
COMMISSION ON THE ECONOMIC STATUS OF WOMEN

85 State Office Building, St. Paul, Minnesota 55155
Newsletter #134

(612) 296-8590
January 1989

IN THIS ISSUE

SUMMARY OF 1989 LEGISLATIVE PROPOSALS

adopted by the Commission. The summary contains brief background information on each issue and lists the legislative goals. Copies of the complete legislative proposals are available by calling the Commission.

CORRECTION

The December newsletter on Women in Higher Education printed incorrect percentages in the chart showing female and male enrollments at the four major systems. The center chart on page 1 should correctly say 54 percent female and 46 percent male. The chart's pie sections are correct.

ANNOUNCEMENT

The fourth edition of "A Woman's Place: A Guide to Women's Legal and Economic Rights in Minnesota" is now available by calling the Commission office. This resource book has been substantially updated and contains a directory of numerous women's programs and other resources.

COMMISSION ON THE ECONOMIC STATUS OF WOMEN:

The Commission studies the economic security of homemakers and women in the labor force, opportunities for educational and vocational training, employment opportunities, contributions of women to the economy, access of women to benefits and services provided to the citizens of Minnesota, and laws and practices constituting barriers to full participation of women in the economy.

1. Provide continued funding for the Commission on the Economic Status of Women.
2. Increase funding base to provide benefits to all commission staff.

BATTERED WOMEN: Battered women's programs were established in Minnesota in 1977. The statewide budget for battered women's programs in the biennium ending in June of 1989 is \$5.5 million. Many counties throughout the state still have few or no services. During 1986 about 5,200 families requested shelter but were not able to be accommodated. Approximately 12,500 women and their children were sheltered during the 1988-89 biennium.

1. Increase funding to the Department of Corrections for battered women's programs, services to women of color, partner services and intervention programs throughout the state.

WELFARE REFORM: In Minnesota AFDC grants have not kept pace with inflation. They increased by 4 percent from 1974 to 1976, when inflation rose by almost 30 percent. The loss in buying power has never been recovered. Between 1975 and 1985 the AFDC grant increased 60 percent, but the Consumer Price Index rose 105 percent. There were no grant increases in the last biennium. AFDC grants in Minnesota are 70 percent of the federal poverty level.

The PATHS program, adopted by the 1988 legislature, helps recipients become economically independent through education or training. Child care and transportation assistance are included. This program needs more time to develop and to be-

come accessible to more recipients. A greater investment of funds for child care is necessary to insure success.

New federal welfare reform legislation will require some changes and planning in Minnesota. This planning should be coordinated with a major overhaul of the current Minnesota AFDC program.

1. Increase AFDC grants.
2. Develop comprehensive reform of Minnesota's AFDC program.
3. Continue to fund PATHS.
4. Implement federal welfare reform as required.

PAY EQUITY: The 1984 Legislature passed a law extending pay equity to local governments: cities, counties and school districts. The law requires each political subdivision of the state to establish equitable compensation relationships between female-dominated, male-dominated and balanced classes of employees. The law also required all local units of government to report to the state on the extent of wage inequities in their workforce and their plans for eliminating them. The plans must be implemented by December 31, 1991 unless another date has been approved by the Department of Employee Relations.

As the deadline for implementation approaches, it is necessary to clarify the definition of implementation and identify a process for settling any disagreements over implementation which may arise between local units of government and the state.

1. Clarify the definition of implementation of pay equity and the procedures for determining compliance with the requirements of the local government pay equity act.
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CHILD SUPPORT

Automatic Income Withholding: Minnesota law allows the withholding of child support from the wages of the person owing support (obligor) only

after he or she is 30 days behind in payment. This often requires court action. A demonstration project being conducted in five Minnesota counties allows for automatic income withholding at the time child support is established. The pilot programs are scheduled to end in 1989. The Family Support Act passed by Congress in 1988 requires that by 1992 all states institute automatic income withholding for child support in cases being handled by the Office of Child Support Enforcement (IV-D). By 1994 automatic income withholding will be required for all child support orders. Continuation and expansion of the pilot projects will give Minnesota a chance to phase in automatic income withholding.

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1. Continue the automatic income withholding pilot demonstration projects and expand the number of counties participating. Phase in additional counties by requiring participation of those counties having the poorest child support collection history.
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ECONOMIC DEVELOPMENT: The Department of Trade and Economic Development (TED) over-

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1. Provide stable funding of the state displaced homemaker programs by an appropriation from the general fund, as well as continuing the use of the marriage and dissolution fees.
2. Provide funding to expand the services of the displaced homemaker program into the 24 counties that are not currently being served.

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technical assistance to local districts for staff and curriculum development on sex equity issues.

3. Appropriate funds to the Department of Education to collect civil rights and Title IX data, to report the results to local districts and assist them in analyzing the data and to conduct compliance reviews.

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1. Provide continued funding for financial aid programs which provide financial assistance to part-time students in Minnesota post-secondary institutions.

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The Attorney General's Task Force on Sexual Violence has identified educational and prevention efforts as a primary need in order to stop the cycle of violence in our society. Schools should be encouraged to incorporate violence prevention into their curriculums at all grade levels.

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DEPENDENT CARE TAX CREDIT: Minnesota has a refundable dependent care tax credit used by approximately 52,000 low- to middle-income families who make less than \$24,000 annually. Parents can deduct up to 30 percent of what they spent on child care, with a maximum of \$720 for one child and \$1,400 for two or more children. Because of inflation, the increased costs of child care, and an increasing number of two-earner families with children, the tax credit has not kept pace with the needs of Minnesota's families.

1. Expand the dependent care tax credit to give increased credit to families with incomes higher than \$10,000 and by giving partial credit to families with incomes greater than \$24,000.
2. Index the dependent care tax credit each year to keep pace with the cost of living and the changing needs of working families.

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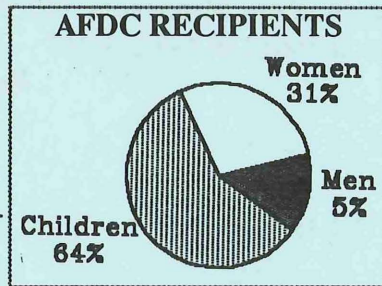
IN THIS ISSUE

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC), an examination of this public assistance program and its recipients. Data about recipients are from the Department of Human Services, for fiscal year 1988 unless otherwise noted.

This information is part of a larger report "Welfare in Minnesota," just published by the commission. The report contains a brief overview of all the income assistance and medical assistance programs, expenditures in each, and more detailed information about the AFDC and Medical Assistance programs. Call the Commission for a copy of this report.

AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC)

The Department of Human Services keeps data by fiscal year, which runs from July 1 to June 30. Fiscal year 1988 (FY '88) ended June 30, 1988. In FY '88, an average of 103,781 children and 59,150 adults (caretakers) received monthly AFDC benefits. The total number of recipients in that year was 268,783. This amounts to approximately 3.8 percent of Minnesota's population.



Families received an average monthly benefit of \$436.84 or \$146.44 per person.

Only families with "dependent children" are eligible for AFDC. Most AFDC families are single-parent families. To be eligible for AFDC, the supporting parent must be absent or incapable of supporting the children, and the family must meet income and asset limits. A family's income must be below the state's "standard of need." The state sets the standard of need based on the cost of food, clothing,

shelter and other necessities. For the current biennium, the income standard of need for one adult caring for two children is \$532 per month. The AFDC grant, however, can be less than the standard of need, depending upon whether the family has other income. The table below lists the standard of need for different family types and sizes. In some cases, only the children in a family are considered when figuring the grant amount.

Minnesota law defines a dependent child as one who is "...found to be deprived of parental support or care by reason of death, continued absence from home, or physical or mental incapacity of a parent . . ." During most of the 50-year history of the AFDC program the absence of the father has been the most common reason for receiving AFDC.

Criteria for eligibility for AFDC was expanded in July 1970 to include two-parent families in which the father was unemployed. In 1979 this category was expanded to include unemployed mothers and became the unemployed parent category. In 1979 unemployed fathers were the reason for eligibility for 7 percent of children receiving AFDC benefits. In 1987 an unemployed parent was the reason for eligibility for 15 percent of children.

STANDARD OF NEED FOR FY 86**			
Number of Children in Grant	Children Only	Plus One Adult	Plus Two Adults
1	\$250	\$437	\$510
2	\$345	\$532	\$605
3	\$434	\$621	\$694
4	\$510	\$697	\$770
5	\$586	\$773	\$846
6	\$663	\$850	\$923
7	\$729	\$916	\$989
8	\$793	\$980	\$1053

**These standards have not been increased since July 1986.

(Commission on the Economic Status of Women, Newsletter #135, February 1988)

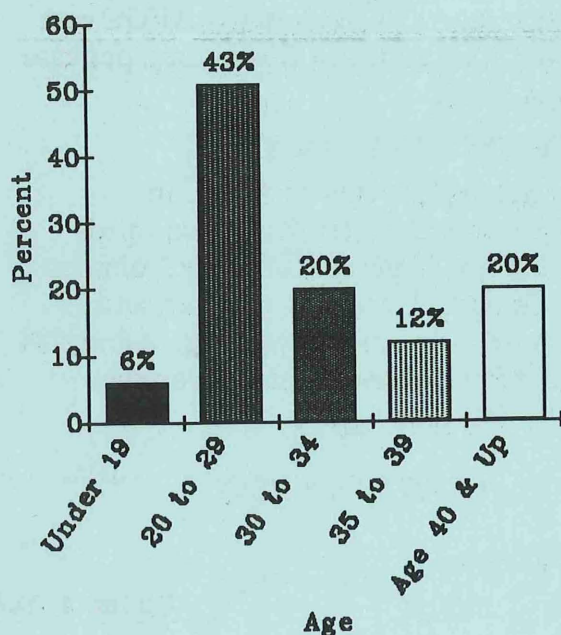
REASON FOR ELIGIBILITY

Families usually become eligible for AFDC because of the continued absence of the parent who has provided financial support. This reason accounted for 74 percent of the cases. Loss or reduction of employment accounted for 12.4 percent of those eligible. Other reasons for eligibility include death, illness, increased medical costs, or gaining citizenship.

AFDC CARETAKERS

The overwhelming majority, 85 percent, of caretakers in families receiving AFDC are women. The AFDC caretaker is most likely to be an unmarried mother in her twenties. Only six percent of the mothers are in their teens. Of the few male caretakers, the largest group is age 25 to 29.

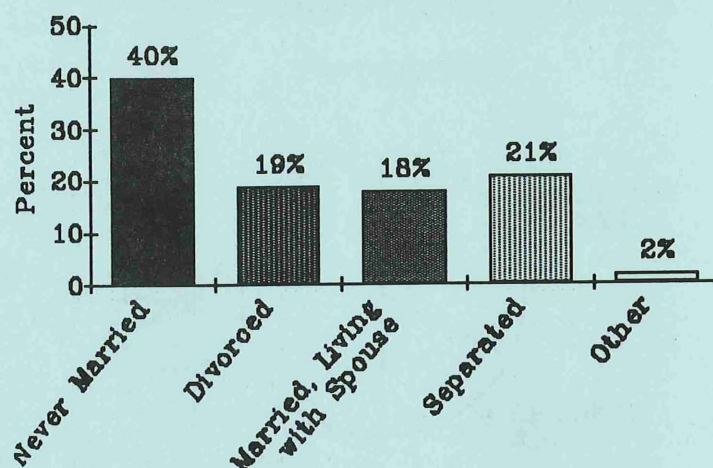
FEMALE CARETAKERS BY AGE



CARETAKER MARITAL STATUS

More than one-third of female caretakers are single (never married), while 70 percent of the male caretakers are married and living with their wives.

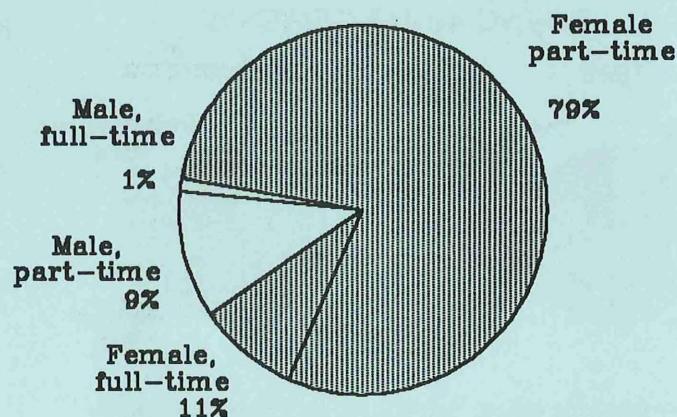
FEMALE CARETAKERS, MARITAL STATUS



EMPLOYMENT STATUS

In June 1988, 19 percent of all AFDC adult recipients were employed, 90 percent of them part-time. A greater percentage of the women than men were employed. While more than 19 percent of the women worked, only 16 percent of the men worked. Average monthly after tax earnings of AFDC families which had earnings was \$294 in 1987.

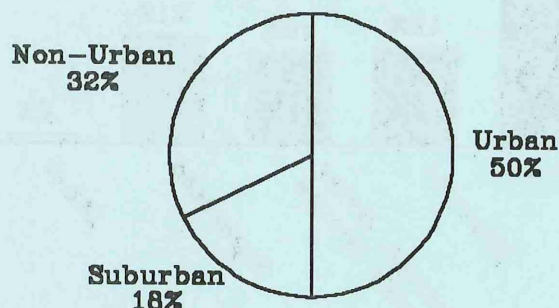
EMPLOYED CARETAKERS



RESIDENCY

In Minnesota, close to two-thirds of all single-parent families live in the Twin Cities metropolitan area. This is reflected in the AFDC caseload. More than half the recipients live in an urban area and an additional 18 percent live in suburban areas; non-metro residents account for 32 percent of recipients.

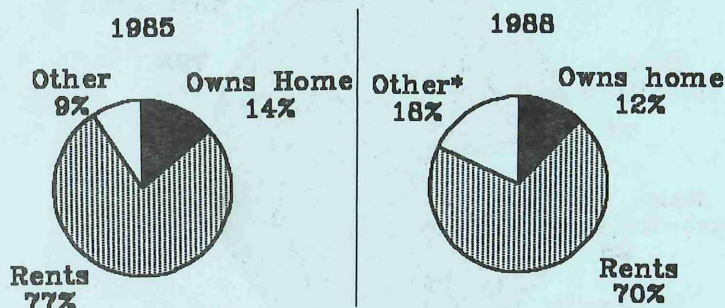
RESIDENCY



LIVING ARRANGEMENTS

Unlike the majority of Minnesotans who are homeowners, AFDC families are most likely to live in rental housing. The number of recipients in rental housing has declined substantially since 1985, from 77 percent to 70 percent and greater numbers are now living with relatives or friends, as indicated by the charts below.

LIVING ARRANGEMENTS

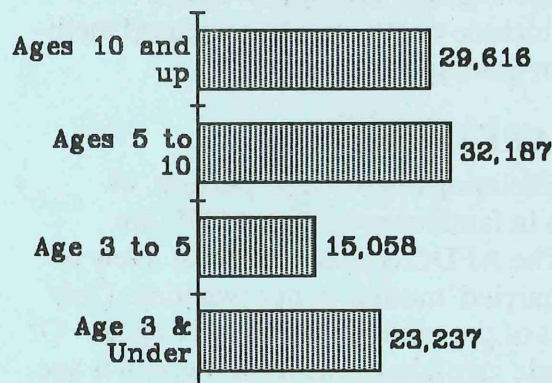


*Other includes public housing, or living arrangements with relatives or friends

CHILDREN ON AFDC

The largest age group of children in AFDC families was two years old, accounting for 8 percent of all children on AFDC. Thirty-eight percent of AFDC children are age five or under.

AGE OF CHILDREN

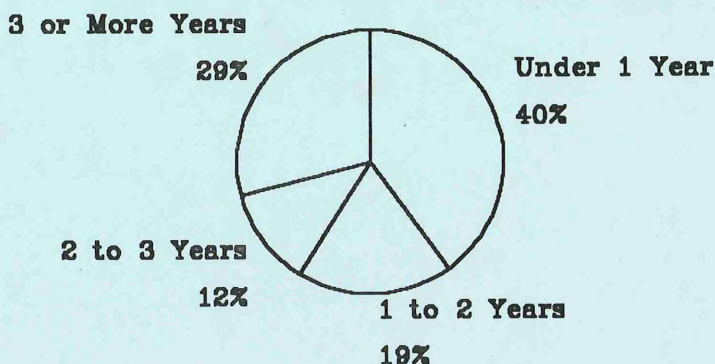


There are three or fewer children in 91 percent of AFDC families. Nearly half of AFDC families include only one child, 30 percent have two children and 15 percent have three children. The 1988 average 1.94 children per AFDC case is in marked contrast to the 2.8 children per case recorded in 1968.

LENGTH OF STAY ON AFDC

The average length of stay on AFDC in Minnesota is approximately 2 and two-thirds years. In FY '88, 40 percent of AFDC families had been on AFDC less than one year, and 19 percent stayed from one to two years. Almost 84 percent of AFDC families had been on the program for less than 5 years.

LENGTH OF STAY



PERCENT OF POPULATION RECEIVING AFDC

Currently approximately 3.8 percent of Minnesota's population receives AFDC assistance. This rate varies considerably by counties. Listed below are selected Minnesota counties.

Highest percentages of population on AFDC	Lowest percentage of population on AFDC
Cass: 8.8%	Carver: 1.1%
Itasca: 6.8%	Scott: 1.2%
Crow Wing: 5.8%	Sibley: 1.4%
Aitkin: 5.7%	Lac Qui Parle: 1.5%
Pine: 5.6%	Marshall: 1.6%
Ramsey: 5.4	Roseau: 1.7%
Carlton: 5.2%	Rice: 1.7%
Kandiyohi: 5%	McLeod: 1.8%
Hennepin: 4.5%	Redwood: 1.9%
Kanabec: 4.5%	Kittson: 2.1%

VALUE OF AFDC GRANTS

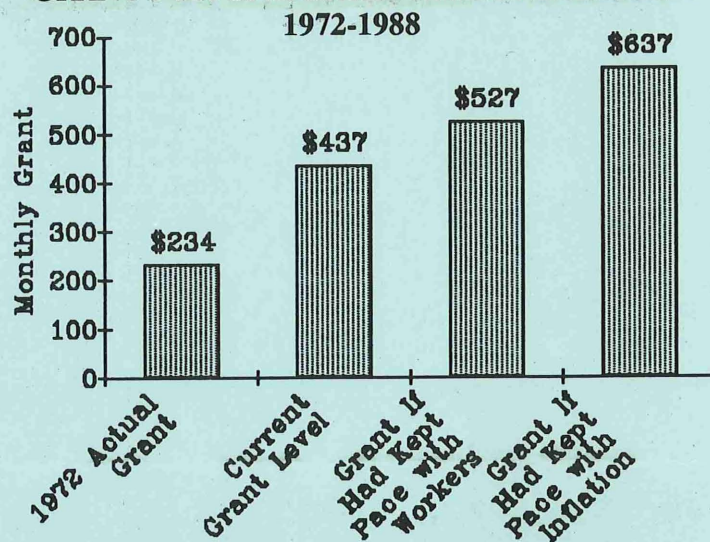
Since 1973 when AFDC grants were standardized, the grant for one adult and one child has gone from \$234 to \$437, a 76.2 percent increase. This amounts to an average annual increase of \$13.50 per year.

The inflation rate is calculated by examining the costs of various goods and services. In the 15-year period, the costs of basic necessities rose substantially, by 177.7%. Basic necessities include shelter, clothing, food and utilities. If AFDC grants had kept up with inflation during that same 15-year period, that \$234 grant would be \$637 or a \$26.53 increase for each year. As a result, AFDC recipients today have only 37 percent of the purchasing power as those receiving assistance in 1972.

The average worker's pay increases have also failed to keep pace with inflation during this same period, but for workers the gap has been somewhat smaller. While AFDC increases fell 75 percentage points behind inflation, average

worker pay fell 31 percentage points behind. Since medical expenses are automatically covered for AFDC recipients, they were not considered here. They are, however, included for workers. Medical costs rose faster than basic necessities over the last 15 years. To keep pace with the average worker's pay increases, today's \$437 AFDC grant should be \$527. Minnesota's AFDC grants have not been increased since 1986.

