

**APEC Human Resources Development Working Group  
Network on Economic Development Management**

**Linkages Between Paid and Unpaid Work  
In Formulating Human Resource Development Policies  
Hong Kong, China, May 8, 1998**

**United States of America**

**by  
Marjorie R. Sims  
Senior Policy Analyst  
International Center for Research on Women  
Washington, DC, USA**

Note: Opinions set forth are those of the author and do not necessarily reflect the positions of the US Government.

## 1. The American Context

Although some US non-governmental organizations (NGOs) have been advocating the measuring and valuing of unpaid work for some time, most citizens and policymakers are relative newcomers to the unpaid work debate. Two recent actions have focused some national attention to ways to value unpaid work. In January 1999, the issue gained unexpected national attention when a newly-elected, unconventional state governor suggested that his wife should receive a wage for the public service work that she would be called on to perform as a First Lady. The fact that spouses of elected officials — merely by their status as a spouse of a public servant — often do a substantial amount of unpaid work in their communities became a national conversation.

The Clinton Administration announced plans in April 1999 to move forward legislation that would prohibit workplace discrimination against employees who attend to family matters. Supporters of the plan note that parents who decline to work overtime or take on additional work assignments due to family demands are often denied career advancement opportunities. The administration's proposal would allow parents who are denied job promotions the right to sue under US Civil Rights statutes. Under the measure, parents would be categorized as a "protected class" of vulnerable workers that is currently defined as gender, race, religion, age, or disability. While the details of the plan have yet to be formally presented, businesses and employer groups, fearful that workers will simply have another right to sue, have already begun to speak against it.

Many would argue that the recent US discourse about the difficulties individuals have satisfying unpaid and paid work demands and desires is only a small portion of the broader macroeconomic unpaid work issue. Nonetheless, it still remains to be seen what long-term impact the recent attention will have on public and private policies aimed at recognizing the value of unpaid work. What is clear is that more US women have entered the workforce and have risen to positions of decision-making in all sectors of society. With the increase of families comprised of dual-income earners, along with increased numbers of single-parent families, policies and programs linking paid and unpaid work have emerged.

In 1993, groundbreaking federal legislation was enacted to protect workers from job loss should they need to care for a newborn or newly adopted child, recuperate from an illness, or take care of an ailing family member. Titled the Family and Medical Leave Act (FMLA), the law allows employees who work for firms with 50 or more workers to take up to 12 weeks of unpaid leave in a 12-month period. Currently, about 50 percent of the US private-sector workforce is protected under FMLA.<sup>1</sup> While this law was designed to ensure that both men and women could benefit, US researchers note that men have lower participation rates in unpaid leave programs.<sup>2</sup> It can be argued that both men's and women's participation in work-life programs, particularly paternity leave, would increase if paid leave were available.

Most policymakers and women's rights advocates agree that significant gains have been made on policies linking paid and unpaid work. Others would assert that the US has not done enough in this area — particularly given the US role as a world leader and its strong support of the 1995 UN World Conference on Women *Platform for Action*, which called on governments to measure and value unpaid work. There is also concern that only a small portion of private-sector US workers are eligible for current workplace programs that recognize the value of unpaid work. According to the Bureau of Labour Statistics (BLS) 1995 Employee Benefits Survey of establishments with 100 or more workers in private, nonagricultural industries, 83 percent of full-time employees had weekly work schedules of 40 hours, based on five eight-hour days. All but 5 percent of full-time employees were on a fixed work schedule, and childcare benefits were offered to less than one out of 10 employees<sup>3</sup>.

Further, for the US workforce as a whole, 35.1 percent of women work in professional, technical, executive, administrative, managerial, and related occupations; and 36.9 percent in clerical, administrative support, and sales occupations (see Table 1). A close look at the participation rates in private-sector work-life programs covered in the Employee Benefits Survey reveals that clerical, administrative support, and sales employees have lower participation rates than professional, technical and related employees. This suggests that US programs that value unpaid work may not benefit all social and economic classes equally.

At the present time, the US government does not regularly collect data on unpaid work and there is little public pressure from mainstream NGOs to do so. At the top of most women's advocates' agenda are equity issues such as health care and social security reform, childcare, reproductive rights, pay equity, workplace fairness, civil rights, and

education. These efforts provide a sectoral approach to remedying women's ability to valuing women's societal contributions. Supporters of a macroeconomic approach to valuing women's unpaid work have developed a bipartisan bill, which would require BLS to conduct time-use surveys of unremunerated work performed in the United States and calculate the monetary value of such work. The measure has been introduced in previous Congresses; however, it has never garnered a hearing. Without stronger political support and leadership it appears unlikely that Congress will pass the measure. The Clinton Administration has undertaken efforts to examine ways to measure unpaid work. In particular, BLS co-sponsored a conference of experts with the MacArthur Network on the Family and the Economy to examine technical issues related to measuring time use.

