
The emergency proposal has been cleared as well, and we are looking for members of both parties to introduce it. The House Steel Caucus has expressed strong interest in protecting the retirees and the other steel companies that view termination as an unfair government subsidy. Discussions are ongoing with the staff of three jurisdictional committees in both houses to gain further support. The opposition (LTV and their creditors) already have a major lobbying campaign effort underway.

### Attachment



# PBGC's 10-Year Forecast

(Dollars in billions)



# Withdrawal/Redaction Sheet

## (George Bush Library)

| Document No.<br>and Type | Subject/Title of Document                   | Date | Restriction   | Class. |
|--------------------------|---------------------------------------------|------|---------------|--------|
| 05. Paper                | On Auto- and Home-Buyer Tax Credits (3 pp.) | n.d. | <del>P5</del> |        |

**Collection:**

**Record Group:** Bush Presidential Records  
**Office:** Chief of Staff, White House Office of  
**Series:** Sununu, John, Files  
**Subseries:** Cabinet Agencies Files  
**WHORM Cat.:**  
**File Location:** Martin (Labor) [1991]

Open on Expiration of PRA  
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**New Automobile Tax Credit**  
(Foreign or Domestic)

Proposal: \$1,000 tax credit for new car and light truck purchases by consumers.

Budget Cost: \$8 billion on 5.8 million new cars and 2.3 million new light trucks. Extra economic growth reduces the direct budget cost by \$4.2 billion, leaving a net budget cost of \$3.8 billion.

Economic Impact: Adds \$13.9 billion to 1992 real GNP, or 0.3 percentage points to the growth rate for the year. Extra growth achieved through the multiplier effect of increased employment, income, and consumption. Auto industry has major linkages to other sectors of the economy, including glass, textiles, steel, finance and insurance, etc., which would also be stimulated. Increases combined car and light truck sales by 500,000 units.

Discussion: Helps a highly cyclical and currently severely depressed sector of the economy. In effect, provides new car buyers with a down-payment for a new vehicle which is clearly an obstacle to many potential transactions, and thereby helps to alleviate the credit crunch. Provides consumers with a boost to real income without giving money to business which would be less likely to undertake immediate investment. Improves domestic sales without imposition of import quotas, which would be potentially more costly. Pro environment and energy security since replacement vehicles likely to be less polluting and more fuel efficient. Stimulates high paying employment in motor vehicles and parts, which has lost 106,000 jobs since January 1989.

Comment: Proposal may be modified to eliminate fleet sales.

**New Automobile Tax Credit**  
(Domestically Produced Only)

Proposal: \$1,000 tax credit for new domestically produced car and light truck purchases by consumers.

Budget Impact: \$6 billion per year paid on 4.4 million new cars and 1.7 million new light trucks. Extra economic growth reduces the deficit by \$3.8 billion, leaving a net cost of \$2.2 billion.

Economic Impact: Adds \$13.0 billion to 1992 real GNP, or 0.3 percentage points to the growth rate for the year. Increases combined car and light truck sales by 420,000 units. Improves overall trade position by \$1 to \$2 billion.

Discussion: Shifts automobile consumption from imports to domestically produced. Helps a highly cyclical sector of the economy. Provides new car buyers with a down-payment for a new vehicle which is clearly an obstacle to many potential transactions. Provides consumers with a boost to real income without giving money to business which would be less likely to spend it immediately. Stimulates high paying employment in motor vehicles and parts, which has lost 106,000 jobs since January 1989. Specifications could be carefully crafted so as not to violate GATT.



**Home-Buyer Tax Credit**  
(Or First Time Home Buyer)

**Proposal:** \$2,000 per home-buyer tax credit for new or existing home purchases.

**Budget Cost:** \$6 billion in first full year. Extra economic growth reduces the direct budget cost by \$4 billion, leaving a net budget cost of \$2 billion.

**Economic Impact:** \$8.5 billion in added real GNP by end of first year. Extra growth achieved through multiplier effect of stronger employment, income, and consumption. Housing construction has important linkages to other sectors of the economy; for example, furniture and fixtures, lumber, glass and stone, textiles, and finance, insurance and real estate.

**Discussion:** Eligibility could be tailored to fine-tune the impact on the approximate 4 million annual home purchases, or to first-time home purchases. Compared to other tax cuts which rebate income to consumers, a tax credit for home purchases adds more to GNP since after-tax house prices fall and affordability improves, increasing the total volume of housing activity. Helps to alleviate the credit crunch by increasing affordability and borrower eligibility requirements. Provides an immediate economic boost, but is noninflationary because of idle capacity and underemployment. The tax credit is 20 percent of a minimum downpayment of \$10,000. House purchases by entry home-buyers would accelerate; typically younger households who often have difficulty in accumulating the large up-front home ownership costs. Initial spending will have little import leakage since houses and building materials are generally not imported. Improves housing affordability and could increase the percentage of Americans who own their home, which declined during the last decade. Stimulates the housing construction sector of the economy (increases housing starts by about 100,000), with key linkages to other sectors. Stimulates construction employment, which has declined by 594,000 or 11 percent since February 1990.

Dear John,

This is excellent.  
A fast look at  
what's happening.

THE CHIEF of STAFF  
has seen

Secretary of Labor

Wys

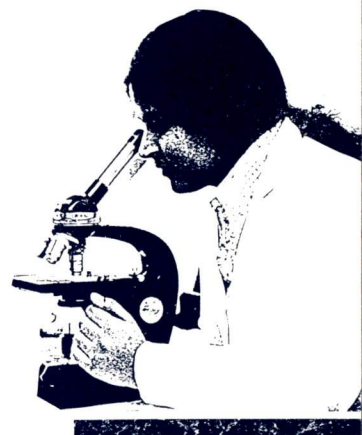


# Working Women: A Chartbook



U.S. Department of Labor  
Bureau of Labor Statistics  
August 1991

Bulletin 2385



# Working Women: A Chartbook

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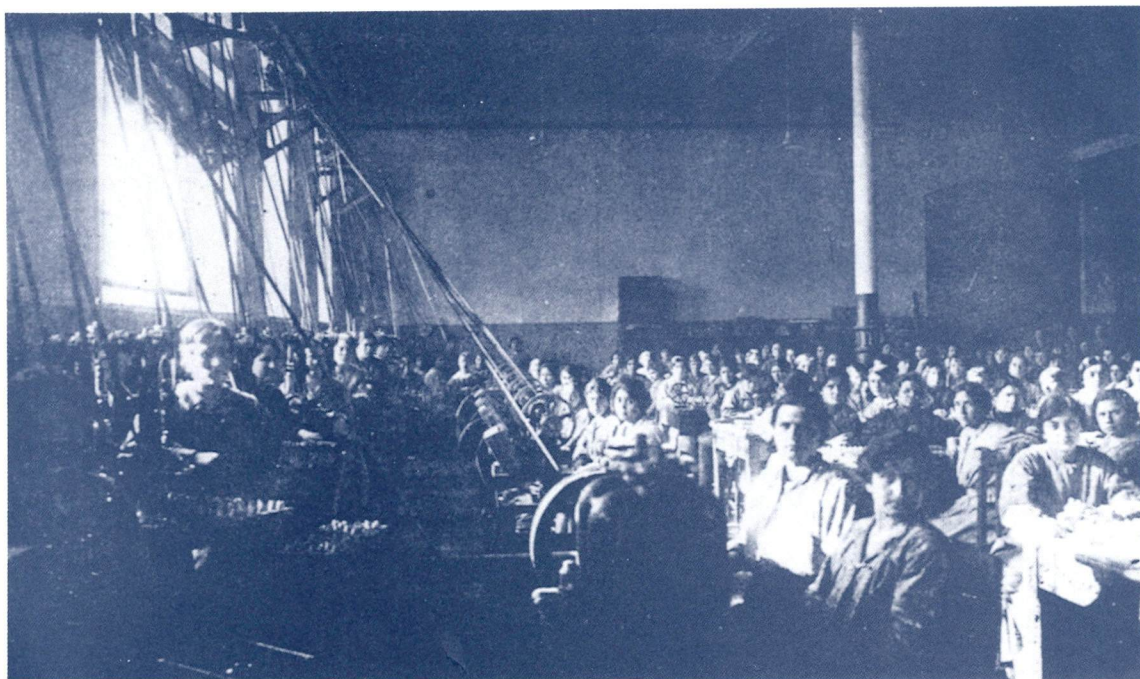
U.S. Department of Labor  
Lynn Martin, Secretary

Bureau of Labor Statistics  
Janet L. Norwood, Commissioner

August 1991

Bulletin 2385









## Foreword

Today, more women—and mothers—are in the labor force than ever before. Women make up significant proportions of workers in a broad and growing range of occupations and industries. They are staying in the labor force longer and are earning more than ever before.

As a primary source of data on women in the labor market, the Bureau of Labor Statistics has been tracking the profound changes in women's labor force participation for the past three decades. During this time, the Bureau has published many reports and introduced several new data series that have helped measure different aspects of women's labor force participation, the progress they have made, and the problems they face.

As the 20th century nears its end, it is appropriate to take stock of the status of working women. With pictures, words, and numbers, this chartbook summarizes the main characteristics of women in the labor market today and the changes that have occurred in the recent past. And, it provides us with a reference point from which we can observe and analyze the changes in the economic role of women that the approaching century is sure to bring.

**Janet L. Norwood**

Commissioner of Labor Statistics



## Preface

This chartbook presents an array of data on women in the labor force, highlighting their labor market status today and its changes over the past three decades. It is the latest of several databooks and chartbooks on women issued by the Bureau of Labor Statistics.

The chartbook is divided into four sections. The first summarizes the current labor market situation of women and the major trends in their labor force activity over the past 30 years. The second section examines the employment characteristics of women, including their occupational patterns and earnings. The third section focuses on unemployment, and the fourth provides a glimpse of the family dimension of their labor force participation.

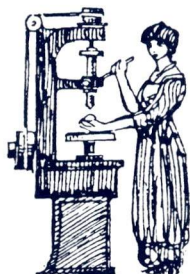
A special feature of this chartbook is that each chart has a companion table that can be found in appendix A. These tables were designed to supplement the information contained in the charts, helping to place them in a broader social and economic context. Appendix B provides information about the sources of the data for the charts and tables and definitions of basic labor force concepts. Appendix C lists several additional BLS sources on women.

This chartbook was prepared in the Division of Labor Force Statistics, Office of Employment and Unemployment Statistics, by Howard V. Hayghe and Stella W. Cromartie under the direction of Harvey R. Hamel. Valuable assistance was provided by the staffs of the Data Users and Publications Services Group and the Data Development Staff, also of the Office of Employment and Unemployment Statistics. Keith Tapscott of the Division of Production Services, Office of Publications, was responsible for the overall design of the publication.

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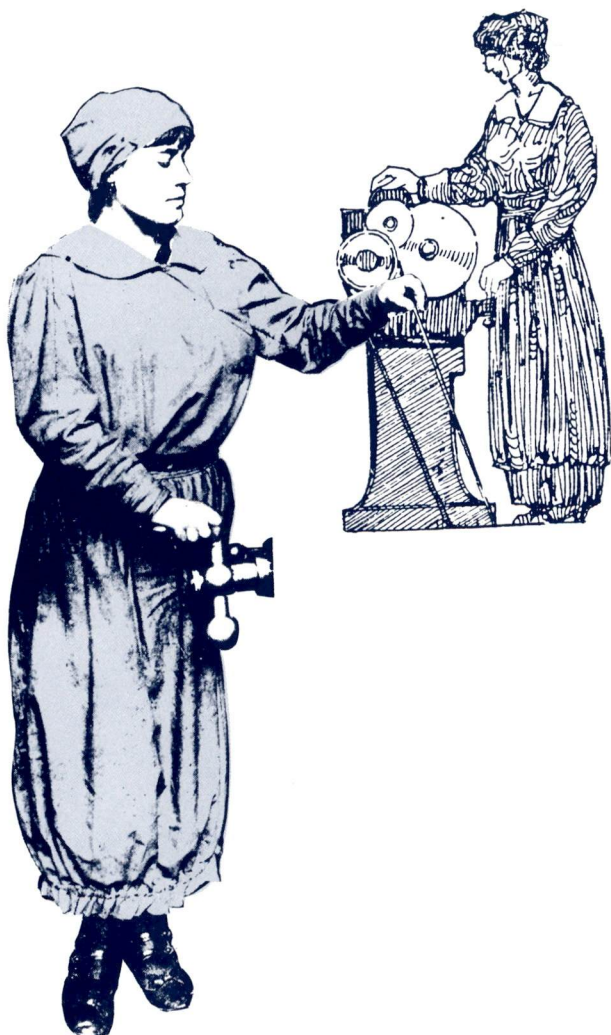


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## Section I: Overview and Trends

### Women play an important role in the labor market

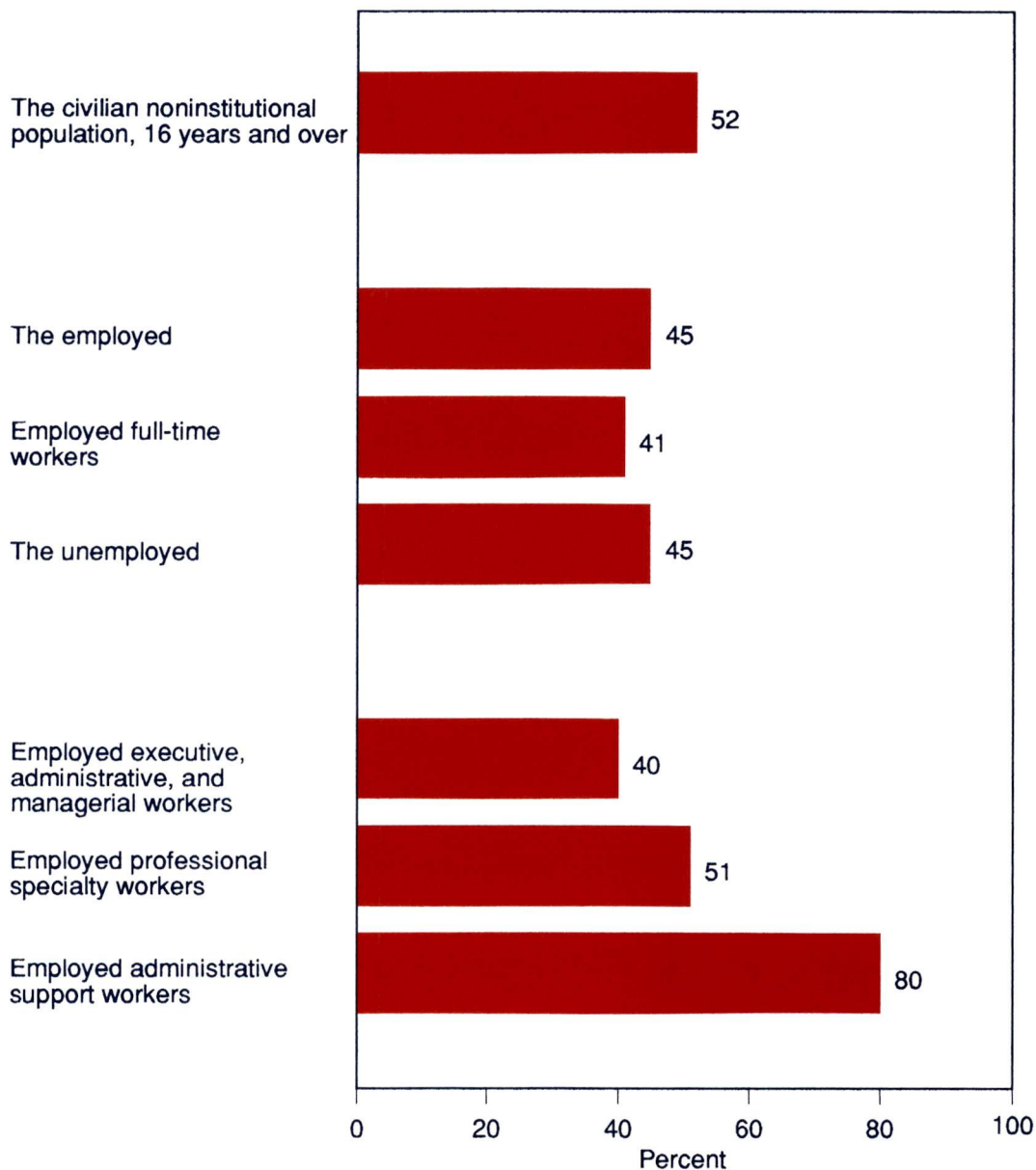
- Women accounted for 45 percent of both the employed and unemployed in the United States in 1990. Of all full-time workers—that is, persons who work 35 hours or more a week—41 percent are women.
- A little over half the workers in professional specialty occupations are women, as are 40 percent of those in managerial jobs.
- About 4 out of 5 workers in administrative support jobs (clerical, secretarial, etc.) are women.





**Chart 1.**  
**Selected labor force indicators**  
**for women, 1990 annual**  
**averages**

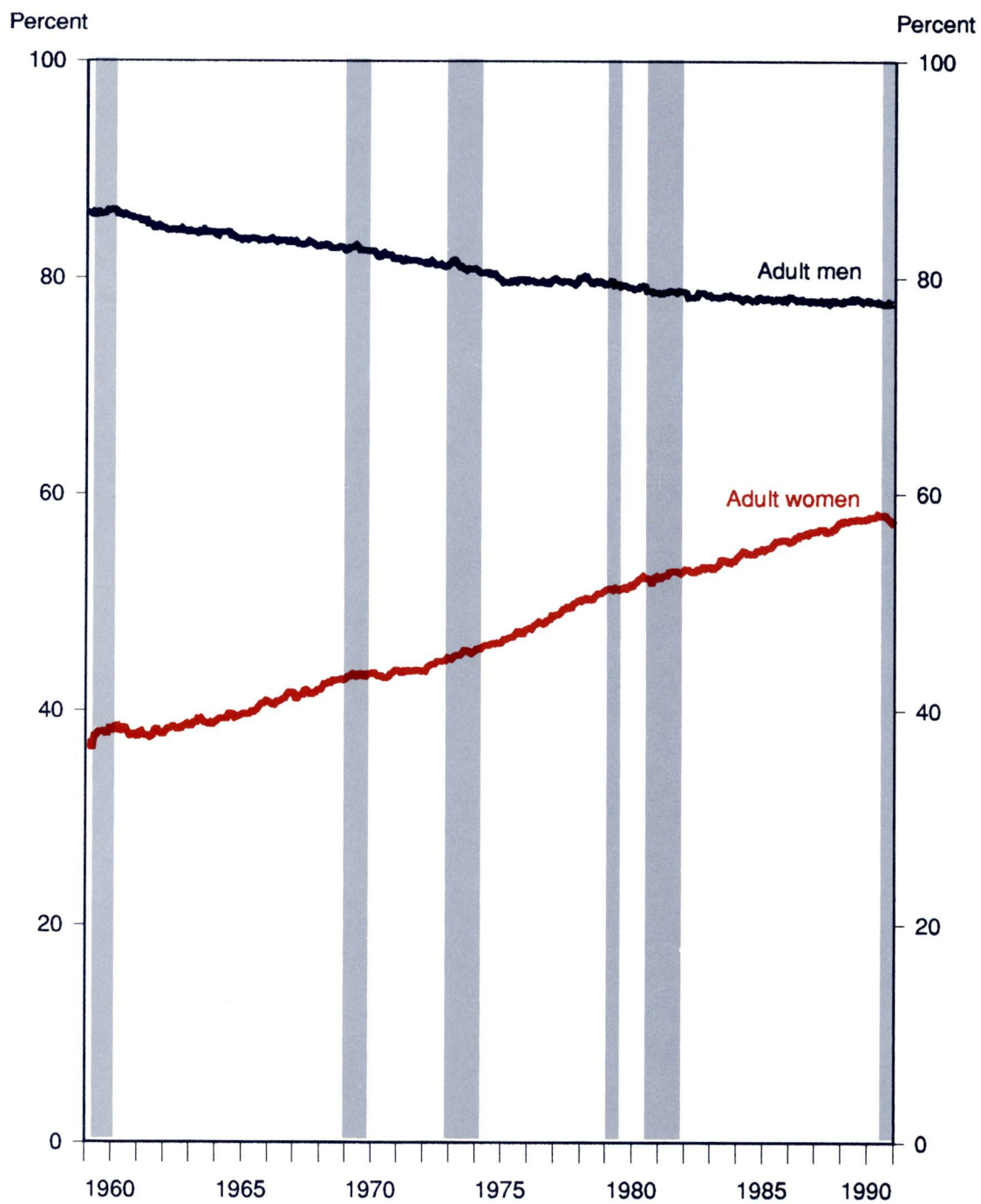
Women as a proportion of...



## **Adult women's labor force participation has risen dramatically**

- The proportion of adult women (20 years old and over) working or looking for work rose from about 38 percent in 1960 to nearly 60 percent in 1990. Over the same period, the participation rate for men, while remaining above that for women, has declined.
- As a result, the gap between adult men's and women's labor force participation rates has narrowed substantially. In 1960, there was a 46 percentage-point difference between the two groups; in 1990, it was just 20 points.
- During the 1980's, the number of adult women in the labor force grew by about 1.2 million a year, on average, as the post-World War II baby-boom generation completed its entry into the labor force. This rate of growth has slowed somewhat since mid-1990, partly because of the recent recession's effect on job opportunities. However, even after the current recession ends, it is anticipated that labor force growth among women will continue to be slower than in recent decades, because fewer will be entering the age groups where labor force participation is highest.

**Chart 2.**  
Labor force participation rates of  
adult women and men, seasonally  
adjusted, 1960-90



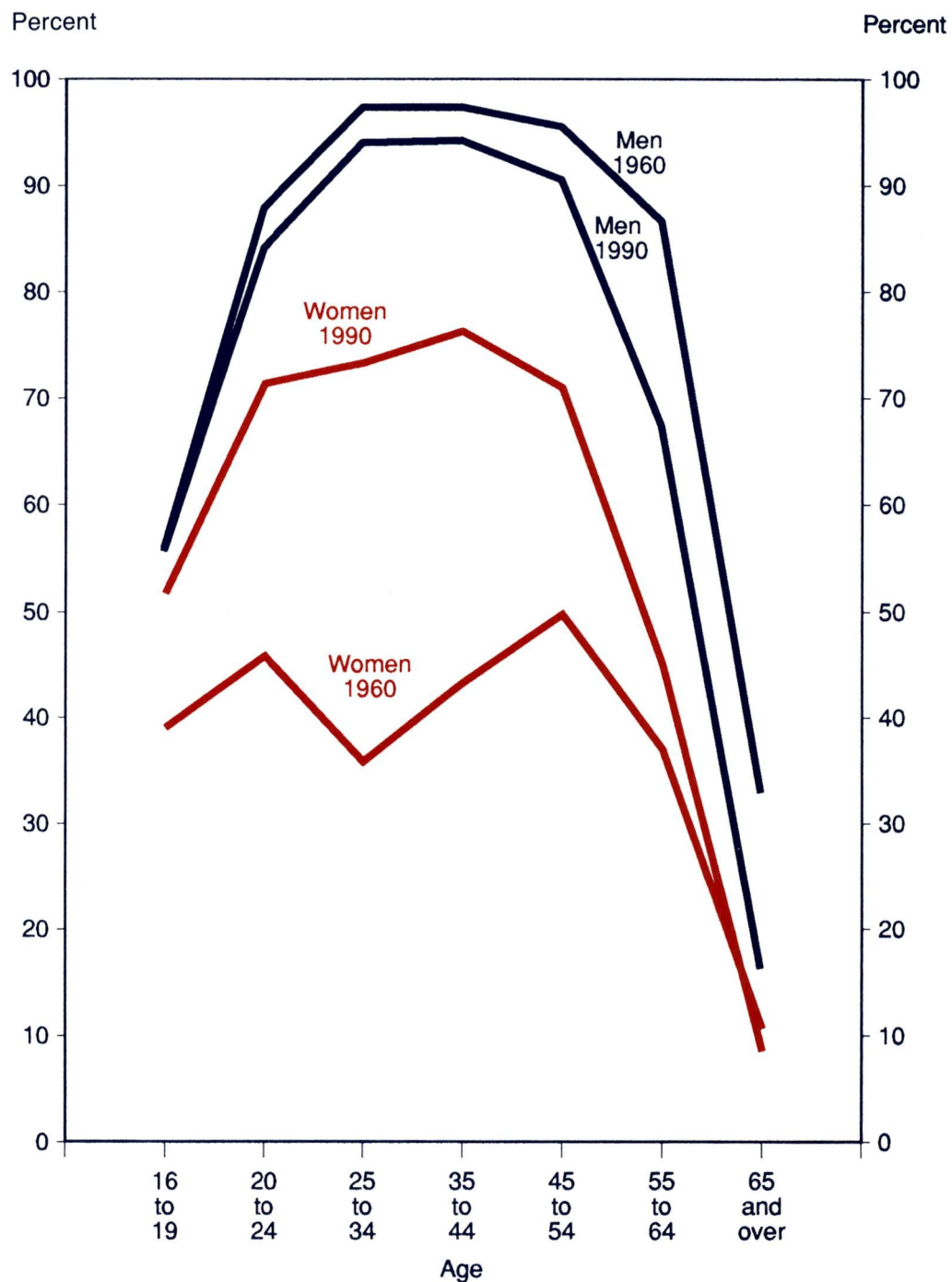
NOTE: Shaded areas represent recessions.



**The pattern of women's labor force participation rates by age is becoming more like men's**

- In 1960, the impact of marriage and motherhood on the labor force participation rates of women was strikingly evident. The participation rate reached its initial peak among women ages 20 to 24, dropped sharply for those 25 to 34, rose to a second, higher peak for women ages 45 to 54, and then gradually declined, assuming the classic letter-M shape.
- Reflecting the profound changes in women's roles that have taken place in our society, this pattern was no longer evident in 1990. Instead, women's labor force participation rate pattern has now come to resemble men's (an inverted letter U).