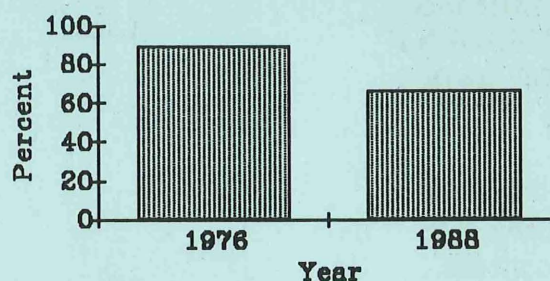
GRANT FOR ONE CHILD AND ONE ADULT 1972-1988



AFDC AND THE POVERTY LEVEL

AFDC families are poorer than the federally established poverty guideline. The poverty level for a family of three is \$9,690 annually. Minnesota's AFDC grant for the same size family amounts to an annual income of \$6,384 or 67 percent of the poverty level. In 1976, AFDC grants, although still lower than the poverty level, amounted to 90 percent of poverty.

AFDC AS A PERCENT OF POVERTY



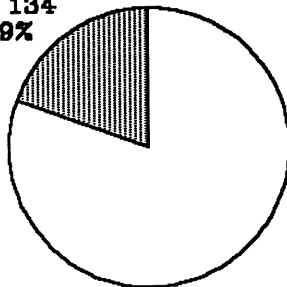
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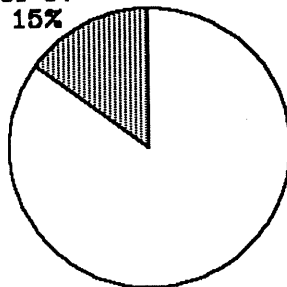
WOMEN IN THE HOUSE OF REPRESENTATIVES

26 of 134
or 19%



WOMEN IN THE SENATE

10 of 67
or 15%



ABOUT THE COMMISSION

The Legislative Commission on the Economic Status of Women is a legislative advisory commission established by the Minnesota Legislature in 1976. Commission members include state senators and representatives. The Commission studies all matters relating to the economic status of women in Minnesota and publishes reports and recommendations to the legislature and to the Governor.

You can reach the commission by calling 296-8590 or 1-800-652-9747.

1989 LEGISLATIVE PROPOSALS

Each session the Commission endorses legislative proposals designed to improve the economic status of women. This special edition of the Commission's newsletter is a summary of the 1989 legislative proposals.

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CHILD CARE

Child care sliding fee: Minnesota has a shortage of licensed child care, with 140,000 available slots for 233,000 children needing care. This has not changed much since 1980. Since 1976, the state has funded a child care sliding fee program which helps low-income parents and recipients of Aid to Families with Dependent Children (AFDC) pay some child care costs. During fiscal year 1988, 8,260 families with 12,900 children were served by the sliding fee program. However, 34 percent more families were on waiting lists and many more families were eligible but did not apply.

Child care in higher education: In 1987, certain AFDC recipients and non-AFDC parents who were in higher educational programs could receive help with child care expenses from the state's sliding fee child care fund. The schools received funding and the counties in which the student lived administered the funds. The program served 3,126 children of AFDC recipients and 693 children of low-income parents in the first year.

School-Age Child Care Programs. The number of school-age children is expected to increase approximately nine percent by the 1989-90 school year. In May of 1988, only 67 of 434 school districts offered school-age child care or "latch-key" programs. In 1988, the legislature approved an "extended day" or school-age child care initiative allowing community education departments to create or expand these types of programs. No funding was attached to this legislation.

Early Childhood/Pre-Kindergarten Programs. In 1988, \$500,000 was appropriated to the Department of Education for a grants program for school districts to create early childhood/pre-kindergarten programs. The grants are available to public schools, community-based programs and non-profit organizations. In the first round of grant-making, only 13 programs received funding.

1. Increase funding for the child care sliding fee program to eliminate the waiting lists for assistance and to serve all families eligible for assistance.
2. Retain the use of child care sliding fee funding to help eligible students at post-secondary institutions with child care costs.
3. Simplify the application process for AFDC and non-AFDC post-secondary students who need child care assistance.
4. Provide incentives for counties and/or schools to fully utilize available state and federal dollars in the sliding fee program to help students with child care expenses.
5. Fund school-age child care grants for school districts which want to begin before and after school child care programs or which want to contract with community-based programs for these services.
6. Increase funding to the early childhood/pre-kindergarten grants program.
7. Provide tax credits and/or other incentives to employers who pay for or subsidize licensed child care services for their employees.

INSURANCE: Insurance remains one of the few areas of business where classification on the basis of sex is permitted. Prices for most types of insurance differ depending on the sex of the insured. The use of gender as a rating factor sometimes results in women paying more for insurance and sometimes less. Women pay more for health and disability insurance and receive less in pensions and annuities. A ban on the use of gender in insurance underwriting would redistribute costs among insurance consumers.

1. Require the Commerce Department to establish reporting requirements which will provide data necessary to evaluate the impact of gender-based insurance rates on women.

COMMISSION ON THE ECONOMIC STATUS OF WOMEN

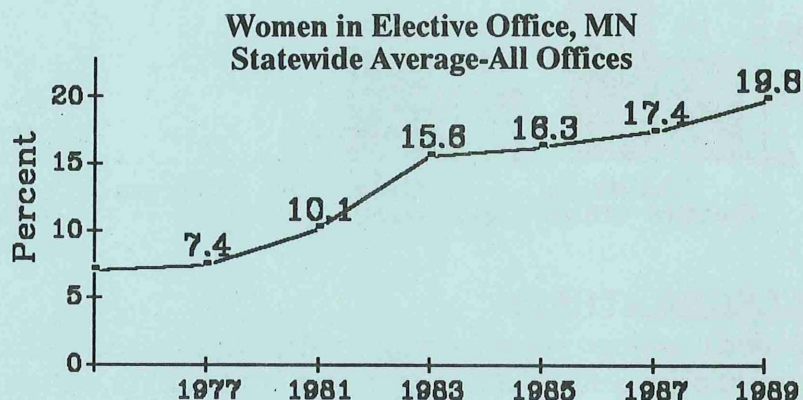
85 State Office Building, St. Paul, Minnesota 55155
(612) 296-8590 or toll-free 1-800-652-9747

Newsletter #136

March 1989

IN THIS ISSUE

WOMEN IN ELECTIVE OFFICE, with U.S. 1988 data from the Center for American Women and Politics and Minnesota data on women in the legislature, executive offices, courts, counties, cities and school boards.

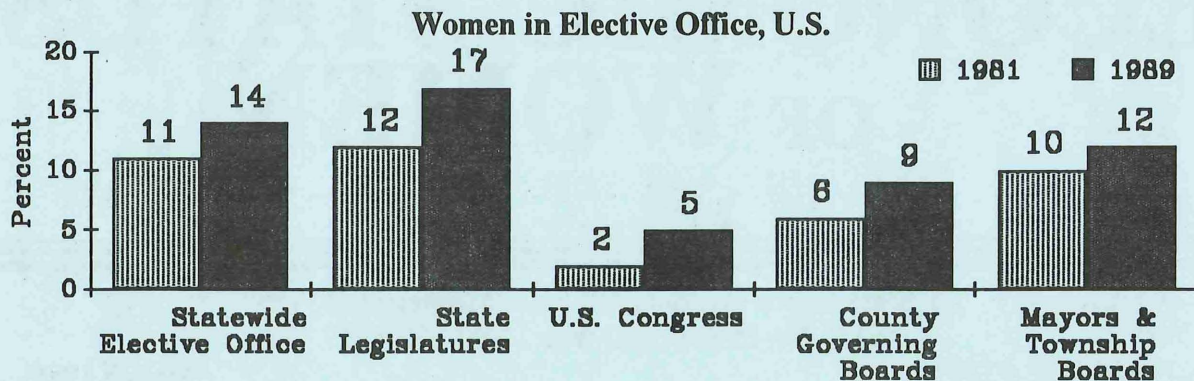


NEW COMMISSION MEMBERS; OFFICERS ELECTED

New members appointed to the commission are Rep. Howard Orenstein, St. Paul, and Rep. Connie Morrison, Burnsville. They replace Reps. Sidney Pauly and Ann Rest. Other commission members are Senators Pat Piper, Gary DeCramer, Jim Ramstad, Linda Berglin and Ember Reichgott; Representatives Katy Olson, Gloria Segal, and Karen Clark. New officers are Sen. Piper, chair, and Rep. Olson, vice chair.

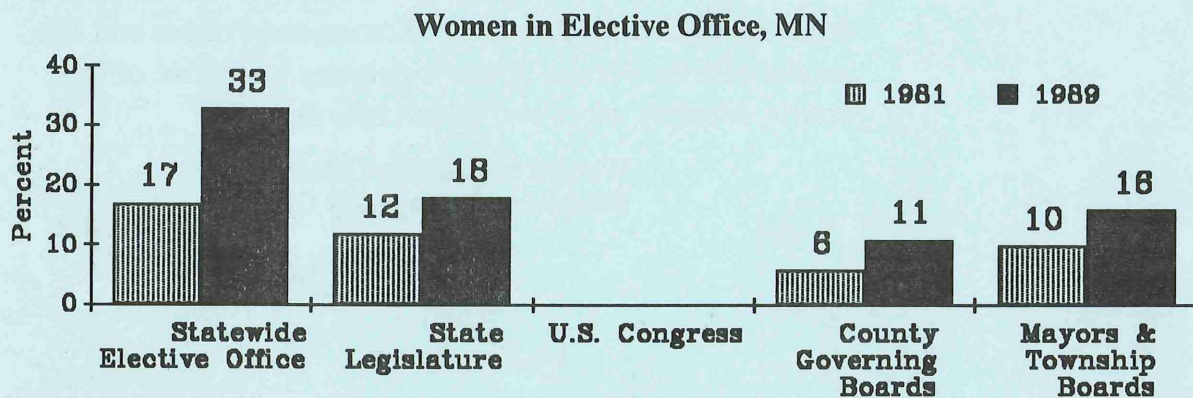
WOMEN IN ELECTIVE OFFICE

Despite being 51 percent of the U.S. population, women remain under-represented at all levels of national, state and local elective office. The national averages of women in elective office are no higher than 16 percent at any level.



MINNESOTA AND NATIONAL DATA

The participation of women in elected office is higher in Minnesota than the national average for all levels except for U.S. Congress. In the last eight years, Minnesota has passed the national average in the percentage of women holding county board or city/municipal/township seats.



STATE LEGISLATURES

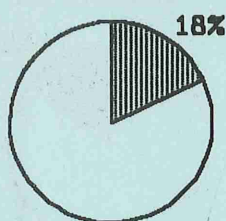
On the national average, women have gained the most access to state legislative seats, accounting for 17 percent of all seats. Nationally, women hold 1,261 or 16.9 percent of the 7,461 seats in the state legislatures. The number of women serving the state legislatures has more than quadrupled since 1969, when there were 301. During the 1988 election, a record high 1,859 women candidates ran for state legislative positions. Women hold 263 or 13.2 percent of the 1,995 state senate seats and 998 or 18.2 percent of the 5,466 state house or assembly seats.

New Hampshire has the highest percentage of women in its legislature 32.1 percent in 1987. However, legislators in New Hampshire receive an annual salary of \$100 a year. Louisiana has the lowest percentage of female legislators with 2.1 percent. Legislators in Louisiana receive an annual salary of \$23,175. Every state had at least three women in their legislature in 1989. In 1989, four states have over 30 percent women in their legislatures, which is a record high.

The party breakdown for women serving in all state legislatures in 1989 is 736 Democrats, 515 Republicans, 10 Nonpartisans and 0 Independents. Nebraska has a unicameral legislature that is elected on a nonpartisan basis.

MINNESOTA'S LEGISLATURE

Women in MN Legislature



In Minnesota, women occupy 37 or 18 percent of the 201 seats in the state legislature. This number has increased by ~~18~~ percent since 1981. Ten of 67 (15 percent) state senators and 29 of 134 (21) state representatives are women. Senators serve four-year terms and representatives serve two-year terms. Minnesota's legislators currently have a base salary of \$25,135 per year. Minnesota ranks twenty-first among the states in the number of women in its legislature, although it ranked approximately eighth in the number of female candidates who ran for state legislative positions in 1988. *from 11*

The party breakdown for Minnesota women serving in the state legislature is 23 DFLers (Democratic-Farmer-Labor) and 14 IRs (Independent Republicans). Since 1922, when women first became eligible for election to the Minnesota legislature, a total of 70 women have served. The number of women being elected to the legislature has risen in every election since 1973. The women currently serving in the Minnesota legislature are:

SENATE:

Betty Adkins
Linda Berglin
Nancy Brataas
Marilyn Lantry
Phyllis McQuaid
Gen Olson
Pat Pariseau

Donna Perterson
Pat Piper
Ember Reichgott

HOUSE:

Kathleen Blatz
Karen Clark
Mary Forsythe
Kris Hasskamp

Alice Johnson
Joyce Henry
Phyllis Kahn
Becky Kelso
Dee Long
Teresa Lynch
Mary Jo McGuire

Harriet McPherson
Connie Morrison
Mary Murphy
Sally Olsen
Katy Olson
Sandy Pappas
Sidney Pauly
Ann Rest

Linda Runbeck
Linda Scheid
Gloria Segal
Eileen Tompkins
Kathleen Vallenga
Jean Wagenius
Diane Wray
Williams
Ann Wynia

U.S. CONGRESS

Two women were added to the U.S. Congress in the 1988 elections, bringing the total to 27 or five percent of the 535 seats in the 101st U.S. Congress. Twenty-five of these are in the House of Representatives. Only two women serve in the Senate, accounting for two percent of the 100 seats. There have never been more than three women serving in the Senate at the same time. Senators serve six-year terms and representatives serve two-year terms. The party breakdown for women in Congress is 15 Democrats and 12 Republicans.

A total of 126 women have served in the U.S. Congress, including 16 in the Senate and 112 in the House. Only two women - Margaret Chase Smith of Maine and Barbara Mikulski of Maryland - have served in both the House and the Senate. Mikulski was elected to the senate in 1986.

New York has had more women in its congressional delegation than any other state - a total of 14 representatives to date. Ten states have never sent a woman to either the House or the Senate.

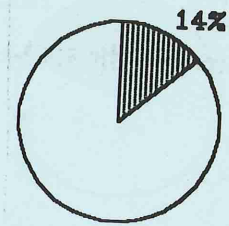
MINNESOTANS IN CONGRESS

Minnesota's Congressional Delegation (2 senators and 8 representatives) is all male. In 1954, Coya Knutson became the first woman elected to Congress from Minnesota and no woman has been elected since. Muriel Humphrey was appointed to the U.S. Senate in 1978 after her husband's death and served until a special election was held. She did not run for the seat.

STATEWIDE ELECTIVE OFFICES

Nationwide, 45 percent or 14 of the 330 statewide elective executive positions are held by women. This figure has increased by three percent since 1981. There are currently three women governors, four lieutenant governors, one attorney general, 11 secretaries of state, 10 treasurers and six auditors. In four states, women serve as elected superintendents of public instruction. Six women in the U.S. serve as elected commissioners of education, labor, agriculture, taxes, corporations and public utilities in states which have such posts.

Women in Statewide Elected Office, U.S.



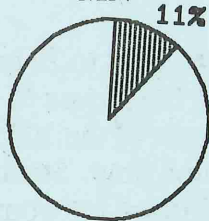
STATEWIDE OFFICES IN MINNESOTA

Women account for two of Minnesota's six statewide elected offices. Current Lieutenant Governor Marlene Johnson is the first woman to hold this post in Minnesota history. She was elected in 1982 and re-elected in 1986. Secretary of State Joan Growe has held that position since 1974. She is the second female secretary of state in Minnesota history. The first was appointed to complete her husband's term and then was re-elected. The other elected executive offices in Minnesota include governor, auditor, treasurer and attorney general.

COUNTY GOVERNING BOARDS

In 1987, women held 1,594 or nine percent of the 18,474 available county board seats in the 47 states which had county boards. Between 1975 and 1987, the number of women serving at the county board level more than tripled, rising from 456 in 1975.

Women on County Boards, MN



In Minnesota, 47 or 11 percent of the state's 445 county commissioners are women. This is more than a three-fold increase over the past decade. In 1988, five women were elected in counties which had never had women on their county boards-Becker, Benton, Blue Earth and Koochiching.

MUNICIPAL OFFICES

In 1988, 102 or 12 percent of the 881 members of the U.S. Conference for Mayors were women. Among the largest cities in the U.S., 11 currently have women mayors; three of these cities are among the ten largest.

In 1985, in the states for which data were available, women held 14,672 or 14 percent of the 102,329 elective positions at the municipal and township level. The percentage of women holding municipal and township offices more than tripled from 1975 to 1985.

In Minnesota, there are currently 75 women mayors accounting for nine percent of all mayors. There are 619 women serving on city councils representing 18 percent of all council members. In total, 16 percent of the mayor and municipal/township governing positions in Minnesota are occupied by women, up from 10 percent in 1981.

WOMEN IN MINNESOTA'S COURTS

Currently there are two women serving on the seven-member Supreme Court in Minnesota, accounting for 29 percent of the justices. Three women are serving on the 12-judge Court of Appeals, accounting for one-quarter of this body. Vacancies on these courts are filled by appointment of the governor in mid-term and are elected statewide for six-year terms. Women also serve as elected judges at the district level. Of the 213 district court seats in 1986, 22 or 10 percent were held by women.

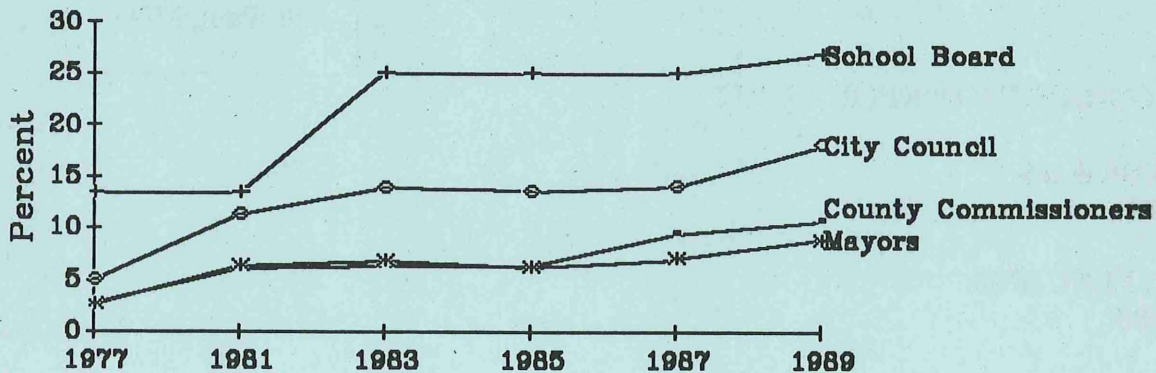
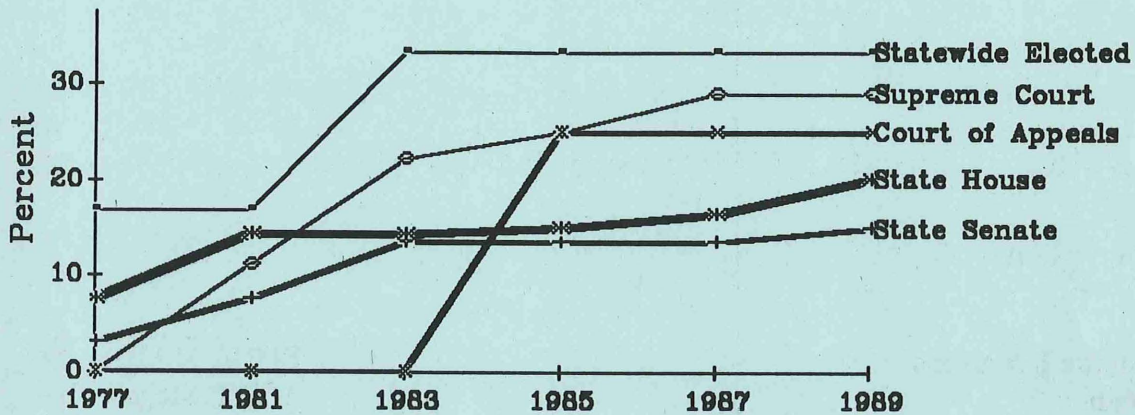
SCHOOL BOARDS

Women hold 758 of the 2,827 school board seats in the state. This represents nearly 27 percent of the seats and is the highest percentage of females in any of the locally elected offices.