A few NGOs actively organize around the issue of unwaged work. For example, in February 1999, Women in Dialogue sponsored an event titled "Revisioning Work, Revaluing Women: A Roundtable Dialogue and Speak Out on Unwaged and Low-Waged Work," in Philadelphia, Pennsylvania. The US Department of Labor's Women's Bureau, Region III, was one of the co-sponsoring organizations. Additionally, during the March 1999 UN Commission on the Status of Women meetings, American NGOs were instrumental in gaining support for provisions that call on governments to recognize and acknowledge the value of unpaid work.

On the eve of the 21st century, the US has never been in a better position to develop programs and policies that link paid and unpaid work. In March 1999, the unemployment rate was 4.4 percent — nearly a 30-year low. The country is also experiencing the longest peacetime economic expansion in its history. During these prosperous times, however, Americans are working harder than ever. According to the Work and Family Institute, paid and unpaid work hours at all jobs appear to be greater than 20 years ago.<sup>5</sup>

## 2. Definitions and Data

### Concepts and Definitions Used

The concepts and definitions in this section are familiar to those involved in the dialogue on paid and unpaid work and those used in the Current Population Survey (described under "US Government Surveys and Reports" below). According to the definition of "employed persons," **unpaid family workers** are the only unpaid workers classified as being employed by virtue of doing such unpaid work. Persons working around their own house or doing volunteer work are excluded from the definition of "employed persons." Under the category of "class of worker," "unpaid family workers" include persons working without pay for 15 hours a week or more on a farm or in a business operated by a member of the household to whom they are related by birth or marriage.

**Civilian non-institutional population.** Included are persons 16 years of age and older residing in the 50 States and the District of Columbia who are not inmates of institutions (e.g., penal and mental facilities, homes for the aged), and who are not on active duty in the Armed Forces.

**Employed persons.** All persons who, during the reference week, (a) did any work at all (at least 1 hour) as paid employees, worked in their own business, profession, or on their own farm, or who worked 15 hours or more as unpaid workers in an enterprise operated by a member of the family; and (b) all those who were not working but who had jobs or businesses from which they were temporarily absent because of vacation, illness, bad weather, childcare problems, maternity or paternity leave, labour-management dispute, job training, or other family or personal reasons, whether or not they were paid for the time off or were seeking other jobs. Excluded are persons whose only activity consisted of work around their own house (painting, repairing, or own home housework) or volunteer work for religious, charitable, and other organizations.

**Unemployed persons.** All persons who had no employment during the reference week, were available for work, except for temporary illness, and had made specific efforts to find employment some time during the four week-period ending with the reference week. Persons who were waiting to be recalled to a job from which they had been laid off need not have been looking for work to be classified as unemployed.

**Labour force.** This group comprises all persons classified as employed or unemployed in accordance with the criteria referenced above.

**Class of worker.** The class-of-worker breakdown assigns workers to the following categories: private and government wage and salary workers, self-employed workers, and unpaid family workers. Wage and salary workers receive wages, salary, commissions, tips, or pay in kind from a private employer or from a government unit. Self-employed persons are those who work for profit or fees in their own business, profession, trade, or farm. Only the unincorporated self-employed are included in the self-employed category in the class of worker typology. Self-employed persons who respond that their businesses are incorporated are included among wage and salary workers, because technically, they are paid employees of a corporation. Unpaid family workers are persons working without pay for 15 hours a week or more on a farm or in a business operated by a member of the household to whom they are related by birth or marriage.

### **Usual Full or Part-Time Status**

**Full-time workers.** Those who usually worked 35 hours or more per week (at all jobs combined). This group will include some individuals who worked less than 35 hours in the reference week for either economic or non-economic reasons and those who are temporarily absent from work.

**Part-time workers.** Those who usually work less than 35 hours per week (at all jobs), regardless of the number of hours worked in the reference week.

### **US Government Surveys and Reports**

Surveys that collect certain information on paid and unpaid work include:

- The **Current Population Survey (CPS)**, a monthly survey sampling 50,000 households, conducted by the Bureau of the Census for the Bureau of Labor Statistics. The CPS is the primary source of information on labour force characteristics of the US population.
- The **Decennial Census** of the US population. The census, conducted every 10 years by the Census Bureau, collects information on a variety of topics, including employment.
- The **American Community Survey (ACS)**, a new monthly household survey conducted by the Census Bureau that will provide comparative housing, social, and economic data about communities and population groups on a yearly basis.
- The **Survey of Income and Program Participation (SIPP)**. SIPP's purposes are to improve the measurement of the economic situation of persons, families, and households in the US and to provide a tool for managing and evaluating government transfer and service programs. The survey design is a continuous series of national panels, with sample size ranging from approximately 14,000 to 36,700 interviewed households; the duration of each panel ranges from two-and-one-half to four years.