**Chart 3.**  
**Labor force participation rates of**  
**women and men by age, 1960**  
**and 1990 annual averages**

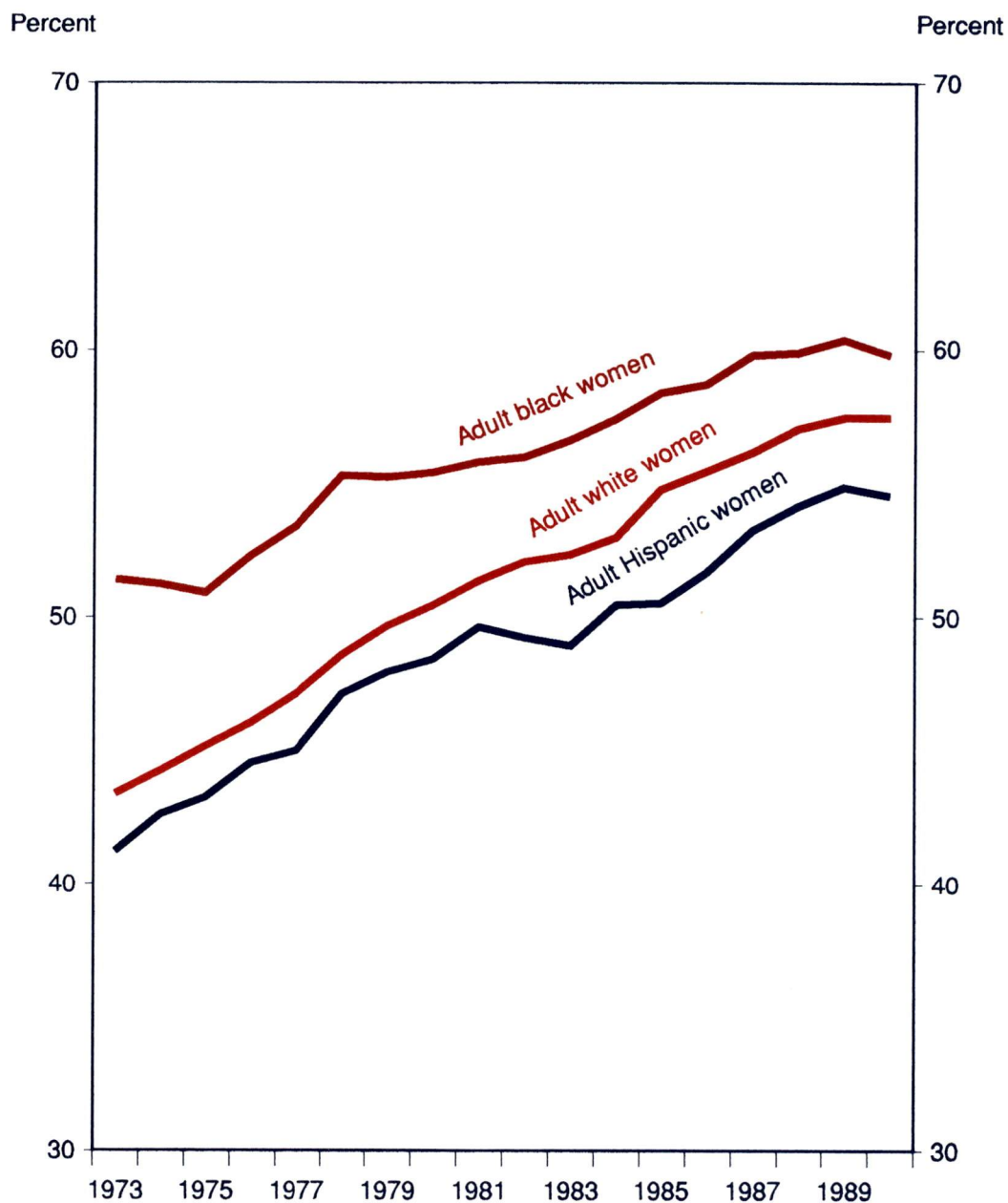


**White women are now almost as likely to be in the labor force as black women**

- Over the last two decades, the historical gap between the labor force participation rates for adult white women and black women nearly closed. In 1973, 44 percent of white women were labor force participants, compared with 52 percent of black women. By 1990, these proportions had grown to 58 and 60 percent, respectively.
- The labor force participation rate of Hispanic women also rose on a sustained basis during the 1970's and 1980's. However, they remain less likely than their white or black counterparts to be in the labor force.



**Chart 4.**  
Labor force participation rates of  
adult women by race and  
Hispanic origin, 1973-90  
annual averages

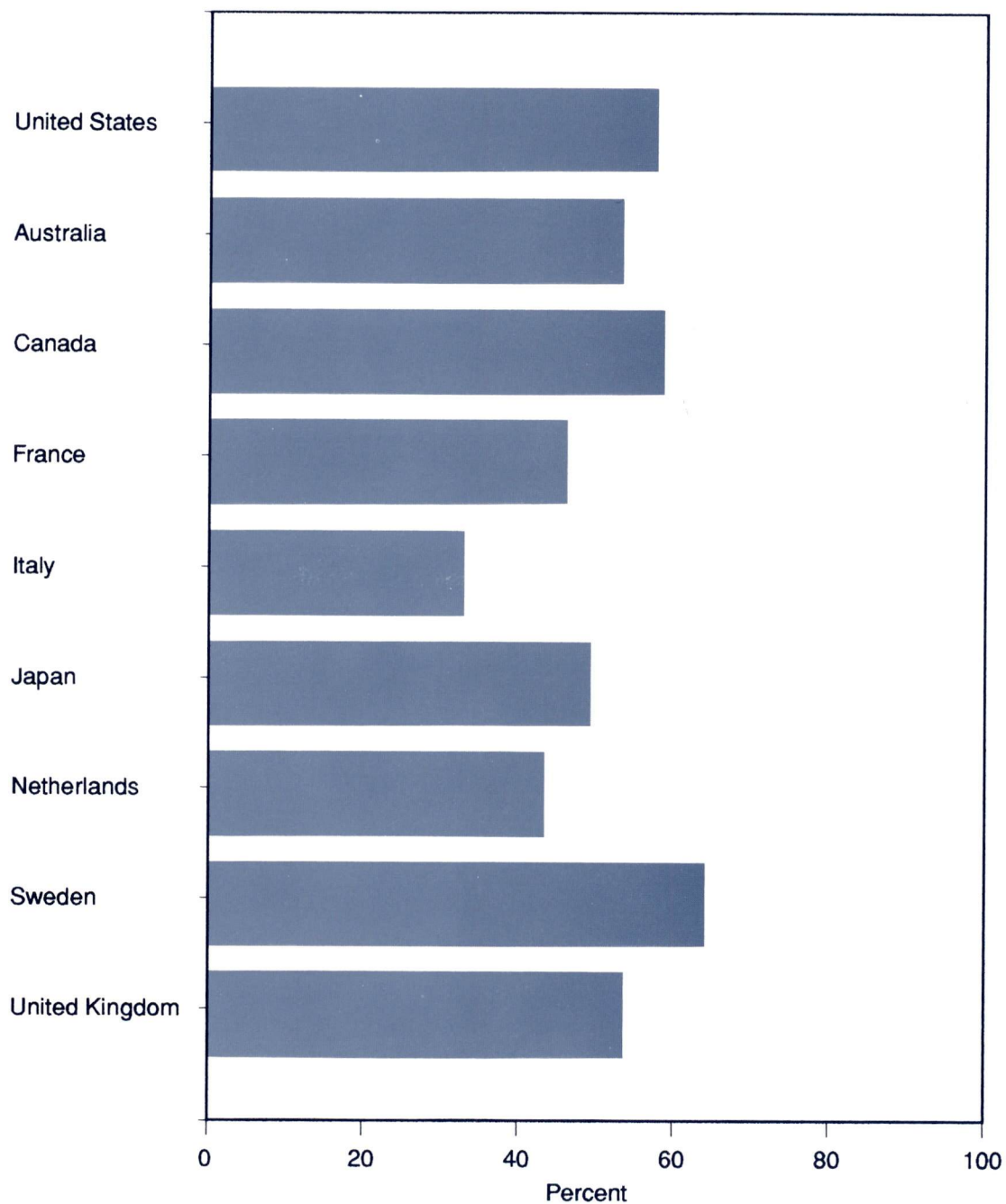




**American women are among the most likely to be labor force participants**

- In 1990, U.S. women ranked near the top among those in nine industrialized countries in the extent of their labor force participation; only Swedish and Canadian women were more likely to be in the labor force. Over the past two decades, the participation-rate gap between U.S. and Swedish women narrowed. During the same period, the rate for Canadian women grew rapidly and now surpasses that of U.S. women by a narrow margin.
- Other countries that have shown notable gains in women's labor force participation since 1970 include Australia, the United Kingdom, and the Netherlands.
- Only about 30 percent of Italian women were in the labor force in 1990, the smallest proportion of the nine countries for which data were available.

**Chart 5.**  
**Labor force participation rates of**  
**women in nine industrialized**  
**countries, 1990 annual averages**



NOTE: Data for the Netherlands are for 1988, the latest available.



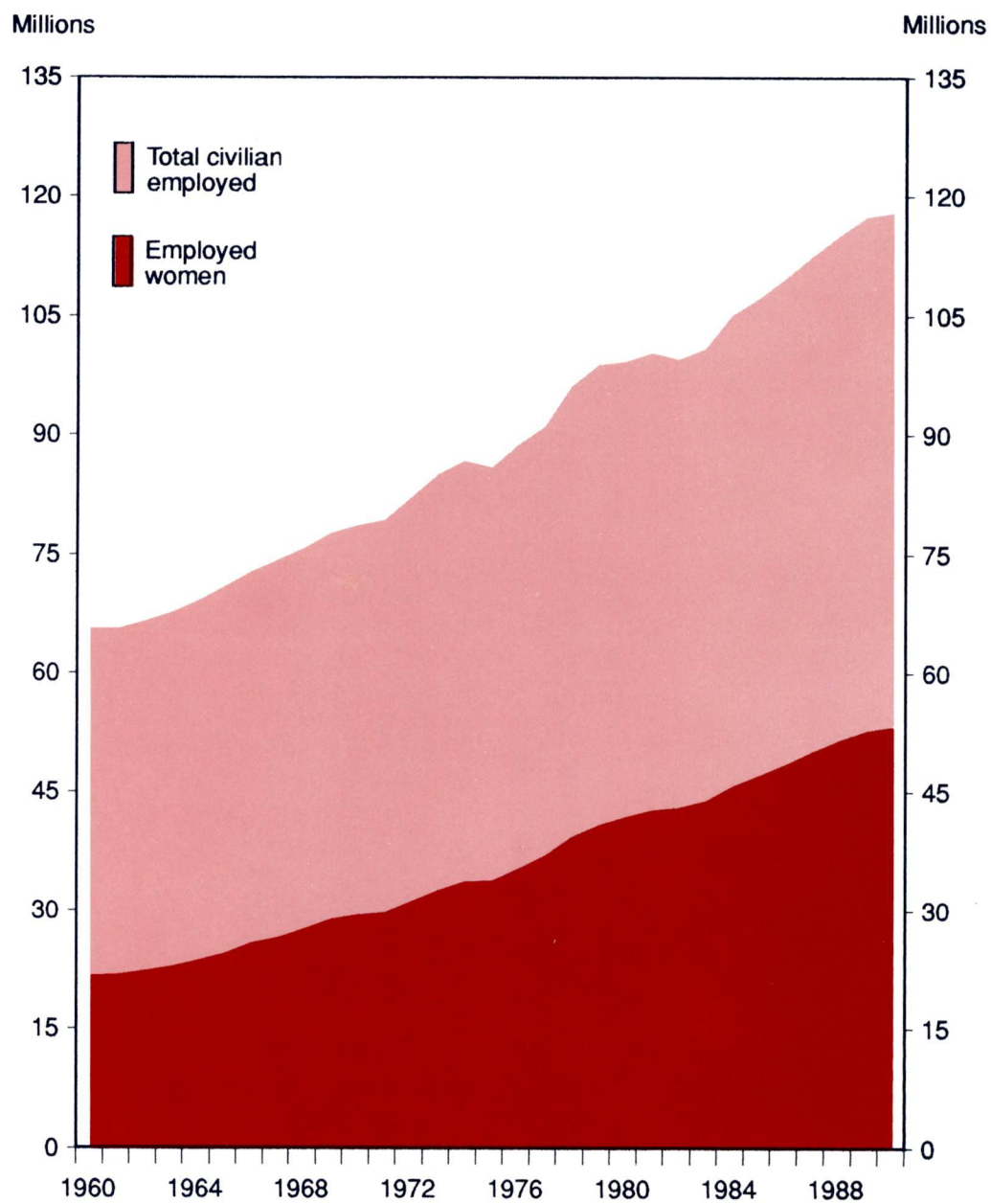
## Section II: Employment

**The number of employed women more than doubled over the past three decades**

- In the past three decades, the number of employed women more than doubled, rising from 21.9 million in 1960 to 53.5 million by 1990. They accounted for 60 percent of the total increase in employment over the period, as their share of employment grew from 33 to 45 percent.
- As the post-World War II baby-boom generation matured, the number of employed women ages 25 to 34 nearly quadrupled, rising from 3.9 million in 1960 to 15.1 million in 1990. Employment growth among women 35 to 44 years old was also substantial, from 5 million to 14 million.



**Chart 6.**  
**Employment growth among**  
**women and all civilian workers,**  
**1960-90 annual averages**

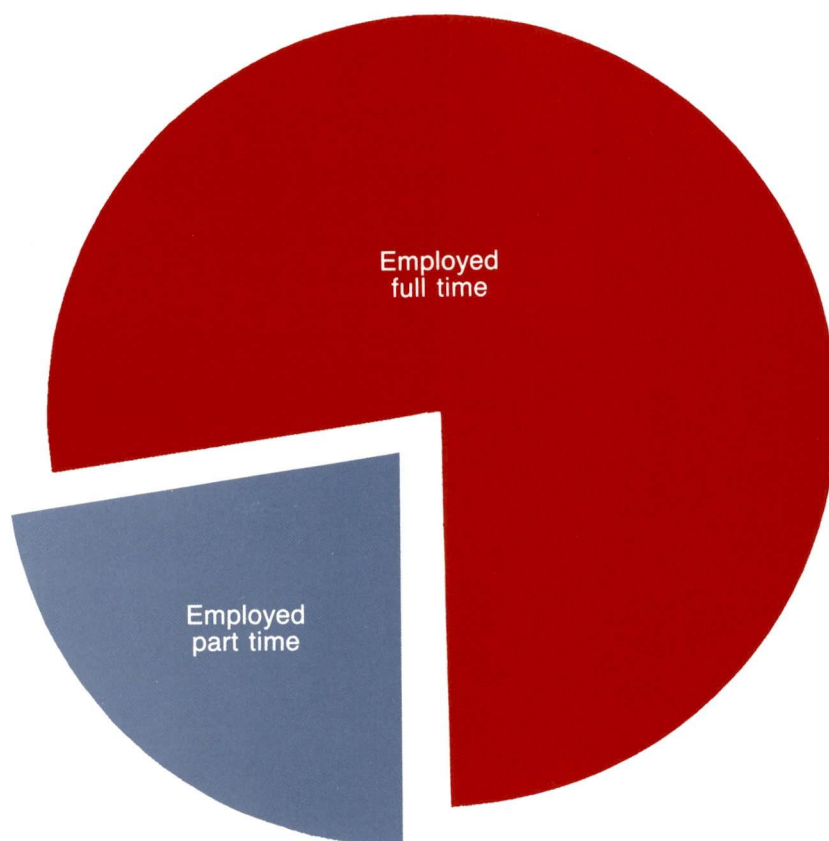


### Three out of four employed adult women work full time

- In 1990, 77 percent of employed adult women (20 years and over) worked full time, that is, 35 hours or more a week. Moreover, about 80 percent of those who were unemployed were looking for full-time jobs. Among adult men, 93 percent of the employed were full-time workers and an equal proportion of the unemployed were looking for full-time work.
- Although the proportion of adult women who were full-time workers has varied little over time, their number has nearly doubled since 1970.
- More and more, women are working all year at full-time jobs. Between 1970 and 1989—the latest year for which such data are available—the proportion of employed women who worked year round, full time, rose 10 percentage points to 51 percent.



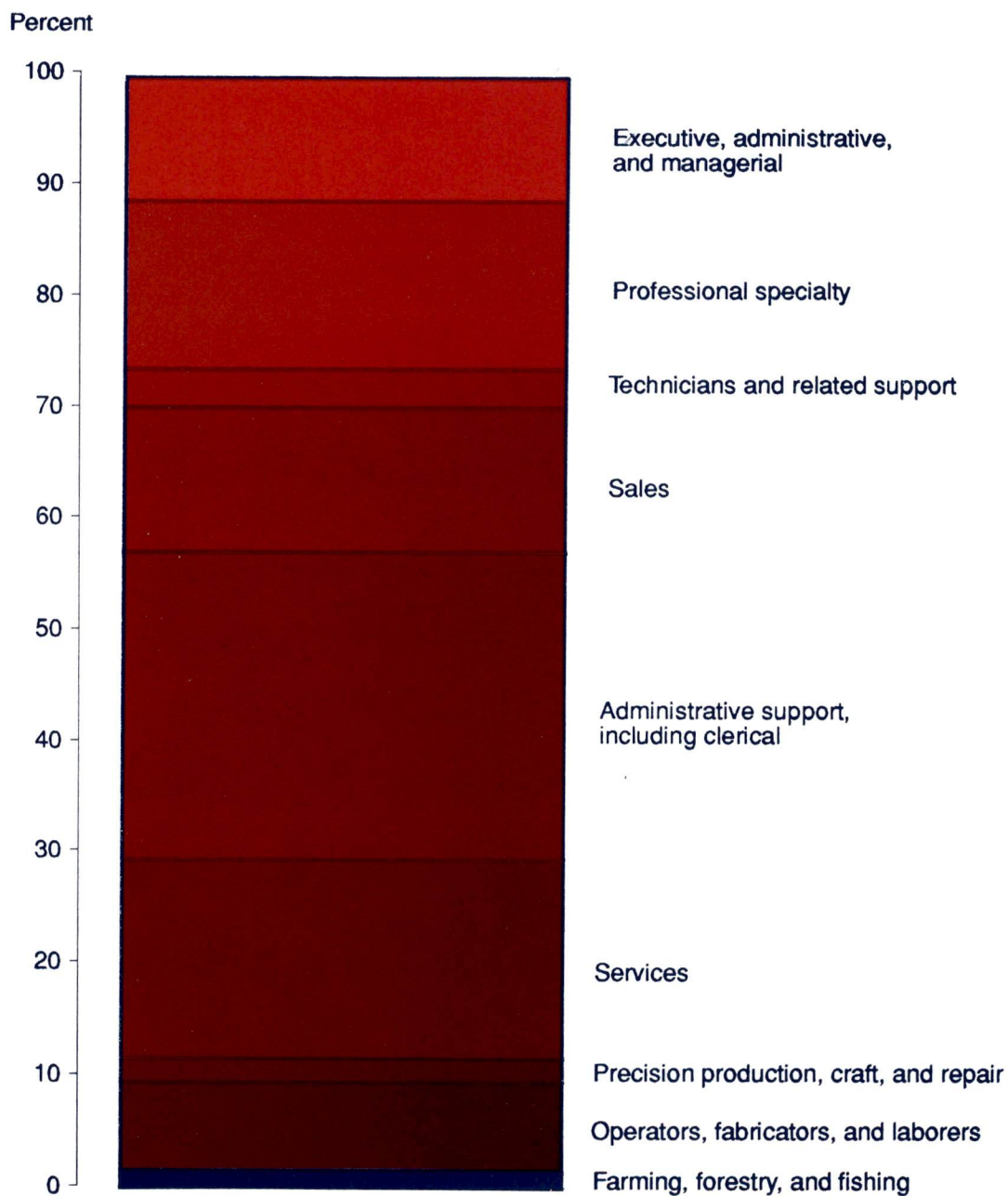
**Chart 7.**  
**Employed adult women by full-**  
**or part-time status, 1990 annual**  
**averages**



**Despite sharp growth in the number of women employed in professional occupations, significant proportions still work in clerical and service jobs.**

- In 1990, about 59 percent of employed women worked in just three broad occupational groups—sales, administrative support (clerical), and services. Eighteen years earlier, the proportion was 64 percent.
- Over the same period, women made important gains in managerial and professional occupations. The proportion working in executive, administrative, or managerial occupations increased from 5 percent in 1972 to 11 percent in 1990, while the proportion in professional specialty occupations rose from 12 to 15 percent.

**Chart 8.**  
**Occupational distribution of**  
**employed women, 1990 annual**  
**averages**

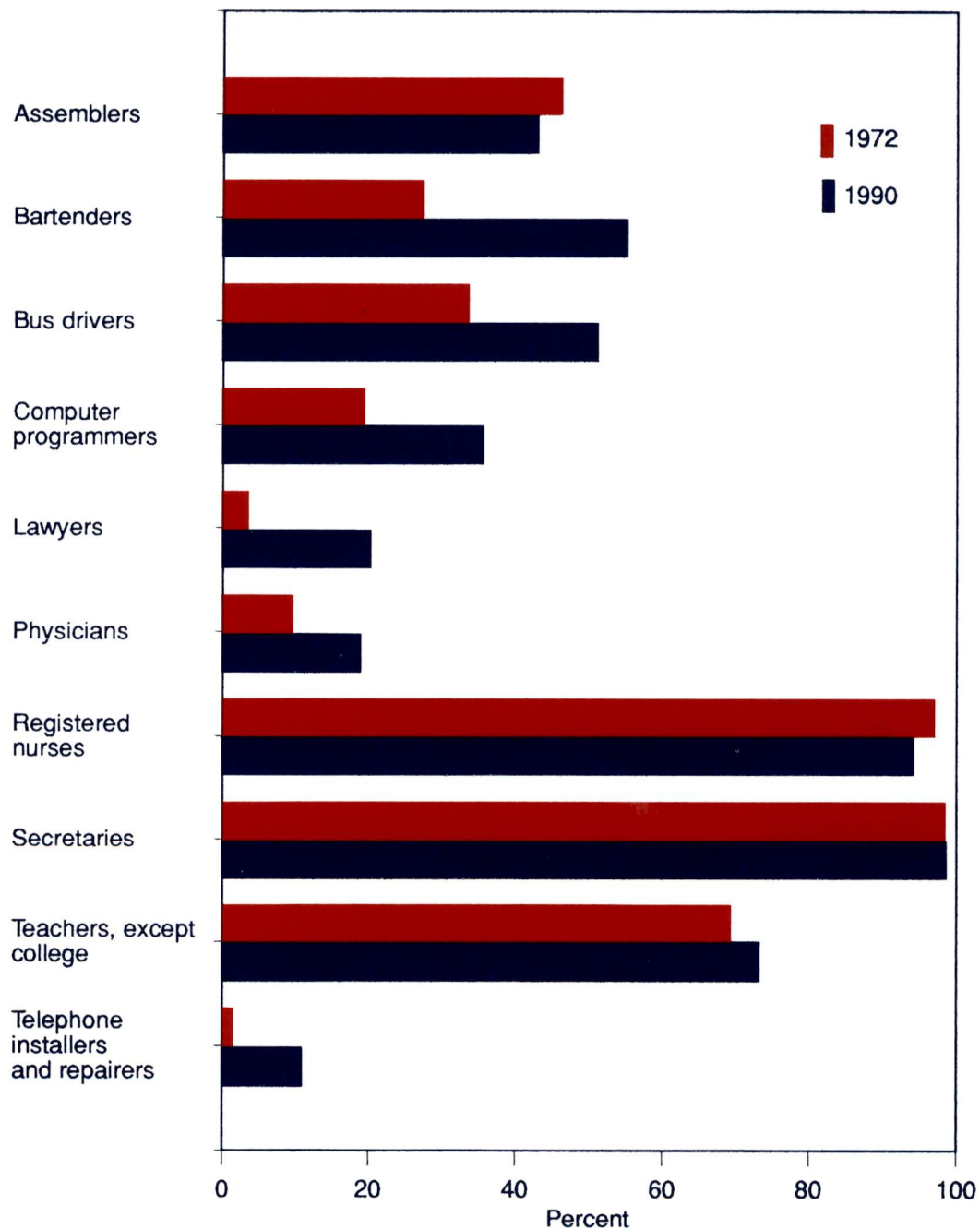




### **Women's share of employment is growing in many nontraditional occupations**

- Between 1972 and 1990, the proportion of lawyers who were women rose dramatically, from only 4 percent to 21 percent. In 1990, 19 percent of physicians were women, nearly double their 1972 proportion.
- Substantial gains in women's share of employment also occurred in other occupations where they had long been underrepresented. For instance, 56 percent of bartenders were women in 1990, double the proportion in 1972. Over the same period, their proportion of bus drivers increased from 34 to 52 percent.
- While women rapidly entered many occupations previously dominated by men, men did not enter the so-called traditional "women's" occupations in significant numbers. Thus, job categories such as nursing or secretarial work remained overwhelmingly female.