WOMEN IN MINNESOTA'S ELECTIVE OFFICES

The following charts indicate how the percentage of female representation on a statewide average have changed since 1977.

Women in Elected Office
MN 1977-1989



COMMISSION ON THE ECONOMIC STATUS OF WOMEN

85 State Office Building, St. Paul, Minnesota 55155
(612) 296-8590 or toll-free 1-800-652-9747

Newsletter #137

April 1989

IN THIS ISSUE

FARM WOMEN IN MINNESOTA, a summary of data from a survey conducted by Dr. Sharon Danes of the University of Minnesota Social Science Department and sponsored by Minnesota Agri-Women. The survey results, "Minnesota Farm Women: Who Are They and Who Do They Do?", were published in November 1988. Additional data from the U.S. Census Bureau and the Department of Labor Statistics are included for comparison.

MINNESOTA'S LEGISLATURE

The March newsletter about women in elected office contained several errors and name misspellings in the section on women in Minnesota's legislature. With our apologies to those legislators and our readers, the corrected section is reprinted below.

In Minnesota, women occupy 37 or 18 percent of the 201 seats in the state legislature. This number has increased from 11 percent in 1981. Ten of 67 (15 percent) state senators and 27 of 134 (20 percent) state representatives are women. Senators serve four-year terms and representatives serve two-year terms. Minnesota's legislators currently have a base salary of \$25,135 per year. Minnesota ranks twenty-first among the states in the number of women in its legislature, although it ranked approximately eighth in the number of female candidates who ran for state legislative positions in 1988.

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Phyllis McQuaid
Gen Olson
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Ember Reichgott

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Kathleen Blatz
Karen Clark
Mary Forsythe
Kris Hasskamp
Joyce Henry
Alice Johnson
Phyllis Kahn

Becky Kelso
Dee Long
Teresa Lynch
Mary Jo McGuire
Harriet McPherson
Connie Morrison
Mary Murphy
Sally Olsen

Katy Olson
Sandy Pappas
Sidney Pauly
Ann Rest
Linda Runbeck
Linda Scheid
Gloria Segal
Eileen Tompkins

Kathleen Vellenga
Jean Wagenius
Diane Wray Williams
Ann Wynia

WOMEN ON THE FARM

In 1987, 228,000 women worked on America's farms, according to the U.S. Department of Labor. In 1980, two percent of all employed women in Minnesota worked on farms and women made up 15 percent of the 98,900 farm professionals.

The Minnesota Agri-Women survey included 1,509 farm families from the USDA's Minnesota Agricultural Statistics Service. All counties in Minnesota were represented. Of those women who responded to the survey on Minnesota farm women, three percent reported that they managed the farm by themselves.

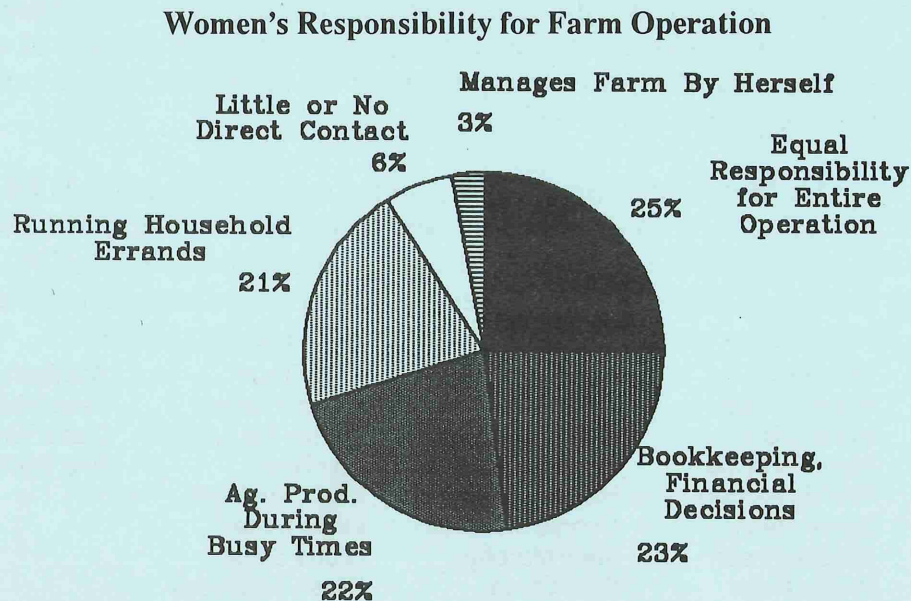
The average age for survey respondents was 46. Ninety percent of the farm women were married, compared to 57 percent of all Minnesota women. Nationally, in 1986, 54 percent of farm women were married. The average farm household size in Minnesota was 3.6, which is slightly higher than other Minnesota households which average 2.7 persons. One third of respondents had no children living at home.

The median gross income of farm families who responded to the survey was \$24,518 annually. Ten percent of the respondents had adjusted gross incomes of less than \$5,000 annually. Six percent reported adjusted gross incomes of greater than \$100,000, with the highest being \$325,000. Nationally, the annual median income for households in 1985 was \$20,166 while the average for non-farm households was \$23,703.

Ninety-one percent of survey respondents had a high school diploma. Almost half of these women had attended educational programs beyond high school. Twelve percent had a college degree and one percent had a graduate degree.

FARM WOMEN'S ROLE

A small percentage of women answering the survey either solely managed the farm or had little or no direct contact with its operation. One quarter described their role as sharing the responsibility for the entire operation equally with their husband. Others had specific areas of responsibility, as the chart below shows.



WOMEN'S INVOLVEMENT IN FARM MANAGEMENT/OPERATION

The survey asked farm women how they viewed their roles in discussions, making decisions, and performing specific tasks relating to managing the farm. They were asked to describe whether they felt they were highly, moderately, slightly or not involved in certain areas. Most women described themselves as highly involved in the discussion areas listed in the survey. They described themselves as less involved in discussions about producing a new product, improving farm practices, selling products and trying new production techniques, but still one third said they were highly involved in these discussions.

When making decisions, women were asked to state whether their husbands made the decisions after discussing them together, if they decided jointly with their husbands or if they decided themselves. For most decisions, more than one third of the women said the decisions were made jointly. However, fewer women were involved in joint decisions about such things as trying new production techniques, producing a new product, renting more or less land, selling products and seeking new information to improve farm practices. In no area did the majority of women feel they were the sole decision-makers. In the areas of recordkeeping and paying family bills, 22 percent and 18 percent respectively described themselves as sole decision-makers.

Of the survey respondents, 89 percent said they were satisfied with the amount of responsibility they had in making decisions for the farm operation. Only two percent felt they had too much responsibility and nine percent said they would like to share more of the responsibility. Farm women who reported higher income farms were more involved in the farm operation and wanted to remain involved.

Decisions About	Percent Decided Jointly	Decisions About	Percent Decided Jointly
Future plans for farm operation	80	Buying or selling land	66
Family member working off the farm	79	Borrowing money	64
Improvement of house vs. business	77	Which family bills to pay	57
Retirement from farming	74	Renting land	55
Allocation of money to family living	71		

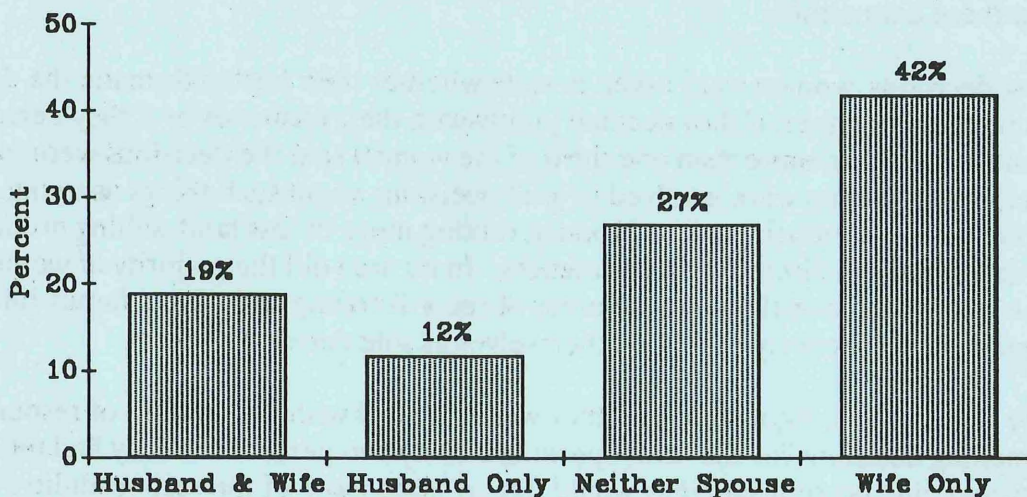
Survey respondents described themselves as actively involved in performing numerous specific tasks on the farm. Of the tasks listed, women reported the least involvement in making major farm purchases and marketing the farm's products. Nearly two-thirds said record keeping was one of their regular responsibilities.

Farm Task	Percent Highly Involved	Farm Task	Percent Highly Involved
Running farm errands	98	Supervising family member farmwork	69
Bookkeeping	86	Working on family in-home business	57
Taking care of farm animals	75	Plowing, disking, cultivating	50
Harvesting crops	72	Making major purchases	43
Doing field work without machinery	70	Marketing products	31

WORKING OFF THE FARM

Forty-six percent of women responding to the survey were also employed off the farm. Both spouses had additional jobs off the farm in approximately one out of every five farm households. In families with only one spouse employed elsewhere, the woman was more than twice as likely to be the one working off the farm.

Husbands and Wives Working Off the Farm

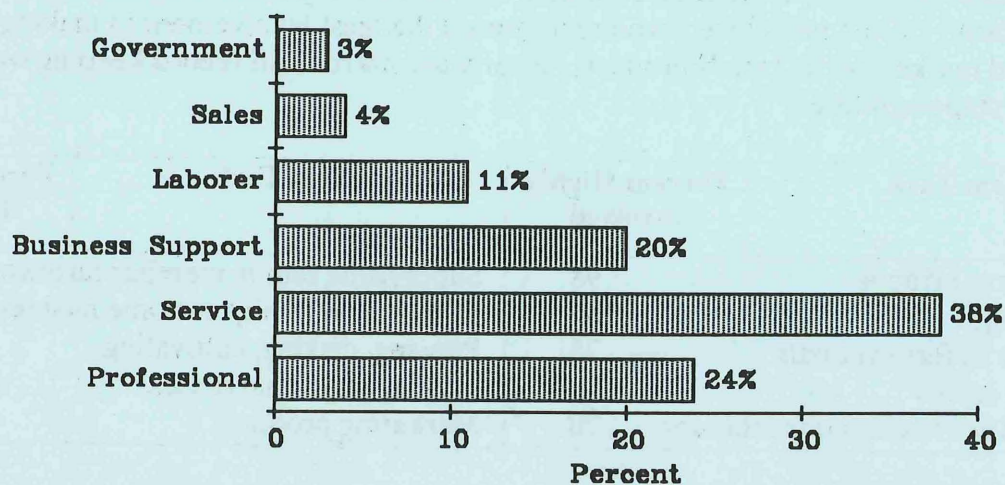


Most farm women employed off the farm were paid by an hourly wage. The average hourly wage was \$6.32 and the average annual gross income from the off-farm job was \$10,775. The average number of hours worked per week was 33, although 47 percent of the women worked 40 or more hours per week.

OCCUPATIONS OFF THE FARM

Fifty-eight percent of farm women who work off the farm are working in service and support occupations, as are the majority of other women. One-quarter of the survey respondents who work off the farm were employed in a professional occupation.

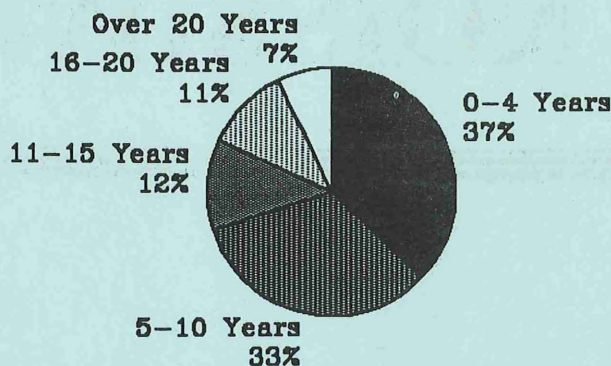
Women's Occupations Off the Farm



LENGTH OF EMPLOYMENT OFF FARM

Many of the employed farm women had recently entered the job market. Almost 40 percent started working during the past four years, which was likely a result of the recent farm crisis. Two-thirds of these women said they currently work off the farm to provide basic family necessities or to meet basic farm expenses.

WOMEN'S LENGTH OF EMPLOYMENT OFF THE FARM



Forty-four percent of the women not employed off the farm said their labor was needed on the farm. Another 15 percent said their spouse didn't want them to work. Other reasons for not working off the farm included long commutes to any available jobs and a scarcity of jobs paying adequate wages.

Twenty-eight percent of the women who worked off the farm received no benefits from their outside employment. Of those who did receive some type of benefits, 44 percent received sick leave, 40 percent received health insurance and 35 percent received contributions toward retirement.

BALANCING TWO JOBS

Over half of the women who worked off the farm reported that the amount of time devoted to farm labor did not decrease once they obtained outside employment. Working off the farm required 57 percent of the survey respondents to spend less time with their spouse and 52 percent said their community/volunteer activities decreased. Several of the women demonstrated concern over the fact that they were not able to spend as much time with their children due to their outside jobs.

CHILD CARE

Of those women employed off the farm, 44 percent reported using some kind of child care arrangements. One third of those women paid for that care. On average, farm women who worked off the farm and paid for child care spent 20 percent of the off-farm income on child care. Respondents were concerned about the high cost of child care and the difficulty in finding care.

The lack of available child care was also a concern for farm women who worked solely on the farm. Time requirements for harvesting and other field work, animal care, and other farm responsibilities made it difficult for many farm women to provide what they felt was adequate care and supervision for their children. They too were concerned about the lack of quality child care available.

Survey respondents also mentioned the difficulties they had trying to care for elderly parents in addition to their child care and other family and farm responsibilities.

COMMISSION ON THE ECONOMIC STATUS OF WOMEN

85 State Office Building, St. Paul, Minnesota 55155
(612) 296-8590 or toll-free 1-800-652-9747

Newsletter #138

May 1989

IN THIS ISSUE

A brief summary of two state programs, Child Care and Displaced Homemaker programs. Data on child care are from the Department of Human Services and the Minnesota Child Care Resource and Referral Network. Data on displaced homemakers are from the state Department of Jobs and Training.

NEXT MONTH

The June Commission newsletter will feature a summary of the legislation passed during the current session which ends May 22.

LICENSED CHILD CARE SHORTAGE

Approximately 60 percent of all mothers of children age 6 and under are in the workforce. National projections are that two-thirds of all mothers of pre-schoolers will be in the workforce by 1995. This entrance of mothers into the workforce and the diminishing number of women at home is increasing the demand for child care services in the state and nationally.

Minnesota currently has a shortage of licensed child care providers. An estimated 31 percent of all children needing care are being cared for by licensed child care providers. Minnesota currently has spaces for approximately 130,000 children in about 12,000 licensed family day care homes and 1,200 child care centers.

Family day care and group family day care serves infants through school-age children in the provider's home. Licensure requires no more than six pre-schoolers (no more than two infants) and four school-age children in family day care. Child care centers provide care for more than 10 children and children are grouped by age.

According to a 1988 survey of counties conducted by Child Care Resource and Referral, Inc. a Rochester-based agency, 74 counties in the state report a shortage of infant child care services and 59 counties report a shortage of toddler care. In addition, 54 counties report a shortage of available care for special needs children, such as those with developmental disabilities, and a shortage of child care services available during evening hours.

With shortages in available child care, parents turn to legal unlicensed care, which allows one provider to care for her own children and children from one other family. Others use informal arrangements with family members or friends, or leave school-age children to care for themselves.

RESOURCE AND REFERRAL AGENCIES

When searching for licensed child care some parents can use resource and referral agencies. There are 16 agencies serving 29 counties in the state. They help parents to both find available openings for their children and judge the quality of the providers. Resource and referral programs also recruit and train child care providers.

Minnesota has provided grants to begin and expand resource and referral agencies in the state. In 1988, 35,000 parents used the services of the 16 resource and referral agencies operating in the state. The 16 resource and referral programs are listed on the next page.

MINNESOTA CHILD CARE RESOURCE AND REFERRAL AGENCIES--BY COUNTY

(Some agencies may serve more than one county; 29 counties are served.)

Anoka

Anoka County Community Health and
Social Services 422-7146

Carlton

Carlton County Human Service Center
879-4583

Olmsted

Child Care Resource and Referral, Inc.
Olmsted County; (507) 287-2022
Others: 1-800-462-1660

Scott

Child Care Resource and Referral
496-8293

Dakota

Community Action Council
431-2424

Chisago

Family Resource Center
257-2400

Hennepin

Greater Minneapolis Day Care
Association's Child Care Information
Network 823-7237

Itasca

Itasca County Social Service
(218) 327-2981

Clay

Preschool Advocates, Moorhead State
University 218-236-5434

Kandiyohi

Region 6E Community Action Council
1-800-992-1710

Ramsey

Resources for Child Caring, Inc. 298-4260

Steele

SCOPE Resource Center

St. Louis

St. Louis County Social Service
Department--Duluth (218) 726-2000
Iron Range (218) 749-7100

Mower

The Parenting Resource Center, Inc.
(507) 433-0692

Polk

Tri-Valley Opportunity Council, Inc.
1-800-777-KIDS

Washington

Washington County Community Social
Services (612) 779-5023

THE CHILD CARE FUND

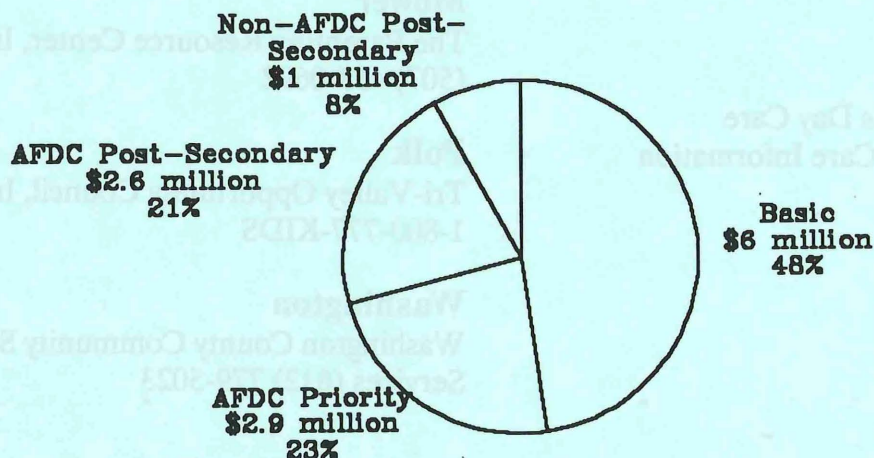
In addition to the availability of licensed child care, working parents face problems affording the child care fees, which can reach \$3,000 a year in some cases. Minnesota's Child Care Fund subsidizes child care costs for Aid to Families with Dependent Children (AFDC) families and other low-income parents. Eligible families pay a portion of their child care costs depending upon their income and number of children in care and the remaining costs are paid by the state. The sliding fee program serves families with incomes up to 75 percent of the 1985 state median income (SMI). Under this fee schedule, a family of two becomes ineligible when family income reaches \$15,700 annually.

In fiscal year 1988 (July 1987 through June 1988) the state appropriated \$12.5 million for the Child Care Fund, to which counties added about \$4 million in other revenue sources. Federal government reimbursements for AFDC recipients in training programs was over \$2 million this year.

In December 1988, the Child Care Fund was subsidizing approximately 15,167 children from 9,635 families. These included 7,463 children from 4,904 AFDC families and 7,704 children from 4,731 non-AFDC families. The average subsidy per child was \$1,500 for families not on AFDC and \$1,200 (\$600 in federal reimbursements) to \$1,500 for AFDC families.

The Child Care Fund is divided up to serve families and their children with different needs. The Basic Fund serves low income working families. The AFDC Priority fund serves AFDC recipients who need education, employment or training. AFDC and non-AFDC students in post-secondary institutions each have separate funds. Below is the FY '88 appropriation for the various groups being served by the Child Care Fund.