### **Paid Work**

The Bureau of Labor Statistics (BLS) regularly issues a wide range of data in the broad field of labour economics, including an extensive amount of information on working women. This data is collected through the Current Population Survey (CPS). BLS is the primary provider of published data on paid work.

In addition to its regularly issued quarterly data on usual weekly earnings of men and women, in 1999 BLS will introduce the first in a series of annual reports focusing on women's and men's earnings. Drawing on usual weekly earnings data obtained from the CPS, the report will show the pay of women and men by age, race and ethnicity, education, full- and part-time status, occupation, and union membership. Most of this information has been available from a variety of reports and news releases issued by BLS; this will be the first time that it has been brought together in a comprehensive report.

The report will provide considerable data on the earnings of women and men, a descriptive summary of the data, and a technical note detailing the source of the data and the operative concepts and definitions.

The first report, to be issued in mid-1999, will include annual average data for 1998.

## **Unpaid Work**

Among the data assembled on unpaid work are the following:

**Unpaid family workers.** The Census Bureau collects, and BLS and the Census Bureau publish data on unpaid family workers. For example, based on data collected in the CPS, BLS publishes information on employed persons in agriculture and nonagricultural industries by sex and class of worker (including unpaid family workers); this includes a breakdown of nonagricultural industries. It also publishes information on usual full- or part-time status of unpaid family workers. (Unpaid family workers are only a tiny percentage; one-tenth of one percent of US employed workers.) The Census Bureau collects information through the CPS, the ACS, the Decennial Census, and the SIPP.

**Reasons for working less than 35 hours in a week.** BLS publishes information on persons at work one to 34 hours in all industries and nonagricultural industries by reason for working less than 35 hours and usual full- or part-time status. Reasons include childcare problems and other family or personal obligations. This information is collected through the CPS.

**Childcare costs and arrangements.** The Census Bureau collects information on childcare costs and arrangements on an intermittent basis in the Survey of Income and Program Participation (SIPP). The SIPP is currently the only source the Census Bureau uses to collect childcare information from families. Childcare questions are considered a "topical module" and assigned to particular interviewing cycles of the survey. Examples of data reported include married fathers as childcare providers of children 0-4 years (all fathers—employed and not working); childcare arrangements used by families with employed mothers (including mothers employed part-time) and provision of care by relatives while the mothers are working). Interviews in 1995 asked how many hours per week a family's children spend in 11 different childcare arrangements, including care by parents, brothers and sisters, grandparents, and any other relative. A report of the survey results is in preparation.

**Time-Use Surveys.** In the summer of 1997, the Department of Labor's Bureau of Labor Statistics conducted a pilot study of two alternative versions of a time-use survey using a telephone methodology. The goal of the pilot study was to examine the feasibility of using computer-assisted telephone interview methodology to derive estimates of the value of nonmarket work. In the pilot, nonmarket work included housework, home maintenance, child and elder care, food production, and volunteer work. The research design included cognitive interviews to enhance BLS's understanding of how US respondents react to government-sponsored time-use surveys, and developmental work to design optimal survey procedures for measuring nonmarket work. The field test was designed to assess survey costs, response rates, and coding reliability. Two versions of a survey questionnaire were tested. Both versions asked what the respondent was doing and when the activity started and ended. One version asked who else was with the respondent and the location of the activity; the other version asked whether the respondent was doing anything else at the same time.

Based on the encouraging results of the pilot study, BLS established an internal working group to examine the feasibility of conducting a full-scale time-use survey. Although the work is still in the preliminary stages, the group is focusing on the possibility of using sub-samples of outgoing rotation groups of the monthly Current Population Survey to estimate the time individuals spend in various activities, taking advantage of the wealth of information already collected in the CPS on earnings, hours of work, demographic and family characteristics, and so on. The group is currently determining what such a survey would cost.

**Conferences and Meetings.** BLS and the MacArthur Network on the Family and the Economy co-sponsored a conference of researchers in the field on "Time -Use, Non-Market Work, and Family Well-being" in Washington, DC in November 1997. The conference was videotaped and a conference summary was prepared. BLS staff sent copies of the summary to the President's Interagency Council on Women for distribution to appropriate NGOs and other organizations.

As indicated under "Time-Use Surveys" above, BLS is looking into the possibility of conducting a time-use survey that could obtain information on unwaged work, as well as other important issues.

In spring 1999, the National Academy of Sciences held a workshop on the subject of time-use data. This workshop included a session devoted to the recent BLS examination of the feasibility of conducting a time-use survey. Other topics at the workshop included an overview of the importance of time-use data and its value to public policy; examination of various methods for measuring time use; the determinants of how people spend their time; and the future of time-use measurement.