**Chart 9.**  
**Women as a proportion of total**  
**employed persons in selected**  
**occupations, 1972 and 1990**  
**annual averages**



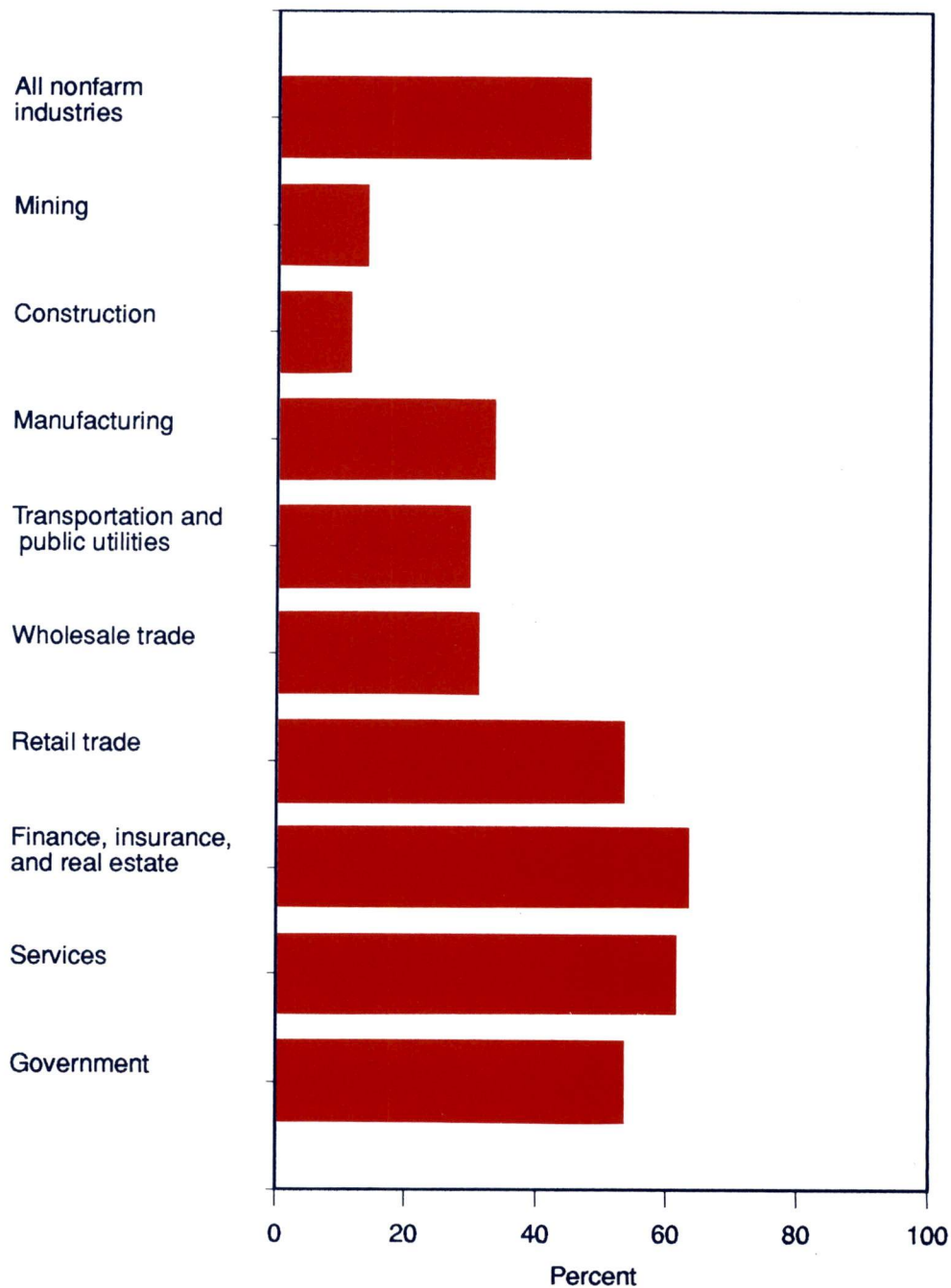


## **Women work in all sectors of the economy**

- Women make up the majority of employees in a broad range of major industry groups. For instance, a little over half the employees in retail trade and government are women, as are about three-fifths of those in finance, insurance, and real estate, and services.
- At the other end of the spectrum, women account for only 11 percent of the employees in construction and 14 percent of those in mining.
- Among specific industries, women account for about three-fourths of the workers employed in apparel and accessory stores and in hospitals and other health services.



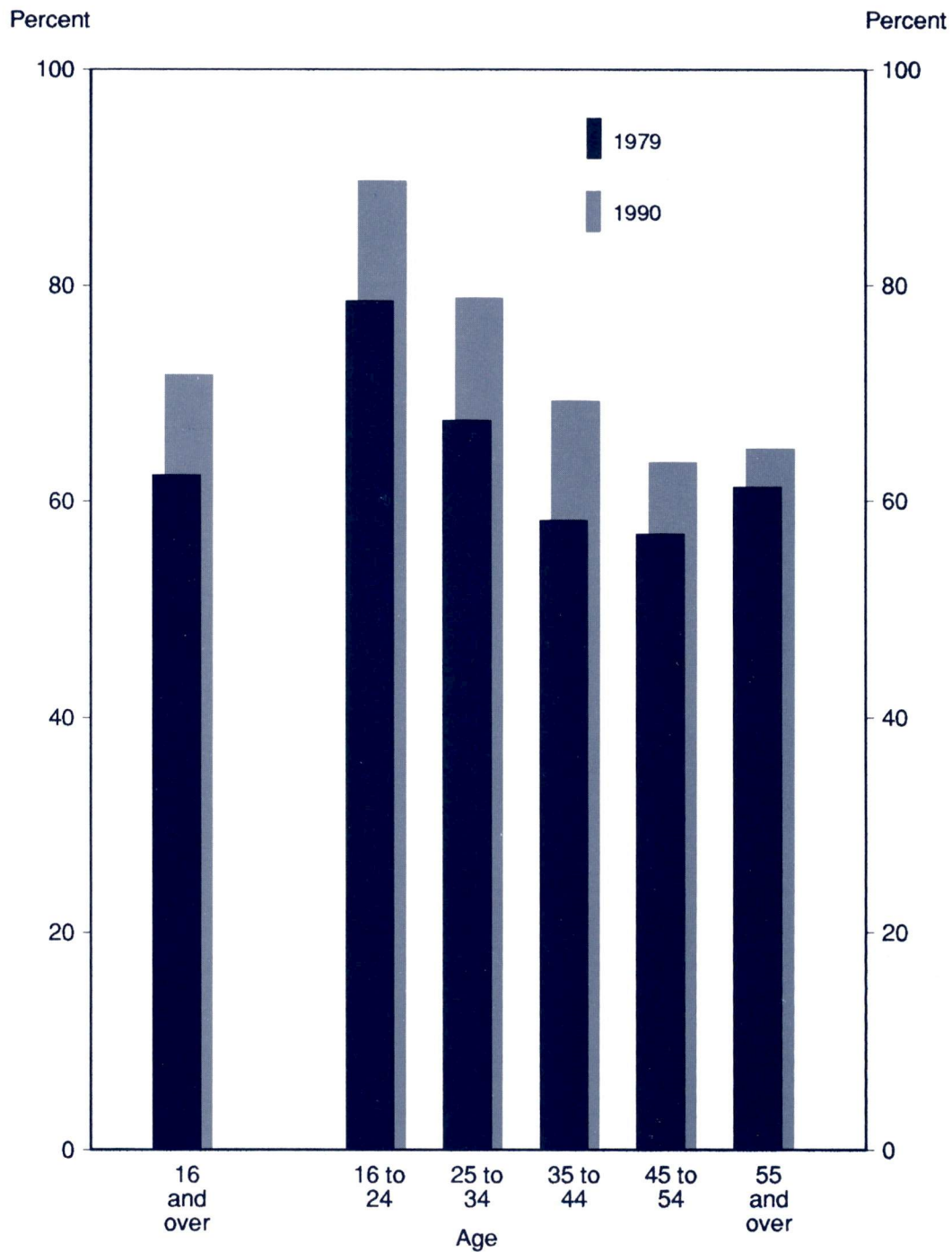
**Chart 10.**  
**Women as a proportion of wage**  
**and salary workers on nonfarm**  
**payrolls by industry, 1990 annual**  
**averages**



## **Women's weekly earnings now average 72 percent of men's**

- In 1979, women working full time in wage and salary jobs had median weekly earnings that were 63 percent of men's. By 1990, the ratio had risen to 72 percent.
- Increases in the women's-to-men's earnings ratio have occurred across all age groups but have been greatest for younger women. For example, in 1979, the ratio among 16- to 24-year-olds was 79 percent; by 1990, it had risen to 90 percent. For 25- to 34-year-old women, median earnings rose from 67 percent of men's to 79 percent.
- Studies have shown that the gap in women's-to-men's earnings is largely determined by differences in occupational employment. Differences in the years of work experience and the number of hours usually worked also contribute to the gap. Discrimination in labor market practices may also play a role, although it is very difficult to measure its specific effect on the overall earnings of large population groups.

**Chart 11.**  
**Ratio of women's-to-men's**  
**median weekly earnings for full-**  
**time wage and salary workers by**  
**age, 1979 and 1990 annual**  
**averages**

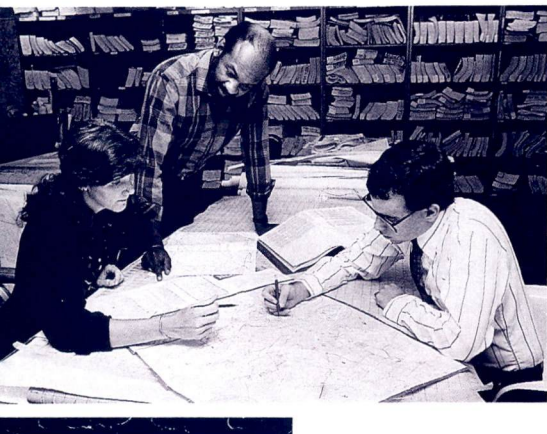




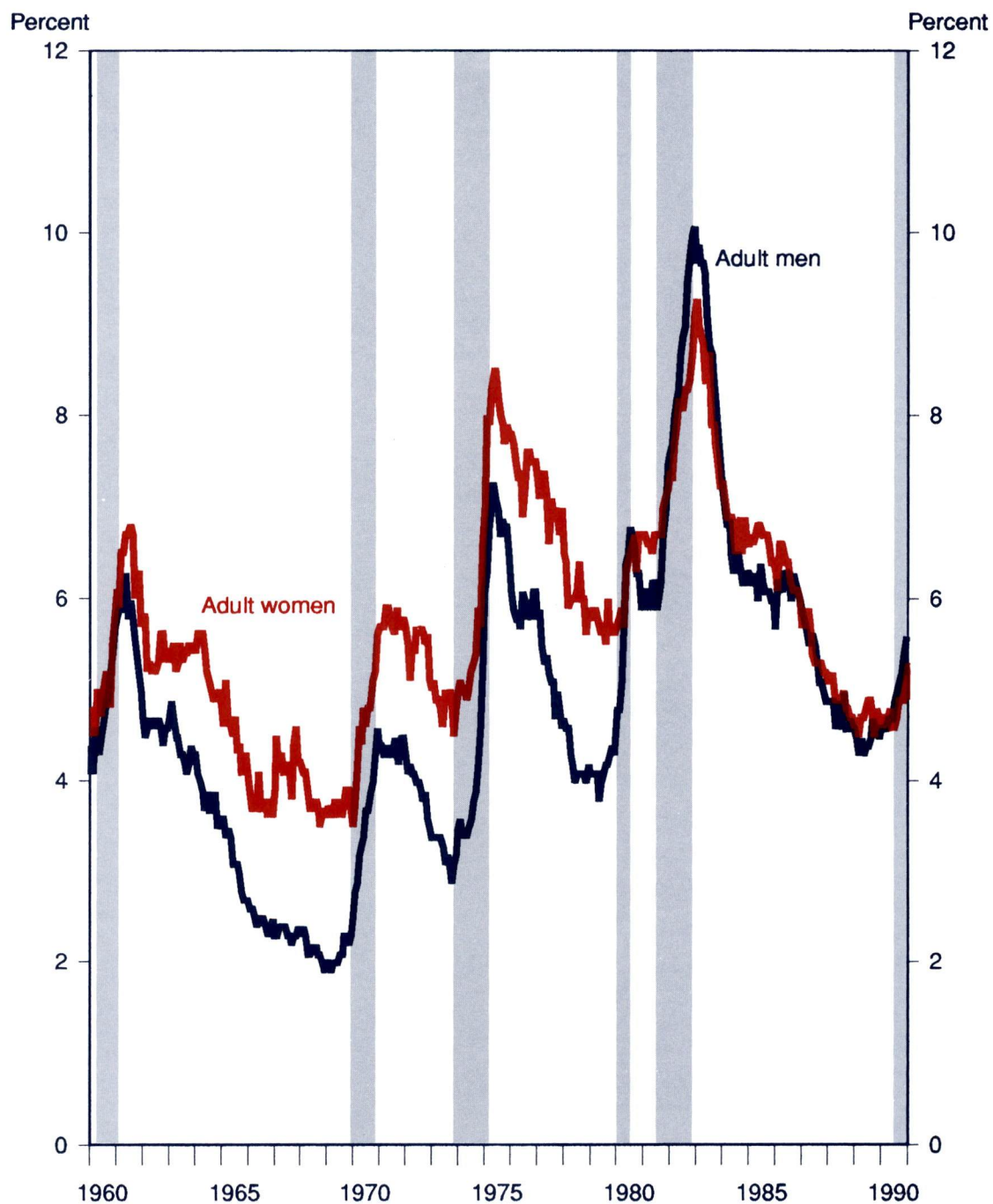
## Section III: Unemployment

**Unemployment rates for adult women and men are not very different**

- In the 1960's and 1970's, the unemployment rate for adult women (20 years and over) was typically higher than that for adult men. Over those two decades, that difference averaged 1.3 percentage points.
- During much of the 1980's, however, the jobless rates for adult men and women were much more similar, as women's labor market activity became less intermittent.
- The 1990-91 recession caused increased unemployment among both women and men, but the increase was sharper among men. In the first quarter of 1991, the unemployment rate for adult women was 5.5 percent, compared with 6.1 percent for adult men.



**Chart 12.**  
**Unemployment rates for adult**  
**women and men, seasonally**  
**adjusted, 1960-90**



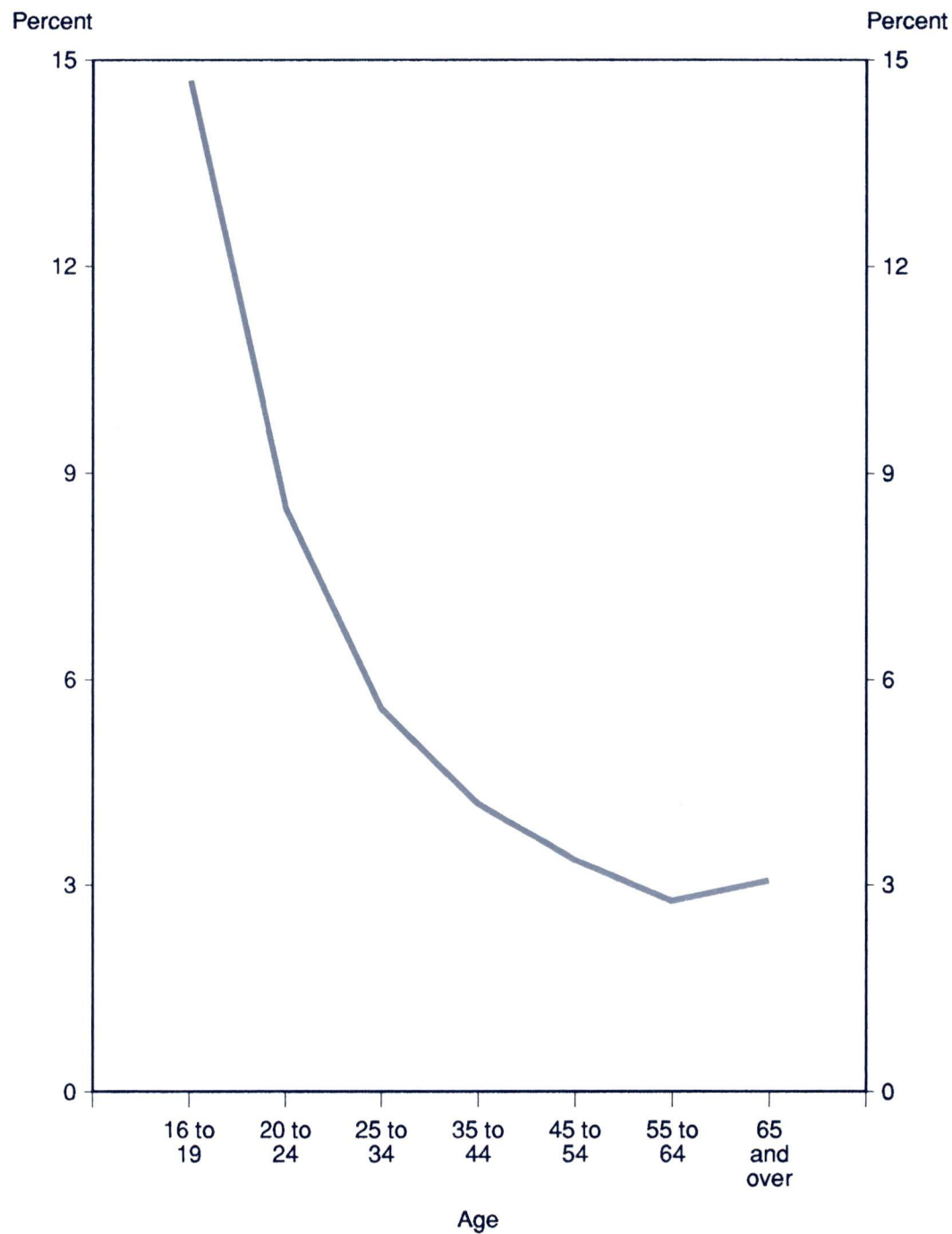
NOTE: Shaded areas represent recessions.

## Older women are less likely to be unemployed

- Teenagers and young adults are far more likely than older persons to be unemployed. In 1990, the unemployment rate for 16- to 19-year-old women was 14.7 percent, and for 20- to 24-year olds, it was 8.5 percent. In contrast, for more mature women, those 55 to 64 years old, the rate was just 2.8 percent.
- Differences in unemployment rates between women and men are most pronounced among teenagers, with the 1990 rate for teenage males 1.6 percentage points higher than for teenage females. The difference narrowed to only six-tenths of a percentage point among young adults, and for those in the central age group (25 to 54), jobless rates were the same.



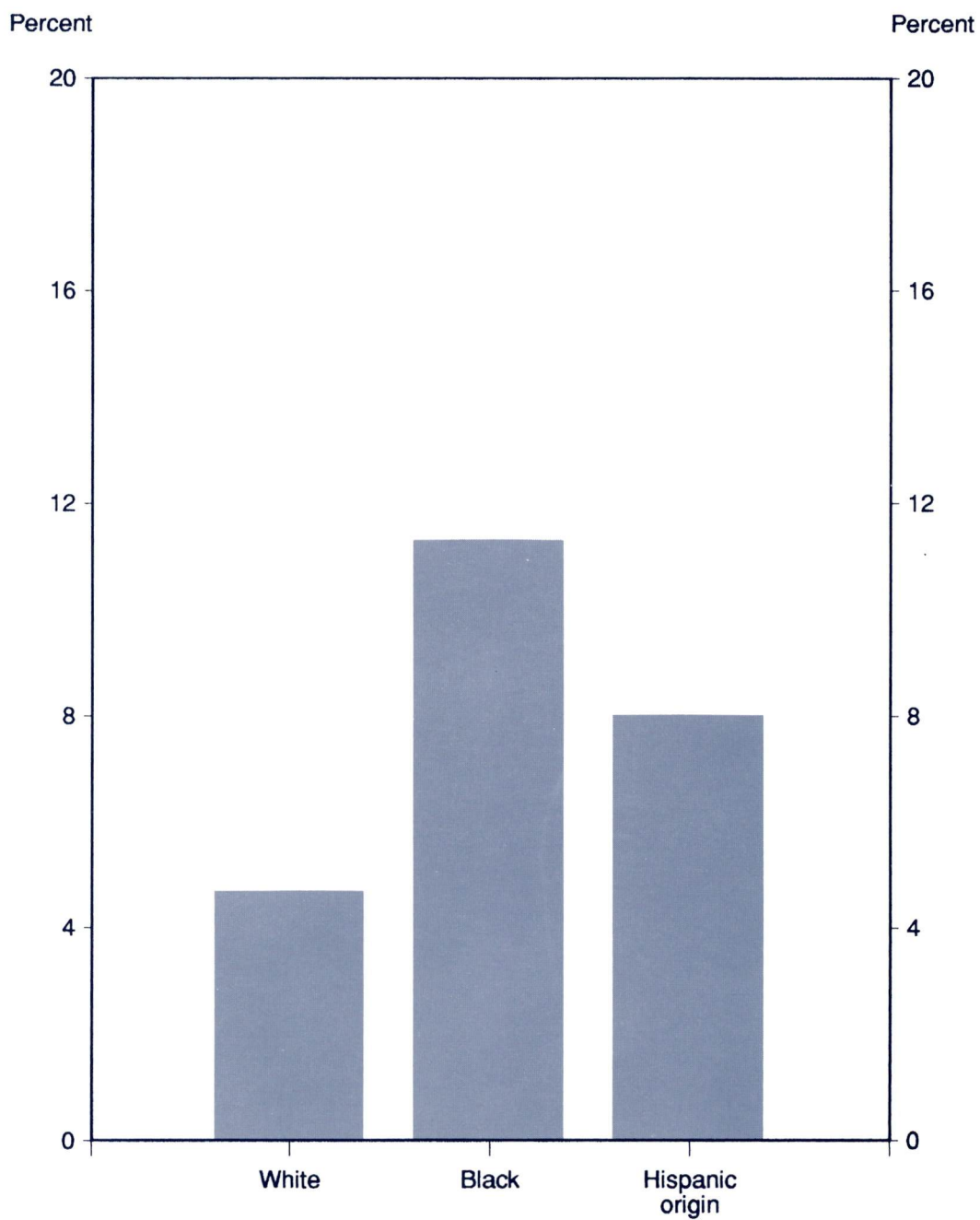
**Chart 13.**  
**Unemployment rates for women**  
**by age, 1990 annual averages**



**Black women are more likely than either white or Hispanic women to be unemployed**

- Overall, black women are more than twice as likely to be unemployed as white women. In 1990, the unemployment rate for black women was 10.8 percent, while that for white women was 4.6 percent. For Hispanic women, the rate was 8.3 percent, about halfway between the rates for white and black women.
- The significantly higher unemployment rates for black women are evident across all age groups. For black teenage girls, the unemployment rate was 30 percent, more than twice that of white teenagers, and half again as large as that of Hispanic teens. Even among women 25 to 54, the black-to-white ratio was more than 2 to 1.

**Chart 14.**  
**Unemployment rates for women**  
**by race and Hispanic origin,**  
**1990 annual averages**



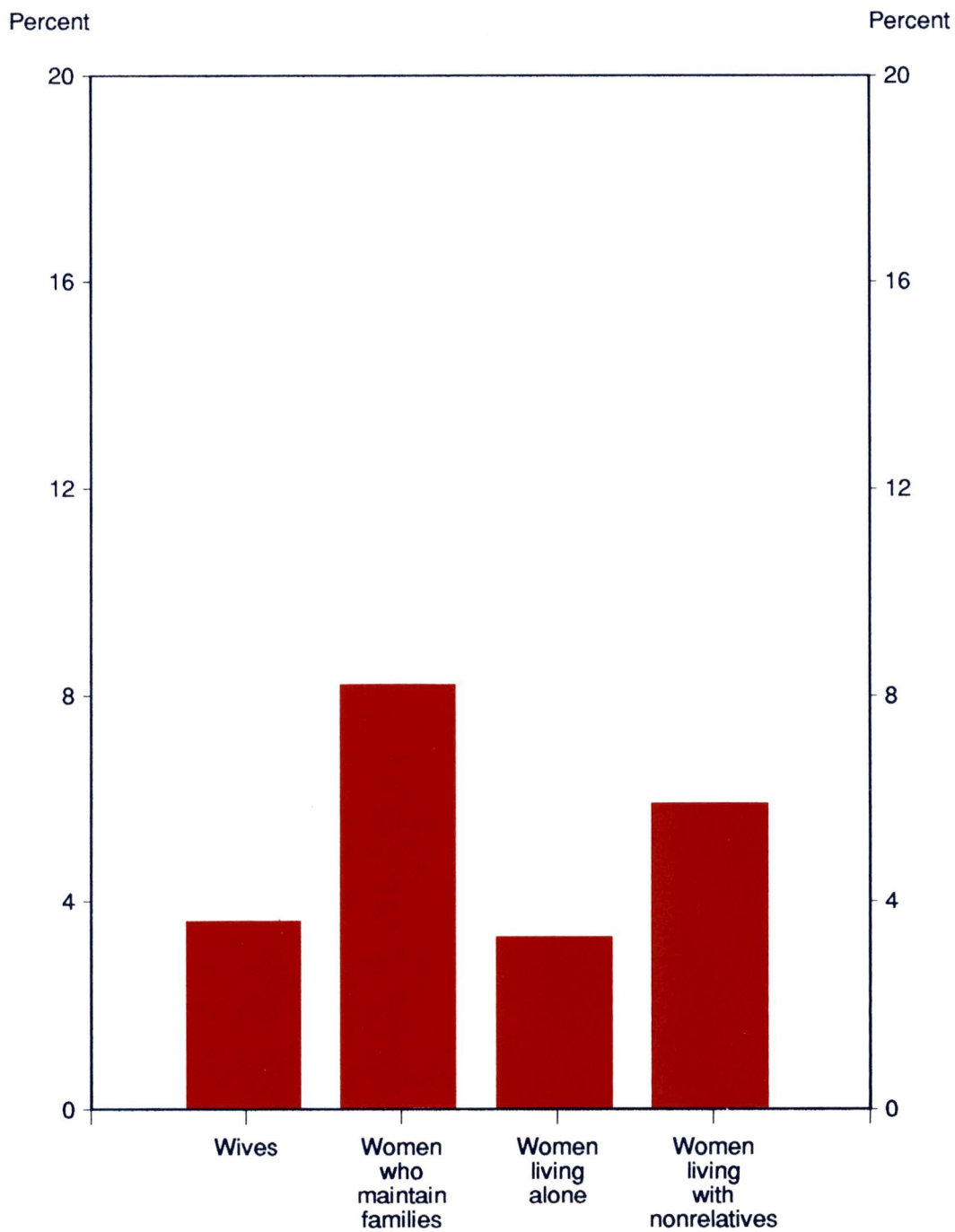




**Women maintaining families are  
twice as likely as wives to be  
unemployed**

- In 1990, women maintaining families (no spouse present) had an unemployment rate of 8.2 percent. This was over twice the 3.6-percent rate for wives and more than three times the 2.3-percent rate for women living alone.
- Contributing to the high unemployment rate for these women is the fact that about a third were under 35 years old, and one-fourth had preschool children, whose care often conflicted with the demands of the job market, especially when there was no other parent present to share in the responsibility. Moreover, a disproportionately large share of the total was black.