**CHILD CARE FUND
FY '88**



DISPLACED HOMEMAKERS

Minnesota has funded displaced homemaker programs since 1977. Ten programs currently serve 24 Minnesota counties. Displaced homemakers are defined as individuals who were dependent upon the income of a spouse or partner, but lost that income because of death, disability, or divorce. The programs seek to help them re-enter the job market and gain independence.

Minnesota has approximately 207,000 full-time homemakers who could potentially become displaced homemakers. Each year about 2,500 women are widowed and 14,000 are divorced. Currently Minnesota has about 186,000 displaced homemakers. During FY '88, displaced homemaker programs served 1,822 people at a cost of approximately \$462 per person.

The 10 programs are administered by the Department of Jobs and Training, which awards grants to local organizations. The state funds for the programs are generated from marriage license and divorce filing fees. Programs receiving funding may also raise their own non-governmental revenues. Currently, five non-profit organizations, four community action agencies and one community college receive state funding to operate the programs. Services offered include individual and group counseling, skills assessment and training, employment preparation, job development and placement, career and education counseling, referral and remedial education.

Nearly all participants in the displaced homemaker programs in FY '88 were women. Eighty-four percent of all participants are divorced or separated. Three quarters are women supporting children on their own. Half of all participants are living in rural areas or small towns. One-quarter are age 45 or older.

Almost one-half of enrollees in the programs are recipients of some form of public assistance, such as AFDC or General Assistance. Three-quarters of participants were unemployed when they entered the program.

Upon completion of the program, 35 percent found employment and the median wage for those employed was \$5.59 per hour.

The 10 displaced homemaker programs are listed below.

ST. PAUL

Minnesota Displaced Homemaker Programs
State Job Training Office
296-5325 or 1-800-652-974

THIEF RIVER FALLS

Crossroads, DPH Inc.
218-681-8158

VIRGINIA

Lives In Transition
218-749-2912 OR
1-800-662-5711

NEW YORK MILLS

New Directions
218- 385-2900

BRAINERD

META 5 Displaced Homemakers Program
218-828-2538

SAUK RAPIDS

W.I.N.G.S.
612-251-1612

MORRIS

Pathfinders Displaced Homemakers Program
612-589-2556 or 1-800-223-1239

MARSHALL

Mainstay, Inc.
507-537-1546

MANKATO

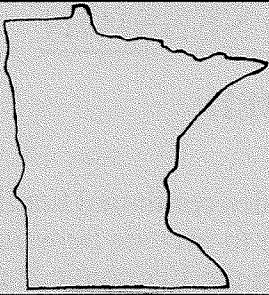
Life-Work Planning Center
507-345-1577

DULUTH

Project Soar of Northeastern Minnesota
218-722-3126

ST. PAUL

New Careers/Working Opportunities For Women
612 -647-9961



Legislative Commission on the Economic Status of Women

Newsletter #139

State Office Building, St. Paul, Minnesota 55155

June 1989

(612) 296-8590 or 1-800-652-9747

IN THIS ISSUE

LEGISLATIVE SUMMARY: 1989 SESSION, a summary of the Commission's endorsed legislation which did and did not pass, along with additional legislation of pertaining to women.

ANNOUNCEMENTS

During the legislative interim, the Commission will hold a series of public hearings around the state to listen to women's concerns. Information gathered at these hearings will be used to formulate the Commission's legislative proposals for the 1990 session and to advise the legislature and governor on areas of concern regarding women's economic status. Hearings will focus on any aspect of women's economic status, but topics of special concern will include implementation of local government pay equity, the child care system, child support, implementation of the PATHS welfare reform program and rural women.

Hearings are planned for July through November. The Commission welcomes suggestions regarding hearing locations and topics. Please call the Commission office to request that a hearing be held in your area.

Hearing times and dates will be announced in this newsletter or you may call the Commission office for more information.

LEGISLATIVE SUMMARY: 1989 SESSION

COMMISSION ENDORSED LEGISLATION WHICH PASSED

WOMEN'S PROGRAMS

COMMISSION ON THE ECONOMIC STATUS OF WOMEN: Provides continued funding for the Commission on the Economic Status of Women. Increases funding base to provide benefits to all commission staff. Appropriates \$50,000 for the biennium to the Commission on the Economic Status of Women for a study of a coordinated child care system. (HF 372/CHAP 335)

BATTERED WOMEN'S PROGRAMS: Appropriates \$1.2 million as a result of increasing marriage license and divorce filing fees and from the general fund to the Department of Corrections. (HF 1759/CHAP 282)

DISPLACED HOMEMAKER PROGRAMS: Appropriates \$952,000 for the biennium from the marriage license and divorce filing fees to the Department of Jobs and Training. (HF 1759/CHAP 282)

SEXUAL ASSAULT PROGRAMS: Appropriates \$150,000 for the biennium as a grant to a sexual assault coalition and an additional \$450,000 for sexual assault victims programs to fund existing programs and help create three new victim programs. (HF 1759/CHAP 282)

ELIMINATE DEDICATED REVENUE FUNDING: Eliminates the dedicated use of marriage and divorce filing fees collected by the courts to fund displaced homemaker and battered women's programs. These fees continue to be collected but the programs will be funded from the general fund. (HF 372/CHAP 335)

FAMILY SUPPORT

FAMILY INVESTMENT PLAN (WELFARE REFORM): Authorizes the Department of Human Services, in consultation with other state departments, to plan and design an overhaul of the public assistance programs supporting families with children. Authorizes seeking federal approval for the changes. "Field trials" will be conducted to test policies, methods and costs. Goals of the program are to support a family's transition to financial independence; consolidate and simplify public assistance programs; prevent long-term dependence; and allow families to keep a greater portion of their earnings when they become employed. (HF 1759/CHAP 282)

FAMILY PLANNING: Appropriates \$11 million to the Health Department's Maternal Child Health program. This appropriation affects five programs, including family planning and preventive medical care for teenagers at risk of early pregnancy. Grants are made to community health agencies. (HF 1759/CHAP 282)

CHILD SUPPORT: Discontinues the five-county automatic income withholding pilot projects for non-AFDC cases, but eventually expands automatic income withholding to all counties in the state for cases collected by the child support enforcement office by November 1, 1990. Begins the process of computerizing the state's child support collection system. (HF 1759/CHAP 282)

RESPIRE CARE: Appropriates \$90,000 for a resource center on caregiver support and respite care services. (HF 1759/CHAP 282)

CHILD CARE

CHILD CARE FUND: Appropriates an additional \$10 million to the state's Child Care Fund, which subsidizes child care costs for AFDC families and low-income working families. (HF 1759/CHAP 282)

RESOURCE AND REFERRAL, SERVICE DEVELOPMENT GRANTS: Appropriates an additional \$900,000 for the Child Care Resource and Referral programs. Appropriates an additional \$600,000 for Child Care Service Development Grants, which go to family day care homes and child care centers for start-up and improvement costs. (HF 1759/CHAP 282)

POST-SECONDARY STUDENTS: Creates a new \$4 million fund for low-income post-secondary students who need assistance with child care costs. The fund is administered by the Higher Education Coordinating Board (HECB). Students will receive subsidies for their expenses while in class and may receive help for up to 20 employment hours. (HF 1747/CHAP 293)

CHILD CARE STUDY: Appropriates \$50,000 for the biennium to the Commission on the Economic Status of Women for a study of a coordinated child care system. (HF 372/CHAP 335)

WORKPLACE ISSUES

PAY EQUITY: Allows the results of pay equity job evaluations and pay equity reports to be used as evidence in any proceeding or action alleging discrimination. (HF 456/CHAP 223)

ECONOMIC DEVELOPMENT

WOMEN-OWNED BUSINESSES: Appropriates \$400,000 to the Women's Economic Development Corporation, a non-profit organization which helps women develop new businesses. (HF 372/335)

EDUCATION

SEXUAL HARASSMENT AND VIOLENCE POLICIES: Requires each local school board to adopt a written sexual harassment and sexual violence policy which applies to pupils, teachers, administrators and other school personnel. Policies must include reporting procedures and disciplinary actions for violators. The policy must be conspicuously posted in each building and printed in each school's student handbook. Requires the commissioner of education to maintain and make a model policy available to schools boards. Each school board must submit a copy of the sexual harassment and sexual violence policy to the state board of education. (HF 654/CHAP 329)

Requires the governing board of the Minnesota State High School League to adopt a sexual harassment and sexual violence policy for participants in league activities. (HF 654/CHAP 329)

HIGHER EDUCATION

PART-TIME STUDENTS: Appropriates \$151.7 million in state scholarships and grants, of which approximately \$2 million will be used for part-time student grants. (HF 1747/CHAP 293)

WOMEN'S ATHLETICS: Appropriates money to improve the programs and resources available to women and to ensure that University of Minnesota campuses are in compliance with Title IX. Includes at least \$1.5 million to the Duluth, Morris, Crookston and Waseca campuses for women's athletic programs. (HF 1747/CHAP 293)

SEXUAL HARASSMENT AND SEXUAL VIOLENCE: Requires the governing board of each public post-secondary system and each public post-secondary institution to adopt written policies regarding sexual harassment and sexual violence. The policy must apply to students and employees and must provide information about their rights and duties. It must include reporting procedures and disciplinary actions against violators. Private schools which enroll students who receive financial aid must also adopt such policies. The HECB coordinates the policy development. (HF 1747/CHAP 293)

COMMISSION ENDORSED LEGISLATION WHICH DID NOT PASS

AFDC: Increase AFDC grants. (HF 650)

AFDC: Require the county to notify a former AFDC recipient when Revenue Recapture is being used to intercept a tax refund to collect child support arrearages and to pay the recipient first for child support owed before collecting on the county debt. (SF 664)

PAY EQUITY: Define pay equity implementation. Outlines procedures for determining local government compliance with the Pay Equity Act. Provides mechanism for resolving differences between local governments and the state regarding pay equity implementation. (HF 1198)

CHILD CARE: Appropriates \$5 million to provide grants to child care programs to increase compensation for child care workers. (HF 474)

CHILD CARE: Continue funding for school-based pre-kindergarten programs and fund extended day child care programs. (HF 616)

CHILD CARE TAX CREDITS: Provides tax credits and/or other incentives to employers who pay for or subsidize licensed child care services for their employee. (HF 117)

GENDER BALANCE IN STATE AGENCIES: Requires gender balance on multi-member state agency boards. (HF 741)

FAMILY/MEDICAL LEAVE: Require employers to offer family and medical leave which allows leaves of absences for the employee's sickness or children's sickness. Allows use of an employee's sick leave for caring for a sick child. (HF 367)

TAX ISSUES

Note: The following provisions of the Omnibus Tax Bill were passed by the legislature and sent to the governor. The governor has vetoed the bill and will call a special session of the legislature to write a new tax bill. Although these provisions are not in question, it is possible they could be changed or deleted in the new tax bill.

TAX CREDIT: Expands the dependent care tax credit to allow families with incomes of \$13,350 or less to take the maximum credit and increases the credit available for families earning more than \$13,350. Raises the maximum family income eligible for the credit to \$27,000. Requires that the income levels considered eligible for the credit be indexed for inflation. (HF 1734)

TAX LIABILITY AFTER DIVORCE: Stipulates that married couples filing joint or combined tax returns who later divorce have proportionate shares of the tax liability based on their income, as if they had filed separate returns. (HF 1734)

OTHER LEGISLATION AFFECTING THE ECONOMIC STATUS OF WOMEN

PAY EQUITY: Allows Ramsey County to exceed its normal local levy limit base by \$1.7 million for implementing its pay equity plan and adds \$862,000 in 1990 and 1991 to the levy limit base. (HF 1734)

GOLF CLUB MEMBERSHIPS: Expands the "open space" tax law which disallows tax deferments if private clubs discriminate by sex among their members. Clubs cannot restrict privileges of one spouse who is covered by a spouse's membership, unless that restriction is to have no access at all. (HF 162)

GENDER BIAS IN CHARITABLE GAMBLING: Requires the Revenue Department, while auditing charitable gambling activities, to include in their reports potential gender bias in activities funded from the proceeds of charitable gambling. The findings must be reported to the legislature in January of 1991. (HF 1631)

NATIONAL GUARD: Requires the Department of Military Affairs to make a special effort to recruit and retain women and minorities in the guard through the use of a tuition reimbursement and reenlistment bonus program. (HF 372/CHAP 335)

NURSING OUTREACH: Appropriates \$170,000 for a nursing education outreach program and appoints a task force to study the need for and supply of nurses and the adequacy of access to nursing programs. (HF 1747)

HEALTHSPAN: Creates a commission to develop a system of estimating the number of Minnesotans without health insurance, to prepare for a new state-run insurance program which would provide basic and affordable health care coverage. Once implemented, persons not covered by any type of insurance must be enrolled. Premiums will be based on family income and will range from zero to 100 percent of the costs. (HF 150)

SMALL BUSINESSES: Creates a Small Business Procurement Commission to study the small business procurement procedures in Minnesota to assure that minority and women's businesses and organizations know of the commission's existence and purpose, and to determine the existence and extent of discrimination in Minnesota business, trade, and industry. The commission must report by Jan. 31, 1990. (HF 1443)

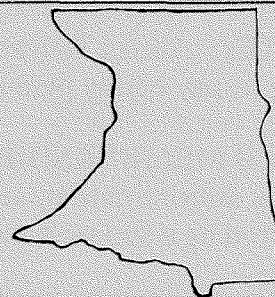
LOTTERY WINNERS: Lottery winners who owe child support to a child support collection agency will have that amount deducted from their winnings. (HF 66)

FAMILY LAW: Requires the court to modify visitation when a non-custodial parent chronically and unreasonably fails to comply with court-ordered visitation, makes changes in how custody decisions will be made and requires the court in determining custody to consider whether domestic abuse has occurred. Also allows parties to agree to limit or modify maintenance if the court reviews the stipulation and finds that it is fair and equitable. (CHAP 729)

HUMAN RIGHTS: Extends protections regarding discrimination based on familial status to pregnant women and persons in the process of securing legal custody of a minor child. (HF 950/CHAP 280)

"CRACK MOMS": Defines a pregnant woman who has engaged in habitual or excessive use of certain controlled substances as a chemically dependent person for purposes of civil commitment. Appropriates \$90,000 for treatment. (HF 59/CHAP 290)

**Legislative
Commission on the
Economic Status
of Women**



Commission on the Economic
Status of Women
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St. Paul, MN 55155

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**NEWSLETTER #139
JUNE 1989**

**LEGISLATIVE
SUMMARY:
1989 SESSION**

If you no longer
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Legislative Commission on the Economic Status of Women

Newsletter #140

85 State Office Building, St. Paul, Minnesota 55155

July 1989

(612) 296-8590 or 1-800-652-

IN THIS ISSUE

MARITAL STATUS AND LIVING ARRANGEMENTS, with information compiled from U.S. and Minnesota census data. Topics include age of first marriage, divorce rates and single parent families.

ANNOUNCEMENTS

In the next several months, the Commission will hold a series of public hearings around the state. Hearings will focus on any aspect of women's economic status, but topics of special concern will include implementation of local government pay equity, the child care system, child support, implementation of the PATHS welfare reform program and rural women. Information gathered at these hearings will be used to formulate the Commission's legislative proposals for the 1990 session and to advise the legislature and governor on areas of concern regarding women's economic status.

Hearing times and dates are currently being scheduled. They will be announced in this newsletter or you may call the Commission office for more information.

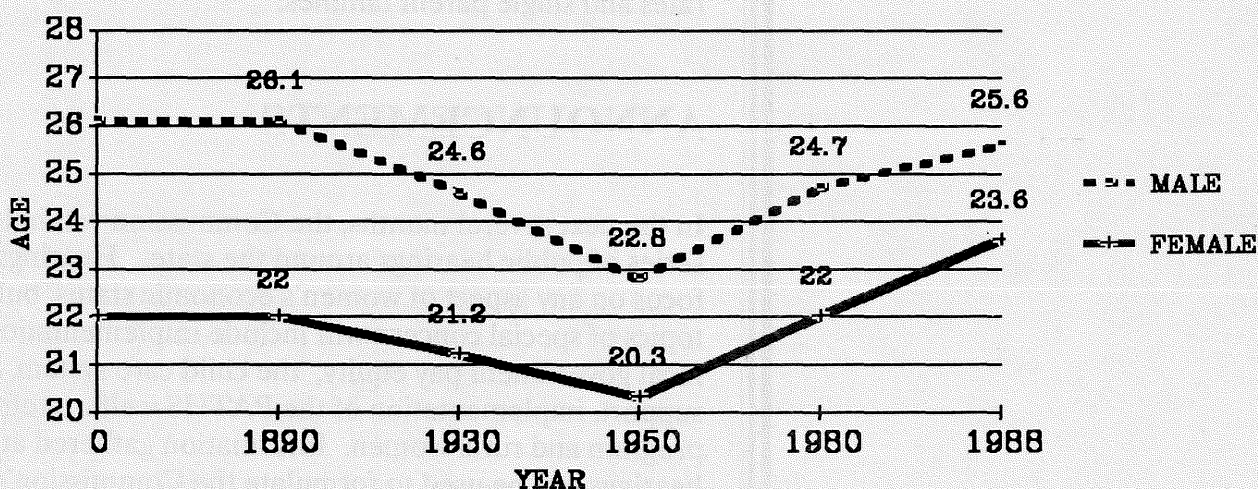
AGE OF FIRST MARRIAGE

Since the 1950s there has been an increase in the average age of first marriages for both men and women. Data from the Bureau of the Census for 1988 show 25.9 years of age as the average age of first marriage for men and 23.6 years for women. This increase reflects higher education levels for women, as well as an increase in the number of women choosing careers and holding positions of employment.

In 1970 women married at an average age of 20.8 years and men at 23.2 years. The lowest figures recorded for the average age of first marriage occurred in 1955. In that year, men married at an average age of 22.6 years and women at 20.2 years. Although they have risen steadily since 1950, it is interesting to note that average ages of first marriage in 1988 are close to those of 1890, which were 26.1 years for men and 22.0 years for women.

Among persons 25-29 years of age in 1988, 30 percent of women and 43 percent of men had not yet married, compared with 11 percent of women and 19 percent of men in 1970.

AGE AT FIRST MARRIAGE-U.S.

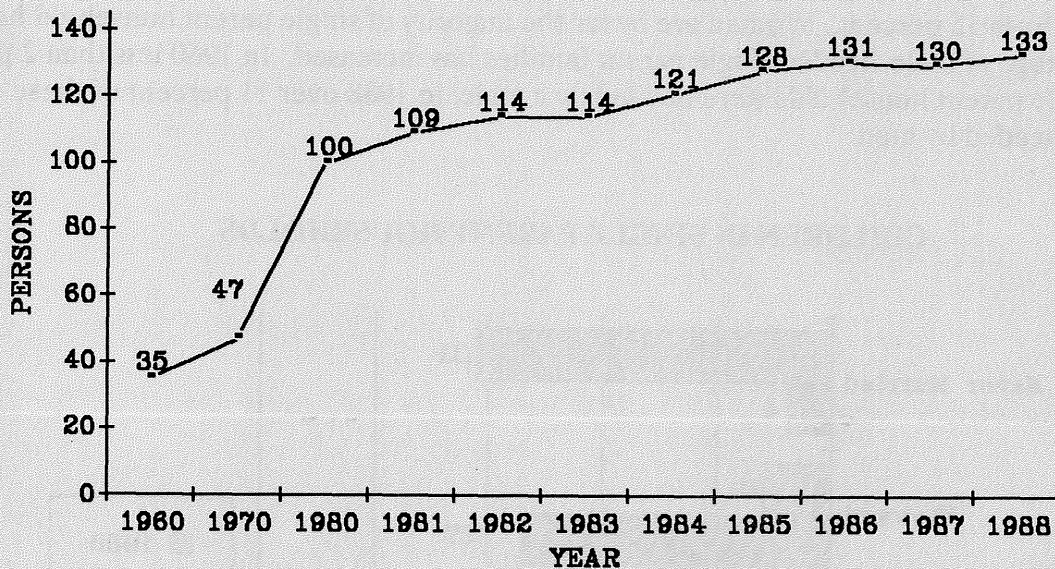


DIVORCE RATES

The total number of divorces occurring on a national level has slowed during the 1980s. This is significant since divorce rates have been climbing steadily since 1960, with a dramatic increase during the 1970s. Minnesota has a lower rate of divorce than the national average, with 3.7 divorces per 1,000 persons in 1980, compared with the national average of 5.3 divorces per 1,000 persons.