## **Statistics on the US Workforce**

The number of unpaid family workers in the labour force has dropped significantly in the last 20 years to only 141,000 in 1998. The main focus of the unpaid work debate is on nonmarket work such as child and elder care, housework, home maintenance, and volunteer work. In the last several decades, the massive increase in women in the labour force, including married women and mothers of young children, has led to increased attention to the unpaid work women (and to a lesser extent, men) do in the home, including childcare. The absence of traditional caretakers in the home and women's increasing participation in the labour force has brought to the fore the issue of the need for public and private sector recognition of and support for workers' important family responsibilities. Women remain more than twice as likely as men to work part-time; but large numbers of women are working full-time (over 45,000,000 in 1998). One resulting trend has been the growing commoditization of work in the home, with a rise in businesses providing caring services and other household services replacing formerly unpaid work done in the home. While the wage gap between men and women is narrowing, women's significantly lower average wages make it more difficult for them to pay for quality childcare and other services.

**Unpaid Family Workers.** In 1980, there were approximately 297,000 unpaid family workers in agriculture, of whom 197,000 were women; by 1998 the numbers had dropped to 38,000 unpaid family workers, 15,000 of them women. In nonagricultural industries, there were 404,000 unpaid family workers in 1980, of whom 349,000 were women; in 1998 the numbers had dropped to 103,000 and 74,000 respectively. (See Table 2.)

**Women in the Labour Force.** One of the major trends in the US labour force in the last 30 years has been the great influx of women into the labour force. In 1998, there were 106 million women age 16 and over in the civilian non-institutional population of the United States. Of that total, 64 million women were in the labour force, more than twice the number in 1970. Women comprised 46 percent of the total labour force, compared to 38 percent in 1970. Sixty percent of women age 16 and over were labour force participants, compared to 43 percent in 1970. (See Table 3.)

Women are expected to account for three of every five new labour force entrants between now and 2006, and to comprise 47 percent of the labour force by that year.

**Women in the Labour Force by Marital Status.** Labour force participation of US women varies by their marital status. In March 1998, participation rates were as follows:

- total for all women — 60.2 percent;
- never married — 68.1 percent;
- married, spouse present — 61.8 percent;
- married, spouse absent — 67.1 percent;
- widowed — 19.6 percent; and
- divorced — 72.6 percent.

This compares to the following 1980 figures:

- total for all women — 51.5 percent;
- never married — 61.5 percent;
- married, spouse present — 50.1 percent;
- married, spouse absent — 59.4 percent;
- widowed — 22.5 percent;
- divorced — 74.5 percent.

These figures show that the labour force participation rates for married women increased significantly between 1980 and 1998.

**Mothers in the Labour Force.** In 1980, 55 percent of women with the youngest child under 18 were in the labour force; 47 percent with the youngest child under age six; and 42 percent with the youngest child under three. By 1998 those numbers had risen to 72, 65, and 62 percent respectively (see Table 4).

**Family Obligations as the Reason for Working Less than 35 hours in a Week .** According to 1998 annual averages, of persons working one-34 hours in the reference weeks instead of full-time (35 or more hours), among those who gave non-economic reasons, 856,000 gave childcare problems as the reason for doing so; 5,551,000 gave other family or personal obligations as their reason (these numbers include both workers who usually work full-time and those who usually work part-time).

**Regular Part-Time Employment.** Annual averages for 1980 show that 8.2 percent of employed men and 23.4 percent of employed women worked part-time; according to 1998 averages, 10.6 percent of employed men and 25.9 percent of employed women worked part-time. In 1998, employed women were 2.4 times more likely than employed men to be working part-time.

**Pay.** The average weekly earnings of women working full-time were 64 percent of men's in 1980; by 1998, they had risen to 76 percent of men's earnings (see Table 5).

**Childcare Workers.** The number of workers employed in the child daycare services industry rose from 298,900 in 1980 to 580,600 in 1998, an increase of 94.2 percent.

### 3. Who are the Main Users of the Data

The main users of the data include:

- government agencies;
- academic and research institutions;
- nonprofit and advocacy organizations; and
- the media.

Gender-specific data is used by various groups and government agencies to make decisions and promote programs and policies for the advancement of women.

### 4. Policies and Programs

The following illustrate how the various data has been integrated and reflected in human resource policies and programs.

#### US Federal Laws

- **Family and Medical Leave Act (FMLA)** - allows employees who work for firms with 50 or more workers to take up to 12 weeks of unpaid leave each year to care for a newborn or newly-adopted child or a seriously ill family member, or to recuperate from their own illness.
- **Dependent Care Tax-Credit** - available on a sliding scale basis to taxpayers incurring expenses relating to the care of a child under the age of 13, a disabled spouse, or any qualifying dependent.
- **Spousal Individual Retirement Accounts** - Unemployed spouses are allowed to contribute up to \$2,000 in a tax-deferred Individual Retirement Account (IRA), which allows them to plan for retirement security in a similar fashion to employed individuals.
- **Equal Pay Act of 1963** - prohibits wage discrimination on the basis of sex.