**Chart 15.**  
**Unemployment rates for women**  
**by household relationship, 1990**  
**annual averages**



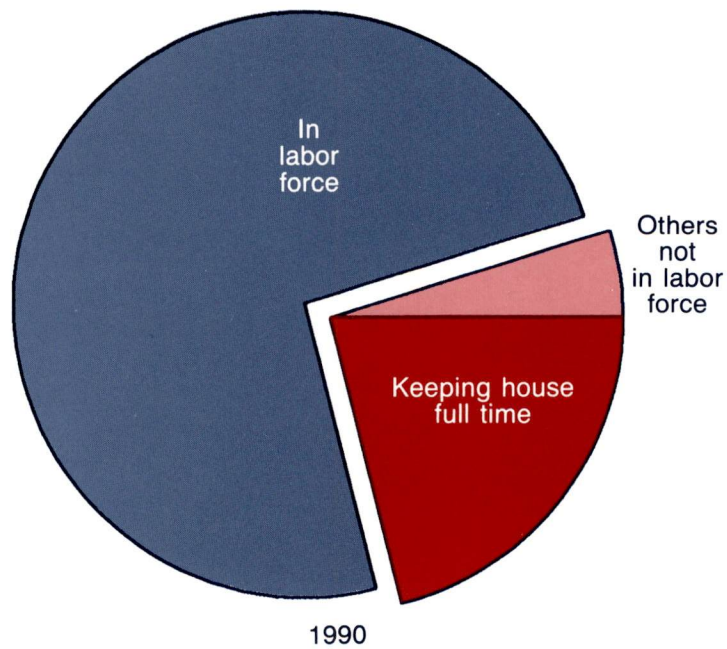
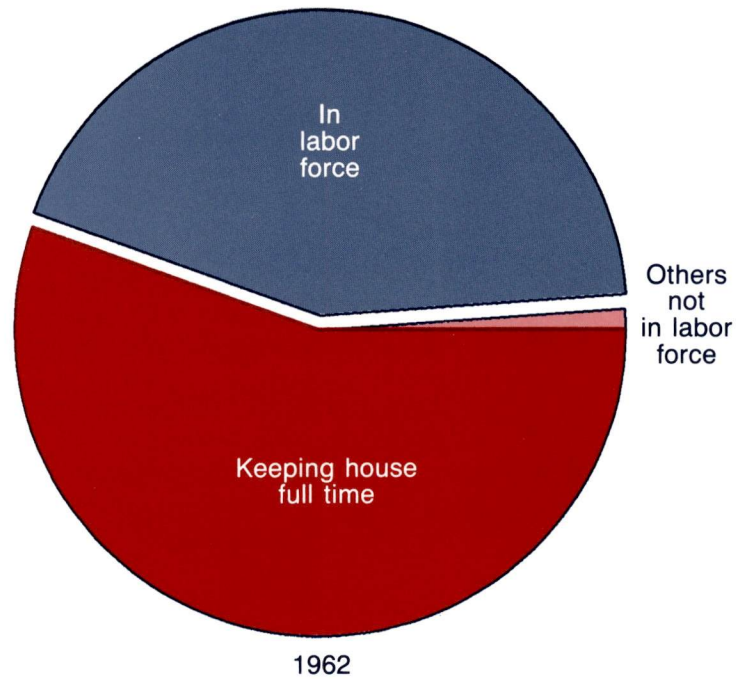
## Section IV: Family aspects

**With increasing labor force participation, fewer women fill the traditional full-time housekeeping role**

- In 1962, the majority of women 25 to 54 years old were keeping house full time. Just 43 percent were working or looking for work outside their homes.
- These figures have changed dramatically as women's role in society has changed. By 1990, about 74 percent of women 25 to 54 years old were in the labor force, and only about 21 percent were full-time homemakers.



**Chart 16.**  
**Labor force status for women 25**  
**to 54 years, 1962 and 1990**  
**annual averages**

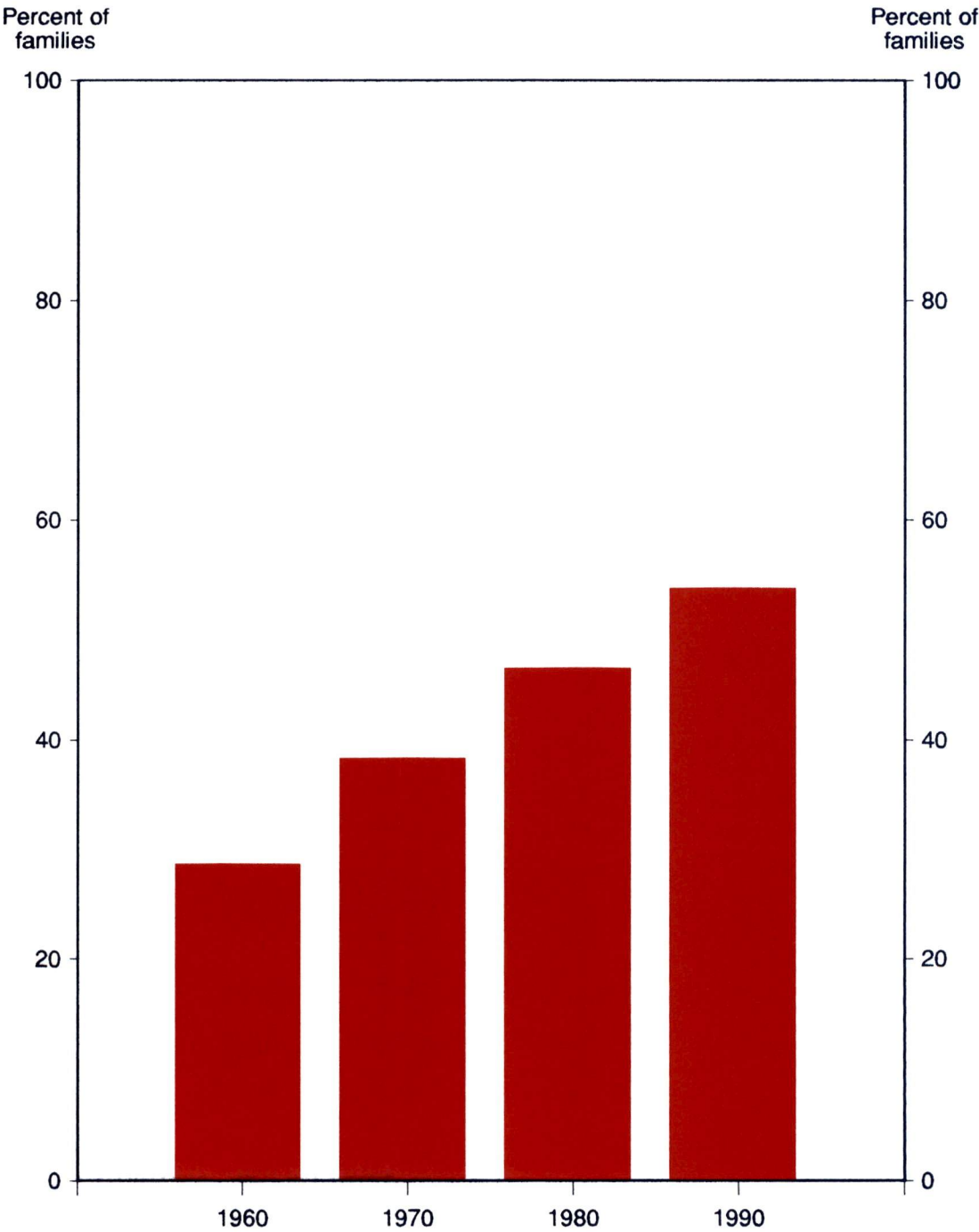




## Dual-worker couples make up over half of all married-couple families

- Over the last three decades, the proportion of married-couple families where both spouses were in the labor force almost doubled. In 1960, 28 percent of married-couple families were dual-worker couples; by 1990, the proportion was 54 percent.
- Over the same period, the proportion of “traditional” families in which the husband, but not the wife, was in the labor force shrank from 61 percent of all married couples to just 25 percent. This was not entirely a result of expanding labor force activity of wives, as the proportion of families where *neither* spouse was in the labor force grew from 9 to 17 percent.
- The growth in the number and proportion of dual-worker couples has had a significant impact on many areas of family life, especially childcare. Since 1970, the proportion of children in two-parent families where both parents were in the labor force grew from 36 to 61 percent.

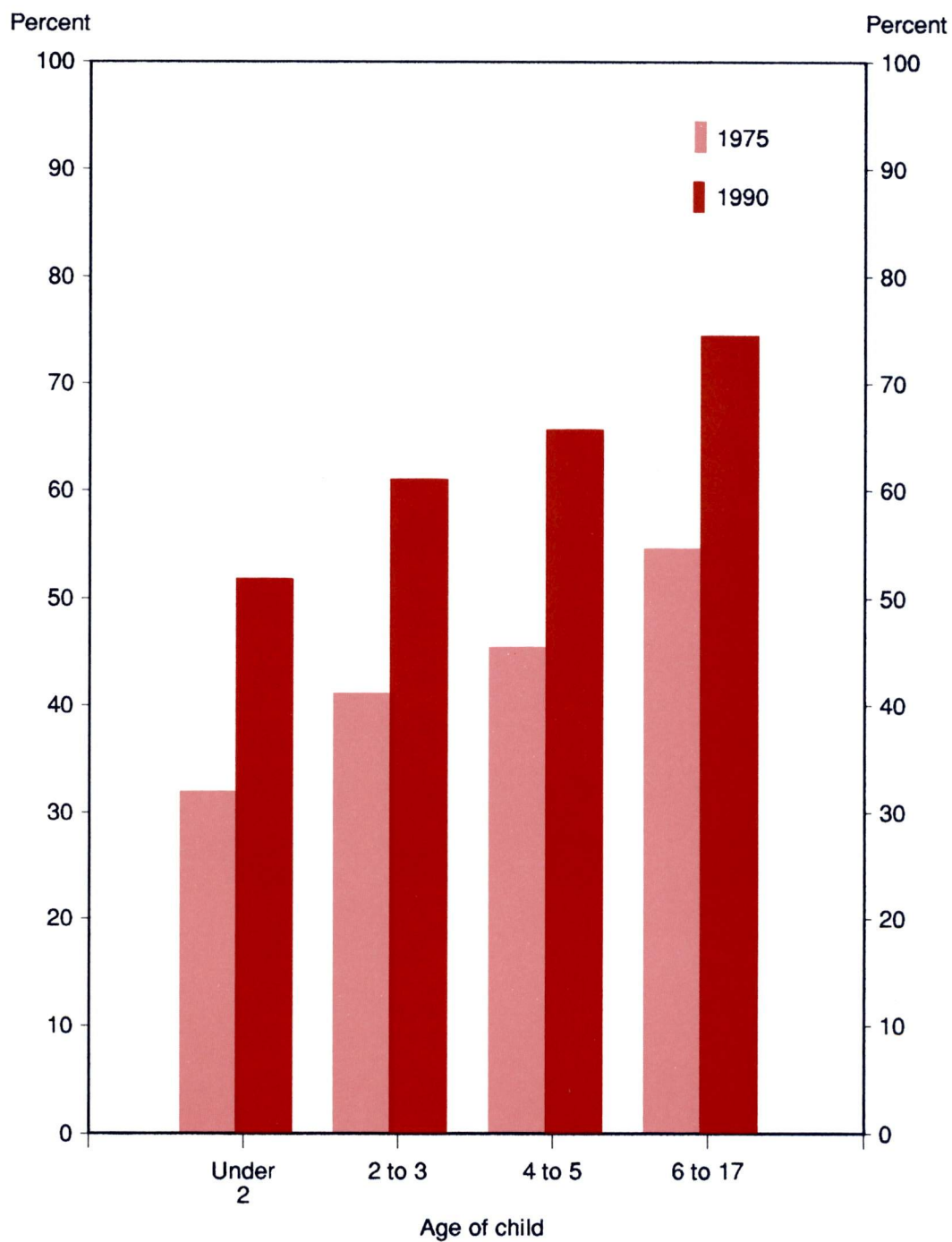
**Chart 17.**  
**Percent of married-couple**  
**families with both husband and**  
**wife in the labor force, March,**  
**selected years, 1960-90**



**More than half of mothers with children under 2 years old are in the labor force**

- Today, the majority of mothers are in the labor force. Their labor force participation rates range from about 75 percent for those whose youngest child is of school age, to 52 percent for those with children under 2.
- Up until the mid-1980's, married mothers with children under 2 years old were less likely than single-parent mothers of very young children—who were frequently the sole support of their families—to be labor force participants. Today, however, the situation is reversed, and married mothers are more likely to be in the labor force.

**Chart 18.**  
**Labor force participation rates of**  
**mothers by age of youngest**  
**child, March 1975 and March**  
**1990**





**Appendix A. Supplementary Tables**

**Table A-1. Labor force status and occupation of the employed by sex, 1990 annual averages**

(Numbers in thousands)

| Characteristic                                   | Total   | Women  |                  | Men    |                  |
|--------------------------------------------------|---------|--------|------------------|--------|------------------|
|                                                  |         | Number | Percent of total | Number | Percent of total |
| LABOR FORCE STATUS                               |         |        |                  |        |                  |
| Civilian noninstitutional population .....       | 188,049 | 98,399 | 52.3             | 89,650 | 47.7             |
| Civilian labor force .....                       | 124,787 | 56,554 | 45.3             | 68,234 | 54.7             |
| Employed .....                                   | 117,914 | 53,479 | 45.4             | 64,435 | 54.6             |
| Full-time workers .....                          | 97,994  | 40,011 | 40.8             | 54,982 | 59.2             |
| Unemployed .....                                 | 6,874   | 3,075  | 44.7             | 3,799  | 55.3             |
| Not in labor force .....                         | 63,262  | 41,845 | 66.1             | 21,417 | 33.9             |
| OCCUPATION                                       |         |        |                  |        |                  |
| Executive, administrative, and managerial .....  | 14,839  | 5,943  | 40.0             | 8,897  | 60.0             |
| Professional specialty .....                     | 15,818  | 8,095  | 51.2             | 7,723  | 48.8             |
| Technicians and related support .....            | 3,842   | 1,888  | 49.1             | 1,954  | 50.9             |
| Sales occupations .....                          | 14,191  | 6,983  | 49.2             | 7,208  | 50.8             |
| Administrative support, including clerical ..... | 18,641  | 14,870 | 79.8             | 3,771  | 20.2             |
| Service occupations .....                        | 15,759  | 9,470  | 60.1             | 6,288  | 39.9             |
| Precision production, craft, and repair .....    | 13,641  | 1,159  | 8.5              | 12,482 | 91.5             |
| Operators, fabricators, and laborers .....       | 17,775  | 4,526  | 25.5             | 13,249 | 74.5             |
| Farming, forestry, and fishing .....             | 3,408   | 544    | 16.0             | 2,864  | 84.0             |

**Table A-2. Civilian labor force participation rates of all persons, teenagers, and adults by sex, 1960-90 annual averages**

(Percent of population in labor force)

| Year       | Women                          |                   |                      | Men                            |                   |                      |
|------------|--------------------------------|-------------------|----------------------|--------------------------------|-------------------|----------------------|
|            | Total,<br>16 years and<br>over | 16 to 19<br>years | 20 years<br>and over | Total,<br>16 years and<br>over | 16 to 19<br>years | 20 years<br>and over |
| 1960 ..... | 37.7                           | 39.3              | 37.6                 | 83.3                           | 56.1              | 86.0                 |
| 1961 ..... | 38.1                           | 39.7              | 38.0                 | 82.9                           | 54.6              | 85.7                 |
| 1962 ..... | 37.9                           | 39.0              | 37.8                 | 82.0                           | 53.8              | 84.8                 |
| 1963 ..... | 38.3                           | 38.0              | 38.3                 | 81.4                           | 52.9              | 84.4                 |
| 1964 ..... | 38.7                           | 37.0              | 38.9                 | 81.0                           | 52.4              | 84.2                 |
| 1965 ..... | 39.3                           | 38.0              | 39.4                 | 80.7                           | 53.8              | 83.9                 |
| 1966 ..... | 40.3                           | 41.4              | 40.1                 | 80.4                           | 55.3              | 83.6                 |
| 1967 ..... | 41.1                           | 41.6              | 41.1                 | 80.4                           | 55.6              | 83.4                 |
| 1968 ..... | 41.6                           | 41.9              | 41.6                 | 80.1                           | 55.1              | 83.1                 |
| 1969 ..... | 42.7                           | 43.2              | 42.7                 | 79.8                           | 55.9              | 82.8                 |
| 1970 ..... | 43.3                           | 44.0              | 43.3                 | 79.7                           | 56.1              | 82.6                 |
| 1971 ..... | 43.4                           | 43.4              | 43.3                 | 79.1                           | 56.1              | 82.1                 |
| 1972 ..... | 43.9                           | 45.8              | 43.7                 | 78.9                           | 58.1              | 81.6                 |
| 1973 ..... | 44.7                           | 47.8              | 44.4                 | 78.8                           | 59.7              | 81.3                 |
| 1974 ..... | 45.7                           | 49.1              | 45.3                 | 78.7                           | 60.7              | 81.0                 |
| 1975 ..... | 46.3                           | 49.1              | 46.0                 | 77.9                           | 59.1              | 80.3                 |
| 1976 ..... | 47.3                           | 49.8              | 47.0                 | 77.5                           | 59.3              | 79.8                 |
| 1977 ..... | 48.4                           | 51.2              | 48.1                 | 77.7                           | 60.9              | 79.7                 |
| 1978 ..... | 50.0                           | 53.7              | 49.6                 | 77.9                           | 62.0              | 79.8                 |
| 1979 ..... | 50.9                           | 54.2              | 50.6                 | 77.8                           | 61.5              | 79.8                 |
| 1980 ..... | 51.5                           | 52.9              | 51.3                 | 77.4                           | 60.5              | 79.4                 |
| 1981 ..... | 52.1                           | 51.8              | 52.1                 | 77.0                           | 59.0              | 79.0                 |
| 1982 ..... | 52.6                           | 51.4              | 52.7                 | 76.6                           | 56.7              | 78.7                 |
| 1983 ..... | 52.9                           | 50.8              | 53.1                 | 76.4                           | 56.2              | 78.5                 |
| 1984 ..... | 53.6                           | 51.8              | 53.7                 | 76.4                           | 56.0              | 78.3                 |
| 1985 ..... | 54.5                           | 52.1              | 54.7                 | 76.3                           | 56.8              | 78.1                 |
| 1986 ..... | 55.3                           | 53.0              | 55.5                 | 76.3                           | 56.4              | 78.1                 |
| 1987 ..... | 56.0                           | 53.3              | 56.2                 | 76.2                           | 56.1              | 78.0                 |
| 1988 ..... | 56.6                           | 53.6              | 56.8                 | 76.2                           | 56.9              | 77.9                 |
| 1989 ..... | 57.4                           | 53.9              | 57.7                 | 76.4                           | 57.9              | 78.1                 |
| 1990 ..... | 57.5                           | 51.8              | 57.9                 | 76.1                           | 55.7              | 77.8                 |

**Table A-3. Civilian labor force participation rates by age and sex, 1960 and 1990 annual averages**

(Percent of population in labor force)

| Age                           | Women |      | Men  |      |
|-------------------------------|-------|------|------|------|
|                               | 1960  | 1990 | 1960 | 1990 |
| Total 16 years and over ..... | 37.7  | 57.5 | 83.3 | 76.1 |
| 16 to 19 years .....          | 39.3  | 51.8 | 56.1 | 55.7 |
| 20 to 24 years .....          | 46.1  | 71.6 | 88.1 | 84.3 |
| 25 to 34 years .....          | 36.0  | 73.6 | 97.5 | 94.2 |
| 35 to 44 years .....          | 43.4  | 76.5 | 97.7 | 94.4 |
| 45 to 54 years .....          | 49.9  | 71.2 | 95.7 | 90.7 |
| 55 to 64 years .....          | 37.2  | 45.3 | 86.8 | 67.7 |
| 65 years and over .....       | 10.8  | 8.7  | 33.1 | 16.4 |

**Table A-4. Civilian labor force participation rates of persons 20 years and over by sex, race, and Hispanic origin, 1973-90 annual averages**

(Percent of population in labor force)

| Year       | Women, 20 years and over |       |                 | Men, 20 years and over |       |                 |
|------------|--------------------------|-------|-----------------|------------------------|-------|-----------------|
|            | White                    | Black | Hispanic origin | White                  | Black | Hispanic origin |
| 1973 ..... | 43.5                     | 51.6  | 41.3            | 81.6                   | 78.4  | 85.9            |
| 1974 ..... | 44.4                     | 51.4  | 42.7            | 81.4                   | 77.6  | 86.0            |
| 1975 ..... | 45.3                     | 51.1  | 43.8            | 80.7                   | 76.0  | 85.5            |
| 1976 ..... | 46.2                     | 52.5  | 44.6            | 80.3                   | 75.4  | 84.2            |
| 1977 ..... | 47.3                     | 53.6  | 45.1            | 80.2                   | 75.6  | 84.8            |
| 1978 ..... | 48.7                     | 55.5  | 47.2            | 80.1                   | 76.2  | 84.9            |
| 1979 ..... | 49.8                     | 55.4  | 48.0            | 80.1                   | 76.3  | 85.3            |
| 1980 ..... | 50.6                     | 55.6  | 48.5            | 79.8                   | 75.1  | 84.9            |
| 1981 ..... | 51.5                     | 56.0  | 49.7            | 79.5                   | 74.5  | 84.7            |
| 1982 ..... | 52.2                     | 56.2  | 49.3            | 79.2                   | 74.7  | 84.0            |
| 1983 ..... | 52.5                     | 56.8  | 49.0            | 78.9                   | 75.2  | 84.1            |
| 1984 ..... | 53.1                     | 57.6  | 50.5            | 78.7                   | 74.8  | 84.3            |
| 1985 ..... | 54.0                     | 58.6  | 50.6            | 78.5                   | 74.4  | 84.0            |
| 1986 ..... | 54.9                     | 58.9  | 51.7            | 78.5                   | 74.8  | 84.6            |
| 1987 ..... | 55.6                     | 60.0  | 53.3            | 78.4                   | 74.7  | 84.5            |
| 1988 ..... | 56.3                     | 60.1  | 54.2            | 78.3                   | 74.6  | 85.0            |
| 1989 ..... | 57.2                     | 60.6  | 54.9            | 78.5                   | 74.4  | 85.0            |
| 1990 ..... | 57.6                     | 60.0  | 54.6            | 78.3                   | 73.8  | 84.1            |

NOTE: Data for persons of Hispanic origin, beginning in 1980, are not strictly comparable with

data for prior years because of revisions in the estimation procedures.

**Table A-5. Civilian labor force participation rates of women in nine industrialized countries, annual averages, selected years, 1970-90**

(Percent of population in labor force)

| Country              | 1970             | 1975 | 1980 | 1985 | 1990 |
|----------------------|------------------|------|------|------|------|
| United States .....  | 43.3             | 46.3 | 51.5 | 54.5 | 57.5 |
| Australia .....      | 40.4             | 44.5 | 45.5 | 47.0 | 53.1 |
| Canada .....         | 38.3             | 44.4 | 50.4 | 54.6 | 58.4 |
| France .....         | 39.8             | 41.7 | 44.3 | 45.5 | 45.9 |
| Italy .....          | 26.4             | 26.8 | 30.1 | 30.7 | 32.6 |
| Japan .....          | 48.7             | 44.8 | 46.6 | 47.6 | 49.1 |
| Netherlands .....    | ( <sup>1</sup> ) | 29.5 | 34.3 | 38.6 | 42.2 |
| Sweden .....         | 50.0             | 55.2 | 59.3 | 61.5 | 63.9 |
| United Kingdom ..... | 42.2             | 46.2 | 47.8 | 49.6 | 53.3 |

<sup>1</sup> Data not available.

NOTE: Data for 1990 for France, Italy, Sweden, and the United Kingdom are preliminary;

data for the Netherlands are for 1988, the latest year available.