U.S. Census data show that most divorced persons do remarry. In Minnesota, only 1 in 18 women are currently divorced.

**DIVORCES PER 1,000
MARRIED COUPLES-U.S.**



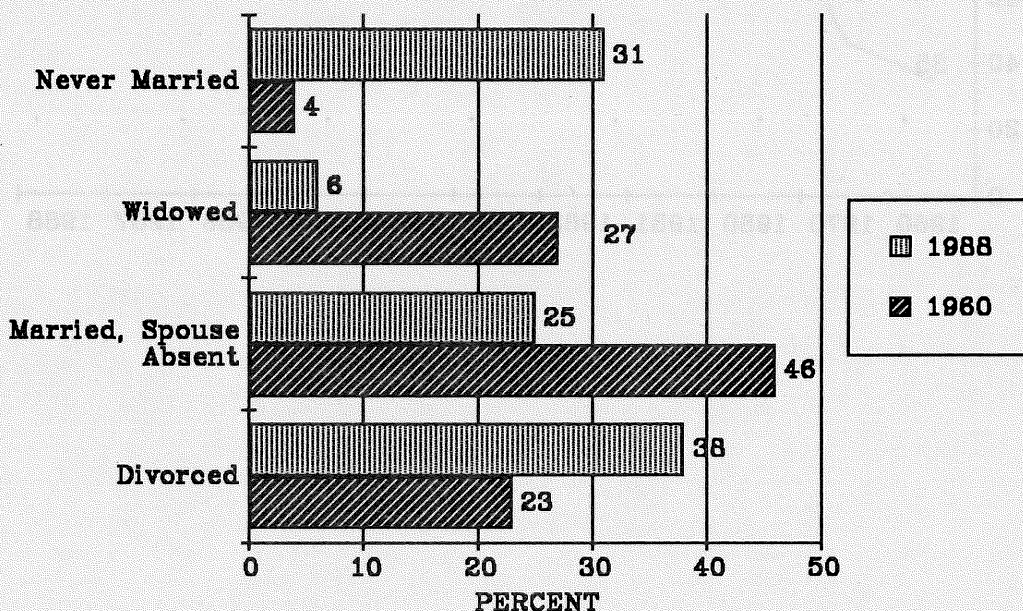
SINGLE PARENT FAMILIES

Since 1960 there has been an increase in the number as well as a change in the composition of single parent households. The number of divorces has increased, the number of never married parents has doubled, while the number of widowed persons has decreased.

The number of single or divorced women with children under age 18 has nearly doubled in the past 20 years. In 1967, only 11 percent of all single or divorced women had or lived with children, compared with 21 percent in 1987.

Forty-four percent of all single parent households are the result of divorce, this is up from 29 percent in 1970. In 1988, 30 percent of single parents were never married parents, up from 16 percent in 1980 and 7 percent in 1970. One quarter of all children live in single parent households. Of these children, 31 percent live with a never married parent. This number has more than doubled since 1980, up from 15 percent. Women are by far the majority of single parent household heads, but the percentage of male-headed single parent families has increased. In 1960 less than 2 percent of all single parent households were headed by a male, in 1988 over 11 percent of these families were headed by men.

CHILDREN IN SINGLE PARENT HOUSEHOLDS

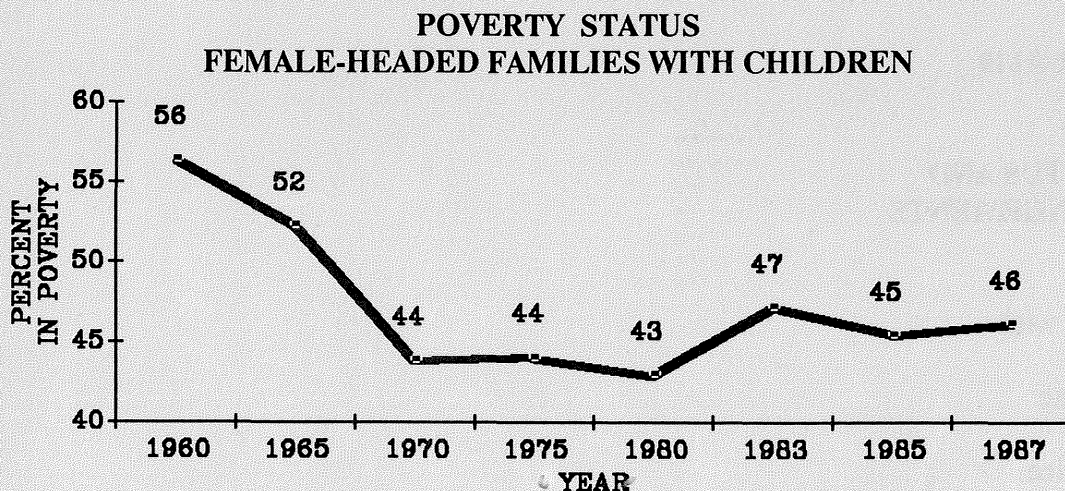


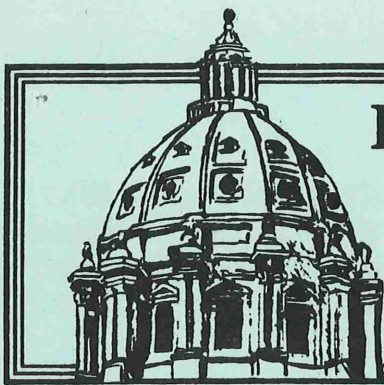
SINGLE PARENT FAMILIES IN POVERTY

Female-headed families with children are more often in poverty than their male counterparts, although the presence of children affects poverty rates for families headed by both sexes. U.S. data from 1980 showed that 43 percent of all single women with dependents lived below the poverty level. Minnesota data for that year showed 32 percent of all single women with children lived below the poverty level and 18 percent of male-headed families with children were in poverty. By contrast, 8 percent of single Minnesota women without children lived in poverty. The table below shows U.S. data for single parent families based on census data and updates of that national information done during the 1980s.

Single Parent Families With Children						
YEAR	Female Householder, No Husband Present			Male Householder, No Wife Present		
	Total Number	Below Poverty		Total Number	Below Poverty	
		Number	Percent		Number	Percent
1987	7,153	3,296	46.1	1,269	223	17.6
1985	6,892	3,131	45.4	1,147	197	17.1
1983	6,622	3,122	47.1	949	192	20.2
1980	6,299	2,703	42.9	802	144	18.0
1970	3,837	1,680	43.8	444	NA	NA
1960	2,619	1,476	56.3	319	NA	NA

Beginning in 1960 the percentage of female-headed families with children in poverty began to decline, but that decline stopped in 1980 at 43 percent. From 1980 to 1987, poverty rates for these families rose.





Legislative Commission on the Economic Status of Women

Newsletter #141

85 State Office Building, St. Paul, Minnesota 55155

August 1989

(612) 296-8590 or 1-800-652-9747

ANNOUNCEMENTS

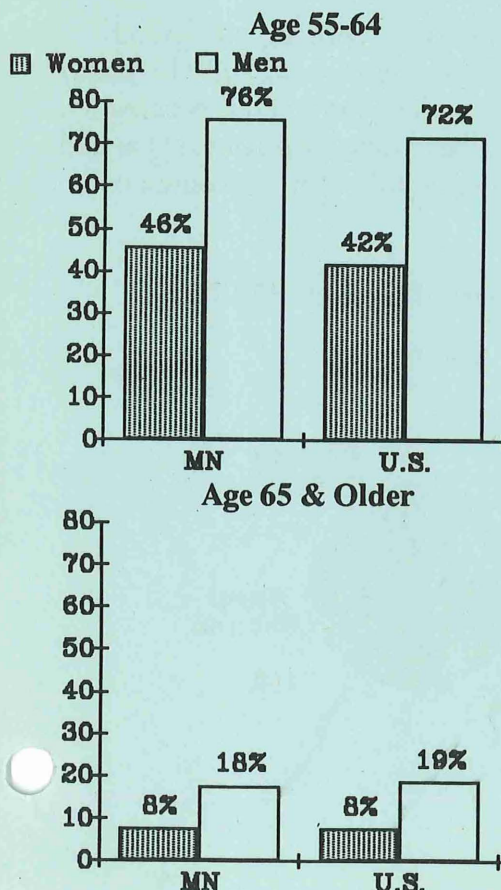
The Commission will hold a public hearing at 7 p.m., August 28 in the cafeteria of Bemidji Technical College. Persons wishing to testify my call the commission office or local coordinator Debbie Drinkard Grovum, (218) 751-4137. Several more hearings, including one in Rochester in September, are planned for the next two months. Call the Commission office for more information.

IN THIS ISSUE

OLDER WOMEN IN THE WORK FORCE

Data for this newsletter are taken from U.S. Department of Labor, Bureau of Labor Statistics and the Women's Research and Education Institute of the Congressional Caucus for Women's Issues. All data are for the U.S. unless otherwise noted.

LABOR FORCE PARTICIPATION-- U.S. & MN, 1980



The incidence of labor force participation among older women in the United States has not changed dramatically in the last 20 years. The participation rate of women over 55 has remained relatively stable, while older men have significantly decreased participation rates. This can probably be attributed in part to early retirement and increased social security and retirement benefits over those 20 years. In 1987, 43 percent of U.S. women age 55-64 were in the labor force, compared to 42 percent in 1967. On the other hand, men age 55-64 in 1987 had a labor force participation rate of 68 percent, down 16 percent from 1967.

At ages 62 and 65, labor force participation for both men and women drops dramatically as a result of social security and other pension program eligibility. In 1987, 7 percent of women and 16 percent of men over age 65 were employed ~~full-time, year-round~~. This compares with 10 and 27 percent respectively in 1967.

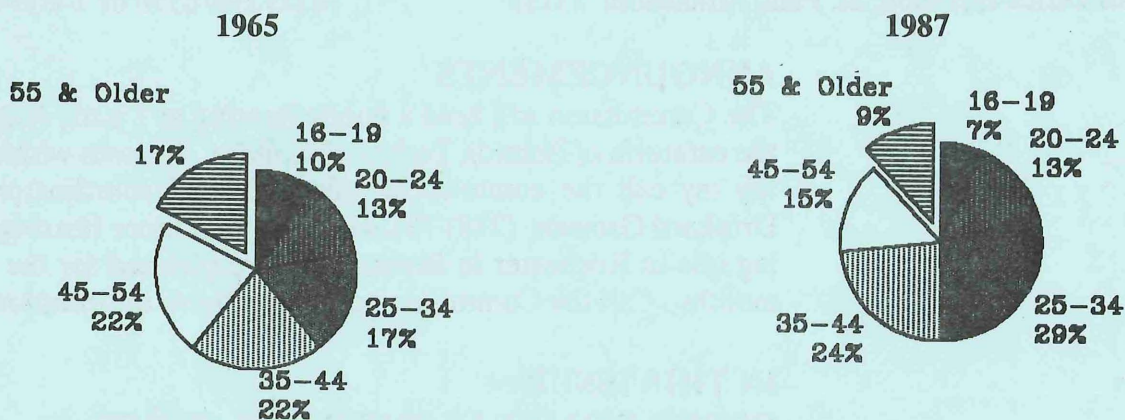
Minnesota's labor force participation rates for men and women of all age groups is higher than the national average. Overall, 54 percent of Minnesota women participate in the labor force, compared with 50 percent nationally. The chart at left compares men and women age 55 and older in 1980 for Minnesota and the United States.

(Continued on Page 2)

OLDER WOMEN'S SHARE OF THE LABOR FORCE

Despite stable participation rates, older women constitute a smaller share of the female labor force than they did in 1965. This is a result of increased availability of social security and pension benefits and the movement into the paid labor force of previously under-represented younger women, particularly women of early child-bearing years. The chart below shows the distribution of the female labor force by age for 1965 and 1987.

FEMALE LABOR FORCE DISTRIBUTION

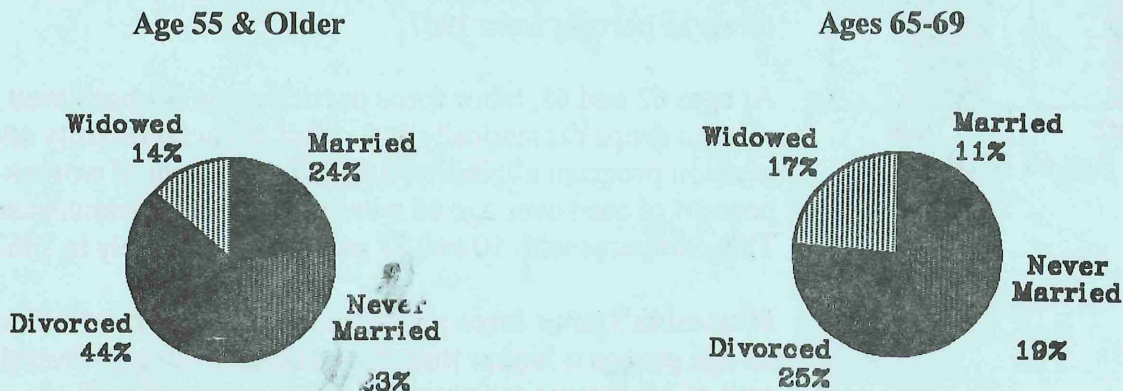


LABOR FORCE PARTICIPATION AND MARITAL STATUS

Overall, married women are less likely to participate in the labor force than single women. Divorced and never married women remain in the labor force beyond traditional retirement age to a greater extent than their married counterparts.

Married women age 55-64 in 1987 had a labor force participation rate of 37 percent, compared with 48 percent of women in this age group who had never married. Women age 65 and older who never married had a rate of 9 percent, compared with 7 percent of married women in this category. Divorced women in both age groups are more likely to be working than women who never married or were currently married. The chart below indicates labor force participation for all women over age 55 and for women in the smaller age group of 65 to 69.

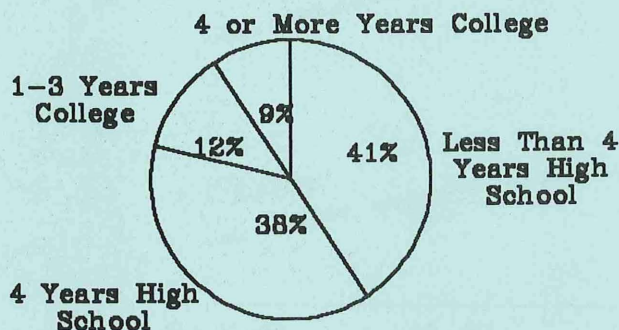
FEMALE LABOR FORCE PARTICIPATION BY AGE AND MARITAL STATUS



LABOR FORCE PARTICIPATION BY EDUCATIONAL LEVEL AND AGE

Labor force participation is also greatly affected by the worker's level of education-- the higher level of educational attainment the higher the workforce participation rate. This holds true for older women workers as well. Generally, older women in 1987 had completed fewer years of education than their younger counterparts. A greater share of older women are not high school graduates and a smaller share of older women are college graduates than women in the 25-34 age group.

EDUCATIONAL ATTAINMENT OF WOMEN AGE 55 AND OLDER



In the U.S., 10 percent of women over the age of 65 who have completed college are in the work force. This figure compares with 5 percent of those women with a high school diploma continuing to work and only 3 percent of women without a high school diploma continuing to work after reaching age 65. Of women age 55-64, half who had completed high school were in the labor force, while less than one third of those without a diploma were working.

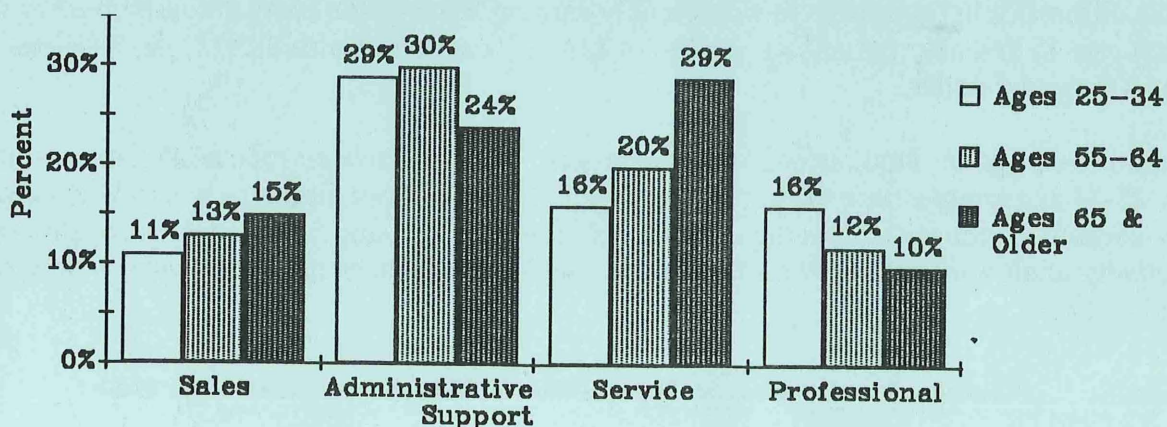
WHERE OLDER WOMEN WORK

The majority of all employed women can be found in clerical, sales or service occupations and this is also true of older women workers. However, their participation rates vary somewhat from their younger counterparts. Fifty-six percent of younger women are in these three groups, while 63 percent of women age 55-64 and 68 percent of women age 65 and older are in these occupations.

According to 1987 annual averages, older working women are more likely to be in sales or service jobs and less likely to be in professional or administrative/clerical support jobs than younger working women. An increase in sales related work with age can partially be attributed to the flexibility allowed in hours worked as well as the high rate of entry level jobs found in sales.

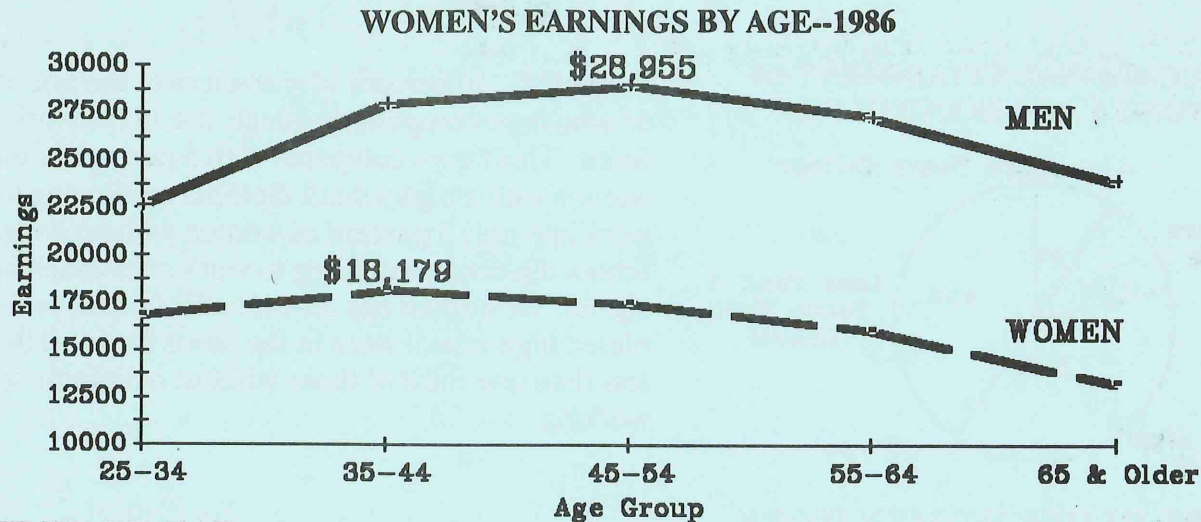
The chart below indicates the differences among three selected age groups in four selected occupations. The differences in occupational participation among women workers is a reflection of opportunities for younger women to enter other, less traditional fields such as professional occupations. Generally, these fields were not open to the older age group when starting their working lives. The types of occupations older women hold reflect their past work experiences, training and educational levels.