- **Title VII of the Civil Rights Act** of 1964 - prohibits sex discrimination in employment.
- **Title IX of the Education Amendments** of 1972 - prohibits sex discrimination in federally funded education programs.
- **Women in Apprenticeship and Nontraditional Occupations (WANTO) Act** of 1992, **and Women in Nontraditional Employment (NEW) Act** of 1991. The US Department of Labor (DOL) administers WANTO grants to community-based organizations to provide technical assistance to private-sector employers and unions to increase employment of women in apprenticeships and other nontraditional occupations. The DOL administers NEW grants to states to encourage them to broaden the range and training of women with employment barriers in occupations nontraditional for them. (Such nontraditional occupations pay higher wages, making it more likely for the women to pay for services such as quality childcare for their children while they are at work.)

### **Federal Recognition of Model Private Sector Policies and Programs**

The US government has recognized model public and private sector policies and programs and encouraged employers and other organizations to do more to assist employees in balancing their work and family responsibilities. For example, in 1995 and 1996, DOL's Women's Bureau conducted the "Working Women Count Honor Roll" campaign, a program challenging businesses, nonprofits, unions, and state and local governments to initiate new programs or policies that make concrete, positive workplace change in areas where women said they needed it most. (Over 250,000 women responded to the 1994 *Working Women Count!* national survey and identified pay and benefits, balancing work and family, and respect and opportunity on the job as their three greatest concerns.) In response, employers, public and private, large and small, all across the country took concrete steps to address these concerns. Two of the 880 Honor Roll members are described in Section 5 below.

### **Federal Policy Proposals**

**Expansion of FMLA.** Numerous proposals aimed at expanding the FMLA have been debated, yet none has been approved. Several proposals seek to cover more US workers by reducing the threshold from businesses employing 50 employees to 25. Proposals have been introduced in Congress, which would allow workers to use the FMLA to attend their child's educational activities, or attend medical appointments. Proposals are also being debated which would provide FMLA coverage to more US workers.

**Long-term Care Tax Credit.** A Proposal by the Clinton Administration to provide a \$1,000 tax credit to family members who provide long-term care to ill and disabled relatives. This Proposal would provide support to approximately 2 million Americans: 1.2 million older Americans, 500,000 non-elderly, and 250,000 children.

**Compensatory Time.** A Legislative proposal to permit private sector employers to offer compensatory time in place of overtime pay. Currently, under the Fair Labor Standards Act (FLSA) work beyond a 40-hour work week must be compensated at one-and-a-half times a worker's hourly wage.<sup>6</sup>

**Social Security Reform** A Legislative proposal that would permit up to five years to be disregarded from the calculations of an employee's average earnings if the worker was caring for a child under the age of seven or for a severely disabled spouse, parent, or other close family member and the worker had no minimal earnings.

**Part-time and Temporary Workers' Protection.** A Legislative proposal to allow individuals seeking part-time employment to be eligible to receive unemployment compensation, health, and pension benefits.

**Tax Incentives for Family-friendly Workplaces.** A Legislative proposal that would provide a tax credit to businesses with fewer than 50 employees who provide family and medical leave benefits, and offer tax incentives to businesses permitting flexible work schedules that enable workers to reduce daycare costs.

**Unremunerated Work.** A Legislative proposal that would require the Bureau of Labor Statistics to conduct time-use surveys of unremunerated work performed in the US and to calculate the monetary value of such work.



**Displaced Homemakers.** A Legislative proposal that would allow a tax credit for hiring displaced homemakers, defined as individuals entering or re-entering the workforce after raising a family, becoming widowed, or divorce.

**Enumeration of Family Caregivers.** A Legislative proposal to provide for an enumeration of family caregivers as part of the 2000 decennial census of population.

**Childcare Tax Credit.** A Legislative proposal to provide tax credits for employers who provide childcare assistance for dependants of their employees.

**Childcare.** House and Senate resolutions expressing the sense that Congress and the federal government should acknowledge the importance of at-home parents and should not discriminate against families which forgo a second income to be at home with their children.

**Domestic Partner Benefits.** Legislative proposal to provide benefits to domestic partners of federal employees .

**Dependent Care Tax Credit (DCTC).** Legislative proposal to increase the amount of allowable dependent care tax expenses and to make the dependent care tax credit refundable. The DCTC sliding scale would be raised from 30 to 50 percent of work-related dependent care expenditures for families earning \$15,000 or less. The scale would then be reduced by one percentage point for each additional \$1,000 more of income, down to a credit of 20 percent for persons earning \$45,000 or more.

## 5. The Private Sector's Response to Unpaid Work: Policies and Programs

Until recently, US companies were recognized as leaders in work-life issues if they simply provided on-site childcare. However, innovative employers have implemented a host of work-life programs so that their workers are better able to blend paid and unpaid work responsibilities. US companies ranging from large multinationals to small family-owned businesses have evolved to provide comprehensive benefits and programs which include compressed work weeks, flexible work hours, job sharing, time off for volunteer and community activities, paid sabbaticals, and on-site work-family resource counselors. In addition to actively encouraging the input of their workers in the development of work-life policies, many US employers participate in research in the subject area as well as solicit expert advice on workforce trends.