**Table A-6. Employed persons by sex, 1960-90 annual averages**

(In thousands)

| Year                    | Total,<br>16 years and over | Women  | Men    |
|-------------------------|-----------------------------|--------|--------|
| 1960 .....              | 65,778                      | 21,874 | 43,904 |
| 1961 .....              | 65,746                      | 22,090 | 43,656 |
| 1962 <sup>1</sup> ..... | 66,702                      | 22,525 | 44,177 |
| 1963 .....              | 67,762                      | 23,105 | 44,657 |
| 1964 .....              | 69,305                      | 23,831 | 45,474 |
| 1965 .....              | 71,088                      | 24,748 | 46,340 |
| 1966 .....              | 72,895                      | 25,976 | 46,919 |
| 1967 .....              | 74,372                      | 26,893 | 47,479 |
| 1968 .....              | 75,920                      | 27,807 | 48,114 |
| 1969 .....              | 77,902                      | 29,084 | 48,818 |
| 1970 .....              | 78,678                      | 29,688 | 48,990 |
| 1971 .....              | 79,367                      | 29,976 | 49,390 |
| 1972 <sup>1</sup> ..... | 82,153                      | 31,257 | 50,896 |
| 1973 <sup>1</sup> ..... | 85,064                      | 32,715 | 52,349 |
| 1974 .....              | 86,794                      | 33,769 | 53,024 |
| 1975 .....              | 85,846                      | 33,989 | 51,857 |
| 1976 .....              | 88,752                      | 35,615 | 53,138 |
| 1977 .....              | 92,017                      | 37,289 | 54,728 |
| 1978 <sup>1</sup> ..... | 96,048                      | 39,569 | 56,479 |
| 1979 .....              | 98,824                      | 41,217 | 57,607 |
| 1980 .....              | 99,303                      | 42,117 | 57,186 |
| 1981 .....              | 100,397                     | 43,000 | 57,397 |
| 1982 .....              | 99,526                      | 43,256 | 56,271 |
| 1983 .....              | 100,834                     | 44,047 | 56,787 |
| 1984 .....              | 105,005                     | 45,915 | 59,091 |
| 1985 .....              | 107,150                     | 47,259 | 59,891 |
| 1986 <sup>1</sup> ..... | 109,597                     | 48,706 | 60,892 |
| 1987 .....              | 112,440                     | 50,334 | 62,107 |
| 1988 .....              | 114,968                     | 51,696 | 63,273 |
| 1989 .....              | 117,342                     | 53,027 | 64,315 |
| 1990 .....              | 117,914                     | 53,479 | 64,435 |

<sup>1</sup> Not strictly comparable with prior years because of revisions in the population levels and/or estimation procedures used in the

Current Population Survey (CPS). For an explanation, see the Explanatory Notes of *Employment and Earnings*.

**Table A-7. Employed full- and part-time workers, 20 years and over, by sex, 1968-90 annual averages**

(Numbers in thousands)

| Year                    | Employed women, 20 years and over |           |                  |           |                  | Employed men, 20 years and over |           |                  |           |                  |
|-------------------------|-----------------------------------|-----------|------------------|-----------|------------------|---------------------------------|-----------|------------------|-----------|------------------|
|                         | Total                             | Full time |                  | Part time |                  | Total                           | Full time |                  | Part time |                  |
|                         |                                   | Number    | Percent of total | Number    | Percent of total |                                 | Number    | Percent of total | Number    | Percent of total |
| 1968 .....              | 25,281                            | 19,600    | 77.5             | 5,681     | 22.5             | 44,859                          | 42,720    | 95.2             | 2,139     | 4.8              |
| 1969 .....              | 26,397                            | 20,454    | 77.5             | 5,944     | 22.5             | 45,388                          | 43,100    | 95.0             | 2,288     | 5.0              |
| 1970 .....              | 26,952                            | 20,654    | 76.6             | 6,297     | 23.4             | 45,581                          | 43,138    | 94.6             | 2,443     | 5.4              |
| 1971 .....              | 27,246                            | 20,769    | 76.2             | 6,477     | 23.8             | 45,912                          | 43,321    | 94.4             | 2,591     | 5.6              |
| 1972 <sup>1</sup> ..... | 28,276                            | 21,536    | 76.2             | 6,741     | 23.8             | 47,130                          | 44,476    | 94.4             | 2,654     | 5.6              |
| 1973 <sup>1</sup> ..... | 29,484                            | 22,495    | 76.3             | 6,991     | 23.7             | 48,310                          | 45,637    | 94.5             | 2,673     | 5.5              |
| 1974 .....              | 30,424                            | 23,181    | 76.2             | 7,243     | 23.8             | 48,922                          | 46,158    | 94.3             | 2,765     | 5.7              |
| 1975 .....              | 30,726                            | 23,242    | 75.6             | 7,484     | 24.4             | 48,018                          | 45,051    | 93.8             | 2,967     | 6.2              |
| 1976 .....              | 32,226                            | 24,406    | 75.7             | 7,820     | 24.3             | 49,190                          | 46,175    | 93.9             | 3,015     | 6.1              |
| 1977 .....              | 33,775                            | 25,587    | 75.8             | 8,187     | 24.2             | 50,555                          | 47,402    | 93.8             | 3,152     | 6.2              |
| 1978 <sup>1</sup> ..... | 35,836                            | 27,326    | 76.3             | 8,511     | 23.7             | 52,143                          | 49,007    | 94.0             | 3,136     | 6.0              |
| 1979 .....              | 37,434                            | 28,623    | 76.5             | 8,812     | 23.5             | 53,308                          | 50,174    | 94.1             | 3,133     | 5.9              |
| 1980 .....              | 38,492                            | 29,391    | 76.4             | 9,102     | 23.6             | 53,101                          | 49,698    | 93.6             | 3,403     | 6.4              |
| 1981 .....              | 39,590                            | 30,041    | 75.9             | 9,549     | 24.1             | 53,582                          | 50,092    | 93.5             | 3,490     | 6.5              |
| 1982 .....              | 40,086                            | 30,007    | 74.9             | 10,079    | 25.1             | 52,891                          | 48,895    | 92.4             | 3,996     | 7.6              |
| 1983 .....              | 41,004                            | 30,680    | 74.8             | 10,324    | 25.2             | 53,487                          | 49,264    | 92.1             | 4,223     | 7.9              |
| 1984 .....              | 42,793                            | 32,404    | 75.7             | 10,388    | 24.3             | 55,769                          | 51,624    | 92.6             | 4,145     | 7.4              |
| 1985 .....              | 44,154                            | 33,604    | 76.1             | 10,551    | 23.9             | 56,562                          | 52,425    | 92.7             | 4,137     | 7.3              |
| 1986 <sup>1</sup> ..... | 45,556                            | 34,812    | 76.4             | 10,744    | 23.6             | 57,569                          | 53,317    | 92.6             | 4,252     | 7.4              |
| 1987 .....              | 47,074                            | 36,121    | 76.7             | 10,953    | 23.3             | 58,726                          | 54,381    | 92.6             | 4,345     | 7.4              |
| 1988 .....              | 48,383                            | 37,299    | 77.1             | 11,084    | 22.9             | 59,781                          | 55,353    | 92.6             | 4,427     | 7.4              |
| 1989 .....              | 49,745                            | 38,408    | 77.2             | 11,337    | 22.8             | 60,837                          | 56,386    | 92.7             | 4,451     | 7.3              |
| 1990 .....              | 50,455                            | 39,036    | 77.4             | 11,419    | 22.6             | 61,198                          | 56,640    | 92.6             | 4,558     | 7.4              |

<sup>1</sup> Not strictly comparable with prior years because of revisions in the population levels and/or estimation procedures used in the Current

Population Survey (CPS). For an explanation, see the Explanatory Notes of *Employment and Earnings*.

**Table A-8. Percent distribution of the employed by occupation and sex, 1972 and 1990 annual averages**

| Occupation                                       | Women  |        | Men    |        |
|--------------------------------------------------|--------|--------|--------|--------|
|                                                  | 1972   | 1990   | 1972   | 1990   |
| Total, 16 years and over (thousands) .....       | 31,257 | 53,479 | 50,896 | 64,435 |
| Percent .....                                    | 100.0  | 100.0  | 100.0  | 100.0  |
| Executive, administrative, and managerial .....  | 4.6    | 11.1   | 11.5   | 13.8   |
| Professional specialty .....                     | 12.4   | 15.1   | 9.7    | 12.0   |
| Technicians and related support .....            | 2.4    | 3.5    | 2.3    | 3.0    |
| Sales occupations .....                          | 11.1   | 13.1   | 10.0   | 11.2   |
| Administrative support, including clerical ..... | 31.5   | 27.8   | 6.4    | 5.9    |
| Service occupations .....                        | 21.2   | 17.7   | 8.3    | 9.8    |
| Precision production, craft, and repair .....    | 1.6    | 2.2    | 19.4   | 19.4   |
| Operators, fabricators, and laborers .....       | 13.4   | 8.5    | 25.9   | 20.6   |
| Farming, forestry, and fishing .....             | 1.9    | 1.0    | 6.4    | 4.4    |

**Table A-9. Employed women in selected occupations, 1972 and 1990 annual averages**

(Numbers in thousands)

| Occupation                                    | 1972           |               | 1990           |               |
|-----------------------------------------------|----------------|---------------|----------------|---------------|
|                                               | Total employed | Percent women | Total employed | Percent women |
| Assemblers .....                              | 1,022          | 46.8          | 1,130          | 43.5          |
| Bartenders .....                              | 202            | 27.9          | 307            | 55.6          |
| Bus drivers .....                             | 253            | 34.1          | 443            | 51.6          |
| Computer programmers .....                    | 188            | 19.9          | 594            | 36.0          |
| Lawyers .....                                 | 305            | 4.0           | 729            | 20.6          |
| Physicians .....                              | 332            | 10.1          | 575            | 19.3          |
| Registered nurses .....                       | 807            | 97.6          | 1,673          | 94.5          |
| Secretaries .....                             | 2,964          | 99.1          | 3,956          | 99.0          |
| Teachers, except college and university ..... | 2,852          | 70.0          | 3,993          | 73.7          |
| Telephone installers and repairers .....      | 312            | 1.9           | 193            | 11.3          |

NOTE: Data for 1972 and 1990 are not strictly comparable due to changes in the occupational classification system beginning in 1983.

**Table A-10. Women on nonfarm payrolls by industry, 1990 annual averages**

(Numbers in thousands)

| Industry                                  | Employees |        |                  |
|-------------------------------------------|-----------|--------|------------------|
|                                           | Total     | Women  |                  |
|                                           |           | Number | Percent of total |
| Total nonfarm .....                       | 109,971   | 52,147 | 47.4             |
| Total private .....                       | 91,649    | 42,423 | 46.3             |
| Mining .....                              | 711       | 96     | 13.5             |
| Construction .....                        | 5,136     | 554    | 10.8             |
| Manufacturing .....                       | 19,111    | 6,297  | 33.0             |
| Durable goods .....                       | 11,115    | 2,969  | 26.7             |
| Nondurable goods .....                    | 7,995     | 3,329  | 41.6             |
| Transportation and public utilities ..... | 5,826     | 1,711  | 29.4             |
| Wholesale trade .....                     | 6,205     | 1,903  | 30.7             |
| Retail trade <sup>1</sup> .....           | 19,683    | 10,462 | 53.2             |
| General merchandise stores .....          | 2,516     | 1,727  | 68.6             |
| Food stores .....                         | 3,229     | 1,640  | 50.8             |
| Apparel and accessory stores .....        | 1,178     | 891    | 75.6             |
| Eating and drinking places .....          | 6,565     | 3,659  | 55.7             |
| Finance, insurance, and real estate ..... | 6,739     | 4,259  | 63.2             |
| Services <sup>1</sup> .....               | 28,240    | 17,141 | 60.7             |
| Business services .....                   | 5,241     | 2,493  | 47.6             |
| Health services .....                     | 7,844     | 6,456  | 82.3             |
| Educational services .....                | 1,652     | 934    | 56.5             |
| Social services .....                     | 1,811     | 1,409  | 77.8             |
| Government .....                          | 18,322    | 9,725  | 53.1             |
| Federal .....                             | 3,085     | 1,258  | 40.8             |
| State .....                               | 4,303     | 2,139  | 49.7             |
| Local .....                               | 10,934    | 6,328  | 57.9             |

<sup>1</sup> Includes other industries, not shown separately.

**Table A-11. Median weekly earnings ratios for full-time wage and salary workers by age, race, and sex, 1979 and 1990 annual averages**

| Age and race            | 1979  |       |                                    | 1990  |       |                                    |
|-------------------------|-------|-------|------------------------------------|-------|-------|------------------------------------|
|                         | Women | Men   | Ratio of women's to men's earnings | Women | Men   | Ratio of women's to men's earnings |
| <b>TOTAL</b>            |       |       |                                    |       |       |                                    |
| 16 years and over ..... | \$182 | \$291 | 62.5                               | \$348 | \$485 | 71.8                               |
| 16 to 24 years .....    | 154   | 196   | 78.6                               | 254   | 283   | 89.8                               |
| 25 years and over ..... | 194   | 314   | 61.8                               | 370   | 514   | 72.0                               |
| 25 to 54 years .....    | 196   | 315   | 62.2                               | 374   | 512   | 73.0                               |
| 25 to 34 years .....    | 199   | 295   | 67.5                               | 357   | 452   | 79.0                               |
| 35 to 44 years .....    | 195   | 335   | 58.2                               | 391   | 563   | 69.4                               |
| 45 to 54 years .....    | 192   | 337   | 57.0                               | 377   | 592   | 63.7                               |
| 55 years and over ..... | 187   | 305   | 61.3                               | 342   | 526   | 65.0                               |
| 55 to 64 years .....    | 188   | 312   | 60.3                               | 348   | 545   | 63.9                               |
| 65 years and over ..... | 170   | 219   | 77.6                               | 300   | 402   | 74.6                               |
| <b>White</b>            |       |       |                                    |       |       |                                    |
| 16 years and over ..... | 184   | 298   | 61.7                               | 355   | 497   | 71.4                               |
| 16 to 24 years .....    | 155   | 199   | 77.9                               | 257   | 287   | 89.5                               |
| 25 years and over ..... | 197   | 321   | 61.4                               | 378   | 529   | 71.5                               |
| 25 to 54 years .....    | 198   | 322   | 61.5                               | 382   | 525   | 72.8                               |
| 55 years and over ..... | 190   | 313   | 60.7                               | 348   | 554   | 62.8                               |
| <b>Black</b>            |       |       |                                    |       |       |                                    |
| 16 years and over ..... | 169   | 227   | 74.4                               | 308   | 360   | 85.6                               |
| 16 to 24 years .....    | 144   | 167   | 86.2                               | 234   | 249   | 94.0                               |
| 25 years and over ..... | 177   | 245   | 72.2                               | 320   | 386   | 82.9                               |
| 25 to 54 years .....    | 179   | 249   | 71.9                               | 321   | 387   | 82.9                               |
| 55 years and over ..... | 159   | 216   | 73.6                               | 303   | 381   | 79.5                               |



**Table A-12. Unemployment rates of all persons, teenagers, and adults by sex, 1960-90 annual averages**

(Percent of labor force that is unemployed)

| Year       | Women                          |                   |                      | Men                            |                   |                      |
|------------|--------------------------------|-------------------|----------------------|--------------------------------|-------------------|----------------------|
|            | Total,<br>16 years<br>and over | 16 to 19<br>years | 20 years<br>and over | Total,<br>16 years<br>and over | 16 to 19<br>years | 20 years<br>and over |
| 1960 ..... | 5.9                            | 13.9              | 5.1                  | 5.4                            | 15.3              | 4.7                  |
| 1961 ..... | 7.2                            | 16.3              | 6.3                  | 6.4                            | 17.1              | 5.7                  |
| 1962 ..... | 6.2                            | 14.6              | 5.4                  | 5.2                            | 14.7              | 4.6                  |
| 1963 ..... | 6.5                            | 17.2              | 5.4                  | 5.2                            | 17.2              | 4.5                  |
| 1964 ..... | 6.2                            | 16.6              | 5.2                  | 4.6                            | 15.8              | 3.9                  |
| 1965 ..... | 5.5                            | 15.7              | 4.5                  | 4.0                            | 14.1              | 3.2                  |
| 1966 ..... | 4.8                            | 14.1              | 3.8                  | 3.2                            | 11.7              | 2.5                  |
| 1967 ..... | 5.2                            | 13.5              | 4.2                  | 3.1                            | 12.3              | 2.3                  |
| 1968 ..... | 4.8                            | 14.0              | 3.8                  | 2.9                            | 11.6              | 2.2                  |
| 1969 ..... | 4.7                            | 13.3              | 3.7                  | 2.8                            | 11.4              | 2.1                  |
| 1970 ..... | 5.9                            | 15.6              | 4.8                  | 4.4                            | 15.0              | 3.5                  |
| 1971 ..... | 6.9                            | 17.2              | 5.7                  | 5.3                            | 16.6              | 4.4                  |
| 1972 ..... | 6.6                            | 16.7              | 5.4                  | 5.0                            | 15.9              | 4.0                  |
| 1973 ..... | 6.0                            | 15.3              | 4.9                  | 4.2                            | 13.9              | 3.3                  |
| 1974 ..... | 6.7                            | 16.6              | 5.5                  | 4.9                            | 15.6              | 3.8                  |
| 1975 ..... | 9.3                            | 19.7              | 8.0                  | 7.9                            | 20.1              | 6.8                  |
| 1976 ..... | 8.6                            | 18.7              | 7.4                  | 7.1                            | 19.2              | 5.9                  |
| 1977 ..... | 8.2                            | 18.3              | 7.0                  | 6.3                            | 17.3              | 5.2                  |
| 1978 ..... | 7.2                            | 17.1              | 6.0                  | 5.3                            | 15.8              | 4.3                  |
| 1979 ..... | 6.8                            | 16.4              | 5.7                  | 5.1                            | 15.9              | 4.2                  |
| 1980 ..... | 7.4                            | 17.2              | 6.4                  | 6.9                            | 18.3              | 5.9                  |
| 1981 ..... | 7.9                            | 19.0              | 6.8                  | 7.4                            | 20.1              | 6.3                  |
| 1982 ..... | 9.4                            | 21.9              | 8.3                  | 9.9                            | 24.4              | 8.8                  |
| 1983 ..... | 9.2                            | 21.3              | 8.1                  | 9.9                            | 23.3              | 8.9                  |
| 1984 ..... | 7.6                            | 18.0              | 6.8                  | 7.4                            | 19.6              | 6.6                  |
| 1985 ..... | 7.4                            | 17.6              | 6.6                  | 7.0                            | 19.5              | 6.2                  |
| 1986 ..... | 7.1                            | 17.6              | 6.2                  | 6.9                            | 19.0              | 6.1                  |
| 1987 ..... | 6.2                            | 15.9              | 5.4                  | 6.2                            | 17.8              | 5.4                  |
| 1988 ..... | 5.6                            | 14.4              | 4.9                  | 5.5                            | 16.0              | 4.8                  |
| 1989 ..... | 5.4                            | 14.0              | 4.7                  | 5.2                            | 15.9              | 4.5                  |
| 1990 ..... | 5.4                            | 14.7              | 4.8                  | 5.6                            | 16.3              | 4.9                  |

**Table A-13. Unemployment rates by age and sex, 1990 annual averages**

(Percent of labor force that is unemployed)

| Age                            | Women | Men  |
|--------------------------------|-------|------|
| Total, 16 years and over ..... | 5.4   | 5.6  |
| 16 to 19 years .....           | 14.7  | 16.3 |
| 20 years and over .....        | 4.8   | 4.9  |
| 20 to 24 years .....           | 8.5   | 9.1  |
| 25 to 34 years .....           | 5.6   | 5.5  |
| 35 to 44 years .....           | 4.2   | 4.0  |
| 45 to 54 years .....           | 3.4   | 3.7  |
| 55 to 64 years .....           | 2.8   | 3.8  |
| 65 years and over .....        | 3.1   | 3.0  |
| 65 to 69 years .....           | 3.4   | 3.2  |
| 70 to 74 years .....           | 2.4   | 3.3  |
| 75 years and over .....        | 3.0   | 1.8  |

**Table A-14. Unemployment rates by race, Hispanic origin, age, and sex, 1990 annual averages**

(Percent of labor force that is unemployed)

| Age, race, and Hispanic origin           | Women | Men  |
|------------------------------------------|-------|------|
| White, 16 years and over .....           | 4.6   | 4.8  |
| 16 to 19 years .....                     | 12.6  | 14.2 |
| 20 years and over .....                  | 4.1   | 4.3  |
| 20 to 24 years .....                     | 6.8   | 7.6  |
| 25 to 34 years .....                     | 4.5   | 4.7  |
| 35 to 44 years .....                     | 3.7   | 3.5  |
| 45 to 54 years .....                     | 3.2   | 3.4  |
| 55 to 64 years .....                     | 2.7   | 3.6  |
| 65 years and over .....                  | 2.8   | 2.8  |
| Black, 16 years and over .....           | 10.8  | 11.8 |
| 16 to 19 years .....                     | 30.0  | 32.1 |
| 20 years and over .....                  | 9.6   | 10.4 |
| 20 to 24 years .....                     | 19.7  | 20.2 |
| 25 to 34 years .....                     | 11.9  | 11.5 |
| 35 to 44 years .....                     | 7.2   | 8.5  |
| 45 to 54 years .....                     | 4.4   | 6.3  |
| 55 to 64 years .....                     | 3.7   | 5.5  |
| 65 years and over .....                  | 5.8   | 4.6  |
| Hispanic origin, 16 years and over ..... | 8.3   | 7.8  |
| 16 to 19 years .....                     | 19.5  | 19.6 |
| 20 years and over .....                  | 7.4   | 7.0  |
| 20 to 24 years .....                     | 10.4  | 8.3  |
| 25 to 34 years .....                     | 8.0   | 6.8  |
| 35 to 44 years .....                     | 6.6   | 6.5  |
| 45 to 54 years .....                     | 6.0   | 6.8  |
| 55 to 64 years .....                     | 4.2   | 6.5  |
| 65 years and over .....                  | 6.4   | 5.8  |

**Table A-15. Employment status of women by race and household relationship, 1990 annual averages**

(Numbers in thousands)

| Sex and household<br>relationship              | Civilian<br>noninsti-<br>tutional<br>population | Civilian labor force |                             |          |            |                              | Not<br>in<br>labor<br>force |
|------------------------------------------------|-------------------------------------------------|----------------------|-----------------------------|----------|------------|------------------------------|-----------------------------|
|                                                |                                                 | Total                | Percent<br>of<br>population | Employed | Unemployed |                              |                             |
|                                                |                                                 |                      |                             |          | Number     | Percent<br>of<br>labor force |                             |
| <b>TOTAL</b>                                   |                                                 |                      |                             |          |            |                              |                             |
| Wives .....                                    | 51,365                                          | 30,005               | 58.4                        | 28,912   | 1,093      | 3.6                          | 21,360                      |
| Women who maintain families <sup>1</sup> ..... | 11,154                                          | 6,925                | 62.1                        | 6,357    | 568        | 8.2                          | 4,229                       |
| Women who live alone .....                     | 13,952                                          | 5,949                | 42.6                        | 5,753    | 196        | 3.3                          | 8,002                       |
| 16 to 24 years .....                           | 572                                             | 502                  | 87.7                        | 481      | 21         | 4.2                          | 70                          |
| 25 to 59 years .....                           | 5,022                                           | 4,291                | 85.4                        | 4,155    | 136        | 3.2                          | 731                         |
| 60 years and over .....                        | 8,359                                           | 1,157                | 13.8                        | 1,117    | 40         | 3.4                          | 7,202                       |
| Women who live with nonrelatives .....         | 5,369                                           | 4,178                | 77.8                        | 3,930    | 248        | 5.9                          | 1,191                       |
| 16 to 24 years .....                           | 1,707                                           | 1,354                | 79.3                        | 1,254    | 100        | 7.4                          | 353                         |
| 25 to 59 years .....                           | 3,273                                           | 2,740                | 83.7                        | 2,594    | 146        | 5.3                          | 533                         |
| 60 years and over .....                        | 389                                             | 84                   | 21.7                        | 82       | 3          | 3.2                          | 305                         |
| <b>White</b>                                   |                                                 |                      |                             |          |            |                              |                             |
| Wives .....                                    | 46,223                                          | 26,724               | 57.8                        | 25,801   | 923        | 3.5                          | 19,499                      |
| Women who maintain families <sup>1</sup> ..... | 7,448                                           | 4,761                | 63.9                        | 4,463    | 298        | 6.3                          | 2,687                       |
| Women who live alone .....                     | 12,215                                          | 5,117                | 41.9                        | 4,967    | 150        | 2.9                          | 7,098                       |
| 16 to 24 years .....                           | 491                                             | 437                  | 89.1                        | 421      | 16         | 3.6                          | 54                          |
| 25 to 59 years .....                           | 4,179                                           | 3,634                | 86.9                        | 3,532    | 102        | 2.8                          | 545                         |
| 60 years and over .....                        | 7,545                                           | 1,046                | 13.9                        | 1,014    | 32         | 3.1                          | 6,499                       |
| Women who live with nonrelatives .....         | 4,597                                           | 3,657                | 79.6                        | 3,461    | 197        | 5.4                          | 940                         |
| 16 to 24 years .....                           | 1,506                                           | 1,219                | 80.9                        | 1,138    | 81         | 6.7                          | 287                         |
| 25 to 59 years .....                           | 2,773                                           | 2,370                | 85.5                        | 2,256    | 113        | 4.8                          | 403                         |
| 60 years and over .....                        | 318                                             | 68                   | 21.5                        | 66       | 2          | ( <sup>2</sup> )             | 250                         |
| <b>Black</b>                                   |                                                 |                      |                             |          |            |                              |                             |
| Wives .....                                    | 3,471                                           | 2,279                | 65.7                        | 2,158    | 121        | 5.3                          | 1,191                       |
| Women who maintain families <sup>1</sup> ..... | 3,360                                           | 1,967                | 58.5                        | 1,710    | 257        | 13.1                         | 1,393                       |
| Women who live alone .....                     | 1,483                                           | 696                  | 46.9                        | 656      | 40         | 5.7                          | 788                         |
| 16 to 24 years .....                           | 62                                              | 50                   | ( <sup>2</sup> )            | 46       | 4          | ( <sup>2</sup> )             | 12                          |
| 25 to 59 years .....                           | 708                                             | 546                  | 77.1                        | 518      | 29         | 5.2                          | 162                         |
| 60 years and over .....                        | 713                                             | 100                  | 14.0                        | 92       | 7          | 7.4                          | 613                         |
| Women who live with nonrelatives .....         | 554                                             | 381                  | 68.8                        | 338      | 43         | 11.2                         | 173                         |
| 16 to 24 years .....                           | 138                                             | 97                   | 70.2                        | 82       | 15         | 15.7                         | 41                          |
| 25 to 59 years .....                           | 359                                             | 273                  | 76.1                        | 246      | 27         | 9.9                          | 86                          |
| 60 years and over .....                        | 57                                              | 11                   | ( <sup>2</sup> )            | 11       | -          | ( <sup>2</sup> )             | 46                          |

<sup>1</sup> Refers to never-married, widowed, divorced, or separated women.