WOMEN'S OCCUPATIONS BY AGE--SELECTED OCCUPATIONS



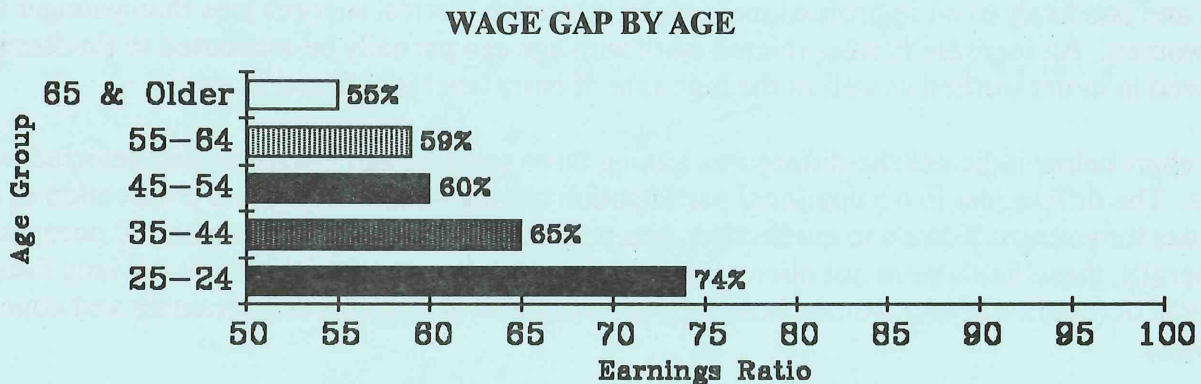
WOMEN'S PAY BY AGE

Earnings peak for women in the 35 to 44 age group, while men earn their highest average in the 45 to 54 age group. Average earnings for full-time year-round women workers age 35 to 44 were \$18,179 in 1986. Men age 45-54 averaged \$28,955 annually. The chart below shows the 1986 earnings of men and women by education levels.



THE WAGE GAP

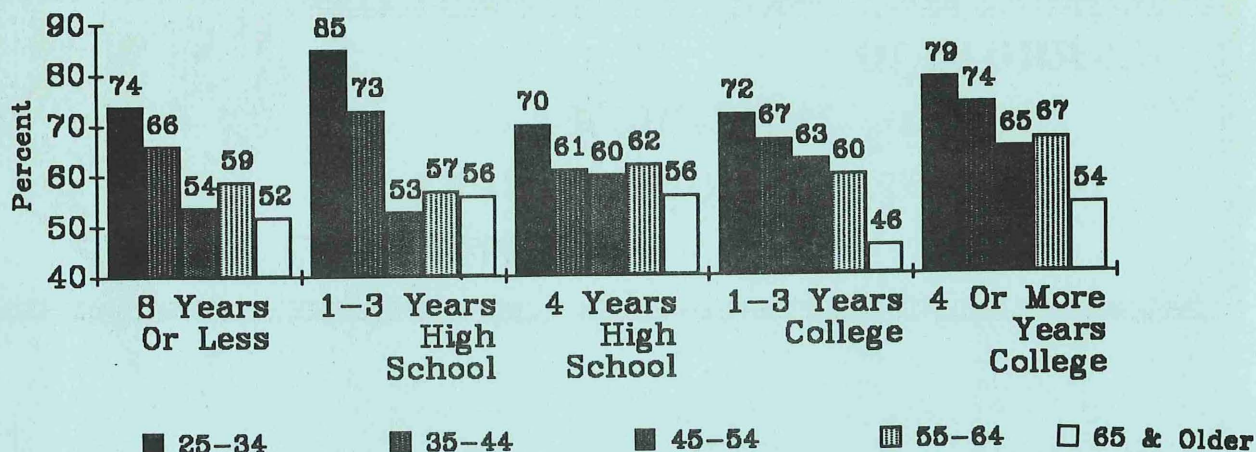
The well-known gap between men's and women's wages is accentuated as women get older. On average, full-time, year-round earnings for women are 64 cents for every dollar earned by men. However, that gap is the smallest during the early years of a woman's life and increases with age. The chart below indicates the wage gap by age between male and female full-time, year-round workers.



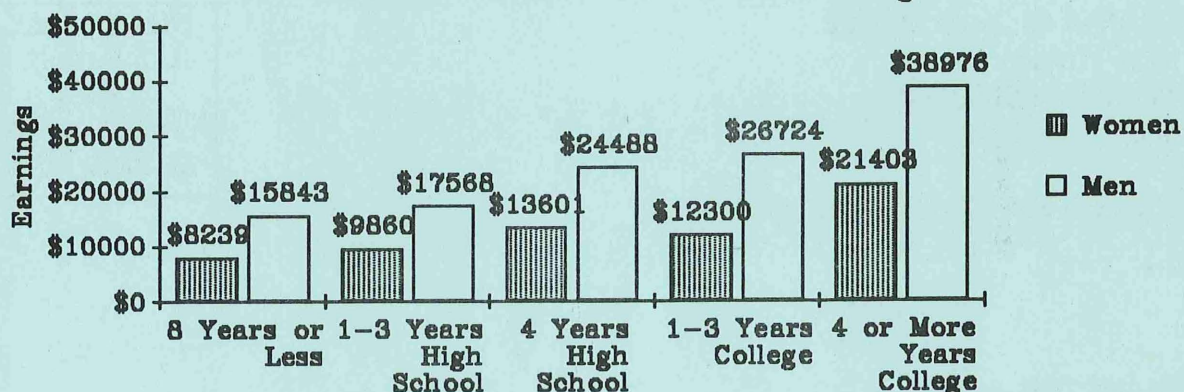
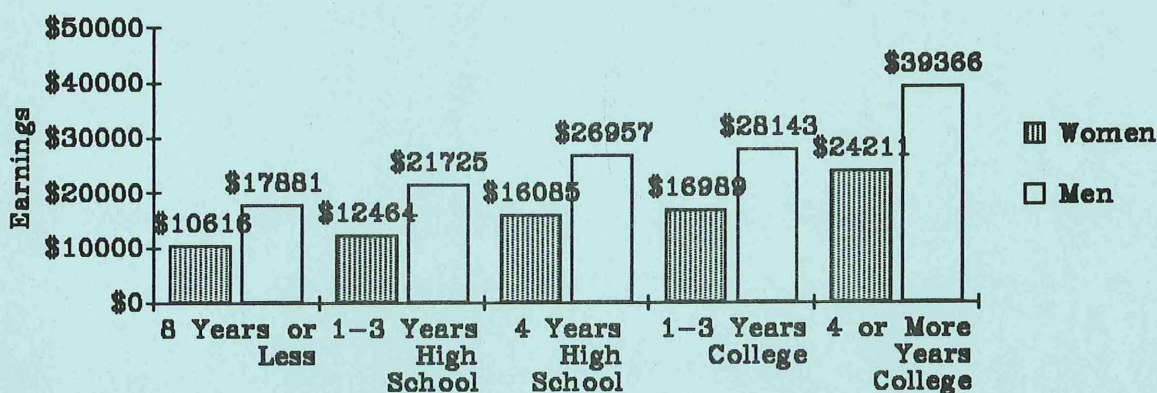
Women age 55-64 earn \$16,066 on the average, while their male counterparts earn \$27,326 annually. This difference in pay results in women only earning 59 cents for every dollar earned by men. Women age 65 and over earned an average of \$13,217, compared with \$23,922, an earnings ratio of 55 cents for every dollar.

Education and age are dual factors in the wage gap. The gap between men and women is smallest in the 25-34 age group where women workers without high school diplomas earn 85 cents for every dollar earned by men with the same educational level. Also, young female college graduates have a relatively small wage gap of 79 cents, but that gap widens to 54 cents for college graduates ages 65 and older.

WAGE GAP BY AGE AND EDUCATION



EARNINGS BY SEX AND EDUCATIONAL ATTAINMENT



FULL-TIME AND PART-TIME EMPLOYMENT

The majority of women workers are working full-time, year-round. This changes only when women reach retirement age of 62. Women age 65 and older may find difficulty in obtaining or retaining full-time work and may have to resort to part-time work if they are to remain in the work force, but even of these 39 percent work full-time. This compares with 54 percent of men age 65 and older working full-time. Hourly wages tend to decline about 30-40 percent when weekly hours are reduced from 35 to 20. Part-time work also offers fewer benefits and pensions, as well as fewer opportunities for advancement.



Legislative Commission on the Economic Status of Women

Newsletter #142

85 State Office Building, St. Paul, Minnesota 55155

September 1989

(612) 296-8590 or 1-800-652-9747

IN THIS ISSUE

This newsletter includes data compiled from "Population Profile of the United States: 1989," a report on demographic, social and economic data collected from 1986 to 1988. It reflects the most recent information available on each topic in late 1988. The report is published by the Bureau of the Census.

ANNOUNCEMENTS

The Commission will hold a public hearing on Oct. 12 in St. Cloud at 7 PM in the City Council chambers. For more information, call the Commission office or one of the local coordinators, Jackie French at (612) 253-6900 or Ann Zaleski at (612) 259-4003.

CORRECTION

The August issue of the Commission newsletter on older women in the workforce incorrectly stated that 7 percent of women and 16 percent of men over age 65 were employed full-time, year-round. Correctly, 7 percent of women and 16 percent of men over the age of 65 are working, but not necessarily full-time, year-round.

POPULATION

- In 1987, females were 51.3 percent of the total population. They were the majority in all states except Alaska, Hawaii, Nevada, North Dakota and Wyoming.
- The population of the U.S. increased 7.4 percent in the period from 1980 to 1987. Minnesota's population increased 4.3 percent during this same time period. Minnesota's rate of increase was second only to Kansas, at 4.7 percent, of all the states in the Midwest.
- The population increase of 0.9 percent during 1987 was due in part to the natural increase (births over deaths) and in part to new immigrants. The natural increase accounted for three-quarters of the total increase, while immigration was one-quarter.
- Minnesota's population is expected to increase 6.5 percent from 1986 to the year 2000, while the U.S. growth rate will be 11.1 percent. Although the Southwest area of the United States will continue to be the fastest growing area until the year 2000, Minnesota will be surrounded by states that are losing population, except for a very slight increase in South Dakota.
- With more people living longer, the median age in 1987 was 32.1, compared to 30.0 in 1980. Women's median age is 33.2 and men's is 30.9. Minnesota is slightly below the national average with a mean age of 31.8 years.
- The Minneapolis/St. Paul metropolitan area increased 9.3 percent from 1980-1987 and it ranks in the middle in growth rate of the 25 largest metropolitan areas.

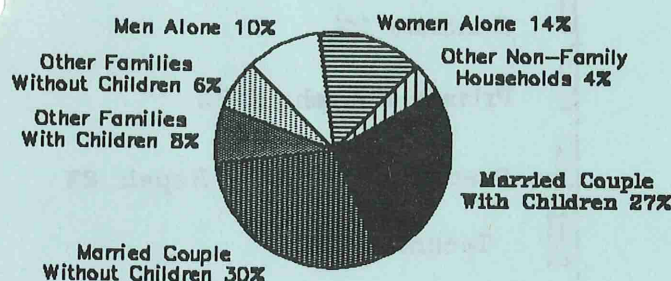
FERTILITY AND BIRTH RATES

- In 1987, the United States experienced the highest number of births in one year since just after World War II. This high rate is attributed to the post-war "baby boom" generation of women who are now giving birth to their own children. This trend is called the "baby boom echo."
- The birth rate in 1987 was 71 births per every 1,000 women of child-bearing years, which amounted to 3.8 million babies in 1987, compared with the post-World War II peak of 4.3 million. The rising birth rate is expected to peak in the year 1990.
- Women are having fewer children. In 1987, the average number of children born per woman was 1.4, down slightly from the 1.5 rate in 1980. This is consistent with the trend for women to have fewer children than previous generations of women.
- The number of births to unmarried women is rising. Nineteen percent of all births during 1987 were to women who were unmarried. This compares to 14 percent of all births in 1980.
- Women having children remain in the workforce. Half (51 percent) of women giving birth in 1987 were in the labor force at the time of the birth, compared with 31 percent in 1976. For college-educated women this rate was higher, with 63 percent in the labor force, compared with 38 percent of those who had not completed high school.
- Women age 30-34 in 1987 expected to have 2.1 children in their lifetimes. This is considered the "replacement rate"--the number of births it takes to balance the number of deaths.

HOUSEHOLDS AND FAMILIES

- Nearly three-fourths (72 percent) of all households were "family" households in 1988, with two or more related persons living together.
- Married couple householders with children under 18 were 27 percent of all households. This compares with 40 percent of all households in 1970.
- Female-headed families with children were 10 percent of all families in 1988.
- About 6 percent of every 10 non-family householders living alone were women. Women living alone were 14 percent of all household types, but in 1980 they were 12 percent.

Households by Type--1988



MARITAL STATUS AND LIVING ARRANGEMENTS

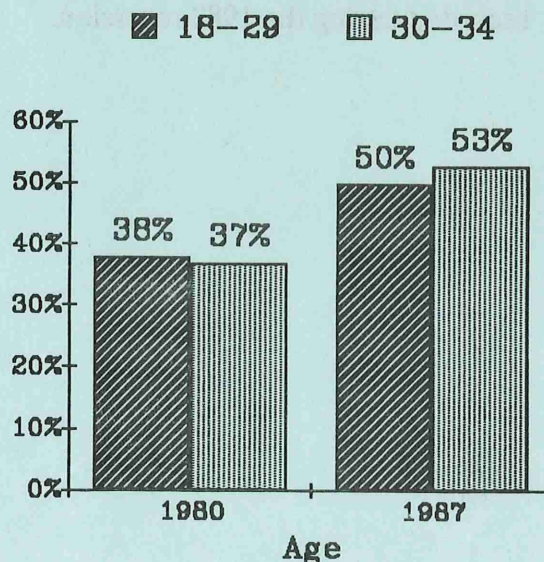
- The median age at first marriage in 1988 was 25.9 for men and 23.6 for women.
- In 1988, the percentage of women age 20 to 24 who had never married was 61 percent, compared with 78 percent of men in that age group. Thirty percent of women age 25 to 29 had never married, while 43 percent of men this age group remained unmarried.

- By age 30 to 34, 17 percent of women and 25 percent of men had never married.

LABOR FORCE PARTICIPATION

- Slightly more than half (56 percent) of all women age 16 and over were in the labor force in 1987, compared with three-quarters (76 percent) of all men.
- Of married couples with children, 61 percent of mothers were in the labor force. In 57 percent of married couples with children, both mothers and fathers were employed.
- Three-fifths of the women in female-headed families were in the labor force.
- During 1987, the labor force grew by 2 million people nationally and women accounted for 60 percent of this increase.
- Women with children under 1 increased their labor force participation dramatically between 1980 and 1987. Participation varies by age of the mother, with older women having rates slightly higher than the younger age group.

Labor Force Participation of Mothers with Children Under Age 1--1987



INCOME

- The 1987 median income for all U.S. families was \$30,850 annually, an increase of nearly 12 percent since 1982.
- Married couples with wives in the labor force have the highest income with \$40,700 annually.
- Female-headed families had annual incomes of \$14,620, compared with \$24,800 for male-headed families.
- Women living alone have the lowest median incomes of \$10,580 annually, compared with \$16,700 of men living alone.

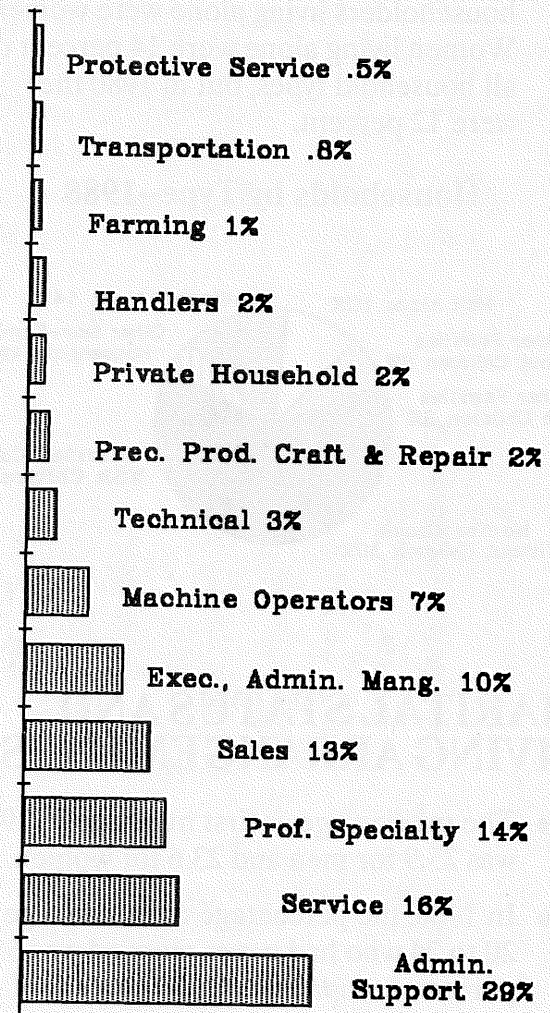
EARNINGS

- Women working full-time, year-round earn less than their male counterparts. Average annual earnings of all males working full-time year round was \$26,010, compared with women who earned \$16,910.
- The earnings gap between men and women in 1987 for full-time year round workers was 65 cents. This was unchanged from the previous three years, but higher than the 62 cent gap recorded during the 1982 recession.

OCCUPATIONS

- Women continue to be employed in occupations traditionally female-dominated, such as service and clerical jobs.
- The occupations with the most growth from 1986 to 1987 were protective service workers; executive, administrative and managerial; and professional specialties.

Occupational Distribution of Women--1987



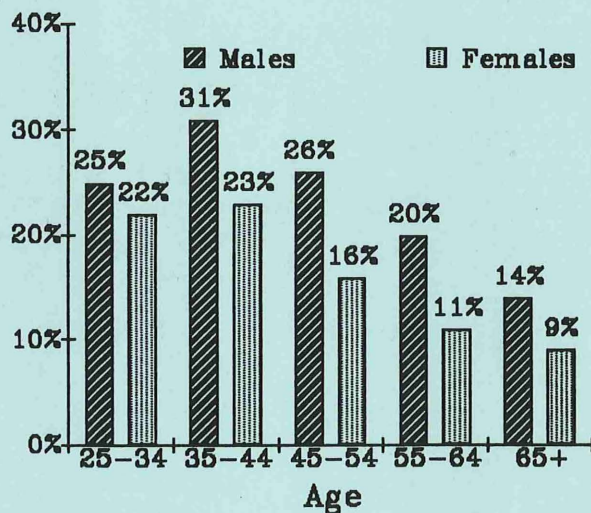
SCHOOL ENROLLMENT

- In 1986, more than half of all students enrolled in college were women.
- Women were one-half of all students under age 35, but two-thirds of those students age 35 and older.
- Half of all graduate students were women.

EDUCATIONAL ATTAINMENT

- Nearly one-quarter of all men age 25 or older were college graduates in 1988, compared with 17 percent of all women, but this trend appears to be changing as shown by the differences among age groups. Younger women were almost as likely to be college graduates as the men in their age group.

College Graduates by Age--1988



POVERTY

- In 1988, poverty rates were lower than the 1983 rate, but higher than 1978 rate.
- The poverty rate for all persons was 11 percent. Children under 18 had poverty rates higher than any other age group, with 21 percent in poverty. The elderly had a poverty rate of 12 percent.

- Female-headed families were the majority of families in poverty. They represented 52 percent of poor families.
- Thirty-four percent of all female-headed families were in poverty, while 13 percent of male-headed and 6 percent of married couple families were in poverty.

ELDERLY POPULATION

- Elderly women outnumber elderly men by three to two. Of the population aged 85 or older in 1987, 72 percent were women.
- The elderly are an increasing share of the U.S. population. In 1987 persons over age 65 represented 12 percent of the population, but by the year 2030 the aging "baby boom" generation over age 65 will account for 22 percent of the population.
- Fifteen percent of elderly women were living in poverty in 1987, compared with 9 percent of elderly men. One-fifth of all elderly widows were in poverty.
- Elderly men were more likely than elderly women to be living in family settings. For men age 65 and over, 85 percent were in families, while only 65 percent of women lived in family households. Those in families are less likely to be poor.
- For older men in families the poverty rate is 6 percent, compared with 7 percent of older women. However, one-quarter of older women alone were in poverty, compared with 19 percent of older men living alone.
- Nine percent of men and 37 percent of women were widowed in the age group of 65 to 74. For those over age 85, 42 percent of men and 81 percent of women were widowed.