Since 1985, *Working Mother*, a national women's magazine, has recognized US companies each year for their progressive work-life policies. Together with the Families and Work Institute, *Working Mother* has devised an application questionnaire to rate companies on six criteria: competitive salaries, opportunity for women to advance, childcare assistance, flexible work arrangements, work-life resources, and family-friendly benefits.<sup>7</sup> Businesses are responsible for providing honest and accurate information for the survey. However, *Working Mother* also conducts its own research on the companies as well as enlisting the support of work and family experts when evaluating the businesses.

The 1998 award winners are a diverse blend of businesses employing as many as 231,233 workers to as few as 70. Many of the companies recognized have a workforce with a high percentage of women workers. However, one company's workforce is only 13 percent women. Along with pointing to their healthy annual reports, all the companies recognized by *Working Mother* magazine indicate that improved worker productivity and morale are key factors in incorporating work-life programs.<sup>8</sup> A few of the US companies recognized by the magazine in 1998 for their work-life policies are highlighted below.

- Aetna, Inc. -- A health care and financial services company with 27,715 employees (70 percent women). In addition to providing its employees with a range of flexible work schedules, through its LifeWorks resource program, Aetna employees gain assistance in managing their work-life issues.
- American Express -- A travel and financial services company with 45,913 employees (67 percent women).
- Auto Desk -- A software design company with 1,750 employees (35 percent women).

- Benjamin Group -- Recognized for its on-site childcare, job share program, part-time program, and an aggressive employee bonus structure, was a technology public relations firm with 70 employees (81 percent women); also rewards employees for exercising and continuing their education.
- Calvert Group -- A mutual fund investment company with 160 employees (51 percent women) offers its employees' childcare subsidies, extension of health benefits, flextime and compressed workweeks, and help with adoption expenses.
- Marriott -- Ten years ago, this hotel chain with 195,000 employees (55 percent women) developed a work-life initiative with programs that include childcare discounts and referral services, education and training, family care spending accounts and a child development centre. The hotel chain has a staff of social workers who are able to provide employees language-appropriate confidential counseling and resource referrals.
- Patagonia, Inc. -- An outdoors-clothing manufacturer with 674 employees (50 percent women) provides on-site childcare, flextime, and job sharing.
- Saint Luke's Hospital of Kansas City -- A not-for-profit teaching hospital with 3,302 employees (81 percent women) offers employees a low threshold for part-time benefits, childcare, campus daycare for sick children, and an employer-based educational support program for pregnant women.

According to a *Working Mother* magazine spokesperson, its efforts to highlight US companies with best practices has been as popular with employers as it has been with employees. Some companies in their 1999 survey pool have expanded upon existing work-life policies to include lactation programs, adoption benefits, and infertility coverage.

*Working Mother's* annual focus on companies with good work-life programs has been so popular that other mainstream US business magazines have begun to produce similar studies. In January 1999, *Fortune* magazine launched its own "100 Best Companies to Work for in America" survey. Similar to comments made by the businesses surveyed by *Working Mother*, employers acknowledged that work-life programs increase worker productivity, morale, and importantly, their bottom line revenues.

Public-sector workers often have access to more work-life programs than most private-sector workers do. This is due, in large measure, to the higher percentage of unionized workers in the public sector, 9.5 percent compared to 37.5 percent.<sup>9</sup> But efforts to make governments model employers, particularly at the federal level also are a factor. These two forces have resulted in federal and state workers often having work-life options such as compensatory time arrangements, which are not available to their private sector counterparts.

The federal government has often taken steps to recognize good practices in the private sector such as the *Working Women Count Honor Roll* described in Section 4. Among the 880 members of the Honor Roll are.

- The Dependent Care Connection (DCC) - A consulting firm with government and corporate clients. DCC offers LifeCare Counseling, Education and Referral Services nationwide through subscribing employers. Upon request, DCC provides employees with referrals to prenatal services; adoption services; childcare services; emergency care services; special needs services; summer care services; academic services; adult care services; and personal services.
- The American Business Collaboration for Quality Dependent Care (ABC) - A coalition of major corporations that, in October 1995, launched a \$100 million initiative to develop and strengthen childcare, school-age care, and elder-care projects in communities across the country where their employees live and work. The 22 lead or "Champion" companies expect to fund more than 1,000 projects over six years, ranging from training for daycare providers to science/technology camps for school-age children to a money management program for senior citizens. ABC has now expanded to include some 200 businesses, government agencies, and nonprofit organizations.

## **6. Recommendations**

### **Recommendations for APEC**

- APEC is urged to adopt a set of "Good Practices" for valuing unpaid work.