<sup>2</sup> Data not shown where base is less than 75,000.

**Table A-16. Labor force status and reason not in labor force for persons 25 to 54 years of age by sex, annual averages, selected years, 1962-90**

| Sex, labor force status, and reason                    | 1962   | 1965   | 1970   | 1975   | 1980   | 1985   | 1990   |
|--------------------------------------------------------|--------|--------|--------|--------|--------|--------|--------|
| <b>WOMEN</b>                                           |        |        |        |        |        |        |        |
| Civilian noninstitutional population (thousands) ..... | 34,458 | 34,856 | 36,371 | 39,700 | 43,603 | 48,493 | 53,856 |
| Percent .....                                          | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  |
| In the civilian labor force .....                      | 43.4   | 45.2   | 50.1   | 55.0   | 63.9   | 69.6   | 74.1   |
| Employed .....                                         | 41.2   | 43.3   | 47.8   | 51.0   | 60.1   | 65.3   | 70.7   |
| Not in the labor force .....                           | 56.6   | 54.8   | 49.9   | 45.0   | 36.1   | 30.4   | 25.9   |
| Keeping house .....                                    | 55.5   | 53.4   | 47.9   | 41.9   | 32.2   | 26.1   | 21.1   |
| Other reasons .....                                    | 1.1    | 1.3    | 2.1    | 3.2    | 3.9    | 4.3    | 4.9    |
| Going to school .....                                  | .2     | .3     | .4     | .7     | .9     | 1.1    | 1.2    |
| Unable to work .....                                   | .3     | .3     | .4     | .6     | .6     | .5     | 1.0    |
| All other reasons .....                                | .6     | .7     | 1.2    | 1.9    | 2.4    | 2.7    | 2.7    |
| <b>MEN</b>                                             |        |        |        |        |        |        |        |
| Civilian noninstitutional population (thousands) ..... | 31,758 | 32,121 | 33,612 | 37,071 | 41,095 | 45,973 | 51,641 |
| Percent .....                                          | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  |
| In the civilian labor force .....                      | 96.8   | 96.7   | 95.8   | 94.4   | 94.2   | 93.9   | 93.4   |
| Employed .....                                         | 92.9   | 94.1   | 93.2   | 89.0   | 89.4   | 88.7   | 89.2   |
| Not in the labor force .....                           | 3.2    | 3.3    | 4.2    | 5.6    | 5.8    | 6.1    | 6.6    |
| Keeping house .....                                    | .1     | .1     | .1     | .2     | .2     | .3     | .5     |
| Other reasons .....                                    | 3.1    | 3.2    | 4.0    | 5.4    | 5.5    | 5.7    | 6.1    |
| Going to school .....                                  | .4     | .4     | .6     | .8     | .8     | .8     | .8     |
| Unable to work .....                                   | 1.0    | .9     | 1.5    | 1.9    | 1.6    | 1.3    | 1.9    |
| All other reasons .....                                | 1.8    | 1.9    | 2.0    | 2.7    | 3.2    | 3.6    | 3.3    |



**Table A-17. Families by type of family and labor force status of members, March, selected years, 1960-90**

| Type of family and labor force status of members | 1960   | 1965   | 1970   | 1975   | 1980   | 1985   | 1990   |
|--------------------------------------------------|--------|--------|--------|--------|--------|--------|--------|
| Number of families (in thousands)                |        |        |        |        |        |        |        |
| Married-couple families .....                    | 39,335 | 41,648 | 44,436 | 47,438 | 49,132 | 50,395 | 52,385 |
| Husband in labor force, not the wife .....       | 23,864 | 23,060 | 21,715 | 20,066 | 17,179 | 14,747 | 13,081 |
| Husband and wife in labor force .....            | 11,177 | 13,485 | 16,924 | 19,355 | 22,728 | 25,041 | 28,043 |
| Wife in labor force, not the husband .....       | 813    | 985    | 1,217  | 1,755  | 1,942  | 2,345  | 2,451  |
| Neither husband nor wife in labor force .....    | 3,477  | 4,118  | 4,579  | 6,262  | 7,284  | 8,263  | 8,810  |
| Families maintained by women <sup>1</sup> .....  | 4,494  | 5,006  | 5,580  | 7,330  | 9,009  | 10,524 | 11,309 |
| Householder in labor force .....                 | 2,243  | 2,548  | 2,952  | 3,988  | 5,377  | 6,419  | 7,088  |
| Householder not in labor force .....             | 2,248  | 2,458  | 2,628  | 3,342  | 3,632  | 4,105  | 4,221  |
| Families maintained by men <sup>1</sup> .....    | 1,233  | 1,182  | 1,221  | 1,513  | 1,769  | 2,313  | 2,929  |
| Householder in labor force .....                 | 908    | 850    | 877    | 1,127  | 1,312  | 1,786  | 2,285  |
| Householder not in labor force .....             | 325    | 332    | 344    | 386    | 457    | 527    | 644    |
| Percent distribution                             |        |        |        |        |        |        |        |
| Married-couple families .....                    | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  |
| Husband in labor force, not the wife .....       | 60.7   | 55.4   | 48.9   | 42.3   | 35.0   | 29.3   | 25.0   |
| Husband and wife in labor force .....            | 28.4   | 32.4   | 38.1   | 40.8   | 46.3   | 49.7   | 53.5   |
| Wife in labor force, not the husband .....       | 2.1    | 2.4    | 2.7    | 3.7    | 4.0    | 4.7    | 4.7    |
| Neither husband nor wife in labor force .....    | 8.8    | 9.9    | 10.3   | 13.2   | 14.8   | 16.4   | 16.8   |
| Families maintained by women <sup>1</sup> .....  | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  |
| Householder in labor force .....                 | 49.9   | 50.9   | 52.9   | 54.4   | 59.7   | 61.0   | 62.7   |
| Householder not in labor force .....             | 50.1   | 49.1   | 47.1   | 45.6   | 40.3   | 39.0   | 37.3   |
| Families maintained by men <sup>1</sup> .....    | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  | 100.0  |
| Householder in labor force .....                 | 73.6   | 71.9   | 71.8   | 74.5   | 74.2   | 77.2   | 78.0   |
| Householder not in labor force .....             | 26.4   | 28.1   | 28.2   | 25.5   | 25.8   | 22.8   | 22.0   |

<sup>1</sup> Refers to families maintained by never-married widowed, divorced, or separated men or women.

NOTE: Data include families where the husband, wife, or male

maintaining the family is in the Armed Forces, either living off post or with their families on post.

**Table A-18. Civilian labor force and labor force participation rates of mothers by marital status and age of youngest child, March, selected years, 1975-90**

(Numbers in thousands)

| Category and year                | Civilian labor force |                   |                  |                  |                   | Civilian labor force participation rate |                   |                  |                  |                   |
|----------------------------------|----------------------|-------------------|------------------|------------------|-------------------|-----------------------------------------|-------------------|------------------|------------------|-------------------|
|                                  | Total                | With children:    |                  |                  |                   | Total                                   | With children:    |                  |                  |                   |
|                                  |                      | Under 2 years old | 2 to 3 years old | 4 to 5 years old | 6 to 17 years old |                                         | Under 2 years old | 2 to 3 years old | 4 to 5 years old | 6 to 17 years old |
| <b>TOTAL</b>                     |                      |                   |                  |                  |                   |                                         |                   |                  |                  |                   |
| 1975 .....                       | 14,121               | 1,727             | 1,830            | 1,817            | 8,750             | 47.2                                    | 31.8              | 41.0             | 45.4             | 54.7              |
| 1980 .....                       | 17,391               | 2,293             | 2,190            | 1,825            | 11,081            | 56.7                                    | 39.1              | 51.0             | 54.8             | 64.4              |
| 1985 .....                       | 19,068               | 2,839             | 2,562            | 2,168            | 11,500            | 62.4                                    | 48.0              | 54.6             | 61.7             | 69.9              |
| 1990 .....                       | 21,156               | 3,309             | 2,915            | 2,515            | 12,418            | 67.0                                    | 52.0              | 61.2             | 65.8             | 74.7              |
| <b>Married</b>                   |                      |                   |                  |                  |                   |                                         |                   |                  |                  |                   |
| 1975 .....                       | 11,447               | 1,526             | 1,512            | 1,428            | 6,984             | 45.0                                    | 31.0              | 39.3             | 42.8             | 52.4              |
| 1980 .....                       | 13,558               | 2,024             | 1,768            | 1,375            | 8,390             | 54.3                                    | 39.0              | 49.6             | 51.9             | 61.8              |
| 1985 .....                       | 14,766               | 2,562             | 2,097            | 1,639            | 8,469             | 61.0                                    | 49.4              | 54.5             | 60.8             | 67.8              |
| 1990 .....                       | 16,296               | 2,828             | 2,351            | 1,924            | 9,192             | 66.4                                    | 53.6              | 61.5             | 64.7             | 73.6              |
| <b>Single parent<sup>1</sup></b> |                      |                   |                  |                  |                   |                                         |                   |                  |                  |                   |
| 1975 .....                       | 2,674                | 201               | 318              | 389              | 1,766             | 60.0                                    | 39.0              | 52.0             | 58.5             | 66.2              |
| 1980 .....                       | 3,833                | 269               | 422              | 450              | 2,691             | 67.0                                    | 40.1              | 57.8             | 66.4             | 74.0              |
| 1985 .....                       | 4,302                | 277               | 465              | 529              | 3,031             | 67.8                                    | 38.0              | 55.3             | 64.4             | 76.6              |
| 1990 .....                       | 4,860                | 481               | 564              | 591              | 3,226             | 69.2                                    | 44.0              | 60.1             | 69.9             | 77.9              |

<sup>1</sup> Includes never-married, widowed, divorced, and separated mothers.

NOTE: Children refer to own children of the husband, wife, or person maintaining the family and include sons and daughters, stepchildren, and

adopted children. Excluded are other related children such as grandchildren, nieces, nephews, and cousins, and unrelated children.

## Appendix B. Sources and Concepts

### Sources of the data

Most of the data shown in this chartbook are from the Current Population Survey (CPS). The CPS is a survey of about 60,000 households that is conducted monthly by the Bureau of the Census for the Bureau of Labor Statistics (BLS). It provides comprehensive information on the labor force status and earnings of persons in these households by a wide array of demographic characteristics. The data collected relate to the calendar week including the 12th day of the month.

The only two charts (and their related appendix tables) that are not CPS-based are charts 5 and 10. Chart 5, which shows women's labor force participation rates in several countries, was prepared from data compiled by the Bureau's Division of Foreign Labor Statistics and Trade. Chart 10, which shows women's employment patterns by industry, was derived from data collected in the Current Employment Statistics Survey (CES). The CES is a survey of over 350,000 business establishments conducted by the BLS in conjunction with State employment security agencies. This survey collects data on payroll employment, hours, and earnings.

For more information on these surveys, see chapter 1, "Labor Force, Employment, and Unemployment from the Current Population Survey," and chapter 2, "Employment, Hours, and Earnings from the Establishment Survey," in *BLS Handbook of Methods*, Bulletin 2285, U.S. Department of Labor, Bureau of Labor Statistics, and the "Explanatory Notes" of the BLS monthly periodical *Employment and Earnings*.

## Basic labor force concepts

*Employed.* Persons are classified as employed if they did any work at all as paid employees; worked in their own business or profession or on their own farm; or worked 15 hours or more a week as unpaid workers in a business or farm operated by a member of their family. Also counted as employed are all persons temporarily absent from their jobs because of illness, bad weather, labor dispute, or personal reasons, whether they were paid for the time off or whether they were seeking other jobs.

*Full- and part-time employed.* Employed persons are divided into full- and part-time categories based on their usual status. In this context, *full-time workers* are those who (a) worked 35 hours or more during the survey week, (b) worked 1 to 34 hours for economic or noneconomic reasons, but usually work 35 hours or more, and (c) were with a job but not at work and usually work 35 hours or more a week. Similarly, *part-time workers* are those who (a) voluntarily worked 1 to 34 hours during the survey week, (b) worked 1 to 34 hours for economic reasons, but usually work 1 to 34 hours, and (c) were with a job but not at work and usually work 1 to 34 hours.

*Unemployed.* Persons are classified as unemployed regardless of their eligibility for unemployment benefits or public assistance, if they meet all of the following criteria: They had no employment during the survey week; they were available for work at that time, except for temporary illness; and they had made specific efforts to find employment sometime during the prior 4 weeks. Persons laid off from their former jobs and awaiting recall and those expecting to report to a job within 30 days need not be looking for work to be counted as unemployed.

*The civilian labor force.* All persons classified as either employed or unemployed are considered to be in the civilian labor force.

*The civilian labor force participation rate.* The civilian labor force as a percent of the civilian noninstitutional population.

*The unemployment rate.* The number unemployed as a percent of the civilian labor force.



## **Appendix C. Where to Find Additional BLS Data on Women**

*Employment, Hours, and Earnings, United States, 1909-90*, U.S. Department of Labor, Bureau of Labor Statistics, Bulletin 2370, March 1991.

This publication contains trend data on women from the Current Employment Statistics program. Data are available on nonfarm payroll employment, hours, and earnings by detailed industry.

### *Employment and Earnings*

A monthly periodical containing data on the employment status of the population by sex and many other demographic characteristics. The January issue contains annual average data for the previous year.

### *Employment in Perspective: Women in the Labor Force*

A quarterly report devoted solely to data on women in the labor force.

### *Geographic Profile of Employment and Unemployment*

An annual bulletin that has information on women's employment status by Census regions, States, and metropolitan areas.

*Handbook of Labor Statistics*, U.S. Department of Labor, Bureau of Labor Statistics, Bulletin 2340, August 1989.

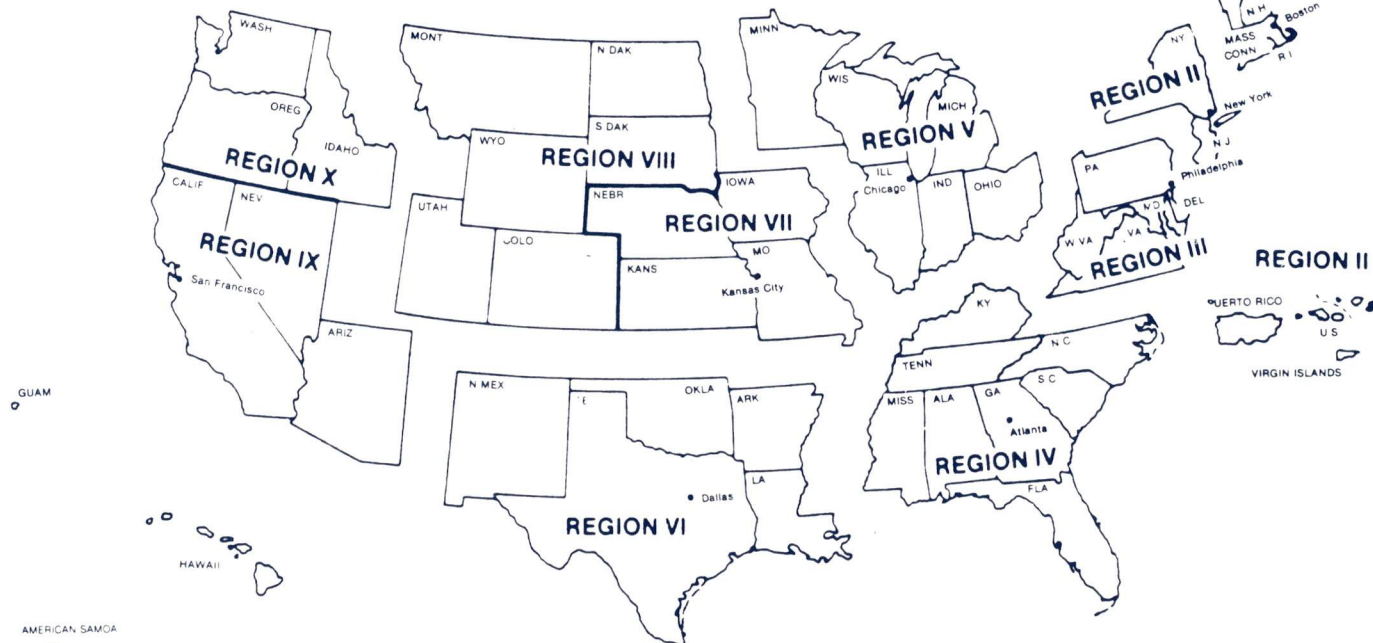
A bulletin that is a compendium of data from the Bureau's major statistical programs, some of which include data on women.

*Labor Force Statistics Derived from the Current Population Survey, 1948-87*, U.S. Department of Labor, Bureau of Labor Statistics, Bulletin 2307, August 1988.

Commonly called the "CPS Databook," this publication contains trend data on women from the Current Population Survey. Data are disaggregated by a variety of demographic characteristics, including age, race and Hispanic origin, presence and age of youngest child, etc.

### *Monthly Labor Review*

A monthly periodical containing scholarly articles and statistical tables. Articles on women and families are frequently featured. The December issue contains an index of that year's articles by author, subject, and title.



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| 06. Letter               | From Lynn Martin to POTUS<br>Re: Proposed Auto-Buyer Tax Credits (2 pp.) | 11/6/91 | <del>P-5</del> |        |

### Collection:

**Record Group:** Bush Presidential Records  
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**Series:** Sununu, John, Files  
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 (b)(9) Release would disclose geological or geophysical information



SECRETARY OF LABOR  
WASHINGTON

November 6, 1991

The President  
The White House  
Washington, DC 20500

Dear Mr. President:

Where the economy is concerned, you're getting best guesses from some and advice from all. So why should I be different?

The Department of Labor has just released our unemployment numbers. They're just marginally worse, but there's the potential of real trouble when you look further.

All of the job growth that occurred this summer when we talked about recovery is now gone. Manufacturing jobs are still in decline, and 10% of all construction jobs have been lost. The minimal growth in service jobs are in health care and social services, which is not encouraging either.

People are again talking about a double-dip. I think we never really came out of the recession are still in the trough. So, what to do? Of course the obvious. Alan Greenspan should do even more. He should be dropping the rates by more than picayune amounts. That change would be the fastest, best solution. So I called him to quietly rant (is that an oxymoronic phrase?)

We all must talk about your growth package. Every department can and should examine the danger of over-regulation. Adding costs to businesses and interfering with the market make little sense.

Life Magazine's survey showed 80% of Americans wanted changes to make saving easier. You're answering that with IRA changes. Businesses desperately need capital -- you're addressing that with capital gains and credit crunch abatement.

My department will be suggesting a worker training credit which fits into this general area and adds to your education push. It has a nice human quality, too. A training component gave something a real live working guy can feel might actually help him, or a divorced clerk can understand might make a difference.

But those actions, no matter how admirable are all in all, boring stuff, making Americans neither more confident nor more aware of how much you have done.

As you examine the categories that could lead us out of this stagnant time, it's clear the one based in either auto or real estate would be preferable for the quick action and for the broad group of Americans it could affect.

So I think it's time to look at a more direct injection in an area more unexpected and probably more contentious -- at least in the White House.

Why not a direct jolt in an area that could produce jobs, restore some confidence, and move where few would expect a Republican President to tread?

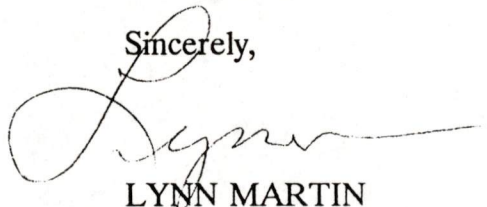
Why not a change in the code that would allow interest deduction up to 10,000 for the purchase of American cars? Such a change wouldn't just affect car-makers; it has implications for the millions of jobs that relate to the industry. It reaches into high paying blue and white collar areas and rewards production of tangible objects. It affects people not usually associated with us or our Party. It would have an enormous psychological effect.

I know; I know. I can hear the questions already. What about our allies? What about Japan in particular? What will it cost? Is this a step from free trade? Is there empirical evidence it would work?

Well, I don't have all the answers yet. But I'll quietly get them for you. If you want to dump the idea -- so be it. It certainly isn't a panacea; it might never pass. But it would certainly unnerve your critics and put to rest any idea that you don't care about the gut industries of America and that for you, this nation's economic welfare comes first.

I think an early foray into territory generally reserved for Democrats actually is part of a President Bush who always remains calm but is a very daring innovator.

Sincerely,



LYNN MARTIN

*Mike, I'm really sorry  
about what happened at  
Kearney's port.*



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| 07a. Letter              | From Lynn Martin to John Sununu<br>Re: Extended Benefits Revision (2 pp.) | 10/18/91 | P <del>5</del> |        |

### Collection:

**Record Group:** Bush Presidential Records  
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SECRETARY OF LABOR  
WASHINGTON

AC/TM

October 18, 1991

THE CHIEF of STAFF  
has seen

The Honorable John H. Sununu  
Chief of Staff  
The White House  
Washington, D.C. 20500

Dear John:

We know that the Democrats want to confront the President with their version of extended UI benefits. Last night another player, Chairman Rostenkowski, introduced his version. His bill has a new tax and may not be vetted by OMB, but does move toward the Dole package. It also indicates that the Democrats may be improving coordination for the first time. Therefore, I propose to do the following:

1. Remain firm in the "no new taxes" message, but welcome the Rosty entrant in a spirit of comity;
2. Continue to support the Dole alternative.

But none of these actions means any "plus" for the Administration; we are still reactive.

Therefore, I would like to suggest a new wrinkle: forward immediately a message from the President to the Hill proposing a permanent change to the Extended Benefits (EB) triggers, lowering them so that States trigger on EB more easily.

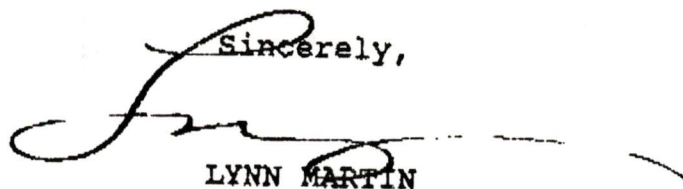
This strategy offers several advantages -- it get us in front of the Democrats on the details of a plan; it solves the problem that has created the pressure for a new, temporary extension of benefits; it defuses the pressure likely to occur in July if any alternative is adopted and the unemployment problem extends beyond the end of the program; and it preempts the critics who assert we have not acted in a compassionate way. If our forecasts are correct, it is unlikely to raise costs significantly. I have enclosed a sheet of specifications and costs of such a proposal.

This two-step approach should carry us through the current, highly volatile debate and represents a balanced, reasonable, compassionate response to the problems of unemployed workers.



If the economy is more robust, the costs never accrue; if it does not, we are not refighting this current fight in 1992. The dollars involved can be found.

Sincerely,

A handwritten signature in dark ink, appearing to be 'Lynn Martin', written in a cursive style. The signature is positioned above the printed name 'LYNN MARTIN'.

LYNN MARTIN

P.S. I have directed my staff to look at potential tax incentives for training so that we could add a "human" element to the Administration's growth package. We are coming along, and I'll get back to you on this soon, John.

Enclosure

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| Document No.<br>and Type | Subject/Title of Document                                                 | Date | Restriction    | Class. |
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| 07b. Paper               | Outline: Revised Extended Benefits Program Unemployment Insurance (2 pp.) | n.d. | <del>P</del> 5 |        |

**Collection:**

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## OUTLINE: REVISED EXTENDED BENEFITS PROGRAM UNEMPLOYMENT INSURANCE

The following is an outline/list of specifications for legislation that would accomplish two purposes:

1. incorporate elements of S.1791 (Dole bill) to provide a temporary (9 Month) extension of unemployment payments to those who have exhausted regular benefits in states with high insured unemployment rates, and
2. permanently change the regular Extended Benefits program to recalibrate the mechanism for triggering on to the program, to recognize economic and institutional changes that have occurred over the past decade.

### Section I: Temporary Extension of Benefits

A. Weeks of Benefits: Two tiers of benefit receipt (6 and 10 weeks) determined by adjusted insured unemployment rates of less than 5% and 5% respectively.

B. Unemployment Rate Definition: Propose use of an "adjusted" insured unemployment rate, to include those receiving regular benefits plus those who have exhausted benefits in the last 3 months.

C. Reachback to Cover Those Who Have Exhausted: Reachback to March 1, 1991. Only exhaustees in 10-week states in first week following enactment receive benefits of 10 weeks. Seven states would be eligible.

D. Funding: Funded from Federal unemployment taxes previously credited to the unemployment trust fund, but costs would be offset by 1) extending IRS income tax refund offset program; 2) auctioning portions of the electromagnetic spectrum; and 3) eliminating benefits to ex-military personnel who voluntarily leave the military.

E. Ex-Servicemembers: Provide the same waiting period and duration of benefits as the regular State programs (one week wait, and 26 weeks of benefits), but allow the program to serve only those involuntarily separated from the military.

F. Effective Dates/Duration: Program effective upon enactment, runs for 9 months (approximately July, 1992)

G. Net Five Year Costs: \$2.4 billion



Section II: Permanent Changes to the Extended Benefits Program

A. Amend the Federal-State Extended Unemployment Compensation Act at section 203(d) to lower the thresholds for triggering on the program. This has the effect of bringing more states onto the program.

(Extended benefits triggers are determined by use of a rate, based on a 13 week moving average insured unemployment. The program is triggered on when this average is 5% and 120% of the same thirteen-week period in the prior two years, or at 6% without the 120% feature).