Legislative Commission on the Economic Status of Women

Newsletter #143

State Office Building, St. Paul, Minnesota 55155

October 1989

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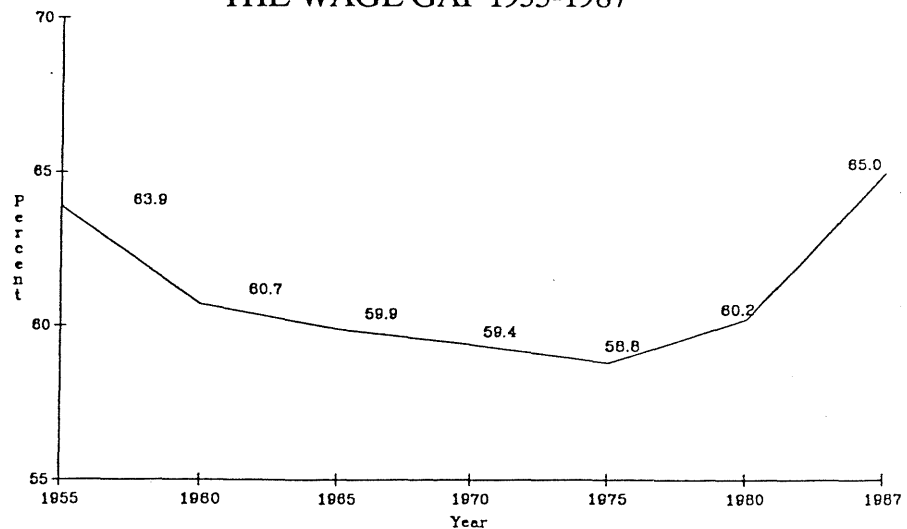
IN THIS ISSUE

Data for this newsletter were from information of the National Committee on Pay Equity with detailed data from several Bureau of the Census and Bureau of Labor Statistics publications.

Two years ago the Commission newsletter featured the wage gap. This is an issue which comes up frequently and is often misunderstood.

Information about the wage gap specifically for Minnesota women is not generally available except during census years. In the 1980 census, the gap for full-time year-round female workers in Minnesota was 57 cents, compared to at the national average for that year of 60 cents.

THE WAGE GAP 1955-1987



ANNOUNCEMENTS

The Commission will hold two public hearings in the Twin Cities area in the next few months. Date and place will be announced.

THE WAGE GAP

The most recent (1987) data on the wage gap, the female-male earnings ratio, is 65 cents for every dollar. This means average annual earnings of full-time, year-round female workers are 65 percent of average earnings of full-time, year-round male workers. When using average weekly wages, the gap narrows to 70 cents for every dollar.

The wage gap is usually calculated using average annual earnings, rather than weekly or hourly earnings. Annual earnings are better measures of changes over time because they are not so affected by fluctuations in earnings of temporary, part-year or over-time workers.

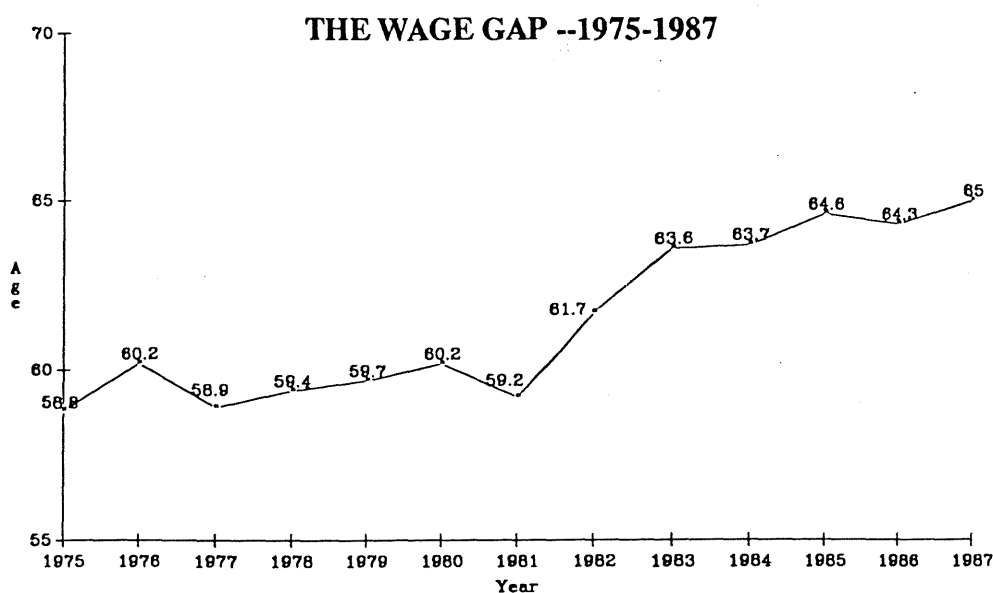
The gap has risen slowly but steadily over the last five years, but is still only slightly higher than the 1955 figure of 64 percent. Since 1955, the gap was lowest in 1973 and 1974, at 57 percent, and highest in 1955, 1957, 1983, and 1984 at 64 percent.

Race and ethnic differences

While the average earnings ratio for all male and female workers is 65 cents on the dollar, this gap varies for workers of different racial and ethnic groups. Blacks and Hispanics earn less than white workers, but the wage gap for these minority groups is smaller because white males earn substantially more than their minority counterparts. White workers have a female-male earnings ratio of 63.9, while the ratio for black workers is 84.2 percent and Hispanic workers is 83.3 percent.

THE WAGE GAP BY RACE--1987			
	Women	Men	M/F Ratio
All Races	\$16,909	\$26,008	65.0
White	\$17,034	\$26,677	63.9
Black	\$16,002	\$19,014	84.2
Hispanic	\$14,569	\$17,487	83.3

When the ratio for Blacks and Hispanics is compared to the earnings of white men the ratio for Blacks is 60.0 and for Hispanics is 54.6.



WAGE GAP IMPROVEMENTS

The improvement in the female-male earnings ratio since 1979 can be attributed mainly to an increase in women's earnings, but also to a decrease in men's earnings over this time period. The gap narrowed from 59.7 percent in 1979 to 65 percent in 1987 today, seven-tenths of this improvement is due to increased average earnings for women and three-tenths is the result of decreased average earnings for men. Earnings for men have declined mainly because of declining employment in high-wage industries.

When average earnings over the last decade are examined against the effects of inflation, men's "real" or "constant dollar" earnings have actually declined \$680 annually, while women's annual earnings have increased \$987. Still, women's average annual earnings are about \$9,000 less than men's average annual earnings. Without men's declining earnings over this time period, the wage gap in 1987 would be 63.4 rather than 65 percent.

The table below indicates the actual earnings by year, and the pay gap for current and constant dollars.

	CURRENT DOLLARS			CONSTANT DOLLARS
	Women	Men	Ratio	Ratio
1979	\$10,169	\$17,045	59.7	59.7
1984	\$14,780	\$23,218	63.7	60.6
1985	\$15,624	\$24,195	64.6	61.9
1986	\$16,232	\$25,256	64.3	63
1987	\$16,909	\$26,008	65.0	63.4

EXPLANATIONS OF THE WAGE GAP

The wage gap can be explained mainly as a result of the structure of the labor market with women primarily in female-dominated, lower-paid occupations. There are other unknown factors, including discrimination based on sex, that can partially explain the gap. According to analysis of the data, a result of women interrupting their work patterns for family reasons and is not because of differences in experience and skill levels, although both these factors play some role.

Female-dominated occupations

Data clearly show that the continued wage gap between men and women is very much attributable to the concentration of women in female-dominated, lower paid occupations. The more women in a job, the lower the pay. For college-educated women, 17 percent of their wage gap can be attributed to the lower pay in female-dominated occupations. For high school graduates and high school dropouts, 30 percent of the wage gap is due to occupational segregation for women.

The table below shows the changes in the percentage of women and the earnings ratio in selected occupations between 1979 and 1986.

	1979		1986	
	Percent Female	Ratio	Percent Female	Ratio
Registered Nurses	94.6	82	92.7	91
Bookkeepers	88.1	66	93.0	74
Accounting & Auditing Clerks				
Nursing Aides, Orderlies & Attendants	85.1	72	88.3	81
Administrative Support	62.9	62	82.4	70
Social Workers	60.6	83	60.0	73
Computer Operators	56.6	69	63.8	73
Supervisors of Food Preparation & Service Occupations	41.6	72	48.2	67
Secondary Teachers	39.7	83	49.1	86
Accountants & Auditors	34.0	60	44.7	72
Computer Programmers	28.0	80	39.7	81
Janitors & Cleaners	15.3	74	21.0	69
Supervisors of Productions Occupations	12.9	62	15.1	67
Lawyers	10.4	55	15.2	63

Work interruptions

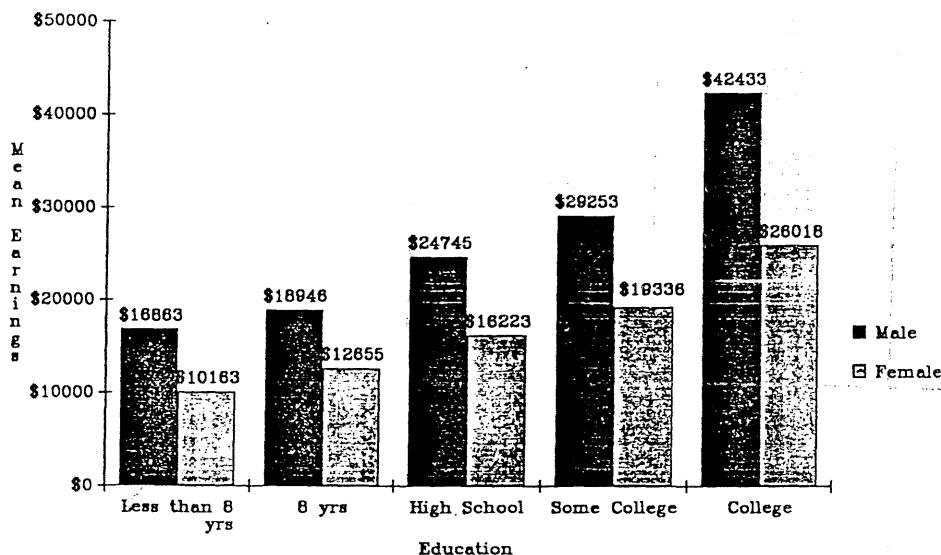
Women's lower earnings cannot be explained by work interruptions such as taking time out for births or raising children. Women do have more of these types of interruptions than men, but their average earnings are virtually the same as those of workers without such interruptions. Nearly half (47 percent) of all women have such interruptions at least once, while only 13 percent of men have work interruptions. The table below shows the wage gap for the average of all workers and the average of those workers who have no interruptions.

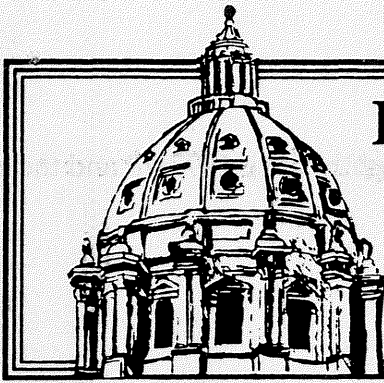
Occupational Group	All Workers	No Interruptions
Average All Occupations	69.5	70.5
Managerial or Professional	67.4	67.9
Technical, Sales & Admin. Support	66.4	67.2
Service Occupations	69.3	70.4
Precision, Production, Crafts & Repair	69.4	69.3
Operators, Laborers	70.0	70.0

Differences in skill and experience

Another explanation of the wage gap is that it is a result of women having fewer skills or less experience in the workplace. Data shows that the gap is wider between women and men with college degrees than it is for those with high school diplomas. Even among college-educated workers, only 30 percent of the gap between men and women's earnings can be attributed to the differences in their experiences. For high school graduates, 23 percent of the gap is explained this way and for non-high school graduates, 27 percent of the gap is a result of women have less experience than men. It can be argued that since a gap exists regardless of educational levels, improving women's educational status and skill levels will not eliminate the gap. The chart below shows mean earnings, which are higher than the usual measure of median earnings. Median earnings are not available by educational level.

Earnings of Full-time, Year-round Workers, 1987





Legislative Commission on the Economic Status of Women

Newsletter #144

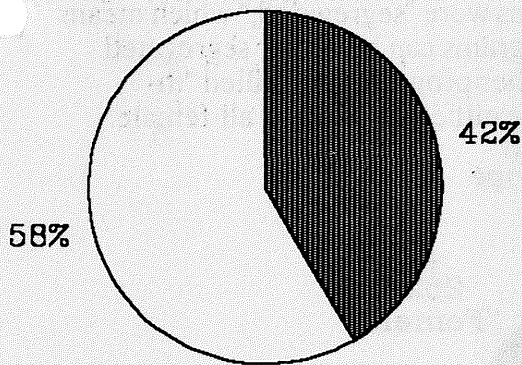
State Office Building, St. Paul, Minnesota 55155

November 1989

(612)296-8590 or 1-800-652-9747

**Technical Institute
Enrollments by Sex--1986-87**

■ Females □ Males



43,829 Students

INTRODUCTION

This newsletter is a summary of the Commission's 12th report on the status of women and men in Minnesota's Technical Institute System (now called the Technical College System). The Sex Equity report examines staff patterns and male and female enrollments in vocational programs and courses. Both statewide and individual school data are presented in the full report. The report will be available from the office of the Sex Equity Coordinator of the Technical College System.

In the fall of 1986, the 30-school Technical Institute system had 43,829 students enrolled, more than the state's community colleges but fewer than the state universities and the University of Minnesota.

Females accounted for 42 percent of the student population at the Technical Institutes. This is a lower percentage of female students than the other public post-secondary systems in Minnesota. During that same year, Community College enrollments were 60 percent female, State Universities were 54 percent female and the University of Minnesota system was 46 percent female.

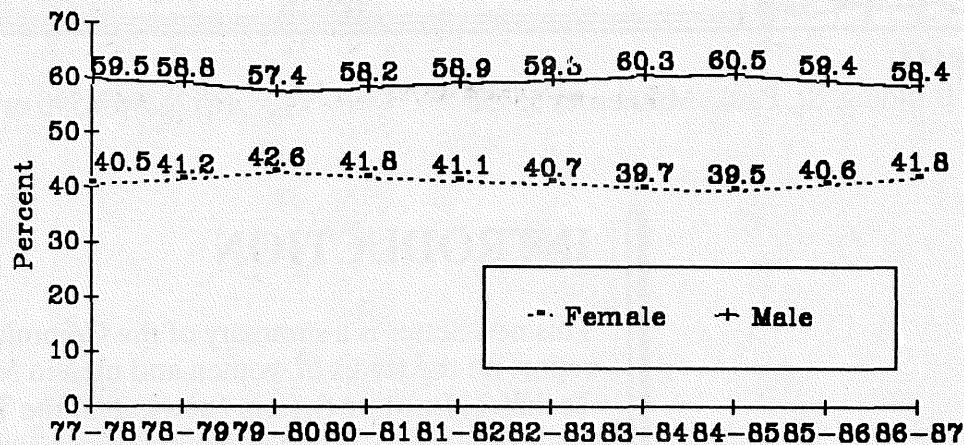
ANNOUNCEMENTS

The Commission has tentatively scheduled a public hearing on issues surrounding AFDC for Tuesday afternoon, December 5 at the State Office Building. Please call the Commission office for more information.

ENROLLMENT TRENDS

Enrollments at the Technical Institutes (TIs) have increased only slightly since 1977-78 and the percentage of women enrolled in TIs has remained fairly constant.

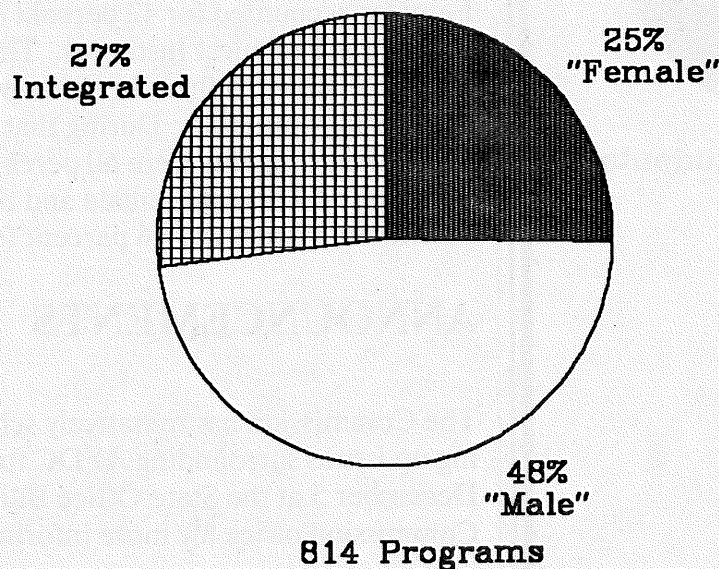
TI Enrollments 1986-87



PROGRAM TYPES

The TI system has seven major curriculum areas, each with their own programs. The seven areas are agriculture, distribution, health, home economics, business & office, technical and trade-industrial. In 1986-87, nearly three-fourths of TI programs were "segregated," which means that more than 80 percent of the students were of one sex. Programs can be either segregated male or segregated female, as shown in the chart below. All other programs are called "integrated." About one-fourth of these segregated programs were either all-male or all-female.

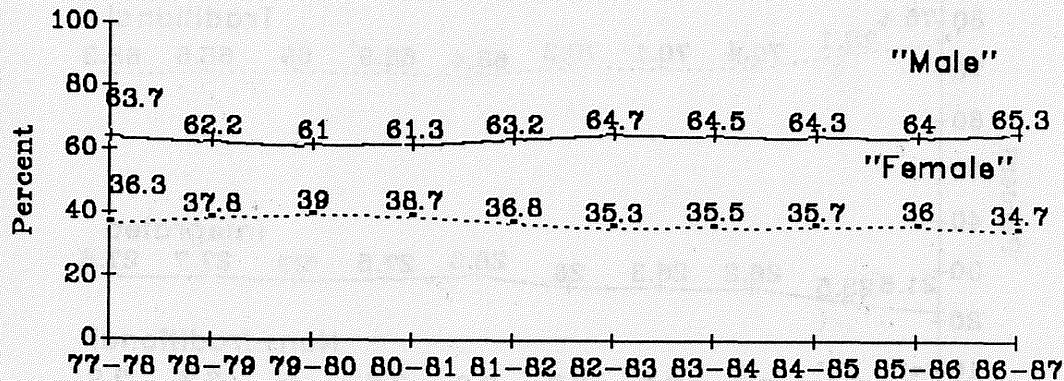
TI Enrollments by Program Type



INTEGRATED AND SEGREGATED PROGRAMS

Since 1979-80, the percentage of integrated programs has remained at about one-quarter of all programs. Integrated programs accounted for 27 percent of all programs in 1986-87 and showed a slight decrease over the previous year. Since 1977-78 segregated "male" programs have outnumbered segregated "female" programs by a substantial margin. "Male" programs accounted for nearly two-thirds of segregated programs.

Segregated Programs by Sex-1977-1987



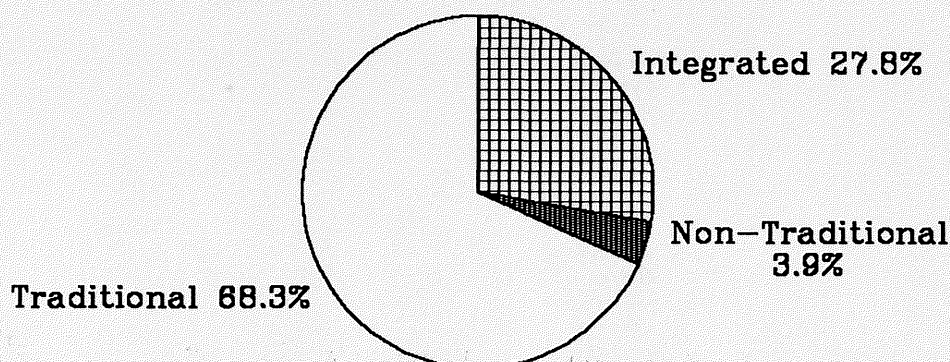
TRADITIONAL AND NON-TRADITIONAL ENROLLMENTS

A "traditional" student is one enrolled in a segregated program dominated by students of the same sex -- men in "male" programs and women in "female" programs. A "non-traditional" student is one enrolled in a program in which more than 80 percent of students are of the other sex.

As shown in the chart below, the large majority -- over two-thirds -- of TI students were enrolled in traditional programs, while only about four percent were enrolled in programs which were non-traditional for their sex. No school had more than seven percent of its students enrolled in non-traditional programs.