### **Recommendations for APEC Member Economies**

- APEC member economies are urged to develop appropriate and reliable time-use survey instruments.
- APEC member economies are urged to examine laws that limit citizens' ability to manage their productive and reproductive roles.
- APEC member economies are urged to work with civil society, including NGOs, to develop national policies and programs that value unpaid work.

### **Recommendations for Civil Society**

(This recommendation is directed to non-government institutions, including NGOs, community groups, professional associations, religious communities, the private sector, labour and trade unions, political parties, foundations, academic and research institutions, the media, and women's, men's and youth groups, as well as individuals as members of society.)

- Civil society is urged to strongly advocate for national programs and policies that recognize the value of unpaid work.
- NGOs are encouraged to advocate for greater resources to support programs and policies that value unpaid work.
- Civil Society is encouraged to highlight "Good Practices" that value unpaid work in both the public and private sectors.
- Civil Society is encouraged to mobilize resources for unpaid work research.

## Endnotes

<sup>1</sup> Donna R. Lenhoff, "What it Took to Pass the Family and Medical Leave Act: A Nine-Year Campaign Pays Off." The National Partnership for Women and Families, August 18, 1994.

<sup>2</sup> James A. Levine and Todd L. Pittinsky, *Working Fathers: New Strategies for Balancing Work and Families* (Reading: Addison-Wesley Publishing Company, Inc., 1997), p. 89.

<sup>3</sup> US Department of Labor, Bureau of Labor Statistics, *Employee Benefits in Medium and Large Private Establishments, 1995* (Washington, DC: US Government Printing Office, 1998), pp. 1-4.

<sup>4</sup> US Department of Labor, *Employee Benefits in Medium and Large Private Establishments, 1995*, p. 156.<sup>5</sup> James T. Bond, *et al.*, *The 1997 National Study of the Changing Workforce* (New York, NY: Families and Work Institute, 1997), p. 73.

<sup>6</sup> Women's Policy, Inc., "Quarterly Update on Women's Issues in Congress," (Washington, DC, Vol.2, Winter 1998), p.23.

<sup>7</sup> "The 100 Best Companies for Working Mothers" September 8, 1998. [Http://www.womenconnect.com](http://www.womenconnect.com). Accessed January 16, 1999.

<sup>8</sup> "The 100 Best Companies for Working Mothers" September 8, 1998. [Http://www.womenconnect.com](http://www.womenconnect.com). Accessed January 16, 1999.

<sup>9</sup> "Union membership edges up, but share continues to fall." *Monthly Labor Review: The Editor's Desk*, Bureau of Labor Statistics, [www.stats.bls.gov](http://www.stats.bls.gov). Accessed February 1, 1999.

Many US Government surveys and reports may be accessed on the following websites:

- Bureau of Labor Statistics

BLS home page: <http://www.bls.gov/>  
Labor Force Statistics from the Current Population Survey:  
<http://www.bls.gov/cps/home.html>

- Bureau of the Census

Census home page: <http://www.census.gov/>  
Survey of Income and Program Participation: <http://www.sipp.census.gov/sipp/>  
Childcare: <http://www.census.gov/population/www/socdemo/childcare.html>  
American Community Survey: <http://www.census.gov/CMS/www/>  
Income: <http://www.census.gov/hhes/www/income.html>

**Table 1. Employed Women by Occupational Groups, 1998 Annual Averages<sup>1</sup>**  
**(in thousands)**

<b>Total Employed and Percent of Total Employed</b>	<b>Professional, Technical, and Related<sup>2</sup></b>	<b>Clerical and Sales<sup>3</sup></b>	<b>Blue Collar and Service<sup>4</sup></b>	<b>Farming, Forestry, and Fishing</b>
<b>60,771</b>	<b>21,356</b>	<b>22,444</b>	<b>15,552</b>	<b>667</b>
<b>100.0</b>	<b>35.1</b>	<b>36.9</b>	<b>25.6</b>	<b>1.1</b>

---

<sup>1</sup>*Employment and Earnings*, US Department of Labor, Bureau of Labor Statistics, January 1999. Table prepared by the Women's Bureau, US Department of Labor.

<sup>2</sup>Includes professional, technical, executive, administrative, managerial, and related occupations.

<sup>3</sup>Includes clerical, administrative support, and sales occupations.

<sup>4</sup>Includes precision production, craft, and repair occupations; machine operators and inspectors; transportation and material moving occupations; handlers, equipment cleaners, helpers, and labourers; and service occupations.