B. Proposed new triggers would be 4% and 120% of the previous two years period, or 5%.

C. Effective Date: States would need to enact conforming legislation to operate the program of amendments to extended benefits. However, states would have a strong incentive to act, and for costing purposes we have assumed that states will have acted by July, 1992.

| D. Cost: | Current Law   | Amendment     |
|----------|---------------|---------------|
| FY 92    | \$ 41 million | \$ 46 million |
| FY 93    | 23 million    | 119 million   |
| FY 94    | 5 million     | 41 million    |
| FY 95    | 5 million     | 22 million    |

E. States on Program in FY 93: Three states (Alaska, Rhode Island and Maine) would be on under current law, and four additional states (Idaho, Michigan, Puerto Rico, and Vermont) would be added with the lower triggers.



SECRETARY OF LABOR  
WASHINGTON

October 21, 1991

MEMORANDUM FOR GOVERNOR SUNUNU

FROM:

LYNN MARTIN 

SUBJECT:

The Administration's Economic Growth Package

Attached is a copy of a letter I gave to Dick Darman Friday night. It suggests a couple of proposals that would add a "human" element to our economic growth package.

Attachment

*Good job on Sunday*

THE CHIEF of STAFF  
has seen

# Withdrawal/Redaction Sheet

## (George Bush Library)

| Document No.<br>and Type | Subject/Title of Document                                              | Date     | Restriction | Class. |
|--------------------------|------------------------------------------------------------------------|----------|-------------|--------|
| 08. Letter               | From Lynn Martin to Dick Darman<br>Re: Economic Growth Package (2 pp.) | 10/18/91 | P-5         |        |

### Collection:

**Record Group:** Bush Presidential Records  
**Office:** Chief of Staff, White House Office of  
**Series:** Sununu, John, Files  
**Subseries:** Cabinet Agencies Files  
**WHORM Cat.:**  
**File Location:** Martin (Labor) [1991]

Open on Expiration of PRA  
 (Document Follows)  
 By gf (NLGB) on 10/28/05

|                               |                |                             |           |
|-------------------------------|----------------|-----------------------------|-----------|
| <b>Date Closed:</b>           | 12/30/2004     | <b>OA/ID Number:</b>        | 29189-004 |
| <b>FOIA/SYS Case #:</b>       | 1998-0004-F[2] | <b>Appeal Case #:</b>       |           |
| <b>Re-review Case #:</b>      | 2005-0426-S    | <b>Appeal Disposition:</b>  |           |
| <b>P-2/P-5 Review Case #:</b> |                | <b>Disposition Date:</b>    |           |
| <b>AR Case #:</b>             |                | <b>MR Case #:</b>           |           |
| <b>AR Disposition:</b>        |                | <b>MR Disposition:</b>      |           |
| <b>AR Disposition Date:</b>   |                | <b>MR Disposition Date:</b> |           |

### RESTRICTION CODES

#### Presidential Records Act - [44 U.S.C. 2204(a)]

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U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR  
WASHINGTON, D.C.

October 18, 1991

The Honorable Richard G. Darman  
Director  
Office of Management and Budget  
Old Executive Office Building  
Washington, D.C. 20503

Dear Dick:

I am following up on our conversation this afternoon and would like to suggest two proposals for inclusion in the Administration's economic growth package to be submitted to Congress next week. These proposals add an additional dimension to the overall package by focusing on the need to increase incentives to invest in education and training for the working men and women of this country. My suggestions do this for both individuals as well as corporations, and are designed to add to the employability and flexibility of individual workers.

First, we need to provide an option for individuals who are unemployed. If a worker gets laid off from a bank or factory, he or she will be ill-equipped to enter a new occupation or financially incapable of returning to school. My proposal would allow laid-off workers or workers who have been notified of an imminent layoff to use their own resources to finance retraining and education. This would be accomplished by permitting unemployed workers to withdraw their funds accumulated in Individual Retirement Accounts (IRAs) or annuities, without penalty. This would complement the proposal in the growth package to expand availability of IRAs and to allow IRA money to be used for first-time home buyers or for college expenses.

Secondly, we also need to encourage corporations to invest more in training their work force. There are two alternative ways of doing this:

- o Give employers the option of expensing the cost of training expenditures immediately in the year the costs were incurred, or carrying forward the costs of training for five years to offset profits in subsequent periods; or



- o Institute a separate tax credit comparable to the current R&D tax credit. Employers would deduct from their tax liabilities 25 percent of training expenses in excess of the average training expenses incurred over the previous five years. This credit would leverage 4 dollars in additional private sector spending for each dollar of credit. The credit could be written to target upgrading, retraining and ongoing improvement of front-line workers.

The incentives provided in these proposals are demand-driven, triggered only as employers and employees decide for themselves on the need for more training, and would add an important "human" element to our economic growth package. If we are going to remain competitive in the world economy, we cannot ignore the major contributions made by workers themselves. I believe that these proposals are critical in helping us achieve this goal.

Sincerely,

  
LYNN MARTIN



# Withdrawal/Redaction Sheet

## (George Bush Library)

| Document No.<br>and Type | Subject/Title of Document                                                        | Date    | Restriction    | Class. |
|--------------------------|----------------------------------------------------------------------------------|---------|----------------|--------|
| 09. Letter               | From Lynn Martin to POTUS<br>Re: Domestic Policy Council Recommendations (1 pp.) | 9/24/91 | <del>P-5</del> |        |

**Collection:**

**Record Group:** Bush Presidential Records  
**Office:** Chief of Staff, White House Office of  
**Series:** Sununu, John, Files  
**Subseries:** Cabinet Agencies Files  
**WHORM Cat.:**  
**File Location:** Martin (Labor) [1991]

Open on Expiration of PRA  
 (Document Follows)  
 By JP (NLGB) on 4/21/08

|                                        |                                |
|----------------------------------------|--------------------------------|
| <b>Date Closed:</b> 12/30/2004         | <b>OA/ID Number:</b> 29189-004 |
| <b>FOIA/SYS Case #:</b> 1998-0004-F[2] | <b>Appeal Case #:</b>          |
| <b>Re-review Case #:</b> 2005-0426-S   | <b>Appeal Disposition:</b>     |
| <b>P-2/P-5 Review Case #:</b>          | <b>Disposition Date:</b>       |
| <b>AR Case #:</b>                      | <b>MR Case #:</b>              |
| <b>AR Disposition:</b>                 | <b>MR Disposition:</b>         |
| <b>AR Disposition Date:</b>            | <b>MR Disposition Date:</b>    |

### RESTRICTION CODES

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SECRETARY OF LABOR  
WASHINGTON

September 24, 1991

The President  
The White House  
Washington, DC 20500

Dear Mr. President:

The invigoration of the Economic Policy Council is welcome news and reinforces your commitment to a strong economy.

So I have some thoughts about the Domestic Policy Council and its potential.

First, I'd like to suggest a recasting of the Domestic Policy Council's mission: direct it to concentrate on two or three goals that cross jurisdictional lines and to provide a coherent strategy to you. A fixed time period for results would always be a part of your charge.

Second, I would think you could rotate the chairmanship on a goal-driven basis. If the goal was to present a plan to address the problems of rural America, the Secretary of Agriculture would be the obvious choice. But so would the Secretary of Health and Human Services -- in other words, you would have real options.

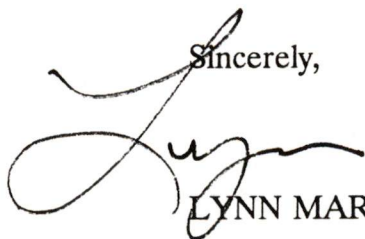
Of course there are pros and cons. Some might argue against change and voice concerns about active committees that could be subject to leaks or runaway projects that are half-baked.

But why miss a chance to counter the claims about a diminution of a domestic policy agenda? Why miss an opportunity to integrate cabinet goals?

Dave Gergen told me that although Richard Nixon may be remembered historically for his foreign policy achievements, what President Nixon says gives him the most satisfaction today are the moves he made in programs at home.

A well-constructed Domestic Policy Council would be a possible avenue for real progress.

Sincerely,

  
LYNN MARTIN

Lynn -  
Good food for  
thought  
Thanks  
as

# Withdrawal/Redaction Sheet

## (George Bush Library)

| Document No.<br>and Type | Subject/Title of Document                                                                       | Date    | Restriction    | Class. |
|--------------------------|-------------------------------------------------------------------------------------------------|---------|----------------|--------|
| 10. Letter               | From Lynn Martin to John Sununu<br>Re: Extended Benefits Program Unemployment Insurance (1 pp.) | 9/27/91 | <del>D</del> 5 |        |

### Collection:

**Record Group:** Bush Presidential Records  
**Office:** Chief of Staff, White House Office of  
**Series:** Sununu, John, Files  
**Subseries:** Cabinet Agencies Files  
**WHORM Cat.:**  
**File Location:** Martin (Labor) [1991]

Open on Expiration of PRA  
 (Document Follows)  
 By JP (NLGB) on 10/28/05

|                               |                |                             |           |
|-------------------------------|----------------|-----------------------------|-----------|
| <b>Date Closed:</b>           | 12/30/2004     | <b>OA/ID Number:</b>        | 29189-004 |
| <b>FOIA/SYS Case #:</b>       | 1998-0004-F[2] | <b>Appeal Case #:</b>       |           |
| <b>Re-review Case #:</b>      | 2005-0426-S    | <b>Appeal Disposition:</b>  |           |
| <b>P-2/P-5 Review Case #:</b> |                | <b>Disposition Date:</b>    |           |
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U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR  
WASHINGTON, D.C.

September 27, 1991

THE CHIEF of STAFF  
has seen and talked  
with Martin

The Honorable John Sununu  
Chief of Staff to the President  
The White House  
Washington, D.C. 20500

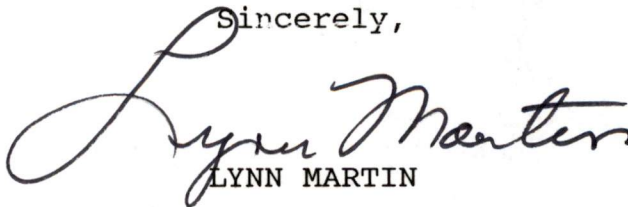
Dear John:

As you know, the House and Senate conferees have agreed on the extension of the Extended Benefits for UI and that within a few days that bill will be sent to the President for signature. The bill as it was conferenced is essentially the Bensen proposal but with the one-step process for declaring an emergency meaning that upon the President's signature the emergency is declared or if he vetos it and the Congress overrides it, it becomes enacted.

 While it is clear that we need to veto this bill and attempt to override it, I think the timing is important. Next Friday, October 4, the UI rates will be announced. Historically, this number should not jump precipitously from the 6.8 level and in stable periods might be one of the better numbers of the year. However, in succeeding months, it is more likely to decay.

As a result, to the extent that this pattern holds true, I think it is to our advantage to have the President veto the bill as quickly as possible and to override it as quickly as possible, particular since there is a pending recess for 10 days in the middle of October, it would be helpful to have this action completed before any further heat generates around the issue.

Sincerely,

  
LYNN MARTIN

*You may already know all this,  
but if not, you do now.*



# Withdrawal/Redaction Sheet

## (George Bush Library)

| Document No.<br>and Type | Subject/Title of Document                                                      | Date    | Restriction    | Class. |
|--------------------------|--------------------------------------------------------------------------------|---------|----------------|--------|
| 11. Report               | Model for Unemployment Insurance and Employment Service Revitalization (8 pp.) | 9/11/91 | P <del>5</del> |        |

**Collection:**

**Record Group:** Bush Presidential Records  
**Office:** Chief of Staff, White House Office of  
**Series:** Sununu, John, Files  
**Subseries:** Cabinet Agencies Files  
**WHORM Cat.:**  
**File Location:** Martin (Labor) [1991]

Open on Expiration of PRA  
 (Document Follows)  
 By JP (NLGB) on 10/28/05

|                               |                |                             |           |
|-------------------------------|----------------|-----------------------------|-----------|
| <b>Date Closed:</b>           | 12/30/2004     | <b>OA/ID Number:</b>        | 29189-004 |
| <b>FOIA/SYS Case #:</b>       | 1998-0004-F[2] | <b>Appeal Case #:</b>       |           |
| <b>Re-review Case #:</b>      | 2005-0426-S    | <b>Appeal Disposition:</b>  |           |
| <b>P-2/P-5 Review Case #:</b> |                | <b>Disposition Date:</b>    |           |
| <b>AR Case #:</b>             |                | <b>MR Case #:</b>           |           |
| <b>AR Disposition:</b>        |                | <b>MR Disposition:</b>      |           |
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**MODEL FOR  
UNEMPLOYMENT INSURANCE  
AND  
EMPLOYMENT SERVICE  
REVITALIZATION**

SEPTEMBER 11, 1991

## **NEW FOCUS OF UI/ES SYSTEM:**

### **■ SPEED RETURN TO WORK OF STRUCTURALLY UNEMPLOYED**

**1. Temporary Program: \$2.0 Billion EB Program**

**2. Permanent Program:**

- REVITALIZING THE EMPLOYMENT SERVICE**
- REVAMPING UNEMPLOYMENT INSURANCE**
- ASSISTING EMPLOYERS THROUGH THE  
UNEMPLOYMENT INSURANCE TAX STRUCTURE**

# **Permanent Program Changes**

## **I. UI/ES Programs**

\* UI system modified to:

- Profile all claimants to identify dislocated workers.
- Mandate reemployment services to dislocated workers after 13 weeks.
- Require all claimants to intensify search for work after specified periods.

\* ES revitalized role includes:

- Providing targeted services to UI claimants.
- Serving as assessment and referral agent for needed services.



## **II. Extended Benefits Reform**

- Lower triggers to get more states on program
- Recognize differing state situations with tiers of benefits
- Mandate services to recipients, not just work search requirements.
- Link mandated services to regular UI and ES programs.

### **III. UI Tax Changes: 2 Options**

- The 0.2 percent UI tax surcharge could be eliminated.
- The 0.2 percent UI tax surcharge could be redirected to provide incentives to return UI claimants to work.

## Temporary EB Changes

- Temporary response to current recession needed since permanent changes take time to implement.
- Congress is likely to introduce a temporary EB program and the Administration will need to respond.

## IMPLICATIONS OF PROPOSALS

- o Linking Unemployment Insurance (UI) benefit receipt to mandated services
  - AFL-CIO will criticize, cite claimant harassment, entitlement nature of benefits.
- o Primary focus of Employment Service (ES) on UI recipients
  - Some business groups will criticize, particularly large users in some locales, and will be against exclusion of other groups.
- o Alternative use of Federal UI 0.2% tax
  - Business groups will oppose, consider the tax excessive, have criticized previous proposals for use of funds for other than ES and UI administration.
- o Tax offset and new Extended Benefit costs
  - OMB, will not favor, will ask for offsets to these costs, argue that extra expenditures break the discipline of the Budget Enforcement Act.



Costs and Savings

1. Temporary Program

|                              |           |               |
|------------------------------|-----------|---------------|
| Temportary Extended Benefits | (FY 1992) | \$2.0 billion |
|------------------------------|-----------|---------------|

2. Permanent Program

|                          |              |     |
|--------------------------|--------------|-----|
| Extended Benefit Changes | (FY 1993-96) | 0.7 |
|--------------------------|--------------|-----|

|       |           |     |
|-------|-----------|-----|
| Costs | (FY 1993) | 1.4 |
|-------|-----------|-----|

|                |         |                |
|----------------|---------|----------------|
| NET TOTAL COST | FY 1992 | \$ 2.3 billion |
|                | FY 1993 | 0.2            |
|                | FY 1994 | 0.2            |
|                | FY 1995 | 0.2            |
|                | FY 1996 | 0.2            |

# Withdrawal/Redaction Sheet

## (George Bush Library)

| Document No.<br>and Type | Subject/Title of Document                                                           | Date | Restriction    | Class. |
|--------------------------|-------------------------------------------------------------------------------------|------|----------------|--------|
| 12. Memo                 | From Lynn Martin to John Sununu<br>Re: Heads Up on Glass Ceiling Initiative (3 pp.) | n.d. | <del>P-5</del> |        |

### Collection:

**Record Group:** Bush Presidential Records  
**Office:** Chief of Staff, White House Office of  
**Series:** Sununu, John, Files  
**Subseries:** Cabinet Agencies Files  
**WHORM Cat.:**  
**File Location:** Martin (Labor) [1991]

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 By JP (NLGB) on 10/28/05

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| <b>Date Closed:</b>           | 12/30/2004     | <b>OA/ID Number:</b>        | 29189-004 |
| <b>FOIA/SYS Case #:</b>       | 1998-0004-F[2] | <b>Appeal Case #:</b>       |           |
| <b>Re-review Case #:</b>      | 2005-0426-S    | <b>Appeal Disposition:</b>  |           |
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SECRETARY OF LABOR  
WASHINGTON

THE CHIEF OF STAFF  
has seen

MEMORANDUM FOR GOVERNOR SUNUNU

FROM: LYNN MARTIN *LM*  
SUBJECT: Heads up on Glass Ceiling Initiative

Nine Fortune 500 federal contractors, in five regions of the country, recently have received DOL compliance reviews, which included for the first time efforts to investigate the "glass ceiling" phenomenon. There is a great deal of congressional, business, media and advocacy group interest in the results of these reviews. The following lays out for you what has been done to date and how we plan to proceed from here.

Background

The "glass ceiling," as you know, describes the lack of advancement of women and minorities to management levels in the workplace. The glass ceiling problem was underscored recently by Evan Kemp in Senate Testimony when he said "the glass ceiling is real...it destroys morale." OFCCP (Office of Federal Contract Compliance Programs), while conducting routine compliance reviews over the last several years, documented a dearth of minorities and women at management levels. Increasing academic and public inquiry, as well as OFCCP's findings, resulted in a three-point initiative outlined by the Department of Labor in the fall of 1989.

The **glass ceiling initiative** consists of 1) heightening public awareness on the issue through speeches, meetings with business, government and advocacy groups, and utilizing the media; 2) honoring outstanding federal contractors with DOL awards; and 3) announcing a "glass ceiling" component in nine OFCCP compliance reviews in five regions with the objective of establishing standardized OFCCP glass ceiling review procedures for use in the future.

Seven of the nine reviews indicate clearly that attitudinal and operational barriers can and do impede advancement of minorities and women in the workplace. These reviews appear to have been successful for the corporations that participated; indeed, from the onset, these reviews appear to have been conducted with a high degree of cooperation between our staff and the senior management at the nine companies. Corporations studied were promised and provided anonymity. Several companies, have since publicized their participation to highlight the positive results of the management review.



As you know, OFCCP's mandates require that, as a contractual obligation, employers contracted by the Federal government do not discriminate on the basis of race, sex, color, religion, national origin, disability or veterans status. This particular effort set a precedent by expanding the scope of OFCCP's reach. For the first time OFCCP looked at selection and developmental practices and processes, and on compensation of corporate management. The results that were obtained are not "by the numbers findings," but were qualitative outcomes based on a comprehensive review of the full range of employment, recruitment, promotion, and business factors that characterize each of the nine companies studied.

### Discussion

There is great interest about where we take this in the future. There are House and Senate proposals that would create a commission to study how companies promote and reward women and minorities. The Administration's position on such a commission, as stated in Dick Thornburgh's letter opposing H.R.1, is that legislation is unnecessary because "the Department of Labor has already launched a Glass Ceiling Initiative, which is working to identify and alleviate such barriers."

I have used the time since my confirmation to examine closely the work done on this project. I have directed that our efforts and recommendations 1) be measured against broad workforce and competitiveness issues; and 2) be defined in a context consistent with the Administration's overall approach to employment discrimination investigation and enforcement. In particular, the initiative, as now defined, is designed to 1) promote a quality and flexible workforce; 2) promote good corporate conduct through an emphasis on corrective and cooperative problem-solving; and 3) promote equal opportunity, not mandated results, so that the President's mandate to make merit count can be rapidly fulfilled.

Our efforts and recommendations outlined below envision our primary role as providing technical assistance to contractors in identifying and removing structural and behavioral impediments that stifle the career advancement of women and minorities. DOL has not, and should not act as personnel directors who dictate from a distance who should be hired, fired, or promoted.

### Initiative Package

The following are the individual elements of a package I will announce during the first week of August.



## I. THE REPORT

We will issue a report that contains a complete picture of 1) the overall findings of the pilot studies; 2) the methodology OFCCP developed to reach its findings; 3) a list of corporate policies and practices that should be examined as part of efforts to remove advancement barriers; and 4) corporate reactions to the pilot studies.

Issuing this report will enable corporate leadership to 1) substantively react to our findings and 2) begin to examine their practices and policies, with and without direct OFCCP involvement, using our report as a baseline.

## II. COMPLIANCE ASSISTANCE

DOL will 1) develop the parameters of further OFCCP management reviews; 2) conduct additional corporate management glass ceiling reviews to continue the process of identifying and removing barriers; and 3) work with others in the Administration to expand further our understanding and that of employers (including public sector employers) as to practices and policies that impede the legitimate career advancement of women and minorities. The costs of OFCCP reviews will be incorporated into the normal budget.

As part of compliance assistance, DOL will work in close consultation with private employers to develop a process that is flexible and user-friendly so corporate and other workplace managers can self-assess and internally evaluate their employment practices. This effort will include informal outreach to major national leadership organizations such as NAM, NFIB, American Association of Executives, the AFL-CIO, the NAACP, and other organizations that affect employment, women and minorities.

## III. PUBLIC EDUCATION

The Women's Bureau and other agencies in DOL will initiate a communications and education program that increases public awareness of glass ceiling barriers and ways in which to remove them. This will include 1) regional seminars with the employer community to disseminate our findings; 2) an award program to honor publicly employers who work pro-actively to remove the glass ceiling; and 3) a coordinated outreach involving national, state, and local leadership organizations.



THE WHITE HOUSE

WASHINGTON

July 27, 1991

THE CHIEF of STAFF  
has seen

MEMORANDUM FOR GOVERNOR SUNUNU

FROM: ROGER B. PORTER *RBP*

SUBJECT: Labor Technical Assistance for the U.S.S.R.

Lynn Martin's memorandum to us and Brent Scowcroft suggests that the President announce a new technical labor assistance program during the Moscow Summit.

There is no question that labor reform is a critical element in the economic restructuring that is needed in the Soviet Union. Moreover, Lynn is correct that there is much the United States could do to help. And, on the basis of her meetings with her Soviet counterpart, it appears that there is interest on the part of the Soviets. This should come as no surprise.

She has chosen to emphasize energy and tourism in developing concrete proposals. One must start somewhere, and these are probably as two good a sectors as any. The Soviet Union has vast energy resources that are being extracted in highly inefficient ways and that are plagued with poor labor-management relations.

Likewise, there is relatively little tourism in the Soviet Union, although until material conditions improve markedly, it is hard to envision tourists flocking to the U.S.S.R. the way they do to places with more enticing climates and amenities. But there is certainly room for upside expansion, and this has the potential for attracting much needed hard currency.

It is, however, premature in my view to announce a new technical labor assistance program during the President's trip to Moscow. The Labor Department's proposals need careful examination within the Administration before we create expectations in the Soviet Union. For example, Labor proposes that the U.S. private sector and unions retrain 10,000 Soviet workers. Yet this would undoubtedly involve budget costs to the U.S. government. We need to know how much, and what agency would bear it.

I suggest that we refer these ideas to the existing interagency group, chaired by the State Department, that examines various economic assistance programs for the Soviet Union. They simply need more fleshing out and review before they are ready to be announced.

U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR  
WASHINGTON, D.C.

July 23, 1991

MEMORANDUM FOR JOHN SUNUNU  
BRENT SCOWCROFT  
ROGER PORTER

FROM:  LYNN MARTIN  
SECRETARY OF LABOR

SUBJECT: Labor Technical Assistance in the U.S.S.R./  
Upcoming Summit

Today during the Cabinet meeting, it struck me that the President might want some specific actions to announce during his Summit with President Gorbachev, showing concrete steps that the U.S. would take to assist the Soviets in the transition to a market economy. I am suggesting that President Bush announce a new technical labor assistance program.

By way of background, while in Geneva in June for the International Labor Conference, I met my Soviet counterpart Vladimir Paoulman, Minister for Labor and Social Problems. During what I intended as a brief courtesy meeting -- but resulted in a lengthier 90 minute discussion driven by Paoulman's interest in market reforms -- we discussed Gorbachev's initiatives towards labor reform and comparison with U.S. models. In the labor area, the Soviet Government is working on two fronts: one is containment of labor unrest and the second are initiatives to improve the productivity of the Soviet labor force, while preparing for worker unemployment as market reforms are introduced.

Paoulman is continuing reforms begun by his predecessor (who is now a deputy prime minister) to link productivity and wages, yet his understanding of wages in a market economy remains sketchy, at best. In addition, Paoulman recounted that his Ministry has compiled an action agenda of 106 basic tasks that, if realized, would respond to the growing fear among Soviet workers of unemployment, including several programs under way such as public employment services offices; an unemployment payroll tax; and retraining centers for the unemployed. Not surprising, Paoulman also indicated a keen interest in promoting guest-worker arrangements in Western countries -- which must be seen as a measure of their desperation to find employment for idle workers and, more importantly, to earn hard currency.

The following ideas are founded on my discussions with Paoulman and my recollection of the President's leadership last year at the Houston Summit which resulted in the IMF, OECD and World Bank joint report on the Soviet economy in which labor market reforms were prominently featured. The London Summit renewed his call for technical assistance as opposed to direct financial aid, and in support, I offer the Department's expertise. Certainly, I



stand ready to accommodate the President on this, if any or all of this is a fit for next week's Summit.

The Department of Labor would assist the Soviets in model worker retraining and dispute resolution in select sectors. The President could announce that during the next two years the U.S. will allow up to 10,000 Soviet workers be retrained by the U.S. private sector and unions in two key sectors -- energy production and tourism. We have chosen these sectors because they present potential means of generating hard currency to help the Soviets meet their balance of payment problems.

o **Energy.**

-- Arrange six week to six month work/study programs in the United States to teach much needed technical skills such as oil drilling and production under adverse conditions. We would work with those U.S. oil companies that announced during the President's September 1990 mission their intention of exploring joint production arrangements in the Timon-Pechora and Kazakstan regions.