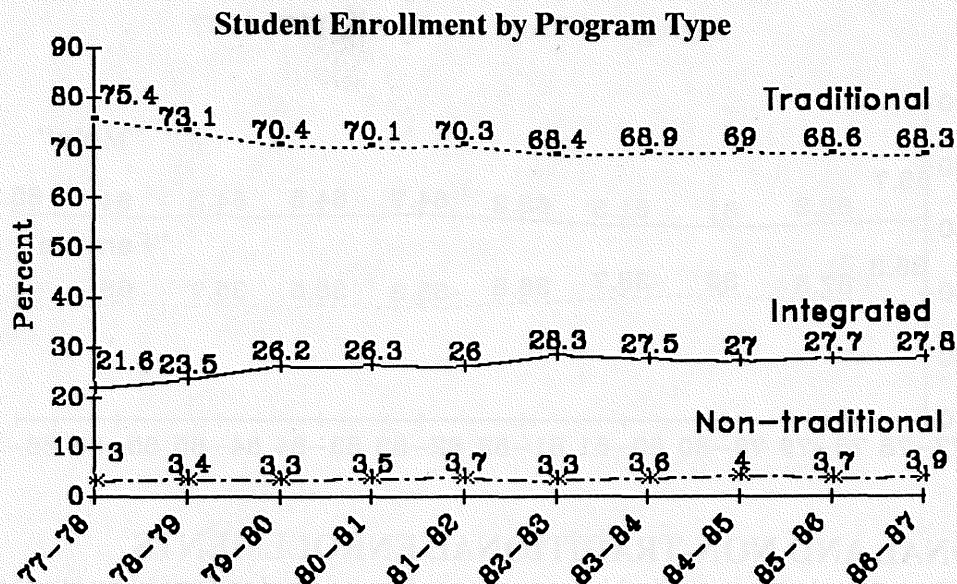
Female students were more likely than male students to be enrolled in integrated programs -- nearly one-third of women compared to nearly one-fourth of men. Female students were over two times as likely as male students to be enrolled in non-traditional programs -- almost 1 in 17 female students compared with about 1 in 40 male students. Sixteen percent of male students were in programs with no women and 10 percent of female students were in courses with no men.

Enrollments By Program Types, 1986-87



PROGRAM TRENDS

Little change has occurred over the past several years in enrollment patterns for traditional, non-traditional and integrated programs. The proportion of students enrolled in integrated programs has remained at more than one-quarter in the 1980s, up from one-fifth in 1977-78. Non-traditional students account for about 1 in 26 students, and there has been an increase of almost one percent since 1978-79.



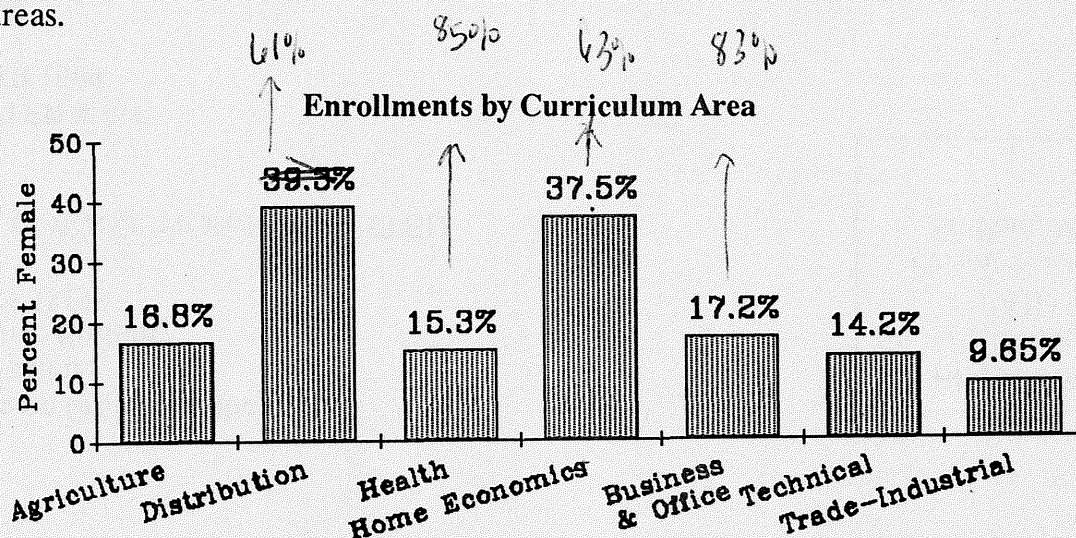
Note: Totals may not add up to 100% due to rounding.

Over the years there has been more change in female enrollment patterns than in male enrollment patterns. Female integrated enrollments have increased from fewer than 1 in 4, to 1 in 3. Female non-traditional enrollments have increased one percent since 1977-78. Male enrollments in integrated programs have remained at about 1 in 4 since 1979-80, up from 1 in 5 in 1977-78.

CURRICULUM AREA ENROLLMENTS

Over 60 percent of female students were enrolled in health or business and office programs in 1986, while over 75 percent of male students were enrolled in technical or trade-industrial programs. There was also segregation within curriculum areas. For example, just over three-fourths of male business and office students were enrolled in only 3 of the 23 courses offered statewide: Accounting, Computer Programming and Data Processing Occupations. Just over half of female students in the trade and industrial area were enrolled in only 2 of the 61 courses: Commercial Art and Offset Printing

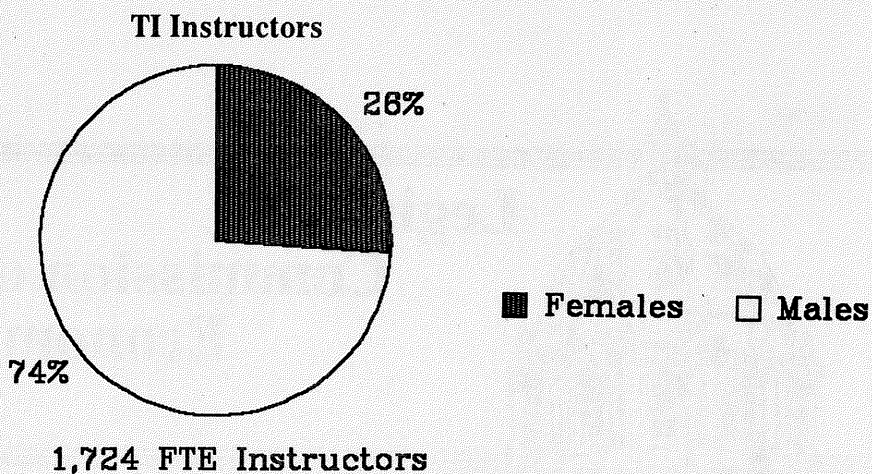
There have been few changes in male and female enrollment patterns by program since 1977-78. Agriculture, technical and trade and industrial curriculum areas continue to be "male" while health and business and office programs were "female". Home economics and distribution are more balanced areas.



STAFF PATTERNS, 1986-87

In 1986-87, there were 1,724 instructors in the seven curriculum areas and 364 staff in vocational related activities. Less than three in 10 of these instructors and staff were women.

Women account for 21 percent of TI System administrators and supervisors in the state. There has been an overall gain in the representation of women among technical institute system administrators and supervisors since 1977-78. The percentage of women has increased from 11 to 19 percent during this time.





Legislative Commission on the Economic Status of Women

Newsletter #145

85 State Office Building, St. Paul, Minnesota 55155

December 1989

(612) 296-8590 or 1-800-652-9747

INTRODUCTION

This newsletter summarizes part of the report of the **Task Force for Gender Fairness in the Courts**, published in June, 1989 and reported to Chief Justice Peter Popovich and the Minnesota Supreme Court. The 30-member Task Force was established in June 1987 to "explore the extent to which gender bias exists in the Minnesota state court system, to identify and document gender bias where found and to recommend methods for its elimination." Serving on the Task Force were 16 judges representing all court levels, 11 members of the bar, and three public members.

Through use of public hearings, lawyers meetings, a survey of judges, lawyers and court employees, written comments from citizens and other research and studies, the Task Force raised the question, "Does gender unfairly affect the application, interpretation and enforcement of the law in Minnesota?"

The two-year project produced a 109-page report filled with findings and recommendations for change. Now an Implementation Committee, chaired by Justice Rosalie Wahl, will oversee the process of following through on the recommendations. Many of the recommendations focus on educating judges and attorneys in areas of gender bias. Other recommendations will require legislation.

The return rate for the surveys of judges, attorneys and court personnel was very high. Of 281 judges, 93 percent responded. Nearly 84 percent of the state's 13,000 attorneys completed a survey and 87 percent of all other courtroom personnel responded.

The Commission's January newsletter will contain a summary of the findings and recommendations

of the Task Force in the areas of domestic violence and sexual assault.

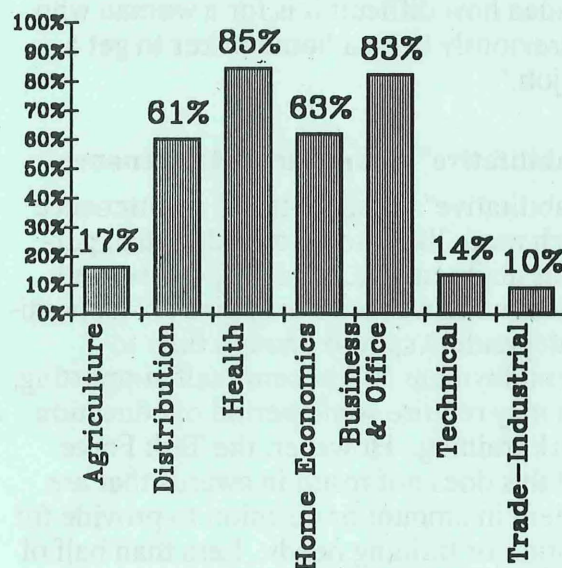
ANNOUNCEMENTS

Two Commission reports have been completely revised and updated. For a copy of "Sexual Harassment: An Overview of Current Laws and Studies," or "Pay Equity: The Minnesota Experience," call the Commission office.

CORRECTION

A table showing female enrollments in the 8 curriculum areas offered at Minnesota's Technical Colleges was incorrect in the November newsletter. The correct table appears below.

Enrollments by Curriculum Area-1986



FAMILY LAW

Family law was the primary area of concern expressed at the Task Force's public hearings. This summary includes issues surrounding spousal maintenance (alimony), property division, child support, child custody and access to the court in family law matters. Results are from comments at public hearings, survey responses and other research.

SPOUSAL MAINTENANCE

Spousal maintenance is ordered much less frequently than most people, including lawyers, believe.

Permanent maintenance

A 1989 study by Prof. Katherine Rettig of the University of Minnesota showed that maintenance is awarded in only 10 percent of divorces in Minnesota. Permanent maintenance is awarded in less than 1/2 of 1 percent of divorces. Lawyers responded that maintenance is difficult to obtain, so it is not frequently pursued. In those cases where maintenance is awarded, it is rarely high enough to allow an economically dependent spouse (usually the wife) to maintain her standard of living. One attorney responded, "Male judges have very little idea how difficult it is for a woman who had previously been a homemaker to get a good job."

"Rehabilitative" Short Term Maintenance

"Rehabilitative" or "short-term" maintenance is much more likely to be awarded than permanent maintenance. The purpose behind short-term maintenance is to give an economically dependent spouse enough time to gain employment and become self-supporting, which may require some period of education or work training. However, the Task Force found this does not result in awards that are sufficient in amount or duration to provide for education or training needs. Less than half of male lawyers and only 11 percent of female lawyers think average maintenance awards are

enough to support a dependent spouse trying to obtain employment. Also, 90 percent of female and 60 percent of male attorneys surveyed did not think maintenance awards were sufficient to enable women to obtain the necessary education or training for employment.

Only 21 percent of female attorneys, but 42 percent of male attorneys think judges usually understand the economic reality facing women who have spent years outside of the paid workforce. The Rettig study found that the median amount of maintenance awarded in Minnesota was \$250 a month (\$3,000 annually) and the award usually lasted three years. This is below the national average of \$3,750.

In the Task Force's survey, 46 percent of male judges and 39 percent of female judges said they believe a 50-year-old homemaker would likely earn less than \$10,000 per year. A majority of both female and male judges felt it would take four or more years of retraining for a 42-year-old homemaker with a college degree, who had not worked in her field for several years, to become self-supporting.

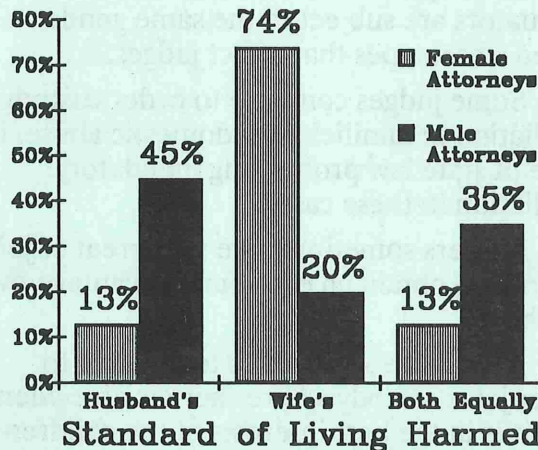
The reason for the low amount and short duration of the average awards, the Task Force found, was that judges tend to focus on only one or two characteristics of the dependent spouse. However, the law requires that many factors be considered when setting a maintenance amount. These include financial resources, education and training time, standard of living during the marriage, length of marriage, time out of the workforce, age, physical and emotional condition and contributions to marital property.

Judges may also continue to perceive income earned by the husband as his alone, rather than family income. Judges seem to be reluctant to impose long-term financial obligations on husbands. The result, one attorney noted, is, "Women are expected to be

self-supporting on less income than men would be."

Attorneys' Perception of Maintenance Awards: Whose Standard of Living is Harmed?

Attorneys differed when asked if judges were inclined to sacrifice the lifestyle of the husband, the wife or both in setting maintenance awards. The chart below shows male and female attorney responses.



Findings: Spousal Maintenance

- 1) Maintenance is rarely ordered, even in long-term marriages.
- 2) When awarded, it sustains the dependent spouse at a minimal level, rather than permit maintenance of a previous standard of living.
- 3) Courts are reluctant to impose long-term maintenance.
- 4) Awards are insufficient in duration and amount to provide for education and training of an economically dependent spouse.

Recommendations: Spousal Maintenance

- 1) Judicial education courses and continuing education for lawyers in family law should address spousal maintenance.
- 2) Courts should discontinue use of "rehabilitative" or "short-term" and adopt the term "maintenance" as standard usage.

PROPERTY DIVISION

Finding: Property Division

While property is divided equally in most instances of divorce, the husband usually receives the majority of the liquid and income-producing assets. The wife usually receives the home or other non-liquid assets. This creates an inequity.

Recommendation: Property Division

Judicial education programs should address the need for judges to divide marital property so that each of the parties retains some liquid and income-producing assets after divorce.

CHILD SUPPORT

Minnesota has had statewide guidelines for child support awards since 1983. The guidelines establish payments based on a percentage of the non-custodial parent's income and the number of children to be supported. The Task Force found that the guidelines are not set high enough to adequately support children and that the guidelines are frequently used as the *highest* amount, rather than the *minimum* amount to be awarded. The Task Force also found evidence that women receiving AFDC get lower child support awards than women not receiving public assistance.

Findings: Child Support

- 1) MN's child support guidelines are too low.
- 2) Courts are misinterpreting the guidelines as a *maximum* level of support to be paid by non-custodial parents, rather than the *minimum* level as intended by the legislature.
- 3) Deviations downward from the guidelines are much more common than upward deviations.
- 4) The standard of living of the custodial parent and children decreases substantially after divorce, while that of the non-custodial parent often improves.
- 5) Low-income custodial parents are especially disadvantaged in establishing child support.
- 6) Inconsistency in the enforcement of child support awards results in unfairness to custodial parents and their children.

Recommendations: Child Support

- 1) Judges should enforce child support orders through the use of contempt.
- 2) In keeping with the original legislative intent, judges should interpret the child support guidelines as the minimum level of the non-custodial parent's obligation, rather than the maximum.
- 3) When the Minnesota legislature re-examines its child support guidelines as required by federal law, it should adopt an approach to establishing child support levels that reduces the disparity after divorce between the standard of living of custodial parents and children and non-custodial parents.
- 4) Judges should calculate the effects of a downward deviation from the guidelines on the standard of living of both parties. Judicial education courses in family law should contain information on how to perform these calculations.
- 5) Judges should use statutorily authorized judicial sanctions for failure to pay child support such as the appointment of receivers, where appropriate, and should consider developing additional creative sanctions, all of which should be incorporated into statewide enforcement policies.

CHILD CUSTODY

The Task Force found that settling custody issues in court may be affected by stereotypical assumptions about the proper roles of men and women in the care of children. In custody proceedings, men find it hard to prove they can care for a young child. On the other hand, when they can demonstrate participation in child-rearing, they are given extraordinary credit for performing non-traditional tasks such as diapering and feeding the children. Women, however, are seen as innately able to nurture children and can be penalized for such activities as working outside the home, seeking counseling and dating.

Evidence also shows that court personnel who perform custody evaluations and mediation in disputed cases can carry on these stereotypical views of fathers and mothers. Courts are

prohibited from requiring custody mediation in families where domestic abuse has occurred, but some continue to do so.

Findings: Child Custody

- 1) Some judges make stereotypical assumptions about the proper role for women and men that disadvantage both fathers and mothers in custody determinations.
- 2) Custody mediators and custody evaluators are subject to the same gender-based stereotypes that affect judges.
- 3) Some judges continue to order custody mediation in families with domestic abuse, in spite of state law prohibiting mandatory mediation in these cases.
- 4) Fathers sometimes use the threat of joint custody to obtain an economic advantage over mothers.
- 5) Judges are sometimes too willing to order joint custody where there is no evidence that it is in the best interests of the children to do so.
- 6) Children suffer harm when the court fails to make custody decisions promptly.

Recommendations: Child Custody

- 1) Judicial education programs in family law must sensitize judges to issues of bias in custody determinations. Judges must recognize that fathers can be good custodians of small children and that mothers with careers can be good parents.
- 2) Judicial education programs in family law should educate judges about the need to make custody decisions promptly.
- 3) Custody mediation should not be ordered where domestic abuse has been documented by means of a sworn statement, an Order for Protection (OFP) or arrest records.
- 4) Counties using court services for custody evaluations should provide training and evaluation to ensure that social workers are sensitive to issues of bias in their investigation and reporting.
- 5) The Office of the State Court Administrator should develop a standardized for-

mat to be used throughout the state in custody evaluations and reports.

6) Where other evidence about custody is presented to the court, the court must carefully consider it along with any recommendation from a court services worker or private evaluator.

7) Judicial education programs in family law should examine the effects of joint custody orders.

8) Judges should use great caution in deciding to order joint custody. It should be imposed over the objections of one of the parents only where the court makes specific findings which identify the reason why such an order is in the children's best interests.

ACCESS TO THE COURTS

The Task Force learned that, especially in family law areas, women and men do not have equal access to the courts, primarily because of their different economic status.

Experienced family law attorneys can require retainers (advance payment) of \$1,500 to \$10,000 in divorce cases. About 80 percent of attorneys require retainers. Legal services programs for poor women have long waiting lists and are able to serve only about half of those who are eligible and need services.

Judges are reluctant to award temporary attorney fees or costs, which has increased the need for retainers and may lead some women to settle their cases prematurely. This can happen when the cases become more complex. Attorneys surveyed said this may lead women to accept inadequate maintenance awards, under-valued property, lower child support awards and the loss of custody. In addition, judges won't award attorney fees in

post-divorce actions, such as enforcement of child support payments, which discourages women who can't afford attorneys from seeking help.

Findings: Access to the Courts

1) It is extremely difficult for poor people in Minnesota to obtain legal representation in family law matters.

2) The inability to obtain counsel affects women more severely than men. The reluctance of judges to award reasonable temporary attorney fees and costs in family law cases prejudices the economically dependent spouse by making it impossible for that spouse in many cases to pursue the action.

Recommendations: Access to the Courts

1) State resources should be made available for the funding of legal representation for poor people in family law matters.

2) Whenever possible judges should award temporary attorney fees and costs to the economically dependent spouse in an amount that is sufficient to allow that spouse to effectively pursue relief in family courts.

GENERAL FAMILY LAW RECOMMENDATIONS

Family law is a subject that should be covered on the Minnesota bar examination. Judges should earn continuing judicial education credits in family law and domestic abuse. More comprehensive economic information about the parties in a divorce must be included in both temporary and final orders. Materials should be developed to explain the court system in family law matters to litigants.