**Table 2. Employed Persons in Agriculture and Non-agricultural Industries by Sex and Class of Worker, 1980, 1990, and 1998<sup>1</sup> (in thousands)**

Category and Year	Agriculture			Non-agricultural Industries					
	Wage and Salary Workers	Self-Employed Workers	Unpaid Family Workers	Total Household	Private Workers	Other Private Industries	Government Employed	Self-Employed Workers	Unpaid Family Workers
<b>1980</b>									
Total	1,384	1,628	297	86,706	1,166	69,915	15,624	6,850	404
Men	1,116	1,446	101	48,468	144	40,640	7,684	4,800	55
Women	267	182	197	38,237	1,023	29,275	7,940	2,050	349
<b>1990</b>									
Total	1,679	1,400	107	105,715	1,014	86,961	17,740	8,670	252
Men	1,299	1,169	39	56,263	145	47,906	8,212	5,618	46
Women	381	231	68	49,451	869	39,054	9,528	3,142	206
<b>1998</b>									
Total	2,000	1,341	38	119,000	962	99,674	18,383	8,962	103
Men	1,526	1,005	23	62,630	86	54,366	8,178	5,480	29
Women	474	336	15	56,389	876	45,308	10,205	3,482	74

<sup>1</sup> *Employment and Earnings*, US Department of Labor, Bureau of Labor Statistics, annual averages. Table prepared by the Women's Bureau, US Department of Labor.

**Table 3. Civilian Labor Force and Labor Force Participation Rates of Women, Annual Averages, Selected Years, 1970-1998<sup>1</sup>**  
**(in thousands)**

<b>Category and Year</b>	<b>Civilian Non-institutional Population</b>	<b>Women in the Civilian Non-institutional Population</b>	<b>Civilian Labor Force</b>	<b>Women in the Civilian Labor Force</b>	<b>Women as a Percentage of the Total Civilian Labor Force</b>	<b>Percentage of Women in the Civilian Labor Force</b>
<b>1970</b>	137,085	72,782	82,771	31,543	38.1	43.3
<b>1975</b>	153,153	80,860	93,775	34,475	36.8	42.6
<b>1980</b>	167,745	88,348	106,940	45,487	42.5	51.5
<b>1985</b>	178,206	93,736	115,461	51,050	44.2	54.5
<b>1990</b>	189,164	98,787	125,840	56,829	45.2	57.5
<b>1995</b>	198,584	103,406	132,304	60,944	46.1	58.9
<b>1998</b>	205,220	106,462	137,673	63,714	46.3	59.8

---

<sup>1</sup> *Employment and Earnings*, US Department of Labor, Bureau of Labor Statistics, January 1999. Table prepared by the Women's Bureau, US Department of Labor.

**Table 4. Presence and Age of Own Children of Civilian Women 16 Years and Over, by Employment Status, 1980, 1990 and 1998<sup>1</sup> (in thousands)**

Category and Year	Women in the Civilian Non-Institutional Population	Women in the Civilian Labor Force	Percentage of Women in the Civilian Labor Force	Percent of Employed Women Working Full-Time	Percent of Employed Women Working Part-Time	Percent Unemployed
<b>1980</b>						
Total of all women	87,939	44,934	51.1	72.5	27.5	6.7
With Children under 18	31,546	17,790	54.6	71.1	28.9	7.1
With Children under 6	13,966	6,538	46.8	67.1	32.1	10.0
With Children under 3	8,508	3,565	41.9	65.5	34.5	11.2
<b>1990</b>						
Total of all women	98,152	56,138	57.2	73.8	26.2	5.1
With Children under 18	33,262	22,196	66.7	73.0	27.0	6.0
With Children under 6	16,139	9,397	59.2	69.6	30.4	7.1
With Children under 3	9,737	5,216	53.6	68.7	31.3	7.5
<b>1998</b>						
Total of all women	106,141	63,900	60.2	73.1	26.9	4.7
With Children under 18	35,471	25,647	72.3	72.9	27.1	5.6
With Children under 6	16,294	10,619	65.2	68.8	31.2	7.3
With Children under 3	9,458	5,882	62.2	66.9	33.1	7.3

<sup>1</sup> *Marital and Family Characteristics of the Labor Force*, March Current Population Surveys, US Department of Labor, Bureau of Labor Statistics. Table prepared by the Women's Bureau, US Department of Labor.



**Table 5. Women's Earnings as Percent of Men's, Selected Years, 1980-1998<sup>1</sup>**

<b>Year</b>	<b>Hourly</b>	<b>Weekly</b>	<b>Annual</b>
<b>1980</b>	64.8	64.4	60.2
<b>1985</b>	70.0	68.2	64.6
<b>1990</b>	77.9	71.9	71.6
<b>1995</b>	80.8	75.5	71.4
<b>1998</b>	81.8	76.3	---- <sup>2</sup>

<sup>1</sup> Bulletin 2340 and unpublished tables, *Employment and Earnings*, US Department of Labor, Bureau of Labor Statistics, January issues; Series P-60, *Current Population Reports*, US Department of Commerce, Bureau of the Census, selected issues. Table prepared by the Women's Bureau, US Department of Labor.

<sup>2</sup> Not yet available.