-- Improve coal miner health and safety practices in Russia and the Ukraine. With our present expertise gained over the past two years in the U.S.S.R., the Department would set up safety seminars, and ultimately exchanges, for miners and mine managers. Since the Central Soviet government recently ceded coal reserves (and the accompanying labor problems) to the Russian republic, a coal mining initiative would have the double benefit of supporting President Yel'stin.

-- Educate worker and government representatives on how wage disputes and other grievances are resolved in market economies. In both the oil and coal industries, the Department could conduct seminars and exchanges with worker representatives to provide basic economic education on how wages are established and disputes are resolved in market economies. The independent miners union has already met with Lane Kirkland and Bill Usery, as well as coal management representatives, and the Department could help further the private initiatives that were explored during their recent meetings.

o **Tourism.**

-- Channel unemployed workers resulting from mass layoffs into private cooperative ventures that support tourism. At this time, the private cooperatives, which were made legal in 1988, are generating most of the new jobs in the Soviet Union. The Department of Labor would, in cooperation with the U.S. private sector, would provide



advice on how to establish model programs that would help unemployed workers create businesses that are necessary for a tourism infrastructure.

- Develop work/study programs in the United States tourism sector. The Department of Labor could work with the U.S. private sector to provide training for six months in the tourism sector. Soviet workers would learn how a market economy works and the importance of the work ethic during their six month stay.

The Department of Labor would also utilize lessons already learned from providing labor technical assistance to Poland, Hungary and the Czech and Slovak Republic. The Department could offer the Soviet Ministry for Labor and Social Problems assistance in all aspects of our expertise, including labor law and worker health and safety. Initially though, I suggest concentrating on the following areas:

- o **Statistics.** Over the past year, a limited number of officials from the Soviet Labor Ministry have attended our international program in labor statistics. We would dramatically increase the number of Soviets that learn western statistical analysis of wage and price surveys, labor market trends and productivity data.
- o **Employment Services.** Working with the Ministry, the Department of Labor would assist in establishing model public employment offices.
- o **Unemployment Compensation.** The Soviets recently instituted a tax on employers to fund an unemployment insurance fund, proceeds of which will be split between the republics and the federal governments. The Department of Labor's experience in resolving funding problems among Federal, State and local governments could be a valuable resource for Ministry officials.
- o **Private Pensions.** The Ministry recently received responsibility for the Soviet pension system. As part of the Department's on going program to help Eastern European countries restructure and reform social insurance payment systems, we could assist the Soviets in development of a private pension system.

cc: Ede Holiday

# Withdrawal/Redaction Sheet

## (George Bush Library)

| Document No.<br>and Type | Subject/Title of Document                                                   | Date    | Restriction    | Class. |
|--------------------------|-----------------------------------------------------------------------------|---------|----------------|--------|
| 14. Memo                 | From Lynn Martin to John Sununu<br>Re: Emergency Unemployment Bills (1 pp.) | 7/26/91 | <del>P-5</del> |        |

### Collection:

**Record Group:** Bush Presidential Records  
**Office:** Chief of Staff, White House Office of  
**Series:** Sununu, John, Files  
**Subseries:** Cabinet Agencies Files  
**WHORM Cat.:**  
**File Location:** Martin (Labor) [1991]

Open on Expiration of PRA  
 (Document Follows)  
 By JP (NLGB) on 10/28/05

|                               |                |                             |           |
|-------------------------------|----------------|-----------------------------|-----------|
| <b>Date Closed:</b>           | 12/30/2004     | <b>OA/ID Number:</b>        | 29189-004 |
| <b>FOIA/SYS Case #:</b>       | 1998-0004-F[2] | <b>Appeal Case #:</b>       |           |
| <b>Re-review Case #:</b>      | 2005-0426-S    | <b>Appeal Disposition:</b>  |           |
| <b>P-2/P-5 Review Case #:</b> |                | <b>Disposition Date:</b>    |           |
| <b>AR Case #:</b>             |                | <b>MR Case #:</b>           |           |
| <b>AR Disposition:</b>        |                | <b>MR Disposition:</b>      |           |
| <b>AR Disposition Date:</b>   |                | <b>MR Disposition Date:</b> |           |

### RESTRICTION CODES

#### Presidential Records Act - [44 U.S.C. 2204(a)]

P-1 National Security Classified Information [(a)(1) of the PRA]  
 P-2 Relating to the appointment to Federal office [(a)(2) of the PRA]  
 P-3 Release would violate a Federal statute [(a)(3) of the PRA]  
 P-4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]  
 P-5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]  
 P-6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Removed as a personal record misfile.

#### Freedom of Information Act - [5 U.S.C. 552(b)]

(b)(1) National security classified information [(b)(1) of the FOIA]  
 (b)(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]  
 (b)(3) Release would violate a Federal statute [(b)(3) of the FOIA]  
 (b)(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]  
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 (b)(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]  
 (b)(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]  
 (b)(9) Release would disclose geological or geophysical information



SECRETARY OF LABOR  
WASHINGTON

AC/ER

July 26, 1991

UPDATE FOR JOHN SUNUNU, CHIEF OF STAFF, THE WHITE HOUSE

FROM: LYNN MARTIN *h*

SUBJECT: EMERGENCY UNEMPLOYMENT BILLS

*talked with Darman and Martin*  
*has seen and*  
**THE CHIEF OF STAFF**

I am concerned about the rapidly developing debate concerning the Emergency Unemployment Compensation bills and the bad press that may develop next week as the issue hits the floor of Congress, particularly as this press affects public attitudes about the Administration's ability to manage effectively the economy.

Our strategy for dealing with the emerging Bentsen Bill in the Senate and the nascent Rostenkowski-Downey Bill in the House may need to be re-examined. Both seem to be gathering irresistible momentum now, and both present the President with unpalatable and unacceptable choices, with immediate and harmful political consequences.

It is apparent that a majority of Republicans in the Senate feel that they will have to support the Bentsen Bill when it comes to the floor Monday, July 29. This means the President, unless the Democrats do something dumb like suggest a tax increase, may be faced with either a veto he may not be able to sustain or a bill that he signs which makes extended UI benefits available only if the President will declare an emergency. In both cases, we could end up with a UI bill that is highly flawed and sets unacceptable precedents.

While the President is gone, there must be a cohesive strategy for dealing with a difficult legislative week and for retaining the initiative.

Dick Darman and I have been talking; he is more sanguine than I about the chances for no bill before the recess. I hope he's right; still, I believe in preparing for a less desirable outcome and for our position to dominate the substantive debate that occurs in Congress and the media whether or not a bill emerges.

It would seem to make some sense that Dick Darman and I sit down Monday with the Republican leaders on the Hill so that the President's strategy can keep up with the shifting sands.



THE WHITE HOUSE  
WASHINGTON

Date: July 5, 1991

**FOR:** GOVERNOR SUNUNU

**FROM: ED ROGERS**

- ☐ Action
- ☐ Your Comment
- ☐ Let's Talk

☒ FYI

Please review. This is the latest version.

CC: Andy Card

THE WHITE HOUSE  
WASHINGTON

**DATE:** July 5, 1991

**TO:** GOVERNOR SUNUNU

**FROM:** ED ROGERS

Dick Darman will be looking at the attached this morning.

# Withdrawal/Redaction Sheet

## (George Bush Library)

| Document No.<br>and Type | Subject/Title of Document                                                                                      | Date | Restriction   | Class. |
|--------------------------|----------------------------------------------------------------------------------------------------------------|------|---------------|--------|
| 15. Letter               | From James B. McRae, Jr. to Lynn Martin<br>Re: Support for General Aptitude Test Battery<br>(2 copies) (6 pp.) | n.d. | <del>b5</del> |        |

### Collection:

**Record Group:** Bush Presidential Records  
**Office:** Chief of Staff, White House Office of  
**Series:** Sununu, John, Files  
**Subseries:** Cabinet Agencies Files  
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| <b>P-2/P-5 Review Case #:</b> |                | <b>Disposition Date:</b>    |           |
| <b>AR Case #:</b>             |                | <b>MR Case #:</b>           |           |
| <b>AR Disposition:</b>        |                | <b>MR Disposition:</b>      |           |
| <b>AR Disposition Date:</b>   |                | <b>MR Disposition Date:</b> |           |

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 (b)(9) Release would disclose geological or geophysical information



# DRAFT

Honorable Lynn Martin  
Secretary  
U. S. Department of Labor  
200 Constitution Avenue, N.W.  
Washington, DC 20201

Dear Secretary Martin,

On June 3, 1991, you submitted for Executive order No. 12291 review a draft final notice entitled "Policy on Selection and Referral Techniques for Employment and Training Programs." This notice would discontinue the use of the General Aptitude Test Battery (GATB) by all Employment and Training Administration (ETA) programs "for selection and referral to occupational training programs and job openings."

Discontinuing the GATB is not, however, supported by the vast majority of correspondence that the Department has received since it first solicited comments on this issue on July 24, 1990 (55 FR 30162). These comments do not support the rationale that the Department proffers in its draft final notice. The Department states that serious questions have been raised about whether the GATB and other selection tools are useful and accurate predictors of success. Moreover, the Department states that questions have arisen as to the legality of the within-group scoring used in the administration of the GATB, and that other questions have been raised as a result of a study of the GATB by the National Academy of Sciences (NAS).

As the Department states in its draft final notice, however, most public comments do not support termination of the GATB: "Letters were received from 1,523 respondents, mainly opposing the proposed withdrawal (of the GATB)."

Additionally, three Federal agencies have reviewed the draft final notice and provided comments (attached). The Equal Employment Opportunity Commission (EEOC) states that "the proposed suspension is unwarranted for several reasons." EEOC states that suspending the test gives "employers no viable alternative but to turn to less valid selection procedures," and "contributes neither to the economic well being and competitiveness of this nation nor to equal employment opportunity." The Department of Education comments that "the notice does not present a strong case for the suspension of the GATB." In addition, the Education Department expresses concern "that the suspension of the GATB would discourage employment



agencies and employers from using test results in hiring decisions" which might, in turn, "undermine the America 2000 strategy of encouraging businesses to use American Achievement Test scores in their hiring decisions." Finally, the Justice Department states that "it is not necessary to suspend the use of the GATB...in order to eliminate race-norming...." "Race-norming" is the practice of adjusting test scores solely with respect to the test taker's race.

Most importantly, the Department of Labor's proposal does not reflect the findings of a National Academy of Sciences<sup>1</sup> report that DOL commissioned especially to review the GATB. The report does not recommend suspension or discontinuation of the GATB. Rather, in the eyes of the NAS panel, the use of the GATB is inappropriate only for certain "specific populations." According to the NAS panel, weak test security and over-speededness are the only two significant flaws of the GATB. But to the NAS panel, these weaknesses did not appear severe enough to cause it to recommend suspension of the test. The NAS panel concluded that "GATB scores can provide useful screening information," even though the "predictive power of the test is not so strong that the GATB should become the sole means of filling all job orders."

In addition, the NAS panel found little or no scientific evidence to support the practice of within-group scoring, also known as "race-norming." The panel concluded that "the use of a single formula for relating GATB scores to performance criteria would not be biased against black applicants; if anything, it would slightly overpredict their performance, particularly in the higher score ranges." Nonetheless, the NAS panel went on to recommend continuation of within-group score adjustment ("race-norming") based on the premise that selection error should not adversely affect any minority group. While the test apparently has no inherent racial bias, false rejection rates disproportionately affect blacks and Hispanics due to their lower average test scores. However, "these effects are a function of high and low test scores, not racial or ethnic identity," according to the panel. Adjustment of GATB test scores according to racial group status does not accurately correct for this false rejection error, which is a statistical artifact not causally linked with race.

Finally, while the GATB itself is widely recognized as a beneficial tool in employee selection and referral, the practice of "race-norming" GATB test scores is not widely supported. Since 1986, the Department of Justice has considered adjustment of GATB test scores solely with respect to race illegal. The

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<sup>1</sup> Hartigan and Wigdor, eds. Fairness in Employment Testing: Validity Generalization, Minority Issues, and the General Aptitude Test Battery. National Academy Press, 1989.

Administration's section-by-section analysis of the 1991 Civil Rights Bill holds that in no case is "an employer required or permitted to adjust test scores, or to use different cut-offs for members of different groups..." Further, the Department of Justice "has advised that the Labor Department would not be liable for making GATB available so long as it informs employers that the use of the GATB, like the use of any test, is subject to the civil rights laws." For these reasons, it does not appear that legal and policy considerations about "race-norming" warrant suspension of the GATB.

Because the Department of Labor's proposed action to suspend use of the GATB indefinitely for all job referral and selection purposes does not agree with most of the public, expert, or Federal agency comments regarding this proposal, we cannot accept this proposal as being consistent with Administration policy or with the best interests of the public. DOL has not shown that the confirmed usefulness of the GATB is outweighed by incontestable imperfections in the administration of the test. Because the Labor Department has not, as it must under section 2(a) of Executive order No. 12291, provided adequate support to justify this administrative decision, we are returning this draft final policy notice for your reconsideration. Should you have any questions regarding this response, please feel free to contact me.

Sincerely,

James B. MacRae, Jr.  
Administrator and  
Acting Administrator  
Office of Information and  
Regulatory Affairs



CLOSE HOLD

CLOSE HOLD

Honorable Lynn Martin  
Secretary  
U. S. Department of Labor  
200 Constitution Avenue, N.W.  
Washington, DC 20201

**DRAFT**

Dear Mrs. Martin,

On June 3, 1991, you submitted for Executive order No. 12291 review a draft final notice entitled "Policy on Selection and Referral Techniques for Employment and Training Programs." This notice would discontinue the use of the General Aptitude Test Battery (GATB) by all Employment and Training Administration (ETA) programs "for selection and referral to occupational training programs and job openings."

Discontinuing the GATB is not, however, supported by the vast majority of correspondence that the Department has received since it first solicited comments on this issue on July 24, 1990 (55 FR 30162). These comments do not uphold the rationale that the Department is using to justify this proposal. Those two rationale are: 1) That "serious questions have been raised about whether the GATB and other selection tools are meeting the Department's goal of being "as accurate predictors of success as possible and are as useful as they can be;" and 2) that questions have been "raised about the legality of the within-group scoring system used in the administration of the GATB, as well as issues raised in a study of the GATB by the National Academy of Sciences (NAS)."

Most public comments do not agree with these rationale or support termination of the GATB: "Letters were received from 1,523 respondents, mainly opposing the proposed withdrawal (of the GATB)."

Nor is the proposed notice supported by comments from three Federal agencies (attached). The Equal Employment Opportunity Commission (EEOC) states that "the proposed suspension is unwarranted for several reasons." EEOC states that suspending the test gives "employers no viable alternative but to turn to less valid selection procedures," and "contributes neither to the economic well being and competitiveness of this nation nor to equal employment opportunity." The Department of Education comments that "the notice does not present a strong case for the suspension of the GATB." In addition, the Education Department expresses concern "that the suspension of the GATB would



discourage employment agencies and employers from using test results in hiring decisions" which might, in turn, "undermine the America 2000 strategy of encouraging businesses to use American Achievement Test scores in their hiring decisions." Finally, the Justice Department states that "it is not necessary to suspend the use of the GATB...in order to eliminate race-norming..." "Race-norming" is the legally questionable practice of adjusting test scores solely with respect to the test taker's race.

Most importantly, the Department of Labor's proposal does not reflect the findings of a National Academy of Sciences<sup>1</sup> report that DOL commissioned especially to review the GATB. The report does not recommend suspension or discontinuation of the GATB. Rather, in the eyes of the NAS panel, the use of the GATB is inappropriate only for certain "specific populations." According to the NAS panel, weak test security and over-speededness are the only two significant flaws of the GATB. But to the NAS panel, these weaknesses did not appear severe enough to cause it to recommend suspension of the test. The NAS panel concluded that "GATB scores can provide useful screening information," even though the "predictive power of the test is not so strong that the GATB should become the sole means of filling all job orders."

In addition, the NAS panel found little scientific evidence to support the practice of within-group scoring, also known as "race-norming." The panel concluded that "the use of a single formula for relating GATB scores to performance criteria would not be biased against black applicants; if anything, it would slightly overpredict their performance, particularly in the higher score ranges." Nonetheless, the NAS panel went on to recommend continuation of within-group score adjustment ("race-norming") based on the premise that selection error should not adversely affect any minority group. While the test apparently has no inherent racial bias, false rejection rates disproportionately affect blacks and Hispanics due to their lower average test scores. However, "these effects are a function of high and low test scores, not racial or ethnic identity," according to the panel. Adjustment of GATB test scores according to racial group status does not accurately correct for this false rejection error, which is a statistical artifact not causally linked with race.

Because the Department of Labor's proposed action to suspend use of the GATB indefinitely for all job referral and selection purposes does not agree with most of the public, expert, or Federal agency comments regarding this proposal, we cannot accept this proposal as being consistent with Administration policy or with the best interests of the public. DOL has not shown that the confirmed usefulness of the GATB is outweighed by

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<sup>1</sup> Hartigan and Wigdor, eds. Fairness in Employment Testing: Validity Generalization, Minority Issues, and the General Aptitude Test Battery. National Academy Press, 1989.

incorrectable imperfections in the administration of the test. Because the Labor Department has not, as it must under section 2(a) of Executive order No. 12291, provided adequate support to justify this administrative decision, we are returning this draft final policy notice for your reconsideration.

Sincerely,

James B. MacRae, Jr.  
Administrator and  
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| Document No.<br>and Type | Subject/Title of Document                                                                      | Date    | Restriction   | Class. |
|--------------------------|------------------------------------------------------------------------------------------------|---------|---------------|--------|
| 16. Memo                 | From Lynn Martin to John Sununu<br>Re: Response to Threatened National Railroad Strike (4 pp.) | 4/11/91 | <del>P5</del> |        |

**Collection:**

**Record Group:** Bush Presidential Records  
**Office:** Chief of Staff, White House Office of  
**Series:** Sununu, John, Files  
**Subseries:** Cabinet Agencies Files  
**WHORM Cat.:**  
**File Location:** Martin (Labor) [1991]

**Open on Expiration of PRA**  
**(Document Follows)**  
 By JP (NLGB) on 10/28/05

|                               |                |                             |           |
|-------------------------------|----------------|-----------------------------|-----------|
| <b>Date Closed:</b>           | 12/30/2004     | <b>OA/ID Number:</b>        | 29189-004 |
| <b>FOIA/SYS Case #:</b>       | 1998-0004-F[2] | <b>Appeal Case #:</b>       |           |
| <b>Re-review Case #:</b>      | 2005-0426-S    | <b>Appeal Disposition:</b>  |           |
| <b>P-2/P-5 Review Case #:</b> |                | <b>Disposition Date:</b>    |           |
| <b>AR Case #:</b>             |                | <b>MR Case #:</b>           |           |
| <b>AR Disposition:</b>        |                | <b>MR Disposition:</b>      |           |
| <b>AR Disposition Date:</b>   |                | <b>MR Disposition Date:</b> |           |

### RESTRICTION CODES

**Presidential Records Act - [44 U.S.C. 2204(a)]**

P-1 National Security Classified Information [(a)(1) of the PRA]  
 P-2 Relating to the appointment to Federal office [(a)(2) of the PRA]  
 P-3 Release would violate a Federal statute [(a)(3) of the PRA]  
 P-4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]  
 P-5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]  
 P-6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Removed as a personal record misfile.

**Freedom of Information Act - [5 U.S.C. 552(b)]**

(b)(1) National security classified information [(b)(1) of the FOIA]  
 (b)(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]  
 (b)(3) Release would violate a Federal statute [(b)(3) of the FOIA]  
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 (b)(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]  
 (b)(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]  
 (b)(9) Release would disclose geological or geophysical information

*600 S  
Have you  
seen this?  
Andy*

U.S. DEPARTMENT OF LABOR  
SECRETARY OF LABOR  
WASHINGTON, D.C.

*Fred McClure  
has a copy*

April 11, 1991

MEMORANDUM FOR GOVERNOR SUNUNU  
SECRETARY SKINNER

FROM: LYNN MARTIN *LM*

SUBJECT: Response to Threatened National Railroad Strike

Regarding the strategy to respond to the threatened national railroad strike that could commence next Wednesday, April 17, at 12:01 am:

Since a strike is a near certainty, the best option for responding is prompt enactment of legislation implementing the Presidential Emergency Board's recommendations, as has been done to settle past rail strikes. There are other options that have been discussed, including the Congressional establishment of a second Emergency Board or a further extension of the status-quo restriction on striking. Although these options are not appealing at this time, if faced with a delay in the legislative resolution causing a protracted strike and the consequential serious effects on the economy, these options may be reconsidered.

In our legislative strategy, the cooperation of Congressman Dingell obviously is critical. The Big Three auto manufacturers, who are some of his major constituents, have advised:

- o General Motors projects that, on the first day of the strike, the company will shut down 75 to 80 percent of its operations. Assuming that trained management crews are able to perform some of the switching of the trains in the rail yards, the company could operate at these significantly reduced levels for two to three days. Thereafter, the company projects that it would have to shut down 100 percent of its operations.
- o Ford believes that all of its operations will be shut down within 48 hours after the strike begins.
- o Chrysler believes that it will be totally shut down in three days, and probably sooner at its St. Louis site where it manufactures its most profitable minivan.

This information should provide an additional incentive for Congressman Dingell to respond expeditiously with a legislative solution.

The President could play many potential roles. It seems far more rational that the President not become involved until the successful resolution rather than at the outset. Labor can back up Transportation, and our two departments can take the heat if there are any problems at the outset. This provides maximum flexibility for the President. If the higher risk strategy is selected, I am ready to help in any way you both feel appropriate.



The rail industry is critically important to the U.S. economy, moving more than one-third of all goods shipped in the United States. The strike that looms early Wednesday morning could severely disrupt the economy just as it is trying to turn around out of the recession. A rail strike could potentially idle hundreds of thousands of workers, and affect virtually all Americans, one way or another.

It is always better for labor and management to resolve their differences and produce an agreement. A Presidential Emergency Board, after eight months of hearings, issued a report making dozens of recommendations to settle their dispute. This report can and should serve as their basis for resolution of this difficulty.

Because of the potential economy-wide disruption it would be prudent that all efforts and actions be taken to avoid this strike. My Administration is willing to work with the parties to help in any way possible.

April 15, 1991

The rail industry is critically important to the U.S. economy, moving more than one-third of all goods shipped in the United States. The strike that looms early Wednesday morning would severely disrupt the economy just as it is trying to turn around out of recession. A rail strike would potentially idle hundreds of thousands of workers, and affect virtually all Americans, one way or another.

It is always better for labor and management to resolve their differences and produce an agreement. A Presidential Emergency Board, after eight months of hearings, issued a report making dozens of recommendations to settle the dispute. Because of the potential economy-wide disruption, it would be prudent for the appropriate Congressional committees to hold emergency hearings immediately with a view to finishing Congressional action on emergency legislation before midnight Tuesday, April 16. My Administration is prepared to work hand-in-hand with Congress to fashion such legislation to end the dispute. Such legislation should be based on the Presidential Emergency Board's recommended settlement.

# Withdrawal/Redaction Sheet

## (George Bush Library)

| Document No.<br>and Type | Subject/Title of Document                                                                    | Date    | Restriction   | Class. |
|--------------------------|----------------------------------------------------------------------------------------------|---------|---------------|--------|
| 17. Letter               | From Lynn Martin to John Sununu<br>Re: Labor Department's Role in Education Strategy (2 pp.) | 4/12/91 | <del>P5</del> |        |

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U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR  
WASHINGTON, D.C.

April 12, 1991

THE CHIEF of STAFF  
has seen

7  
The Honorable John Sununu  
Chief of Staff  
The White House  
Washington, D.C. 20500

Dear John:

Thinking about the President's unveiling of the education strategy is exciting. Lamar and I have been meeting about part 3 of the plan, which involves Labor heavily, and some changes in part 1. I want you to know that Labor's focus on adults, as well as youth, provides a unique opportunity to engage employers, unions, and schools in American efforts to ensure a "Quality Work Force" second to none.

Working closely with both the White House and Education, it is my intent to develop a strong national agenda focusing on adult training in American work places and to promote the concentration on track 3.

I will work closely with business and industry to make sure that they can increase the quality of training and education that takes place in the work place.

Specifically, Labor can help by doing the following:

- o Promote the national goal that an additional five percent of adult workers will engage in formal education or training each year.
- o Convene with Education a national conference to launch the Administration's theme to make this a "Nation of Students."
- o Use my Commission on Achieving Necessary Skills (SCANS) to provide the views of employers about the skills and proficiency levels necessary for young people to enter employment. Specifically, SCANS will define the skills and set the standards for what high school graduates need to know to work in the new work place. The timing in this will be extraordinarily helpful.

- o **Develop a voluntary private sector strategy for establishing world standards developed jointly with industry** and featuring portable credentials which certify individual worker skill competencies. We will use the National Commission on Work-Based Learning as the centerpiece of this effort. This Commission provides a unique opportunity for business and labor to oversee this effort.
- o **Undertake a major technical assistance effort with American business to increase work-based training and human development services.** The Department of Labor can spearhead an effort with Commerce, Education and SBA to collect examples of best practices on skills assessment, training and retraining, and work place literacy. We will provide this technical assistance to small and medium-sized businesses, trade and industry associations, local Chambers of Commerce, and unions.

I take very seriously President Bush's direction that this education strategy " ... is going to be a team effort for all ... Cabinet Departments." I am prepared to bring the resources of the Department of Labor to bear on helping achieve the President's educational goals.

Hope this update helps; I'm sending a copy to Lamar.

A handwritten signature in black ink, appearing to be 'Lamar', written in a cursive style.

cc: The Honorable Lamar Alexander, Secretary of Education  
The Honorable Ede Holiday, Assistant to the President and  
Secretary of the Cabinet